



Office of Disaster Preparedness and Management (ODPM)

DRAFT NATIONAL VOLUNTEER POLICY



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GLOSSARY OF TERMS

CPR

Cardiac and Pulmonary Resuscitation is an emergency procedure for a person whose heart has stopped beating or who has stopped breathing. (<http://www.ifrc.org/>)

Disaster

A person, community or nation's inability to function due to loss of life and property as a result of a natural or man-made hazard. (ISDR)

Disaster Risk Management

The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards. (ISDR)

Disaster Risk Reduction

The conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development. (ISDR)

Early Warning

The provision of the means by which people or organizations, use available resources and abilities to face adverse consequences that could lead to a disaster. In general, this involves managing resources, both in normal times as well as during crises or adverse conditions. The strengthening of coping capacities usually builds resilience to withstand the effects of natural and human-induced hazards. (ISDR)

Earthquakes

An earthquake is a natural, geological hazard, which occurs when the earth's crust/plates starts to rock or shake violently. (FEMA. org)

Ex-Officio Member

The person who has the responsibility of establishing and maintaining a working link between the Office of Disaster Preparedness and the National Volunteer Programme structure. (The Disaster Auxiliary Corps Guiding Principles)

Floods

The rise and overflow of a body of water due to heavy rainfall onto a previously dry area. (FEMA. org)

Hazards

A possible source of danger or harm which can either be natural or man-made or occur at any time, location and intensity. (ISDR)

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Human-Induced Hazards

Hazards created through the action of human activity.
(<http://www.learningscience.org/ppps2naturalhumanhazards.htm>)

Hurricanes

A hurricane is a violent storm, which is formed at sea in the tropics with wind speeds of over 118km per hour. (FEMA. org)

Mitigation

Structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards. (ISDR)

National Emergency Operation Centre

This is the centralized centre where the coordination and management of all emergency/disaster response and relief operations are performed on the national level. The NEOC will be activated to coordinate and support Municipal Corporations' response in the event of an emergency/disaster. The order to activate the NEOC would be given by the Chief Executive Officer of the ODPM. (ODPM's NEOC Standard Operating Procedures)

Preparedness

Activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations. (ISDR)

Prevention

Activities to provide outright avoidance of the adverse impact of hazards and means to minimize related environmental, technological and biological disasters. Depending on the social and technical feasibility and cost/benefit considerations, investing in preventive measures is justified in areas frequently affected by disasters. In the context of public awareness and education, related to disaster risk reduction changing attitudes and behavior contribute to promoting a "culture of safety". (ISDR)

Recovery

Decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to reduce disaster risk. Recovery (rehabilitation and reconstruction) affords an opportunity to develop and apply disaster risk reduction measures. (ISDR)

Resilience

The capacity of a system, community or society potentially exposed to hazards to adapt, by resisting or changing in order to reach and maintain an acceptable level of functioning and structure. This is determined by the degree to which the social system is capable of organizing itself to increase its capacity for learning from past disasters for better future protection and improve risk reduction measures. (ISDR)

Response

The provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected. Disaster response is predominantly focused on immediate and short-term needs and is sometimes called "disaster relief". (ISDR)

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Risk

The probability of harmful consequences, expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions. (ISDR)

Vulnerability

The conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of a community to the impact of hazards. (ISDR)

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ACRONYMS

CDEMA	The Caribbean Disaster Emergency Management Agency
CDM	Comprehensive Disaster Management
CDMPF	Comprehensive Disaster Management Policy Framework
CEO	Chief Executive Officer
CERT	Community Emergency Response Team
COP	Common Operating Picture
DCEO	Deputy Chief Executive Officer
DMU	Disaster Management Unit
DRM	Disaster Risk Management
DRMC	Disaster Risk Management Cycle
DRR	Disaster Risk Reduction
DVC	District Volunteer Captain
DVM	District Volunteer Manager
EOC	Emergency Operations Centre
ESF	Emergency Support Function
ICS	Incident Command Systems
NEOC	National Emergency Operations Centre
SOP	Standard Operating Procedures
UN	The United Nations
UNISDR	United Nations International Strategy for Disaster Risk Reduction
VPO	Volunteer Programme Overseer

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1. INTRODUCTION

1.1 Vision of the Office of Disaster Preparedness and Management

The vision of the Office of Disaster Preparedness and Management (ODPM) is to be the premier Disaster Risk Management organization in the region with world class expertise, systems and operations that creates and sustains a disaster resilient nation.

1.2 Mission of the Office of Disaster Preparedness and Management

The mission of the ODPM is to develop and manage the implementation of proactive measures to prepare for, mitigate, respond to, and recover from all hazards that threaten the people, environment, and economy of Trinidad and Tobago in collaboration with our stakeholders.

1.3 Aim of the Volunteer Policy

The aim of the ODPM 's Comprehensive Disaster Management Policy Framework (CDMPF) of Trinidad and Tobago is to promote a resilient nation whose continuous protection from new and existing threats, posed by all natural and man-made hazards, is integrated into routine practices of individuals, communities, government and public and private sector businesses, in such a manner that the potential effects of disasters on the quality of life of its citizens are greatly mitigated and recovery is rapid and comprehensive. The CDMPF has integrated both the United Nation International Strategy for Disaster Reduction's (UNISDR) Hyogo Framework for Action and the Caribbean Disaster Emergency Management Agency's (CDEMA) Comprehensive Disaster Management Strategy. Two noteworthy goals of the CDMPF are: (1) the development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, which can systematically contribute to building resilience to hazards; and (2) the systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

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The Hyogo Framework for Action (HFA) encourages countries to “develop specific mechanisms to engage the active participation and ownership of relevant stakeholders, including communities, in disaster risk reduction, in particular building on the spirit of volunteerism.” The HFA advocates the establishment of volunteers to contribute to addressing vulnerability and reducing disaster risk. Additionally, the overarching goal of CDEMA’s Enhanced Comprehensive Disaster Management Strategy is to promote regional sustainable development enhanced through Comprehensive Disaster Management. The ultimate purpose of this strategy is to strengthen regional, national and community capacity for the mitigation, management, and coordinated response to natural and man-made hazards including the effects of climate change.

