Framework for Co-ordination of Volunteers in Emergency Response Situations (Wales)

July 2022

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Executive Summary

This Framework and Accompanying Report seeks to develop and standardise the co-ordination and utilisation of volunteers in responding to civil emergencies across Wales, within the confines of respective emergency planning legislation. The Civil Contingencies Act (CCA) delivers a single framework for civil protection in the UK via both statutory legislation (The Act) and accompanying non-legislative guidance. The Act is separated into 2 substantive parts: local arrangements for civil protection (Part 1); and emergency powers (Part 2).

Those statutory organisations at the core of an emergency response are classified as Category 1 organisations within the CCA. They are subject to clear duties identified within the legislation itself (rather than accompanying non-legislative guidance).

It's widely accepted (by the public, the voluntary sector and the statutory sector) that significant benefit is delivered by volunteer organisations / volunteers, when playing a co-ordinated role in supporting the statutory sector in their duty to respond to a civil emergency.

The CCA recognises the value of volunteers / the voluntary sector within its accompanying non-legislative guidance. Chapter 14 of 'Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004.; 'The role of the voluntary sector'', contains guidance and considerations in respect of supporting the statutory sector's response to a civil emergency. confirms, '*The voluntary sector has an important role to play in supporting the statutory sectors response to some emergencies* (paragraph 14.1).

Given the CCA's approach of *publishing guidance and considerations*, rather than *legislative duties*, in respect of how volunteers / voluntary organisations respond to civil emergencies, it is not a surprise that there are differentials in respect of how, and at what scale, a volunteering in civil emergency situations is planned and delivered across Wales, often being influenced by financial considerations, knowledge and delivery capacity of those statutory organisations with civil emergency planning responsibilities; rather than being informed by a Wales-wide common approach building on best practice

This Framework recommends this common approach across Wales Through a standardised approach in planning for volunteering, the capacity to deliver a person / community centred response to those affected by civil emergencies is increased. In particular we seek to:

- Ensures direct representation of the voluntary sector on key planning Fora, and within incident specific recovery teams
- Increase deployment of emergency focused volunteers including those from named organisations within the non-legislative accompanying guidance to the Civil Contingencies Act i.e. - Chapter 14 of 'Emergency Preparedness Guidance on Part 1

of the Civil Contingencies Act 2004.; 'The role of the voluntary sector'[1] and **'**Emergency response and recovery' **–** Guidance for staff of responder agencies, particularly senior officers or managers involved in emergency response and recovery preparations.'[2]

- Rely on existing rather than new structures
- Understand, through mapping, the potential of a volunteer response at a local level, delivered via the wider voluntary sector
- Ensure readiness of voluntary organisations to respond immediately to requests for volunteers to support Category 1 and Category 2 responders in delivering their statutory duty
- Ensure best practice and safeguarding of volunteers
- Embeds continual improvement and quality assurance

Whilst some of this Framework is deliverable through changing processes within established structures, to reach its full value a level of development investment and ongoing revenue funding is required

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[1] Cabinet Office. (2012). 'Civil Contingencies Act Enhancement Programme. Revision to Emergency Preparedness'. Chapter 14. Retrieved from
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/61037/Chapter-14-role-of-voluntary-sector-amends-10112011.pdf
[2] HM Government. (2013). 'Emergency Response and Recovery'. Retrieved from
https://www.gov.uk/guidance/emergency-response-and-recovery

Introduction

Volunteers have, for many years, played a key role in responding to emergencies in Wales and across the UK. This response ranges from; the deployment of volunteer teams specifically trained and resourced to respond to an emergency, working under the supervision of organisations such as British Red Cross, Royal National Lifeboat Institution, Mountain Rescue and CRUSE Bereavement Support; through to spontaneous offers of support from individual community members who wish to help those affected by the emergency situation.

In addition to this, it has been increasingly common to see volunteers from local voluntary and community organisations supporting communities and individuals to recover from floods and fires, working alongside the local authority and others who have responsibility for implementing a person-centred recovery. Volunteers and, through association the voluntary organisations for which they volunteer, can add significant value to support, often being able to extend beyond support levels that could be delivered by the statutory sector.

More recently, the initial response to the Covid-19 pandemic saw volunteering reach record levels, and the opinion is widely held that a key strength in Wales' Covid-19 response was the agility, resilience, and sheer volume of the volunteer response.

Large volunteer responses have been witnessed for several years, and it is widely regarded that volunteers need appropriate co-ordination so that they can play a valuable, yet safe role in the response to an emergency. The tragic disappearance of April Jones in Powys in 2012, prompted a huge spontaneous response from people volunteering to help in the search for April. The experience of this generated learning, which is still widely referred to ten years later.

Underpinning Wales' emergency planning and response are key pieces of legislation and government procedures, of which the CCA is central Whilst the need to consider the role of voluntary sector organisations, and volunteers is contained within this information, it is within the non -legislative guidance (mainly Chapter 14 of '[Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004](.); 'The role of the voluntary sector''), and as such is not legally enforceable as an approach.

There is no definitive guidance(or legislation) presently in place regarding the level of involvement in planning or the approach to co-ordination of the wider volunteer response, save for advice of this nature: '*There are local responders not captured in the schedule to the Act who may also be brought in to local planning arrangements, depending on the circumstances. One group – the voluntary sector – is identified in the Act. Category 1 responders are required to "have regard to" the activities of the voluntary sector in maintaining their emergency and business continuity plans.*' – Civil Contingencies Act Enhancement Programme, March 2012

This has led to differentials across Wales as how the voluntary sector / volunteers are represented in planning, and therefore at the scene of an emergency.

For the full added value of volunteers to be realised, there needs to be a common approach across Wales that extends across planning, operational response (whilst recognising that each incident will require a response based on the needs of the Incident) and continually develops through shared process and learning. In England this process exists through the Voluntary Sector Civil Partnership Forum.[3]

A common approach, which ensures that the wider volunteer capability of our communities is represented in emergency planning is also a valid recognition of the added value that co-ordinated volunteers bring to civil emergency responses.

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[3] HM Government. (2022). 'Voluntary Sector Civil Protection Forum'. Retrieved from
https://www.gov.uk/government/groups/voluntary-sector-civil-protection-forum

Methodology

This work was sub-contracted to Richard Newton Consulting – www.richard-newton.co.uk - by the British Red Cross who secured funding for the work on behalf of the Wales Community Resilience Group, from the Welsh Government's Volunteering in Wales Fund (administered by Wales Council for Voluntary Action).

The methodology for this work was developed from Richard Newton Consulting's (RNC) extensive experience delivering similar work across Wales and the wider UK, building on their knowledge and networks, in response to the project proposal that was submitted to the Welsh Government's Volunteering in Wales Fund.

RNC were required to:

> *Produce a framework for improved collaboration between third sector, private sector, and public sector bodies with statutory duties to respond to an emergency. The framework will be for the co-ordination of volunteers and other resources at all levels in an emergency.*

The framework was developed between January and June 2022 prior to being presented to the Wales National Resilience Group meeting in June 2022.

Ethics Statement

RNC is a value-led consultancy, conducting all research in accordance with fundamental established ethical principles. RNC utilises researchers with substantial social sciences training, including all relevant ethical training. This commitment to ethical research is underpinned within this methodology. At the core of these principles is respect for all participants' welfare, dignity, and rights.

Participants' Rights

- Consent: to participate, withdraw from, or refuse to take part in research projects
- Confidentiality: personal information or identifiable data will not be disclosed without participants' consent
- Security: data will be kept secure and in accordance with GDPR principles
- Safety: participants will not be exposed to unnecessary or disproportionate levels of risk

Researchers' Obligations:

- Honesty
- Sensitivity
- Integrity

Research Methods

This work began with an implementation meeting with the team at British Red Cross to coproduce a programme of research. This included regular iterative reviews, to inform the development of the Framework.

Several methodological approaches have been adopted in order to ensure a fully informed Framework:

- Desk-based research, mapping best practice in emergency volunteering from across the UK (and internationally). Naturally, part of this work included data in respect of Covid-19, but learning was taken from other emergencies as well, such as floods etc.
- This desk-based research explored evaluative reports from organisations including the National Consortium for Societal Resilience and Voluntary Community Services Emergency Partnership (VCSEP), WCVA, National Preparedness Commission, Enabling Social Action. We also made direct contact with these organisations as appropriate.
- Mapping emergency volunteering models across the UK, using established provision to inform final recommendations.
- Open access focus groups delivered digitally, exploring specific aspects of Emergency Volunteering, and considering iterative findings periodically.
- Structured Conversations delivered in small groups or a one-to one basis, which provided an opportunity to engage:
  - on discrete aspects of service delivery
  - with essential stakeholders who were unable to attend scheduled focus groups.
- A digital survey, to establish baseline information and trends, and act as a starting point for discussion at focus groups/structured conversations and enabling commonality in the format of responses.

The approach sought to be accessible to all, and access measures, including Welsh translation, were embedded throughout the process.

The Framework was developed in four key phases:

Phase 1 – Establishing a draft Framework

This was achieved through:

1. Mapping of present provision
2. Researching learning/best practice approaches from other areas
3. Open access digital survey (bilingual), proactively circulated to key stakeholders, establishing initial views as to strengths/weaknesses of present provision, and determining priorities for change. Although the survey was anonymous, respondents were profiled (e.g., size, sector, governance structure) highlighting differentials between cohorts, which were considered when developing the Framework.
4. Two open access focus groups, adding qualitative data to research and survey results, and outlining the perspective of organisations involved (public/voluntary sector, infrastructure bodies etc.)