The development of a National Volunteer Programme is vital to fulfilling comprehensive disaster management. The Volunteer Programme will allow members of the community; public, private and civil sectors to take ownership of their communities’ vulnerabilities and engage in risk reduction and management practices. The strongest mechanisms for communities to minimise the adverse impacts of hazards are through communication, coordination, cooperation and collaboration. The increased capability of Disaster Risk Management through these measures will result in better prepared and resilient communities that are ready to respond to emergency situations. The main objective of the ODPM’s National Volunteer Programme will be to establish a mechanism through which affiliated and unaffiliated volunteers can offer their time, efforts and skills at various phases of comprehensive disaster management with a focus on response. The ODPM will also have the responsibility of providing these volunteers with disaster related training and emergency skills which will enable them to support stakeholders in disaster management.

1.4 Definition of Volunteerism

Volunteerism may be defined as contributing one's time or talents for charitable, educational, social, political, or other worthwhile purposes, usually in one's community, freely and without regard for compensation. Citizens all over the world have shaped their

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nation through voluntary efforts: providing services, organising political action, caring for the poor, reaching out to the disadvantaged, caring for their environment, providing education, ensuring equality and civil rights for all citizens, working for change and at times providing assistance and relief in the aftermath of a natural or manmade disaster.

In the area of Disaster Risk Management (DRM), volunteers can be classified into two (2) categories:

Affiliated volunteers: These are individuals who are affiliated with either a governmental agency or NGO and in this case, the Office of Disaster Preparedness and Management, and have been trained for specific roles or functions in disaster response, relief or other phases of the DRM cycle. Affiliated volunteers may be further defined as follows:

Volunteers in an organisation's ongoing programmes. Such groups typically meet regularly and have other responsibilities in addition to their disaster response roles; for example, many are engaged in community disaster education, family preparedness and public safety efforts year-round. These volunteers may also be in an organisation's reserve programs and can be mobilised at the time of a disaster. They may participate singly or in teams, depending on the program.

Unaffiliated volunteers: (Also known as convergent or spontaneous volunteers.) These are volunteers who although not initially registered with the official disaster agency, come forward to assist key first responders or NGOs, following a disaster with response or recovery activities. **Spontaneous or unaffiliated volunteers** are individuals or groups that:

- arrive unsolicited at the scene of a disaster
- may or may not be a resident of the affected community
- may or may not possess skills necessary to respond to the current disaster
- are not associated with any part of the existing emergency management response system

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2. RATIONALE

2.1 International Perspective

There has been an increased attention to natural disasters around the globe in the last decade. The intensity and frequency of natural hazards that have been occurring in 2010 are noteworthy. Some significant hazard events that occurred internationally in 2010 thus far are Brazil's flooding and mudslides on 3rd January 2010, the Solomon Islands 7.1 magnitude earthquake on 3rd January 2010, Haiti's 7.0 magnitude earthquake on 12th January 2010, the China-Russia-North Korea's border region 6.9 magnitude earthquake on 18th February 2010, Japan's 7.0 earthquake on 26th February 2010, the 8.8 magnitude earthquake offshore Chile on 27th January 2010, Mexico's 7.2 magnitude earthquake in Baja California on 4th April 2010, Indonesia's two (2) earthquakes on 6th April and 9th May 2010 at magnitudes of 7.2 and 7.8 respectively. In each case, the event significantly affected the lives and livelihoods of many citizens. Additionally, the effects caused by such catastrophic events prompted significant need for emergency response, volunteer management and recovery efforts in order to bring relief and sustenance to affected populations. Disasters such as these can occur in Trinidad and Tobago and the presence of volunteers ready to assist in the response mechanisms would significantly reduce the adverse effects of these hazard impact.

2.2 Caribbean Perspective

The Caribbean region is also prone to a range of hazards. These have the potential to adversely disrupt the social, economic and political frameworks of countries affected. Such was the case when Grenada was devastated by Hurricane Ivan in 2005, and when Port-au-Prince, Haiti was destroyed by the January 2010 earthquake. Like our Caribbean neighbours, Trinidad and Tobago is not immune to the risks associated with these hazards. There has been an increase in the number and intensity of floods in recent years during the rainy season due to climate change and infrastructural and residential development. In September and December of 2008, several communities, some of which

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had no history of flooding, were simultaneously affected by heavy rainfall. On the weekend of 8th August 2009, communities suffered the adverse effects of flooding and the manpower to respond to the magnitude of damages experienced by citizens were severely lacking. More recently, in May and August 2010 the ODPM's National Emergency Operations Centre (NEOC) had to be partially activated in order to deal with the widespread flooding that impacted many communities. These flood events have resulted in an increasing number of citizens who have expressed their interest in volunteering and assisting the ODPM in the response and recovery efforts in affected areas.

2.3 Socio Economic Perspective

Disasters can significantly affect the socioeconomic fabric of society. Disasters can create a state of spiraling negative growth, characterized by continuous deteriorating economic conditions, leading to the creation of an impoverished and dependent state in need of external assistance. The loss of life and the depletion of a country's vital human resource, interruption in economic productivity and disruption of critical facilities can hinder a country's economic growth for many years. The economic impact of such disasters is usually experienced immediately but can become long term as it destroys established physical and social structures which take an extensive time to recover. Even the political stability of a county can be disrupted which can promote a state of anomie in society. Therefore, the promotion of a strong National Disaster Risk Management System is crucially important and linked to the promotion of a country's resilience to hazard impacts and sustainable development. The negative effects of disaster can indeed affect the social and economic development of a country through the increase in poverty rates; increase in the spread of disease and physical disabilities and environmental degradation. Therefore, by means of the National Volunteer Programme, effective DRM can be implemented which will in turn promote a more stable and sustainable economy and society.

2.4 Community Vulnerabilities

There is evidence that many communities are exposed to several types of hazards (hydro-meteorological, geological, industrial and technological) and may vary in their capacity

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to cope with or contain the impacts of hazards. Rural communities especially display high risk vulnerabilities. This is primarily due to the communities' lack of resources in the form of machinery, equipment, monetary, manpower and essential emergency and social services such as medical services, official community shelters and the like. Absence of critical support services in the immediate vicinity such as fire stations, police stations and medical centres also contribute to high risk vulnerabilities. Another key risk factor is the absence of preparedness planning at both the household and community level. This results in a lack of community emergency plans and precautionary measures to reduce or mitigate the impacts of hazards such as, the use of proper building regulations and establishing early warning systems in the community. Therefore, in such cases, response efforts will have to be greater and usually is the sole responsibility of first responder agencies to provide the necessary response and relief. These first responder agencies may have to simultaneously provide services and allocate their resources in a number of communities that have experienced severe hazard impacts, therefore affecting quality and response time.

2.5 The National Response Framework

As a management agency, the ODPM functions primarily through the collaboration of key first responder agencies who are directly involved in the preparedness, response and recovery phases within the National Disaster Management System. The National Response Framework (NRF) serves as a guide to how Trinidad and Tobago will implement and reinforce all-hazard response mechanisms among government executives, private-sector and non-governmental organization (NGO) leaders, and emergency management practitioners. It is built upon coordinating structures during the response phase of a disaster that are aligned to key roles and responsibilities of key actors across the country. As mentioned previously, regionally or on the community level first responders will have a greater responsibility to provide response and relief to citizens impacted in the event of a disaster. This will have a toll on man power, equipment and resources that will be mobilized to provide necessary assistance. By aligning volunteers to the National Response Framework response capabilities of first responder agencies will be enhanced. Assigning and training these volunteers to perform specific roles and

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responsibilities will enable them to effectively execute their skills during the response phase of a disaster.

After reviewing these global and local antecedents, the socioeconomic effects of disasters, community vulnerabilities and the need for volunteers in the National Response Framework, it seems fitting to propose that it is compulsory that Trinidad and Tobago develop an approach to harnessing these untapped resources within the community to provide assistance and this will be accomplished through a National Volunteer Programme.

3. INTERNATIONAL BEST PRACTICES

The three case studies that were reviewed for the development of this National Volunteer Policy were the British Virgin Island Disaster Auxiliary Corps model, Jamaica's Emergency Preparedness and Response Corps model and the St. Lucia's District Disaster Committee model.

- **The British Virgin Island's Disaster Auxiliary Corps-** The British Virgin Island Disaster Auxiliary Corps was established on September 8th 1995 to assist the Department of Disaster Management in fulfilling its mandate to provide disaster management services to the people of the British Virgin Islands. The main objective of the Disaster Auxiliary Corps is to train and organize volunteers to assist in disaster management activities and inform individuals, volunteers and community groups on disaster preparedness.
- **Jamaica's Emergency Preparedness and Response Corps-** In 2009, the Office of Disaster Preparedness and Emergency Management (ODPEM) utilized the human resources within the education system to form a National Emergency Preparedness and Response Corps, including the Cadet Corps, to support its mechanism during the preparedness and post impact phases. The main outcome of this project is to enhance preparedness, post impact assessment and emergency welfare mechanisms at the community level. These trained youths attend to first aid needs, support damage assessment and victim registration and relief

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distribution, emergency shelter preparation and assist the elderly and disabled during these adverse conditions.

- **St. Lucia's District Disaster Committee-** The primary responsibility of St. Lucia's District Disaster Committee (established in 2006) is to prepare communities for disasters, enhancing their capacity to react promptly to save lives and protect property and coordinate the activities for assistance, prior to, during and after a disaster. The key components within the District Disaster Committees that volunteer personnel will be expected to perform are in the areas of: Initial Damage Assessment, Shelter Management, Telecom, Transportation, Supplies Management (Relief Distribution), Immediate Works, Welfare, Public Education and Information and Medical First Responders (ranging from first aid to counseling).

Additionally, guidelines and principles were utilized and adopted from literature entitled "Preventing a Disaster within the Disaster, The Effective Use and Management of Unaffiliated Volunteers" and "Volunteer Management" by the Missouri State Emergency Management Agency. The vital information obtained from these documents served as an effective guide to the creation of the policy. The best practices outlined in each document confirmed the benefits that can be derived from the implementation of the National Volunteer Programme.

4. PROGRAMME DESCRIPTION

4.1 Target Population

The National Volunteer Programme's target population will consist of two categories: Affiliated Volunteers and Unaffiliated Volunteers.

AFFILIATED VOLUNTEERS

These will include professional and technical individuals from the work force, volunteers from charitable organisations, governmental/military corps and trained community members. Therefore the specific groups that make up the affiliated volunteer group can be characterized as:

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- **A Professional/Executive Group-** Such individuals will consist of professional, white collar/knowledge workers (doctors, nurses, educators etc.). These individuals are affiliated in the sense that they will be officially registered as a volunteer and will receive official orientation as to how they can be utilized in the programme. Additionally, out of this group volunteers will be specially selected after receiving training in the NEOC operations which will be required in order to provide additional assistance to the Operations, Planning, Logistics, Administration and Finance Chiefs and their staff as well as for the Public Information Officer and Safety Officer if additional manpower is needed.
- **Charitable Organisations-**Volunteers in this category will consist of members from affiliated charity groups such as the International Federation of Red Cross and Red Crescent Societies, United Way Trinidad and Tobago, the Adventist Development and Relief Agency (ADRA), the Rotary International, Lions Clubs and International and Kiwanis International. Volunteers will also be used from the Civil Society Network within each of the fourteen (14) Municipal Corporations.
- **Military and Youth Corps-** Volunteers will be used for Disaster Risk Management efforts from already established military or youth volunteer organizations. These include the Trinidad and Tobago Civilian Conversation Corp, the Salvation Army of Trinidad and Tobago, Special Youth Services Programme (SYSP), the Trinidad and Tobago Cadet Force, the Military Led Academic Training Programme (MILAT) and the Military Led Youth Programme for Apprenticeship and Reorientation Training (MYPART), members from the Boy Scouts and Girl Guides. Additionally, key bodies who have been recognized as possessing the potential of providing effective assistance and support to the National Volunteer Programme are the SERVOL Programme of Trinidad and Tobago and the Youth Training and Employment Partnership Programme (Trinidad and Tobago)

UNAFFILIATED

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- **Professionals/Technical Artisans-** This group consist of professional or technical experts who are not initially affiliated or pre-registered with an accredited disaster agency. However, they possess training, skills and experience that can be useful in the relief effort.
- **“ Walk-in” Volunteers-**This group consist of average citizens who are willing to dedicate his/her time and talents by providing assistance during the response and recovery phase but have not been officially registered with the disaster agency or with an accredited NGO.