5. Structured conversations with policy makers and delivery organisations exploring issues raised in the survey and focus group, contributing to a fully considered and comprehensive Framework.

RNC has developed networks with WCVA, County Voluntary Council's (CVC's), local authorities, Public Service Boards, Welsh Local Government Association, voluntary sector organisations and Welsh Government, along with an extensive social media network. These were utilised these to maximise reach for the survey and focus groups. A substantial contact list was developed, comprising stakeholders from across Wales and sectoral categories, and targeted invitations to participate were sent.

In line with best practice, each focus group and conversation were recorded by a note taker, while the facilitator guided the discussion. These notes form a primary source of data for development of the Framework.

A first draft Framework was developed for further consultation.

Phase 2 -Consultation and Engagement

The draft Framework was 'fine-tuned' through a period of further consultation. A resource pack was drafted to support all consultation activities comprising:

- The draft Framework
- An Easy Read summary with infographics
- FAQ – with sections focused on different audiences e.g., community, those with statutory duties, business, infrastructure bodies e.g., CVC's.

Comprehensive consultation was achieved through:

1. Four focus groups, openly promoted and held digitally to ensure a Wales-wide reach. These were grouped by audience, e.g., statutory providers, CVCs, WRCF members, community groups alongside a mixed group, ensuring a broad range of voices were heard.
2. Online consultation open to all gathered additional focused data against key considerations,. An invitation to respond was emailed to over 100 organisations who were judged to have an interest / role in this work.
3. Structured conversations with stakeholders (CVC's, local resilience fora, BITC), soliciting focused feedback.

In line with best practice, each focus group and conversation were recorded by a note taker, while the facilitator guided the discussion. These notes form a primary source of data for development of the framework.

Phase 3 – Refining Framework and reporting back to Commissioners

Using the consultation responses in the prior phase, the Framework was reviewed, and relevant points addressed. A log recorded how issues raised were considered, and detailed revisions made or reasons for not actioning feedback, creating a second draft Framework.

A final focus group with a range of stakeholders validated the second draft, acting as a final 'logic check'.

Phase 4 – drafting/ translation and sign off

In making recommendations, we have sought to identify those that can be implemented within existing resources, through a change in approach; and those that may require additional resources/ lead bodies to take forward.

Utilising all data and feedback, from a wide range of stakeholders, a final draft was developed, translated into Welsh, and presented to Commissioners for sign off.

A list of those participating in the consultation process is contained within the Appendix.

The Project Team

This work was sub-contracted to Richard Newton Consulting – www.richard-newton.co.uk

The Project Team comprised:

Richard Newton – Director, Richard Newton Consulting
Mandy Youell MA – Associate Consultant, Richard Newton Consulting
Iwan Jones, - Account Manager, Rchad Newton Consulting
Dr. Cinzia Yates – Research and Consultation Manager, Richard Newton Consulting

The Project Team were supported by an Advisory Group, membership comprising:

Kate Griffiths – Director for Wales, British Red Cross
Gill Peace – Senior Institutional Fundraiser, British Red Cross
Henry Barnes – Emergency Response Operations Manager – Wales, British Red Cross
Hazel Lloyd Lubran – Chief Executive – Ceredigion Association of Voluntary Organisations

The Project Team would like to take this opportunity to thank all those who gave freely and willingly of their time to contribute to the consultation process.

British Red Cross

British Red Cross is part of the International Red Cross and Red Crescent Movement

and helps anyone, anywhere in the UK and around the world, get the support they need if crisis strikes.

Within Wales and across the UK, British Red Cross is a leading voluntary sector organisation supporting the deployment of volunteers to support the statutory response to emergencies, British Red Cross has the scale, expertise, and equipment to provide a co-ordinated large-scale response with quick and robust support. British Red Cross is embedded into the emergency planning/ response structures in Wales, with representation on the national Wales Resilience Forum and the four regional resilience fora. The Director for Wales of the British Red Cross Co-Chairs the Wales Community Resilience Group.

British Red Cross has thousands of trained emergency response volunteers across the UK, ready to provide practical and emotional support at a moment's notice. For example, volunteers can set up rest centres for those having to leave their homes for safety because of flooding, fire, or bad weather. Volunteers are backed by a fleet of 4x4 vehicles, ready to tackle the toughest conditions. Working with agencies such as Fire and Rescue Services, British Red Cross attends emergencies (from house fires through to terrorist attacks), and volunteers are available to help those affected with practical support through immediate access to food, water, clothes and funding through pre-paid cards.

In a major emergency, the Red Cross can set up a support line within four hours and run it for as long as needed. They did this following the London bombings in 2007, the Manchester Arena, London Bridge and Borough Market terrorism attacks, and the Grenfell Tower fire.

Within Wales, the British Red Cross is represented on the Wales Resilience Forum as well as at the four Local Resilience Fora and, through this experience, is aware of the benefits that can be delivered through the engagement of effectively co-ordinated volunteers into emergency situations. They identified the need for the development of this Framework, intended to support co-creation of volunteer responses across the voluntary sector.

As a voluntary sector organisation, British Red Cross was eligible to access Volunteering Wales Funding to co-create this Framework with peer organisations involved in emergency planning/ response, including national charities such as St Johns Cymru, Royal National Lifeboats, Shelter, NSPCC and the wider Third Sector Support Wales (TSSW) network.

Definition of an Emergency

Through our programme of work, stakeholders referred to many circumstances in which volunteers provided invaluable support in response to what many perceived as an emergency. This included the role that volunteers played in the delivery of health and social care in response to the Covid-19 pandemic, and more recently, the role of volunteers supporting communities to prepare to accommodate Ukrainian refugees.

We fully recognise the importance and value of these activities, and we acknowledge that displacement and forced migration are predicted to rise in the years to come, in response to Ukraine and other conflicts as well as the declared climate emergency.

The Civil Contingencies Act (2004) defines 'emergency' more broadly than previous legislation following the fuel protests and mass flooding in 2000, and the outbreak of foot and mouth disease in 2001. That said, the definition of an emergency within the Civil Contingencies Act (quoted below) is more defined than that assumed by many who participated in our consultation, in particular those who are not embedded into the emergency planning system.

Therefore, in accordance with the Civil Contingencies Act (2004), this Framework adopts the following definition of an emergency:

"Emergency" is defined as an event or situation which threatens serious damage to human welfare in a place in the UK, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK'.[4]

Emergencies in recent years in Wales have included

- House fires
- Floods
- Coastal rescues
- Road Traffic Accidents
- Search support in relation to missing people

Some events change in status as they develop. For instance, the initial stages of the Covid-19 pandemic would have been classed as an emergency under the definition within the Civil Contingencies Act (2004) and prompted a huge volunteer response. However, as advancements were made on our ability to treat and prevent Covid-19, it can be argued that the volunteering response that continued in 2022 (supporting mass vaccination centres etc.) is now volunteering for health and social care.

Within the scope of this Framework, we have identified several stages of the emergency response cycle:

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[4] Cabinet Office Chapter 1 (Introduction) of Emergency Preparedness, Revised Version Retrieved from
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/61024/Chapter-1-Introduction_amends_16042012.pdf

Emergency response cycle

1 Pre-emergency Preparation – risk assessment, emergency planning.

2 The Emergency – Immediate Response

3 Supporting Recovery – process of rebuilding, restoring, and rehabilitating the community following an emergency, signposting to VCS services and transitions to independent living.

4 Post-emergency Learning –sharing of information and lessons identifie to review and improve future planning, practice, and build community resilience.

Within the scope of this Framework, we have identified several stages of the emergency response cycle:

The Emergency – Immediate Response:

i. Pre-emergency – only applicable in some emergencies for instance when a threat of flooding is identified and there is a need to move property / animals out of the risk zone

ii. Crisis and consequence management – responds to the immediate and direct effects of an emergency, e.g., fighting fires, evacuating people, search and rescue, etc. Addressing wider consequences and services such as restoring transport networks or electricity supplies, managing community relationships, and providing ongoing shelter to displaced persons.

1. **Pre-emergency Preparation** – risk assessment, emergency planning.
2. **The Emergency** – Immediate Response:
   i. Pre-emergency – only applicable in some emergencies for instance when a threat of flooding is identified and there is a need to move property / animals out of the risk zone
   ii. Crisis and consequence management – responds to the immediate and direct effects of an emergency, e.g., fighting fires, evacuating people, search and rescue, etc. Addressing wider consequences and services such as restoring transport networks or electricity supplies,

managing community relationships, and providing ongoing shelter to displaced persons.

3. **Supporting Recovery** – process of rebuilding, restoring, and rehabilitating the community following an emergency, signposting to VCS services and transitions to independent living.

4. **Post-emergency Learning** – sharing of information and lessons identified to review and improve future planning, practice, and build community resilience.

Definition of Volunteering

The Welsh Government, in discussion with the Third Sector Partnership Council, defines volunteering (within their published Volunteering Policy (Supporting Communities / Changing Lives) as an activity that is:

- Undertaken freely, by choice
- Undertaken to be of public/ community benefit
- Not undertaken for financial gain

If a person undertakes activity either on a mandatory basis or under threat or sanctions, such activity is not considered to be volunteering, even where it is for community benefit and not for financial gain. Both the individual and the wider community may well benefit from such experience – in some cases it marks the start of a life-long volunteering journey – and neither the person nor the activity should be denied proper recognition of their value. Nevertheless, it is very important to safeguard the principle that volunteering should be a matter of choice rather than compulsion.

Whilst we are aware that in some sectors there is a wider interpretation of the term *volunteering*, linked to activities such as work placements and skills development provision, within this Framework we adopt the Welsh Government definition of volunteering as outlined above.