Some practical measures of managing these unaffiliated volunteers include establishing pre-determined job descriptions and protocols. These jobs/tasks assigned should be low risk for walk-ins and spontaneous volunteers and should require simple or straightforward training. Especially in the case of unaffiliated professional volunteers, quick orientations should be conducted on overall operations, safety, and rules of the ODPM. Having follow ups and feed back sessions with newly assigned volunteers is also crucially important to ensure that they understand the common operating picture (COP) and that their tasks were completed correctly and efficiently.

4.2 Volunteer Roles and the Disaster Management Cycle

The Disaster Risk Management Cycle (DRMC) consists of four phases: Prevention/Mitigation and Preparedness in the pre-disaster stage, and Response and Rehabilitation/Reconstruction in post-disaster stage. In the Prevention and Mitigation phases, efforts are made to prevent or mitigate damage. Activities and measures for ensuring an effective response to the impact of hazards are classified as Preparedness. These measures are not aimed at averting the occurrence of a disaster as in the case of Prevention. Response includes such activities as rescue efforts, first aid, fire fighting and evacuation. In the Rehabilitation/Reconstruction phase, measures are undertaken after a disaster to return to or improve pre-disaster condition. Taking appropriate measures based on the concept of disaster risk management in each phase of the disaster risk management cycle can reduce the overall disaster risk. Therefore within each phase of the Disaster Risk Management Cycle, volunteers will have roles and responsibilities. Primary

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emphasis will be placed on the response and recovery phase of disasters and the majority of volunteers will be charged with assigned tasks and responsibilities that are intended to enhance the response capabilities and recovery mechanisms of the ODPM. Below highlights some activities within each phase of the DRMC that volunteers will be expected to perform:

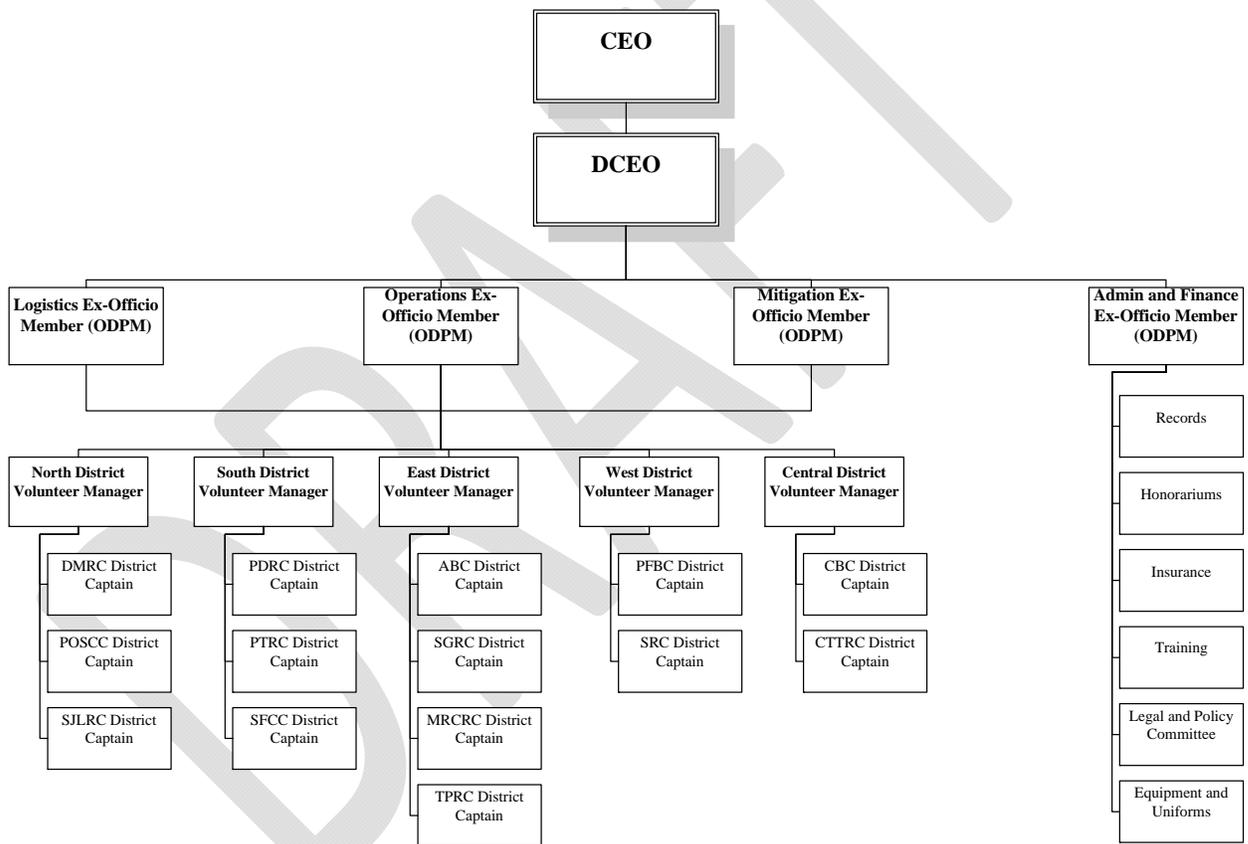
- **Prevention-** in the area of prevention volunteers can conduct general awareness initiatives to inform their respective community of potential risks associated with hazards so they can avoid possible hazards.
- **Mitigation-** in the area of mitigation, volunteers can conduct risk and vulnerability assessments; develop community hazard maps; assist in the conduct of building code inspections and monitor early warning systems.
- **Preparedness-**the preparedness element will involve volunteers' preparation of community plans; development of logistic plans, conducting shelter inspections, preparation of emergency supply kits; food and material stockpiling and exercises/drills to test community emergency plans.
- **Response-** the response element will involve volunteers' assistance in response and relief efforts; first aid treatment, performing auxiliary fire fighting; conducting damage and needs assessments; shelter management; construction of temporary housing; urban search and rescue and swift water search and rescue in affected areas. Additionally, executive volunteers will be trained to perform specified tasks within the ODPM's NEOC and EOCs located within each Municipal Corporation in the event of an emergency situation. This will ensure that the NEOC and EOC's operations are performed more effectively and efficiently possibly over long periods of time.
- **Recovery-** Lastly, the recovery aspect of the National Volunteer Programme will consist of minor road clearance; disaster resistant reconstruction to homes and property and providing psychological counseling to disaster victims.