Volunteering is essential to the economic and social environment of the Wales, and the wider UK.

Easter 2022 data on the WCVA's Third Sector Data Hub suggests that approximately 938,000 volunteers contribute more than 145 million hours of their time in Wales each year. Pre-pandemic figures suggest that volunteer time in Wales has an estimated annual value of £1.7billion. [5]

Volunteering, in all its forms, contributes to society in several ways, building social capital, developing skills, improving health and wellbeing, enhancing employment opportunities, and creating community cohesion.

Volunteering makes a key contribution to local and national service delivery, including public services. Welsh Government mandates volunteer development to the Third Sector Support Wales network, which comprises of Wales Council for Voluntary Action and the 19 CVCs. Despite this delegation to the Third Sector Support Network, it should be recognised that volunteers may volunteer for private and public sector organisations as well as the Third/Voluntary sector.

The Trades Union Congress (TUC) partnered with WCVA to create the [Charter for volunteering and workplace relationships,](link) designed to strengthen relationships between paid staff and volunteers. The Charter demonstrates the value and importance that both

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[5] WCVA. (2022). 'The Voluntary Sector in Wales'. Retrieved from https://wcva.cymru/the-voluntary-sector-in-wales/

organisations place on voluntary activity, and the time, skills and commitment given by volunteers.

The TUC Charter prescribes the following principles:

- Volunteering is strategically planned and not a response to a crisis
- Volunteers and paid workers have roles that are distinct and complementary
- Volunteering follows recognised best practice

While volunteers do not typically receive payment for their labour, excepting for reasonable and agreed out-of-pocket expenses, it cannot be said that volunteering is 'free'. As outlined above, volunteering should follow recognised best practice from effective support and management structures, to include comprehensive role descriptions, training, supervision, and development opportunities. They should also be properly equipped to carry out their roles, including, where necessary, uniform, PPE, and IT. Where appropriate, they should also be subject to a Disclosure & Barring Service check, at an enhanced level depending on the role.

It is essential that volunteering is appropriately resourced and managed within an organisation to ensure effective delivery of operations, protect the wellbeing and safety of volunteers, service users and paid staff, and to ensure that volunteers contribute positively to the mission of the organisation. Volunteering best practice is captured in the Investing in Volunteers standard recognised across the UK.[6]

Organisations of all kinds can benefit from volunteering including, at the most obvious level, the third sector, but also extending to private and public sector organisations.

In addition to formal volunteering, a significant level of informal volunteering takes place. This is often on a hyper local level and can be co-ordinated through mutual aid and other local community groups (usually un-constituted and unregistered). These volunteers are not likely to have been through the more rigorous selection and checking processes of other volunteers and are unlikely to be specifically trained. They may not even consider themselves as volunteers – viewing themselves as 'being neighbourly' or 'doing the right thing'. They provide additional and immediate resource, but also additional challenge in terms of co-ordinating the response. Ensuring an allocation of appropriate skills where possible, whilst ensuring the safety of volunteers and the public, can be of concern as these activities often take place without insurance, training or quality assurance.

Informal volunteering swelled in numbers during the Covid-19 pandemic, with informal action groups set up to support local communities as a spontaneous response to the challenges that residents may have been facing.

It widely recognised that there are a number of reasons why people volunteer. Many studies, such as England's NCVO National Councl of Voluntary Oganisations's) policy work

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[6] Investing In Volunteers. (2022). "What is IiV?' Retrieved from https://investinginvolunteers.co.uk/

on volunteering, [i] highlight five themes that underpin most of an individual's drivers for volunteering.[7]

Altruistic – a desire to do something good for the community or a charity, with no expectation of reward or recognition.

Peer driven – a desire to be seen to be supporting the right cause by friends, peers, or social networks, motivated by social status rather than an innate connection to the cause.

Cause driven – an emotional attachment to a cause, which drives a determination to 'do something' to support them.

Experience/Skills led – a desire to offer skills or experience to support the work of a charitable organisation, or to benefit from enhanced skills and experiences as a result of volunteering.

Social Engagement – Many people engage with volunteering opportunities because it provides an opportunity to build and sustain relationships with other people; considerations about the type of social interaction delivered from the volunteer placement may be more dominant than those about the cause individuals are volunteering for.

Regardless of the motivations for volunteering, or whether an individual identifies as a volunteer, volunteering must be co-ordinated, well-managed and appropriately resourced. They must operate within safety and other operational standards and be fully indemnified through insurance. As such, volunteer teams should have a clear line management structure that links into the host organisation's management structure. It is not appropriate to have volunteers without suitable management and support. Given this, and the fact that volunteers should have the opportunity to reclaim out of pocket expenses, it is important to note that there are costs associated with establishing/ delivering volunteer activity and these should be understood by all organisations involved.

It is also worth noting that volunteering is not restricted to solely taking place in voluntary sector organisations.

For many years (well before the volunteering 'spike' witnessed as part of the pandemic), volunteers have been embedded into services run by the statutory sector, such as hospitals, leisure centres, theatres, and national parks. This clearly demonstrates that there is no perceived barrier on the part of the public in respect of volunteering to contribute towards delivery of services that could be perceived as statutory obligations.

Additionally, the private sector often initiates volunteering schemes (supporting good causes outside of their business) as part of their corporate social responsibility, whilst also recognising the personal development offered to employees though volunteering.

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[7] NCVO (2022). 'Why Volunteer?' Retrieved from https://www.ncvo.org.uk/ncvo-volunteering/why-volunteer#:~:text=People%20choose%20to%20volunteer%20for,on%20existing%20experience%20and%20knowledge

Key structures and organisations with Wales in respect of planning for/ responding to an emergency

As stated earlier, this Framework seeks to deliver a consistent approach to the co-ordination of volunteers in an emergency response in Wales, which in turn offers increased capacity to add value to the statutory response required for an emergency. In developing the Framework, we have sought to involve established organisations and networks that have common ground with our proposals, re-enforcing our commitment to maximise the potential of Wales' established infrastructure thereby linking with those emergency planners with statutory duty, and recognising knowledge and investment to date.

This section confirms core details in respect of the structures and organisations referred to in this Framework.

Civil Contingencies Act

The Civil Contingencies Act (2004) imposes a clear set of roles and responsibilities on Category 1 and Category 2 responders in preparing for and responding to emergencies. The Act also features Wales specific sections providing detail on consultation, cross border collaboration (section 15B).

Through identifying organisations (via the Act and accompanying guidance) with emergency response obligations, it informs us of the key organisations (by either name or organisational characteristic) in Wales involved in emergency planning/ response and, as such, highlights those with whom any Framework for the Co-ordination of Volunteers must work.

Welsh Government in effect leads the implementation of the Act in Wales. Welsh Ministers have the power to develop and issue guidance in relation to the civil contingency duties, monitor compliance of the duties of devolved services under the Act and to enforce duties under the Act by way of proceedings in court. Changes to the Act require consultation with Welsh Ministers (section 14B).

There is deferral to UK Government in respect of issues relating to areas of non-devolved government, such as policing and national security. This provides access to resources such as the military and information from the UK's main emergency planning forum, COBRA.[8]

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[8] At the level of UK government, responsibility for emergency planning is split between the Civil Contingencies Secretariat within the Cabinet Office and the Resilience and Emergencies Division within the Ministry of Housing, Communities and Local Government (MHCLG). When an emergency is designated significant (e.g. severe weather), a lead government department is allocated responsibility. Should an emergency be declared serious (e.g. a terror attack), the Civil Contingencies Committee (more commonly known as COBRA or COBR) is involved. If the emergency is more devastating still – and this would be unprecedented – it may be designated catastrophic (e.g. a Chernobylscale nuclear accident), at which point the response will be run centrally from COBRA. Representation at COBRA is influenced by factors such as the nature and geography of the emergency. For instance the devolved administrations of the UK were represented at the COBRA

Civil Contingencies Act – Category Responders

The Civil Contingencies Act makes a distinction between Category 1 and Category 2 responders:

Category 1 responders are **those organisations at the core of emergency response** (e.g., emergency services, local authorities, NHS bodies). Category 1 responders are subject to the full set of civil protection duties.

Within Wales these include:

> Seven area-based Health Boards
> Welsh Ambulance Service NHS Trust
> Three area-based Fire and Rescue Services
> Four area-based Police Forces
> Twenty-Two local authorities
> Natural Resources Wales

Category 2 organisations are **co-operating bodies** (e.g., the Health and Safety Executive, transport, and utility companies). They are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their own sector. Category 2 responders have a lesser set of duties – co-operating and sharing relevant information with other Category 1 and 2 Responders. Many Category 2 Responders are private sector companies. Category 2 Responders have a legal duty to respond to the CCA providing information about their site, sector, network etc and their own emergency planning. This enables local emergency plans to reflect the risks of each area. Knowledge exchange across the UK between Category 2 Responders allows sector based intelligence to be developed based on s risks linked to participating organisation's business areas such as rail, power distribution and ports.

Within Wales Category 2 Responders include:

> Dŵr Cymru Welsh Water
> Power Generators and Distributors – Western Power, Scottish Power, Wales and West Utilities, Magnox
> Rail Companies – Transport for Wales, Network Rail, Great Western Railway
> Trunk Road Agents – South Wales Trunk Road Agent, North and Mid Wales Trunk Road Agent
> Port Authorities
> Other high-risk sites – steel works, chemical plants, airports, stadium arenas

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meetings re the 2021/22 pandemic. influenced by factors such as the nature and geography of the emergency. For instance the devolved administrations of the UK were represented at the COBRA meetings re the 2021/22 pandemic.