(Please view Appendix 1 for matrix that highlights the various disaster risk management phases; the activities to be performed by volunteers; the volunteers groups involved and the expected outcomes)

4.3 Organisational Structure (Management Structure)

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There will be a system for managing and mobilising volunteers within four (4) key areas of the National Volunteer System. The Office Disaster Preparedness and Management will have the sole responsibility of governing the activities within the Programme. The National Volunteer Programme will assist the ODPM and the National Disaster Risk Management System in providing disaster management services to the citizens and communities of Trinidad and Tobago. The figure below is a possible chart that can be applied to manage the volunteers. Job descriptions will also be created for each position and once finalised and approved can drive recruitment efforts.



A brief description of all the functions and their respective roles and responsibilities will be highlighted below:

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Chief Executive Officer of the ODPM- The CEO will be in charge of the overall operations of the National Volunteer Programme and will be responsible for the final approval of any crucial decisions made by the four (4) ex-officio member of the ODPM in charge of each function and the five (5) volunteer district managers under each function (e.g. recruiting, disqualifying, or reassigning volunteers, honouraria etc.).

Deputy Chief Executive Officer of the ODPM- The Deputy CEO or the appointed Volunteer Programme Overseer (VPO) will directly and immediately lead the National Volunteer Programme. The DCEO or the VPO will lead or chair meetings among the four (4) ex-officio ODPM members every two weeks. Each ex-officio member will have to report directly to the DCEO or VPO and also submit written situational reports of the current developments and completed activities within their particular function. The DCEO or the VPO will have to chair meeting with the five (5) District Volunteer Managers within each function on a monthly basis and each DVM will have to submit written report on the activities within their respective district.

Logistics (led by ODPM Ex- Officio Member) - The Logistics Section Manager of the National Volunteer Programme is tasked with the responsibility of providing and managing all resources, services, and support for both volunteers within the structure and the citizenry who may become potential casualties after a disaster. This section will have personnel who will be in charge of the issuing, operation and management of communication systems among volunteers via frequency radio or satellite phones; the provision, storage, maintenance and replenishment of medical supplies within the five (5) districts; the identification and log of emergency response equipment (in the form of heavy duty equipment such as backhoe, tractors and transportation vehicles such as ambulances etc.) within each district; facilities, which will involve the maintaining of facilities used for satellite warehousing and those used as official shelters. This section will ensure that the needs of volunteer on the ground are met.

Operations (led by ODPM Ex- Officio Member) - The Operation Section Manager is tasked with the responsibility of directing all response operations within the National Volunteer Programme system. Each of the five (5) Volunteer District Managers will have

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the immediate responsibility for directing the activities of the volunteers within each of the fourteen (14) Municipal Corporation. The Volunteer District Captains who will be assigned to supervise the volunteer activities within each of the (14) Municipal Corporation will have to work alongside their fourteen (14) Disaster Management Units and their Emergency Operating Centres (EOCs). The volunteers assigned to each Municipal Corporation will be expected to engage in activities such as rescue and relief efforts, assist in shelter management and conduct damage assessments on affected homes and property. The Operations Section Manager will also have the responsibility of selecting members from the Professional/Executive group of volunteers who will assist in the NEOC operations of the ODPM in the event additional man power is required.

Mitigation (led by ODPM Ex- Officio Member) - Under the Mitigation Section, lead by the Mitigation Section Manager, assigned volunteers will be primarily expected to collect, display information and generate status reports on incidents or emergencies that occur in their respective regions. Volunteers will also be expected to perform risk and vulnerability assessments in their regions as well as develop or modify hazard maps of communities within their region. Another important function that the Mitigation Section will perform is regular and comprehensive public awareness initiatives within each community throughout the country year-round.

Administration/Finance Function (led by ODPM Ex- Officio Member) – the Administration and Finance section will have the responsibility of sustaining the three (3) other section by means of efficient business operations and finance. This section will be tasked with the responsibility of tracking incident related costs and creating yearly budgets; keeping personnel records of volunteers recruited, trained and assigned with specific roles and responsibilities; developing, issuing and revising volunteer handbooks to qualified volunteers and arrangements for volunteers' insurance coverage. The issuing of honoraria for good service will also be handled within this section. The requisition of equipment, uniforms and badges as well as the administering of procurement contracts to suppliers required by the Logistics section will also be a crucial responsibility of the Administration and Finance section.

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District Volunteer Manager (DVM) - There will be five (5) Volunteer District Managers (North, South, East, West and Central) within each section (Logistics, Operations, Mitigation and Administration/Finance) of the National Volunteer system. The North Districts will supervise the activities within the Diego Martin Regional Corporation, the Port of Spain City Corporation and the San Juan/Laventille Regional Corporation. The South Districts will supervise the Penal/Debe Regional Corporation, the Princes Town Corporation and the Siparia Regional Corporation; the East District will have the Arima Borough Corporation, the Sangre Grande Regional Corporation, the Mayaro/Rio Claro Regional Corporation and the Tunapuna/Piarco Regional Corporation under its care; the West Districts will oversee the Point Fortin Borough Corporation and the San Fernando Corporation; and lastly the Central Districts will monitor the activities within each section for the Chaguanas Borough Corporation and the Couva/Tabaquite/Talparo Regional Corporation. There will be Volunteer District Captions assigned to each fourteen (14) Municipal Corporation.

District Volunteer Captain (DVC) - There will be DVCs assigned to each of the fourteen (14) Municipal Corporation who will be directly responsible for the prevention, preparedness, response and recovery activities within each region. They will also have to work closely with the Disaster Coordinators within the DMUs to ensure that effective emergency preparedness and response is attained when their EOCs are activated in the event of an emergency or disaster.

5. ACTIVATION OF VOLUNTEERS

5.1 Levels of an Emergency/Disaster

Volunteers groups who are aligned within the National Response Framework will also be expected to perform at different levels of a disaster. The different categories/ levels of a disaster are outlined below:

- **Level 1-** This involves the occurrence of localized events or emergencies such as the destruction of a house by flooding, fire etc. At this stage the Municipal Corporation or TTFS will respond to such an event.

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- **Level 2-** The capacity of the resources of the first responders and municipalities are overwhelmed but not the capacity of the national resources to respond and recover; therefore other Municipal Corporation will also need to assist or the ODPM will have to provide additional assistance.
- **Level 3-** At this stage the capacity of the national resources are overwhelmed and therefore the ODPM will activate the NEOC or if the event is catastrophic external assistance such as CDEMA or UN agencies will be required to assist.

5.2 NEOC and EOC activation/ deactivation of volunteers

In the event that a level two (2) or level (3) disaster occurs the ODPM's National Emergency Operation Centre (NEOC) is activated. This is the centralized centre where the coordination and management of all emergency/disaster response and relief operations are performed. The NEOC will be activated to coordinate and support Municipal Corporations' response in the event of an emergency/disaster. The order to activate the NEOC would be given by the Chief Executive Officer of the ODPM. When activated representatives of the pertinent Ministries and Government Agencies are required be present at the NEOC. These representatives are termed as Emergency Support Function (ESF) agencies as their main function is to support response and recovery operations. The EOCs within each of the fourteen (14) Municipal Corporations function as regional command centres where coordination and management of emergencies/disaster at the regional level are performed.

Therefore within the partial and full activation of the NEOC assigned volunteer from the executive group can provide assistance. The need for volunteers will primarily be needed however in the event of full activation or in the event of a level three (3) emergency/disaster. Assigned volunteers will also be mobilized in the event of regional EOC activations. These regional EOCs are usually activated when a level one (1) and level two (2) disasters occurs.

Volunteers who are tasked to perform within the NEOC will therefore be deactivated in accordance with the NEOC Standard Operating Procedures (SOPs) and the SOPs of the regional EOCs. Following a decision to deactivate the NEOC by the CEO, the NEOC

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will do so in a phased, orderly and systematic manner with partial deactivation (will involve the deactivating of particular ESF agencies and volunteers) then into full deactivation. This phased deactivation will depend on the type or severity of the emergency or disaster. The NEOC Director and the Operations Chief will be jointly responsible for ensuring a systematic deactivation is achieved. In the case of the regional EOCs, the District Volunteer Captains will ensure that the systematic and orderly deactivation of the volunteers assigned to the EOCs is effectively conducted.

5.3 Prepositioning of Volunteers and Resources

6. PHASES OF THE NATIONAL VOLUNTEER PROGRAMME

There are three (3) primary phases of the National Volunteer Programme which will be executed in the following order:

6.1 Selection and Recruitment

A selection process of volunteers will be the first stage of the National Volunteer Programme and this will be facilitated by the Administration and Finance section. All affiliated volunteers will be selected based on their current knowledge, skills and technical expertise and the skills required in various phases of disaster management. The ODPM has identified activities that volunteers will be required to perform. These include activities within mitigation, preparedness, response and recovery.

- General Hazard Awareness Level Training
- Vulnerability Capacity Assessment
- Disaster Planning
- Initial Damage Assessment
- Damage Assessments and Needs Analysis
- Damage and Loss Assessments
- Logistics Management
- First Aid and CPR
- Incident Command System
- Auxiliary Firefighting

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- Urban Search and Rescue
- Swift Water Search and Rescue
- Shelter Management
- Counselling

Once the Volunteer Programme is officially launched, members of the public will be invited to submit their information and applications online, via mail or in person for specific jobs. These individuals who do not belong to groups affiliated with the ODPM volunteer programme will be selected and recruited through the Administration and Finance Department of the ODPM. Individuals who are interested in the Volunteer Programme and already belong to specialist volunteer organisations that will be affiliated with the ODPM Volunteer Programme through agreement or memoranda of understanding (e.g. Red Cross) will also be required to submit applications but will be recruited also based on recommendations with identified liaisons to the ODPM in each of these affiliated organisations.

Individuals must be willing and available to commit their times as volunteers as a disaster can occur without warning and their services may be required for extended periods. People who possess leadership skills would also be chosen as these are essential when the coordination of tasks and resources are involved. During a disaster, having people available who can take charge of particular activities and who can delegate tasks can significantly improve the level of response and recovery in communities. After the recruitment and selection phase, volunteers will be registered and there will be a main database of volunteers which will be continuously updated and made accessible to the key partners such as the first responder agencies within every region or community. Volunteers will also be provided with their personal copy of the ODPM's Volunteer Handbook which will clearly outline the procedures that volunteers will have to undertake and will also entail guidelines and code of conduct that each volunteer must adhere to in order to meet the National Volunteer system expectations.