Voluntary sector organisations

In respect of the Act and accompanying guidance, voluntary sector organisations are identified by name in two places of non-legislative guidance 9boh published by the UK Cabinet Office). As such outside the reach of any legally enforceable duty.

- Chapter 14 of 'Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004.; 'The role of the voluntary sector''
- Guidance for staff of responder agencies, particularly senior officers or managers involved in emergency response and recovery preparations[9]

These voluntary sector organisations include British Red Cross, CRUSE Bereavement Care, Disaster Action, Neighbourhood Watch Association, Royal National Lifeboat Institution, Salvation Army Trust, Samaritans, St John's Cymru and Royal Voluntary Service.

Those voluntary sector organisations (named as non-legislative guidance) are established UK organisations whose core activities (their charitable purpose) have a clear link with providing an emergency response to those affected by crisis. This is likely to be extend beyond the definition of emergency as used by the CCA. As such their core resources (including volunteers and fundraised income), systems and quality assurance processes link to providing a high quality 24/7 emergency response.

There is no wider naming of voluntary sector organisations, instead wider non-legislative guidance in respect of Emergency Preparedness in respect of the Act states –

> '*There are local responders not captured in the schedule to the Act who may also be brought into local planning arrangements, depending on the circumstances. One group – the voluntary sector – is identified in the Act. Category 1 responders are required to "have regard to" the activities of the voluntary sector in maintaining their emergency and business continuity plans'.[10]*

Annex 14a of Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004 [11]makes further reference to the use of local responders (from the voluntary sector), alongside outlining the roles they could undertake and which Category One Responders they should report to. This is copied in full in Appendix B.

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[9] HM Government. (2013). 'Emergency Response and Recovery'. Retrieved from https://www.gov.uk/guidance/emergency-response-and-recovery

[10] Cabinet Office. (2012). 'Civil Contingencies Act Enhancement Programme. Revision to Emergency Preparedness'. Chapter 2.18. Retrieved from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/61025/Chapter-2-Co-operation-revised-March-2012.pdf

[11] Cabinet Office. (2012). 'Civil Contingencies Act Enhancement Programme. Revision to Emergency Preparedness'. Chapter 14. Retrieved from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/61037/Chapter-14-role-of-voluntary-sector-amends-10112011.pdf

This helps to provide greater understanding as to why some voluntary sector organisations are / appear to others to be more involved in planning and delivering a civil emergency response. That said those organisations consulted with from those named in the UK non-legislative guidance referenced above were clear that they were not engaged to their full potential, and that there were inequalities in their use between different planning areas.

Emergency Planning

Planning takes place at both a national and regional level (following the same format to England) i.e. a national resilience forum, and local resilience fora aligned geographically to Police Force territories with identification of Category 1 and 2 Responders.

As such, within Wales the established and required civil emergency response structure includes:

Wales National resilience Fora and national subgroups

4 Local Resilience Fora

22 local authorities
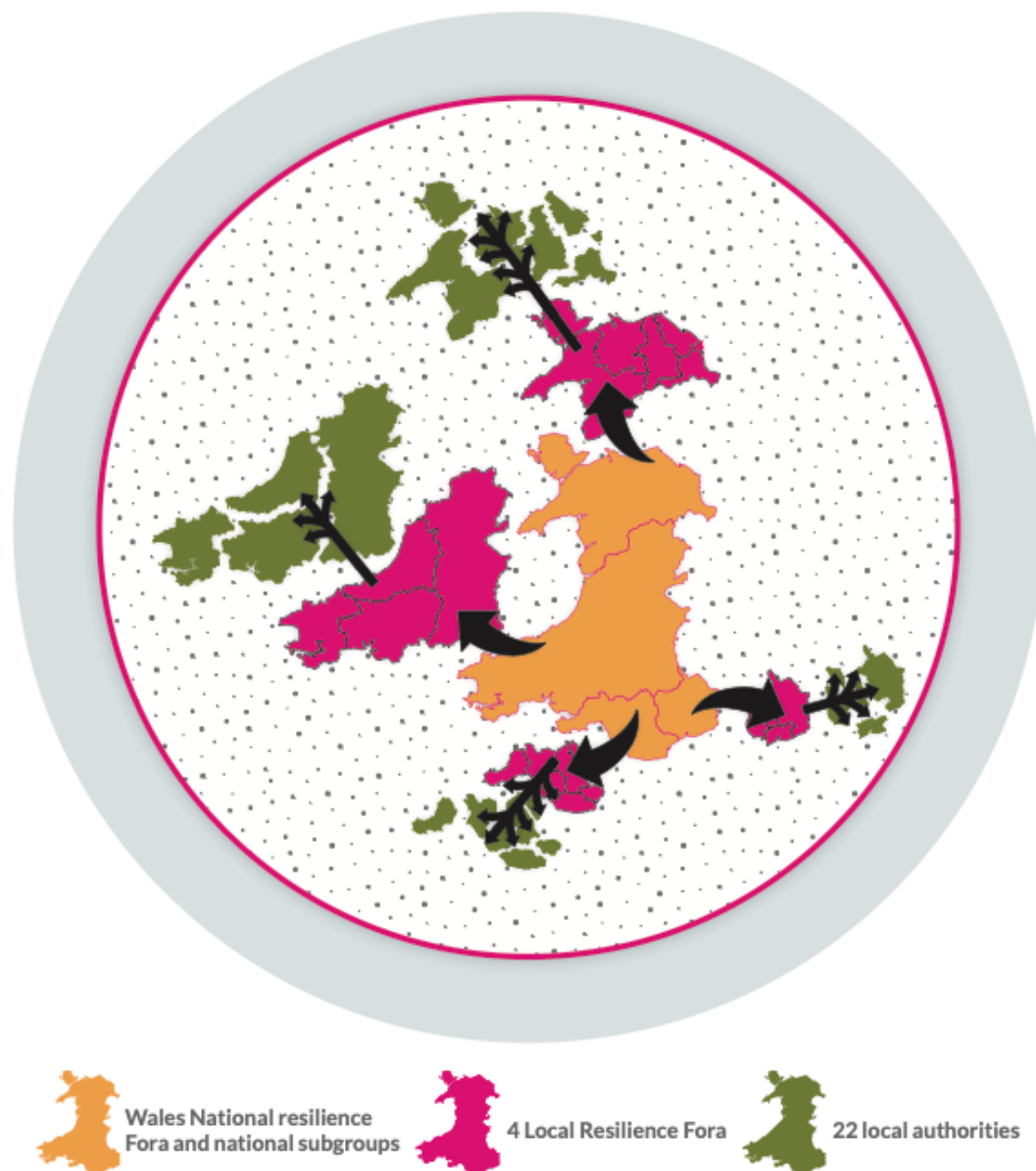
Wales Resilience Forum – chaired by the First Minister, and operating through sub-groups, it supports good communication and improves emergency planning across agencies and services. It links primarily with Category 1 Responders. This work is supported by a team that is part of the Civil Service (Wales Resilience Partnership Team), operating to a business plan.

Planning is in the main devolved to four **Local Resilience Fora (LRF)**, with the boundaries of each mirroring the four Wales Police Force territories. As such, within Wales we have:

Dyfed Powys Local Resilience Forum
Gwent Local Resilience Forum
North Wales Resilience Forum
South Wales Local Resilience Forum

These Fora ensure that the four duties (as per 1.29 of the Act) placed on all Category 1 organisations are applied:

- Risk Assessment
- Emergency Planning
- Business Continuity – infrastructure and supplies
- Warning and informing

Membership of each Forum varies and includes the geographically applicable Category 1 Responders and Category 2 Responders appropriate to the risks that each area faces.

Our research has shown that the level to which this includes the wider voluntary sector varies across Wales. In some areas the wider voluntary sector is represented in planning (usually through the appropriate County Voluntary Council), but in other areas there is no formal representation at the main Forum, though each LRF works to varying levels with a community sub-group.

The geographical hierarchy of management extends further, with additional planning at each local authority area. As Category 1 responders, Local Authorities have an additional duty (1.30 of the Act):
- Promotion of business continuity management

As such, whilst recognising that the local health boards have a duty in respect of the health of those injured by any emergency, wider support to ensure the community (as a collective and individually as citizens and organisations) recovers lies with local authorities. Each have their own plans and recovery networks and are tasked with establishing multi-agency recovery teams, which are appropriate in membership to the specific needs of those affected by the emergency.

The **Wales Community Resilience Group** is a national sub-group of the Wales Resilience Forum. It is the commissioner of this report. This Group aims to:

- Act as a point of focus and conduit for both the Voluntary and Third Sector, Local Resilience Fora and Government colleagues in areas related to the Civil Contingencies Act 2004 and related emergency planning.

- Work together in strengthening preparedness, build collective capability and enhance resilience across our communities in Wales in response to emergencies.
- Take forward work on community emergency response in partnership with the LRF humanitarian assistance and community resilience groups.
- Ensure work undertaken remains focused on Civil Contingencies, related emergency planning preparedness response, and is integrated with the work going on in the community arena.

The Terms of Reference of this Group are contained within the Appendix.

Membership of the Group comprises –

- Chairs of the four LRF Humanitarian Assistance Group in Wales.
- Chairs of the LRF Community Resilience Groups.
- British Red Cross
- Welsh Government Civil Contingencies Team
- Wales Council for Voluntary Action
- Welsh Government – Civil Contingencies Team
- CAVO Cymru
- LRF Co-ordinator (representing the four LRFs in Wales)
- Natural Resources Wales
- Joint Emergency Services Co-ordinator – linking to the Joint Emergency Services Group

The Joint Emergency Services Group is a further sub-group of the Wales Resilience Forum that seeks to bring together all the emergency services and armed forces in Wales to consider how to meet their duties collectively under the Act, and how to take forward their contribution to civil protection in Wales

Third Sector Support Wales (TSSW)

Third Sector Support Wales is a network of support organisations for the whole of the third sector in Wales. It consists of the 19 local and regional support bodies across Wales, the County Voluntary Councils (CVCs) and the national support body, Wales Council for Voluntary Action (WCVA). Each partner in TSSW is an equal (it is not managed by WCVA).

The network collaborates with other key partners across the third sector, the public sector, business, research, and funders, in order to strengthen the third (voluntary sector) and volunteering.

TSSW partners work to a shared three-year business plan which delivers on four themes of activity:

- Volunteering
- Good governance
- Sustainable funding
- Engagement and influencing

Core funding is received towards delivery of this business plan from Welsh Government.

Wales Council for Voluntary Action is the national membership body for the Voluntary Sector in Wales. It delivers funding programmes and training and is instrumental in representing the voluntary sector at a Welsh Government level.

It also develops national schemes on behalf of the sector, to ensure effective use of resources, thereby taking responsibility for issues that are common across the sector regardless of geography. For instance, WCVA has a national lead in respect of safeguarding, and, through its Helpforce Cymru, works to develop the nationwide potential of involving volunteers in health and social care.

County Voluntary Council (CVCs) – The 19 CVCs are area-based, with most serving a single local authority. They are the membership bodies for the voluntary sector in their areas, representing the sector to local partners. Development teams at CVCs work directly with voluntary sector organisations to support their capacity, aligned with the themes of activity in the TSSW business plan.

All CVCs develop volunteering in their area, through both supporting volunteer recruitment and ensuring best practice in volunteer management.

Most CVCs receive funding for their work from their appropriate Local Authority. Each CVC is an independent organisation managed by its own Board of Trustees.

Town and Community Councils

Town, and Community are referenced within this Framework after consultation with One Voice Wales (below), an individual Town Councillors identified that they had direct experience of responding to civil emergencies, and that this experience informed the potential for a more recognised role, both in response and planning.

There are over 730 town and community councils in Wales with over 8000 councillors. They are not present in every part of Wales as there is a procedure for forming new councils; they can be established or disbanded at the wishes of the community. They can set a 'precept' or 'rate' which is collected by the council along with the Council Tax.

The level of services that these councils deliver varies across Wales and, whilst some are content with largely acting in a representative role, many also deliver a range of services on behalf of the community, such as:

- Maintenance of community halls
- Bus shelters
- Public spaces
- Playgrounds

In many areas the level of services being delivered via Town and Community Councils (and their respective income including that raised through precept is increasing as local authorities devolve further the responsibility for the upkeep, delivery and development of services / facilities to local communities via Town and Community Councils. This is intended to enable service to respond to need on an almost a hyper-local basis.

Town and Community Councils are the most local form of government experienced in Wales.

Many local authority councillors in parts of Wales are also town or community councillors for their area. Local authorities and town and community councils are encouraged to work closely together and may hold regular liaison meetings and have established protocols on communication and consultation arrangements.

At a national level, **One Voice Wales** is the representative body for Town and Community Councils in Wales and works 'to represent the interests of Community and Town Councils; raise awareness and understanding of this primary tier of government; and work collaboratively with our partners to ensure the sector contributes fully to the goal of developing dynamic and sustainable communities in Wales'.

Volunteers in an Emergency

Volunteers have the potential to deliver a diverse range of roles and responsibilities in an emergency. Their support can help with the preparedness for, and impact of, a crisis, and enhance the capacity and resilience of the statutory emergency responders and the individuals and communities affected by the emergency.

Every area of Wales has an associated volunteer network: people known to organisations (voluntary, business, or public sector), with chains of command, relevant approvals, and risk assessments in place, who are willing to give freely of their time in order to support community/ public benefit. Appropriately co-ordinated, these have the potential to deliver significant added value to the emergency response capacity of Category 1 and 2 responders.

When reviewing the role of volunteers in an emergency, and in particular when considering co-ordination of these volunteers, it is useful to recognise three categories of volunteers. These definitions evolved as part of the consultation and research undertaken in developing this framework and were recognised by all:

- Volunteers from voluntary sector national / regional organisations whose charitable purpose, and as such their core business is to respond to those affected by an emergency, Many of these are named in non-legislative guidance to the CCA, notably 'Guidance for staff of responder agencies, particularly senior officers or managers involved in emergency response and recovery preparations' [12] or Chapter 14 of 'Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004.; 'The role of the voluntary sector''
  - Going forward we will refer to these as '*Emergency focused volunteers'*
- The wider established volunteer infrastructure in any area. This offers potential support capacity, which can be re-deployed from regular volunteering duties to support a co-ordinated emergency response via the organisations who host these volunteers, working at the time of an emergency to nominated Category 1 Responders . These local responders (as per CCA's terminology used in section 2.18 Emergency Preparedness advice) could provide specialist skills/ experience (potentially with access to specialist equipment), or many provide additional labour to deliver non-specialist support (as outlined in Appendix B to this report).
- Going forward we will refer to these as '*Local Volunteers'.*
- Spontaneous volunteers are individuals who are unaffiliated with existing official response organisations, yet, without extensive pre-planning, are motivated to provide unpaid support to the response and/or recovery to emergencies.[13]

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[12] Cabinet Office. (2013). 'Emergency Response and Recovery'. Retrieved from https://www.gov.uk/guidance/emergency-response-and-recovery

[13] HM Government. (2019). 'Planning the coordination of spontaneous volunteers in emergencies'. Retrieved from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file

Many of these people would not regard themselves as volunteering, simply stating that they were 'being neighbourly', or 'doing the right thing'. Spontaneous volunteers is a recognised definition within supporting advice to the CCA. Going forward we will refer to these as '*Spontaneous Volunteers'.*

Through the development of the Framework, many local authorities referred to recruiting 'volunteers' to deliver tasks as part of the critical response period, such as staffing rest centres. These 'volunteers' came from their own staff base (are often youth/ environmental services and care staff. Further exploration of this highlighted that these individuals would be offered time off in lieu of their substantive role, for the time spent supporting an emergency. The reasoning for this is easy to understand; it works with a cohort of people who are known and already in the chain of command of the responsible body. As an identified and permanently available cohort, these individuals can take part in simulation and preparation exercises. That said, for the purposes of this Framework, given that the individual receives time off in lieu, we consider this to be re-deployment of staff resources within a Category 1 Responder rather than volunteering.

The roles that can be supported by volunteers in an emergency are broad and include:

- Preparing for an emergency through assisting in sandbagging or moving of property out of a risk zone
- Firstline emergency response through volunteer operated lifeboats, air ambulance services or mountain rescue activities
- Preparing and providing clean-up operations
- Establishing emergency shelter centres for those having to leave their homes for safety because of flooding, fire, or extreme weather
- Distributing essential supplies and money
- Offering emotional support for affected individuals, families, other volunteers, and emergency responders
- Raising and distributing charitable funds to assist with emergency and post-emergency costs
- Setting up an information/ support line for families/ loved ones.
- Deploying ambulance and all-terrain vehicle support
- Handling patient transport including out-of-hours hospital discharges, urgent admissions and delivering medical supplies
- Sharing information and reviewing good practice

CCA non-legislative guidance – namely Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements (HM Government)[14] :Annex 14A Examples of voluntary sector activities in support of

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[14] HM Government. (2019). 'Planning the coordination of spontaneous volunteers in emergencies'. Retrieved from https://www.continuityforum.org/sites/default/files/images/0523DraftStatutoryGuidance%28emergency%20preparedness%29.pdf

statutory services – offers further examples of the breadth of roles that volunteers can undertake.

In addition to capacity to deliver tasks, volunteers can bring wider benefits to an emergency response. These include:

- Local knowledge – geographic, cultural
- Using own knowledge to highlight any vulnerabilities of those affected
- Being trusted by the affected community though independence, in a way that statutory partners sometimes cannot, enabling better access to those who need recovery support
- Brokering of certain individual characteristics to align with the needs of a family (if volunteers are to access houses etc.), enabling this response to increase its potential to be sensitive to issues such as faith and race
- Immediate access to equipment – from community centres though to tea urns. Also, equipment linked to their specialism if this is required in the emergency response. For instance, volunteers from 4x4 would come with the appropriate vehicles.
- Skills such as the ability to speak community languages

Consultation at Focus Groups highlighted barriers (expressed by both the statutory and voluntary sector) in respect of volunteering in an emergency. These include but are not limited to:

- Perceptions of volunteers/ volunteering from those with statutory emergency planning responsibilities
- Insurance and safeguarding arrangements including DBS checks.
- Managing deployment of volunteers to ensure the effective engagement of specific skills and local knowledge, without the distraction of well-meaning but inappropriate offers of help
- Data sharing arrangements and maturity of data
- Statutory sector knowledge of the voluntary sector (its structure /membership and potential), and uncertainty as to how to access it
- Smaller voluntary sector organisations feeling unable to engage with the emergency planning/ response system, despite feeling that they had a valid offer/ role to play.

The proceeding Framework intends to build on identified areas of strength and existing assets to improve the coordination of a voluntary response in an emergency. Co-ordination at an organisational level removes many of the barriers listed above.

Strengthening, rather than duplicating, existing structures, this Framework offers co-produced solutions supported by stakeholders, as a universal agreement that guarantees a minimum response offer from the voluntary sector, coordinated at the point of crisis by a single, named accountable organisation. The Framework also leaves capacity for the localisation of responses on a case-by-case basis to empower the sector to address the specific needs of different communities in different circumstances.