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6.2 Training and Evaluation

Volunteers will be expected to offer their services for various roles of the DRM cycle alongside various stakeholders in the National DRM system. They will be mobilized by region and or field of specialization. The training of such volunteers in the respective areas is crucial. To become fully competent and prepared to provide assistance, volunteers will undergo a series of disaster-related training which will be facilitated by the ODPM in conjunction with first responder and Emergency Support Function agencies. The training will be conducted through a series of workshops at Training Centres, through e-learning and internet based training. Practical, hands on training will also be part of the training syllabus to ensure that their capabilities have been enhanced via the training received and volunteers will be required to engage in exercises. Following each training session, certificates will be awarded to participants and will be valid for a year.

The disaster related forms of training that volunteers will receive are outlined as follows:

- Initial Damage Assessments
- Damage Assessments and Needs Analysis
- Damage and Loss Assessments
- Search and Rescue
- Shelter Management
- First Aid and CPR
- Incident Command System Training
- General Awareness in Disaster Preparedness
- Training in Disaster Planning
- Vulnerability Capacity Assessment Training
- Logistics Management Training
- Auxiliary Fire Fighting
- Urban Search and Rescue
- Swift Water Search and Rescue
- Sound Construction Practices

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- Computer Literacy Training
- Business Communication and Public Speaking Training

Training sessions will be scheduled throughout the year and an ODPM Volunteer Handbook will be produced to supplement the training process. The Volunteer Handbook will contain information of the following:

- List of supplies each volunteer should have
- List of supplies each team should have
- Rules and Policies
- Important Contact Information
- Uniform requirements
- Organisational Chart
- Sign-in procedures
- Procedures on meals and smoking
- Media Relations
- Grievances
- Disaster related injuries
- A list of frequent asked questions
- Safety and Liability Planning
- Schedules
- Supervision and Evaluation
- Recognition and Promotion
- Full waiver of liability agreements

After the necessary training is received by each volunteer group, they will be issued basic equipment to ensure efficiency of their assigned duties. The Administration/Finance department will issue requisitions to the Logistics Unit to issue the necessary equipment to each volunteer after they have been trained. At each prepositioned warehouse within the fourteen Municipal Corporations these equipment will be made available to the volunteers. Any damage to the equipment or replacements that has to be made will be

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reported to the relevant Logistics District Volunteer Captain who is the supervisor of the particular area in which the volunteer is stationed. These will consist of, but are not limited to items such as hand tools, limited power tools, tarpaulins, radios, first aid kits, flashlights, rations, water, etc. Personal items such as full Personal Protective Equipment and steel-tip boots will also be provided. These equipments would be prepositioned to regions and or communities and team leaders would have the responsibility of such equipment through established access control methods.

District Volunteer Managers (DVMs), District Volunteer Captains (DVCs) and their cadre of volunteer staff will have to be evaluated after the receipt of various forms of training and after being assigned the specific tasks in order to assess the effectiveness of the training received and the capabilities of the National Volunteer system. These evaluations will be led by the ODPM and through the assistance of key first responders such as TTPS, TTFS and TTDF. Additionally, consultants that have a working relationship with the ODPM will also be utilized to facilitate the evaluation process. This will be achieved by means of workshops, table top exercises, simulations exercises and emergency drills. The Section Managers who are Ex- Officio members from the ODPM will also have to be oriented and will also have to participate in the evaluation process. Volunteers who are not successful in the initial evaluation phase will have a second opportunity to practically exercise their skills acquired in the subsequent evaluation period. At this phase all volunteers will be efficiently supervised during the exercise of their function(s).

6.3 Operations

Within this phase, volunteers will have specific roles and responsibilities within each phase of the Disaster Risk Management Cycle and will be required to perform such tasks which have been assigned by the DVMs or the DVCs. For each activity performed or completed, reports will have to be performed by the DVCs and then submitted to the DVMs who will in turn submit comprehensive reports to the respective Section Managers. This monitoring and evaluation system is critical to assess the overall success of the National Volunteer Programme on an annual basis.

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7. INCENTIVES AND SAFETY VOLUNTEERS

Although, volunteers conduct their duties without pay basic necessities will be provided. Provision will be made for adequate food, transportation clothing, shelter and safety when they are mobilised by the ODPM.

7.1 Honouraria

A honourarium is a payment made to a person for their services in a volunteer capacity which is given as a form of gratitude for the services rendered. Therefore, volunteers are to be granted a honourarium for their actual performance in disaster management and emergency response operations. Such rewards are to be recommended by the Administration/Finance section to the CEO who will be the sole arbiter of written approvals for a honourarium of service.

7.2 Awards

In order to further sustain the cadre of volunteer organizations and groups, there will be incentives in the form of recognition for their humanitarian efforts. This will be highlighted in the ODPM newsletters and within the printed and electronic media. Volunteer groups who have contributed the most or have aided in the sustainability and resilience of the communities in Trinidad and Tobago will be awarded with medals for their extraordinary efforts.

7.3 Insurance

The Administration and Finance section will have to ensure that each volunteer who has been recruited is insured. All volunteers will have to sign a liability waiver which indicates that all volunteers should have personal health insurance. The Administration

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and Finance section will also have to ensure that the waiver signed is reviewed by legal personnel.

7.4 Safety of Volunteers

Observation of clinical activities and operation of volunteers as a whole are crucially important. Volunteers will have to be provided water and food breaks to help relieve stress. Therefore, the assignment of official safety officers will be pertinent especially when volunteers are performing field operations on the scene of an incident. The Safety Officer will have the responsibility of reporting any pertinent accidents, injuries, or dangers to the DVCs so that such volunteers can receive immediate assistance. Therefore, proper logs that include emergency contacts; address, phone, e-mail; physician name and number; allergies, any other important information such as chronic illnesses and vaccination status of each volunteer under the assigned Safety Officer's care will have to be made available.