> '*Better to deal with one good organisation with proper procedures in place. That's how we can help people to help us*' – Statutory Service Practitioner

'Being round the virtual LRF table has been really useful to identify possible opportunities early on' – VCS Practitioner

Volunteers are the 'experts' of the voluntary sector, and provide a unique offer to build community resilience, respond at the point of crisis, and support recovery. A more co-ordinated and effective voluntary response to emergencies, with better communication and clarity of roles, will deliver direct benefits to safeguard the welfare of people and communities in crisis, and the volunteers who so generously offer their support.

Learning from the Covid-19 Pandemic

The circumstances surrounding the Covid-19 pandemic are complex and manifold. As a protracted event, still ongoing at the time of writing (May 2022), it is difficult to define when any specific emergency (in line with CCA definition) started and finished. It is probably best to view the pandemic as a cluster of events, some of which could be defined as emergencies according to CCA, others as humanitarian events, and some as necessary health and wellbeing issues, with volunteering to support independent living.

The pandemic has unarguably changed the way that the public, service planners and policy makers view the voluntary sector's role, including volunteering in service delivery (including emergency response).

As the pandemic developed in the initial stages, larger, statutory organisations were often slower to respond, with smaller, more agile voluntary groups stepping in to fill the gap and provide emergency care. In many cases, brand new voluntary groups spontaneously formed to service the local community. This service was not dissimilar to the types of activities seen after a major fire or flood, in the short-, mid- and long-term. It is therefore important to examine the way in which the Covid-19 pandemic has informed our current thinking about the role of the voluntary sector in future emergencies.

These can be summarised as below:

- The experience of COVID-19 has created a strong buy-in for reform to emergency planning and response.
- The surge in ad hoc volunteers during the pandemic has been and gone; groups that remain are addressing recovery and independent living assistance, not emergency preparedness or crisis response. This surge in volunteers was attributable in part to the 'supply' of volunteer hours being boosted by millions of people being furloughed from employment, and millions more having the flexibility offered from home working. As such, whilst a valuable asset, volunteer capacity is finite.
- The financial cost of the pandemic to government at a local and national level means that service planners need to look towards new delivery models, and volunteering has the potential to contribute to this across service planning, including emergency planning.
- Protracted emergencies require a two-fold response from the voluntary sector – both at national coordination and local delivery level – supporting from the moment of crisis and evolving to longer-term consequence management.

- Reports of fatigue and 'burnout' amongst staff and volunteers indicate current emergency processes are unsustainable – evidence of need for an efficient and compassionate way to enhance present delivery models. This should be considered as part of the consequence management highlighted in the prior point.
- Agencies with established connection and preparation are better able to work together effectively in an emergency.
- Effective voluntary sector interventions require strategic action, policy development and long-term investment.
- Third sector organisations are the best advocates for their own peer organisations and the strengths and benefits of a collective VCSE response. They understand their strengths and the added value that they can deliver, without some of the misconceptions that those outside of the sector may have. As such, the voluntary sector is best placed to plan its' collective role in an emergency (or other event).

The development of this Framework has been informed by key themes in the voluntary sector's learning from experiences in the Covid-19 in pandemic.

Literature review

There are extensive sources of research and reports relating to volunteering in the UK, and Wales more specifically. We have reviewed these as part of the Framework development, ensuring that we learn from previous experiences, and adopt the most forward-thinking practices.

Recent reports[15] show that the VCS emergency and resilience responses have proven themselves invaluable throughout the COVID-19 pandemic (BRC, 2021a; Welsh Parliament Equality, Local Government and Communities Committee, 2021; VCSEP, 2021) advancing collaborative working, shared processes, and policy review (BRC, 2021b; Scottish Government and Volunteer Scotland, 2021). The sector has been integral in assisting emergency responders and statutory bodies. VCS organisations have been vital to the deployment of the humanitarian support embraced and relied upon by some of the most vulnerable individuals in local communities across Wales, and the UK (Welsh Parliament Equality, Local Government and Communities Committee, 2021; BRC, 2021a; House of Lords Select Committee on Risk Assessment and Risk Planning, 2021). Devolved Administrations across the UK report that volunteering has gained in visibility and recognition, as an essential part of local and national emergency measures (Welsh Parliament Equality, Local Government and Communities Committee, 2021; Scottish Government and Volunteer Scotland, 2021).

> '*The sector has shown great agility and responsiveness, and all of this needs to be captured and harnessed so we can build on this for the future'* (Welsh Parliament Equality, Local Government and Communities Committee, 2021, 20).

In fact, crisis support from the voluntary sector has highlighted need, and generated momentum, to effect a step-change in the integration of VCS organisations within a revitalised system-wide response to emergency planning and building resilience. This shift presents an unprecedented opportunity to recognise and respond to the changing nature of crisis response, post-pandemic (Welsh Parliament Equality, Local Government and

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[15] British Red Cross. (2021a). 'Ready for the future: Meeting people's needs in an emergency'. Retrieved from https://www.redcross.org.uk/about-us/what-we-do/we-speak-up-for-change/ready-for-the-future-improving-emergency-structures
British Red Cross. (2021b). 'The Longest Year: Life 'under Local Restrictions'. Retrieved from https://www.redcross.org.uk/about-us/what-we-do/we-speak-up-for-change/ready-for-the-future-improving-emergency-structures
House of Lords Select Committee on Risk Assessment and Risk Planning. (2021). 'Report of session 2021-22. Preparing for Extreme Risks: Building a Resilient Society'. Retrieved from https://publications.parliament.uk/pa/ld5802/ldselect/ldrisk/110/110.pdf
National Preparedness Commission. (2022). 'An Independent Review of the Civil Contingencies Act 2004 and its Supporting Arrangements'. Retrieved from https://nationalpreparednesscommission.uk/2022/03/independent-review-of-the-2004-civil-contingencies-act/
Scottish Government and Volunteer Scotland. (2021). 'Scottish Third Sector Perspectives on Volunteering During COVID-19: Survey Report'. Retrieved from https://www.gov.scot/publications/scottish-third-sector-perspectives-volunteering-during-covid-19-survey-report/pages/3/

Communities Committee, 2021; BRC, 2021b; House of Lords Select Committee on Risk Assessment and Risk Planning, 2021). Notably:

- Protracted emergencies require a sophisticated response, both national co-ordination and local delivery from the moment of crisis to longer-term consequence management.
- The pandemic has exacerbated inequalities and increased hardship in communities, which will increase demand of tailored and long-term support from system-wide service providers (Welsh Parliament Equality, Local Government and Communities Committee, 2021; BRC, 2021a).
- Additional demand is occurring at a time when practitioner capacity, wellbeing, and resilience, as well as public resources, are depleted (Welsh Parliament Equality, Local Government and Communities Committee, 2021; Walkley, 2022).

   '*The voluntary sector should be supported to organise existing voluntary forces into a response mechanism*' (House of Lords Select Committee on Risk Assessment and Risk Planning, 2021, 58).

We also looked at the model delivered by the Voluntary and Community Sector Emergencies Partnership in England.

The Voluntary and Community Sector Emergencies Partnership [16] is a partnership of local and national voluntary and community sector organisations, formed in response to learnings from several national crises in 2017. It was recognised that a more co-ordinated response amongst the voluntary and community sector was needed when responding to an emergency and the Emergencies Partnership is supporting the sector to make this a reality.

The Voluntary and Community Sector Emergencies Partnership provides space and opportunity for 230 local and national voluntary and community organisations to come together and build connections that will ensure that support reaches those in need more effectively.

The Voluntary and Community Sector Emergencies Partnership aims[17] to:

- Bring together insight and the voice of those affected to ensure a human-centred response, to enable actions that will ensure that people's human rights to life, security, and excellent standards of health are met
- Supplement local mechanisms to provide extra support and resources when needed
- Strengthen partnerships and networks between the local and national voluntary and community sector to be ready for anything now and in the future

The English model of the Voluntary and Community Sector Emergencies Partnership was not highlighted throughout our consultation, and as such, it does not feel that there is a desire

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[16] VCS Emergencies Partnership. (2022). 'Bringing together local and national organisations to deliver a more coordinated response to emergencies.' Cyrchwyd o   https://vcsep.org.uk/
[17] VCS Emergencies Partnership. (2022). 'Emergencies Partnership and the pandemic'. Retrieved from https://vcsep.org.uk/about-us/#our-aims

to replicate this in Wales, preferring instead to work with established networks and infrastructure.

Proposed Policy Changes

The UK Government has a requirement to review the CCA every 5 years in order to determine if it has met the intended objectives of the legislation. These are referred to as post implementation reviews. Such a review took place in 2022 and worked alongside the development of a (UK) National Resilience Strategy [18]. The National (UK) Resilience Strategy seeks to bolster the UK approach to resilience by 2030. It plans to focus on six areas Risk and Resilience; Responsibilities and Accountability; Partnerships; Community; Investment; and Resilience in an Interconnected World.

A call for evidence issued in autumn 2021 served both the 2022 Post Implementation Review of the CCA and informs the on-going development of the National Resilience Strategy.

The 2022 Post Implementation Review of the CCA has been published[19]. It's impact in respect of Wales is limited as the review recognises that –

29. Scotland, Wales and Northern Ireland each have separate resilience arrangements and devolved responsibilities under the CCA and therefore any changes to the CCA have been carefully considered in terms of their impact on the respective administrations. Across this report references to LRFs encompass arrangements in England and Wales, with Regional Resilience Partnerships (RRPs) in Scotland and Emergency Preparedness Groups (EPGs) in Northern Ireland representing equivalent forums.

33. The Welsh Government are conducting their own assessment of emergency preparedness and resilience structures in Wales. The Welsh Government intend on engaging with a range of stakeholders when carrying out the review which will look at structures and governance around civil contingencies, the different working groups we have within Wales, structures for dealing with incidents to identify the most effective model for delivering multi-agency emergency preparedness and response across Wales

That said the 2022 Post implementation review found that 'there is no case at this stage for a fundamental overhaul of the legislation'

Themes from the National Resilience Strategy Call for Evidence and the 2022 Post implementation review, supports this Framework's ambition to strengthen the position of the voluntary sector within civil emergency planning in Wales. Specifically:

- Consensus of support for a whole-of-society approach to resilience building, in active partnership with individuals, community and volunteer groups
- Tighter definition of roles and responsibilities between Central Government, the Devolved Administrations, local government, and local responders would promote

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[18] Cabinet Office. (2021). 'National Resilience Strategy: Call for Evidence'. Retrieved from https://www.gov.uk/government/consultations/national-resilience-strategy-call-for-evidence
[19] Cabinet Office. (2022). 'Civil Contingencies Act. Post-Implementation Review 2022'. Retrieved from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1076209/cca-pir-2022.pdf

greater co-ordination between tiers of responders. The National Preparedness Commission (2022, 79) called for 'clarity about which VCS organisations will provide which skills and capabilities in what circumstances, within a framework where roles and responsibilities are clear'.

- Critical national infrastructure resilience could be improved through more standardisation and consistency across processes and tools to enable better preparation, mitigation, and response to risks.

These also echo the findings and recommendations of the Welsh Parliament Equality, Local Government and Communities Committee (2021), further endorsed by the House of Lord's Select Committee on Risk Assessment and Risk Planning, (2021).[20]

The House of Lords Select Committee on Risk Assessment and Risk Planning (2021) [21] recommended that the Government involve major voluntary/ community organisations in risk planning. Championing the inclusion of the voluntary sector through a formalised risk response framework, the House of Lords Committee (2021) recommended that there should be a central co-ordinating point for a national voluntary response, mapping capability regularly, directing volunteers to under-resourced voluntary forces, and facilitating better liaison amongst voluntary groups and between the sector and the Government. Similarly, the National Preparedness Commission's (2022) independent review of the CCA [22]and its supporting arrangements advocated for a new sense of partnership to underpin a whole-of-society approach to emergency planning, which would engage everyone with a contribution to make on an *equal* footing, creating a more person-centred approach, to meet the needs of those who are directly or indirectly affected by a significant emergency.

Over two-thirds of respondents to the Cabinet Office's National Resilience Strategy Call for Evidence identified urgent gaps in the representation of responder organisations within the CCA).

As such, it was recommended (though this report recognises that UK Government are under no obligation to implement the reviews of the NPC) that the CCA and its supporting guidance be updated to ensure that VCS organisations are recognised as being partners from the outset within the system of Local Resilience Fora and have the information and access that they need to collaborate and function as effectively as possible (National Preparedness Commission, 2022). For example, core training materials provided to local

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[20] House of Lords Select Committee on Risk Assessment and Risk Planning. (2021). 'Report of session 2021-22. Preparing for Extreme Risks: Building a Resilient Society'. Retrieved from https://publications.parliament.uk/pa/ld5802/ldselect/ldrisk/110/110.pdf

[21] House of Lords Select Committee on Risk Assessment and Risk Planning. (2021). 'Report of session 2021-22. Preparing for Extreme Risks: Building a Resilient Society'. Retrieved from https://publications.parliament.uk/pa/ld5802/ldselect/ldrisk/110/110.pdf

[22] National Preparedness Commission - AN INDEPENDENT REVIEW OF THE CIVIL CONTINGENCIES ACT 2004 AND ITS SUPPORTING ARRANGEMENTS – retrieved from https://nationalpreparednesscommission.uk/wp-content/uploads/2022/03/NPC-CCA-Report-FINAL-FOR-PUBLICATION-ON-24-MARCH-2022.pdf

bodies, Resilience Partnerships and government departments for adaptation and use in their own in-house training should be made equally available to VCS organisations. Within the National Resilience Strategy Call for Evidence public response, funding was described as a key factor in the ability to deliver emergency preparedness in the UK and the Civil Contingencies Act Post Implementation review (2022) recognises that funding for Local Resilience Fora is a barrier within the UK.

This provides a further backdrop informing the development of this Framework and confirms the increased importance with which the voluntary sector and volunteering is regarded by those with responsibility for service planning.

Welsh specific policy

There are two areas of legislation, both unique to Wales, which support deeper involvement of the voluntary sector/ volunteers in emergency response/ planning, whilst ensuring that this is appropriately financed.

Well-being of Future Generations (Wales) Act 2015

The Well-being of Future Generations Act gives permission and legal obligation to improve our social, cultural, environmental, and economic well-being.

The Well-being of Future Generations Act requires public bodies[23] in Wales to think about the long-term impact of their decisions, to work better with people, communities, and each other, and to prevent persistent problems such as poverty, health inequalities and climate change.

Wales has adopted seven Wellbeing Goals, and all public bodies are required to work towards and report on published Wellbeing Objectives. The Five Ways of Working also influences the working approaches that the public bodies should adopt.

The impact that the public bodies make towards sustainable development is reviewed by the Auditor General.

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[23]Future Generations Commissioner for Wales. 'Wellbeing of Future Generations (Wales) Act 2015'. Section 6, 'Meaning of "public body"'. Retrieved from https://futuregenerations2020.wales/english

(1) For the purposes of this Part and Part 3 of this Act, each of the following persons is a "public body"—

      (a) the Welsh Ministers;

      (b) a local authority;

      [F1(ba) a corporate joint committee;**]**

      (c) a Local Health Board;

      (d) the following NHS Trusts—

      (i) Public Health Wales;

      (ii) Velindre;

      (e) a National Park authority for a National Park in Wales;

      (f) a Welsh fire and rescue authority;

      (g) the Natural Resources Body for Wales;

      (h) the Higher Education Funding Council for Wales;

      (i) the Arts Council of Wales;

      (j) the Sports Council for Wales;

      (k) the National Library of Wales;

      (l) the National Museum of Wales.

The details of the Well-being of Future Generations legislation are fully outlined in the appendix, but the sustainable, person-centred involvement of volunteers in an emergency as proposed via this Framework is informed by, and in line with the principles of the Well-being of Future Generations Act.

Third Sector Scheme

This is a piece of statutory legislation (under Government of Wales Act) designed to deliver a partnership between the Welsh Government and the third sector, which will leads to:

- Stronger, more resilient communities
- Better policy
- Better public services

Through the Scheme, the Welsh Government recognises the need for public services, local authorities, health boards, government and the third sector to work together in partnership. They reiterate that effective partnerships must be based on an appreciation of each party's distinctive contribution. There is also recognition that the Third Sector (including VCS) is integral to policy development and helping shape services to meet the needs of the Welsh population.

More details are contained within the appendix.

SWOT (Strengths, Weaknesses, Opportunities, Threats)

Based on findings from our direct consultation with stakeholders at all levels (through focus groups, a survey [see Annex B] and one-to-one structured conversations), we have crystalised our findings down to a simple SWOT analysis. This SWOT demonstrates, as of the time of writing (May 2022), the strengths, weaknesses, opportunities, and threats for the utilisation of volunteers in emergency responses.

Strengths	Weaknesses
- Volunteers already embedded into some areas of emergency response particularly those organisations supporting Emergency Focused Volunteers - The Covid-19 pandemic has increased the value placed by society on volunteering/ voluntary sector. - Established support network through TSSW. - Established fora for emergency planning. - Use of volunteers to support emergencies, in a co-ordinated response complements policy e.g., Well-being of Future Generations legislation.	- Individual rather than organisational volunteers difficult to co-ordinate. - Lack of understanding from some statutory planners of the potential/ practicalities of engaging with volunteers/ voluntary sector. - Lack of consistent approach. - Lack of resources within Wales Community Response Group. - Lack of capacity with TSSW. - A belief by some that voluntary implies a lower level of service. - Differential in government non-legislated advice and statutory duty
Opportunities	Threats
- The need for service planners to look at new models of delivery to respond to the financial impact of the pandemic. - A strong voluntary sector network who want to support emergencies through volunteering. - A desire across stakeholders to increase levels of volunteers. - Reviews of national (UK) policy for emergency planning highlight an increased role of the voluntary sector.	- Lack of funding to develop volunteering for emergency response in a co-ordinated manner across Wales. - Lack of ownership on a national basis of 'emergency volunteering'. - Different scales of organisations involved from national statutory organisations to small local charities. - Failure to co-ordinate volunteers properly will de-motivate them, thereby becoming sustainable. - Lack of knowledge in respect of best practice volunteering within the statutory sector.

Given this SWOT, it is fair to assume that the environment is supportive of exploring the development of a Wales-wide approach for the co-ordination of volunteers.