8. OUTCOMES OF THE NATIONAL VOLUNTEER PROGRAMME-

The National Volunteer programme will produce and sustain a cadre of trained disaster managers who will be readily available to assist in all phases of Disaster Risk Management and can provide assistance in the areas of response and recovery and assist national first responders. The National Volunteer Programme will also increase the resilience of all communities in Trinidad through the preparedness and mitigation mechanisms that will be established through this venture. Therefore, clear expected outcomes of the National Volunteer Programme under the ODPM are:

- Increased human resource and skills available for all phases of comprehensive disaster management which will increase the overall efficiency of the national disaster risk management system
- In accordance with the HFA, another expected outcome that National Volunteer Programme will contribute to building of a culture of safety and resilience.

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- According to the HFA, the National Volunteer Programme will promote the strengthening of Preparedness for Response

9. TIMEFRAME

Once the Volunteer Policy is reviewed and accepted the National Volunteer Programme recruitment and selection phase will commence. The aim is for selection and recruitment to begin in the first quarter of the fiscal year 2010-2011. Training sessions for the various levels and skills will commence in the second quarter and continue throughout 2010-2011. This training will be ongoing as new volunteers are recruited. The National Volunteer Programme will function as a living system therefore it will function on a yearly basis as annual reports of its overall activities will be developed, monitored and reviewed.

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10. APPENDIX 1

VOLUNTEER MATRIX				
PHASES OF THE DISASTER CYCLE	TRAINING REQUIRED	ROLES/RESPONSIBILITIES	VOLUNTEERS ASSIGNED	EXPECTED OUTCOMES
PREVENTION	<ul style="list-style-type: none"> ●General Hazard Awareness Level Training, ●Business Communication and Public Speaking Training 	<ul style="list-style-type: none"> ●Conduct of General Awareness Initiatives 	<ul style="list-style-type: none"> ●The Civil Society Network within each of the fourteen (14) Municipal Corporations, ●The International Federation of Red Cross and Red Crescent Societies, ●United Way Trinidad and Tobago, ●The Adventist Development and Relief Agency (ADRA), ●YTEPP 	<ul style="list-style-type: none"> ●Greater community identification of risk associated with hazards and guidelines on how to reduce such risks. ●More prepared and safer communities
MITIGATION	<ul style="list-style-type: none"> ●Sound Construction Practices, ●Vulnerability Capacity Assessment Training 	<ul style="list-style-type: none"> ●Conduct risk and vulnerability assessments, ● Produce and assist communities in developing hazard maps, ●Conduct minor building code inspections, ●Monitor early warning systems in communities 	<ul style="list-style-type: none"> ●Trained CERTs, ● The Military Led Academic Training Programme (MILAT) ●The Military Led Youth Programme for Apprenticeship and Reorientation Training (MYPART), ●Members from the Boy Scouts and Girl Guides, ●SERVOL ●The International Federation of Red Cross and Red Crescent Societies (particularly in the VCA assessments) 	<ul style="list-style-type: none"> ●Will ensure that early detection and proper monitoring of hazards within communities are achieved ●Communities will have a proactive systems in place that will ultimately reduce the adverse effects if hazards especially in the case of flooding

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PREPAREDNESS	<ul style="list-style-type: none"> ● Training in Disaster Planning, ● Initial Damage Assessments ● Damage Assessments and Needs Analysis ● Damage and Loss Assessments, ● Logistics Management Training, ● Computer Literacy Training 	<ul style="list-style-type: none"> ● Assist Municipal Corporations and communities with their preparedness and response plans, ● Perform Logistics Management of resources prepositioned in keys districts, ● Conduct of regional and community drills to test effectiveness of plans 	<ul style="list-style-type: none"> ● The Rotary International, ● Lions Clubs and International, ● Kiwanis International, ● United Way Trinidad and Tobago, ● CERTs, ● The International Federation of Red Cross and Red Crescent Societies, ● The Adventist Development and Relief Agency (ADRA), 	<ul style="list-style-type: none"> ● Capability of response plans strengthened through the conduct of regular drills, ● Proper and efficient prepositioning of resources which will provide immediate relief to affected citizens
RESPONSE	<ul style="list-style-type: none"> ● First Aid and CPR, ● Incident Command System Training, ● Auxiliary Fire Fighting, ● Urban Search and Rescue, ● Swift Water Search and Rescue, ● Shelter Management 	<ul style="list-style-type: none"> ● Assist in NEOC and EOC operations, ● Assist first responders in rescue and relief efforts: <ul style="list-style-type: none"> ✓ First aid treatment, ✓ Perform Auxiliary Fire Fighting; ✓ Conduct of IDA, DANA, DALA assessments, ✓ Serve as Shelter Managers, ✓ Care for and provide relief to Special Populations, ✓ Construction of temporary housing ✓ Urban search and rescue, ✓ Swift water search and rescue in affected areas 	<ul style="list-style-type: none"> ● The Trinidad and Tobago Civilian Conversation Corp, ● The Salvation Army of Trinidad and Tobago (assist in mass feeding), ● The Special Youth Services Programme (SYSP), ● The Trinidad and Tobago Cadet Force, ● The Military Led Academic Training Programme (MILAT) ● The Military Led Youth Programme for Apprenticeship and Reorientation Training (MYPART), ● Members from the Boy Scouts and Girl Guides, ● The Executive Volunteer Group (NEOC and EOC activation), ● CERTs, ● The International Federation of Red Cross and Red Crescent Societies (shelter management), ● ADRA (shelter management) 	<ul style="list-style-type: none"> ● Prompt and effective response mechanisms within communities, ● Stronger response capabilities of key first responder agencies, ● Less resources expended during the recovery phase, ● Promotion of sustainable development on the community level which will foster development at the national level

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RECOVERY	<ul style="list-style-type: none">•Training in Psychological Counselling,•Building Construction	<ul style="list-style-type: none">•Assist the relevant first responder agencies in minor road clearance;•Construct disaster resistant reconstruction to homes and property,•Provide psychological counseling to disaster victims.	<ul style="list-style-type: none">•ADRA,•The International Federation of Red Cross and Red Crescent Societies,•United Way Trinidad and Tobago	<ul style="list-style-type: none">•Stronger, more efficient and faster restoration and improvement of the pre-disaster living conditions of affected communities
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