The Framework – Developing a Co-ordinated Approach to Volunteering in Emergency Situations (Wales)

In developing the Framework, we have considered the co-ordination of Emergency Volunteers against the key stages of an emergency, along with being informed by:

- Regulatory requirements
- The present status of volunteers (and the basis of their co-ordination) in Wales
- Leaning from past emergencies
- Policy changes
- Wider infrastructure and networks
- The delivery potential of volunteers
- Societal attitudes to volunteering

In mapping volunteer involvement (potential and established) to the identified stages in the cycle of an emergency, the nature of volunteer involvement should be as follows:

Stage of Cycle	Level of co-ordinated volunteer involvement aspired to by this Framework	Present situation
Emergency Planning/ Readiness	- Direct involvement from voluntary organisations with a focus on emergencies – i.e. with emergency focused volunteers - Representation (and readiness preparation) of local volunteers through agreed body	- In place – though could be strengthened - Variable and not formally protected as such no common approach
Emergency – pre-emergency	- Emergency focused volunteers - Local Volunteers	- Variable – lack of mapping/ understanding of local volunteer capacity prevents this - No common approach
Emergency – immediate response	- Emergency focused volunteers - Spontaneous volunteers – will present themselves and require management	- In place – though inconsistent levels of call out across Wales. Potential to increase. - Already occurs – various management approaches based on scale of emergency
Emergency – recovery	- Emergency volunteers - Local Volunteers - Spontaneous volunteers – diminishes the longer the recovery period	- In place for key needs – e.g., Samaritans, CRUSE - Variable and no common approach - Already occurs – various management approaches based on scale of emergency and may include CVC / Town / Community Council involvement

Learning	▪ Volunteers from listed organisations ▪ Local Volunteers ▪ Spontaneous Volunteers	▪ From an emergency rather than voluntary sector perspective ▪ Limited – No common approach ▪ Variable

1. Emergency Planning

Emergency planning is a statutory responsibility as outlined in the CCA.

Within Wales, the key Emergency Planning structures are the Wales Resilience Forum (strategic overview / national planning) and the four local resilience Fora in respect of operational responses. National and regional planning is complemented by more local area planning.

Consultation with stakeholders with Statutory Responsibility (i.e. Category 1 responders) showed that, in some localities, the voluntary sector was seen as a key partner of the LRF (attending main meetings and engaged in planning), whilst in other areas there was limited consideration of including the wider voluntary sector (i.e. local volunteers) with planning, focusing only on emergency focused volunteers. This risks the full capacity of a local-based response to an emergency not being realised and can perceived by the voluntary sector as a barrier to engagement in this process.

For instance, the Dyfed Powys Local Resilience Forum evidences strong voluntary sector representation through the involvement of CVCs; this is not evident in all areas.

The reasons for this may in part be historical, with Powys having experienced large volunteer responses in relation to the search for April Jones, and more recently a missing person search in Builth Wells at the time of the Royal Welsh Show. Talking to many involved in these events, it is evident that there is clear learning from the April Jones experience, particularly in respect of the management of spontaneous volunteers which transposes to present day emergency planning.

The survey delivered as part of this assignment was clear -

- 100 % of respondents were clear that there was a need to represent volunteers in planning
- All agreed this representation should include both emergency focused volunteers and local volunteers
- 80% of respondents agreed the co-ordination should be improved
- 100% of respondents agreed that TSSW should have responsibility for representing voluntary capacity

Direct representation at an LRF level, of the wider local volunteer capacity, should be secured at all LRFs delivered by nominated CVC's acting on behalf of TSSW. Direct representation may be supported by a sub-group operating at a LRF level of geography.

Voluntary sector representation at LRFs needs to be mirrored nationally, with TSSW representation on the WRF (from WCVA or a CVC), supported by the Wales Community Resilience Group. Direct planning relationships between Category One Responders

voluntary sector organisation with specialist emergency focused volunteers should remain (with an intention to develop volunteer response at this level).

This is essential if :

- A common approach to volunteer co-ordination across Wales responsive to all elements of the emergency / resilience cycle
- The added value offered by Emergency focused Volunteers is available to all who require it as part of the immediate response to an emergency
- Those with a statutory duty for emergency planning fully understand the added value potential of, and are able to access local volunteers
- Volunteers supporting an emergency response (including those that a statutory body may recruit as Emergency Responders and Spontaneous Volunteers)
- Quality assurance and development opportunities are to be developed.

This significantly strengthens the representation of volunteers in emergency planning at both strategic and operational levels, complementing the Wales Community Resilience Group. This Group is a more strategic rather than operational forum and limited resources naturally means a limited capacity. Whilst each LRF has an associated LRF Community Group, the status and prioritisation of these varies across Wales.

This responds to clear evidence from consultation with public bodies that the understanding of best practice volunteer management varies considerably. Many statutory organisations did use / were considering engaging with volunteers. Some public bodies could be regarded as failing in teir volunteer management; as an example, one body reported they recruited volunteers yet failed to acknowledge that they had a liability/ management responsibility to these volunteers.

The nature of the volunteer ecology varies from area to area; however, within a local area, there will be several organisations prepared to *support* an emergency response, in addition to emergency focused volunteers. Emergency planners/ responders within an LRF need to be aware of the local volunteering capacity of the area, across the breadth of activities that volunteers can fulfil. This will enable engagement with organisations who manage their own trained, insured, and vetted volunteers, deployed to support an emergency response (at pre-emergency and recovery stage). These volunteers can extend from highly trained and skilled support for complex needs, through to the deployment of a wider volunteer workforce for less complex tasks such as re-location/ clearance of property. Consideration needs to be given to direct costs that may be incurred by participating voluntary organisations.

To achieve this, a mapping exercise needs to take place, recording the capacity of local volunteers to respond to an emergency. This needs to be delivered via a common Wales-wide approach/ system (recognising that volunteers and emergencies reach beyond administrative borders).

Mapping the capacity of local voluntary organisations to provide volunteers in response to requests for support from incident controllers at individual incidents should be the responsibility of a single nominated agency in each location (most likely a local authority

area). It is proposed that a national database is developed, to which voluntary sector organisations can 'opt in'. Opting in indicates that the groups would be prepared to respond to an emergency (at pre-emergency and recovery stages). Data would be refreshed via an automated request process on a six-monthly basis and entries flagged should details not be confirmed.

It is recommended that the following data is collected, and should a responding organisation have multiple branches, it should be completed by each branch that is prepared to be considered in respect of supporting an emergency response:

- Organisational details
- Roles that volunteers can undertake. This should follow the categorisation of roles as per Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements (HM Government)[24] :
- Annex 14A Examples of voluntary sector activities in support of statutory services (Contained in Appendix B of this Report).
- Numbers of volunteers – split into skill level:

Level	Eligibility/ Requirements
1. General	Registered with a volunteer co-ordinating organisation; briefed
2. Basic training/DBS	The above plus DBS check; safeguarding training, general training/ experience in patient/ client support roles
3. Specialist	DBS, training and experience / qualification for a defined role

- Geography
- Specialist skills of volunteers – although listed in volunteer numbers this will be against pre-set fields e.g., care, health, elderly – thereby enabling immediate filtering of potential capacity by skills
- DBS cleared volunteers, including level
- Access to any equipment and facilities
- Confirmation of appropriate volunteer management structure
- Primary and secondary contact details available 24/7, for those who have ability to make immediate contact with the organisation's volunteers
- Data protection clearance allowing emergency planners to have access to data to enable timely engagement of volunteers

In 'opting in' to be involved in the supply of local volunteers, local voluntary organisations need to be given some indication in respect of financial remuneration. Consultation with

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[24] HM Government. (2006). 'Emergency Preparedness
https://www.continuityforum.org/sites/default/files/images/0523DraftStatutoryGuidance%28emergency%20preparedness%29.pdf

planners highlights that most have no issue in meeting direct expense (travel costs etc.) at the time of an emergency. Equally, voluntary sector organisations that we consulted with highlighted that they had previously responded to an emergency without any agreement on cost recovery, because it was the right thing to do. Individual approaches can be established at an LRF area, but it is fair to highlight cost considerations at this point, as there is not time to negotiate costs in the immediate response to an emergency. In planning, LRFs should determine the funding for, and access to, specialist support in the event of a local volunteer experiencing trauma as a result of their volunteering activity.

Should a longer-term response be required, linked to longer recovery, financial consideration should be given at the time of arrangement – along with financial support from statutory bodies or funds realised through disaster funding (via government of public appeal).

Appropriately co-ordinated local volunteers can complement those emergency focused volunteers who deliver specialist tasks (via voluntary organisations with a core purpose to respond to those affected by an emergency. This complements the activities of Category 1 responders. Emergency planners need to ensure that they maximise the support available to them through these named organisations via direct relationships. Establishing service level agreements (not necessarily based around financial pricing) allows arrangements to be formalised and expectations to be managed and supports all parties with planning. Representation of the voluntary sector on the Joint Emergency Services sub-group of the Wales Resilience Forum (reciprocating the representation that the Joint Emergency Services sub-group has on the Wales Community Resilience Group) may help achieve this.

Recommendations

1. 1 That voluntary sector/ volunteering should be seen as a key resource in emergency response and, as such, embedded into emergency planning through direct representation at WRF and LRF. This involvement extends beyond those voluntary sector organisations whose purpose it is to respond to an emergency, who should remain involved in the development of emergency plan, with wider local volunteer capacity represented by TSSW via CVCs at an LRF level and to be determined at WRF.

1.2 That TSSW should develop, manage, and promote a mapping/ database of local volunteer capacity on a Wales-wide basis.

1.3 That Category 1 and 2 Responders should ensure that their individual plans maximise engagement emergency focused volunteers such as those named in 9non-legislative) Guidance for staff of responder agencies, particularly senior officers or managers involved in emergency response and recovery preparations.[25]

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25 Cabinet Office. (2013). 'Emergency response and recovery'. Retrieved from **https://www.gov.uk/guidance/emergency-response-and-recovery**

Resource considerations

Whilst volunteering is a core offer of TSSW as funded by Welsh Government, additional responsibilities placed on TSSW should be funded, ideally as part of the agreed funded business plan with Welsh Government. This would primarily support TSSW's increased capacity in terms of capacity to engage in the process and the development of an appropriate database.

2. Readiness

Greater involvement of volunteers and the voluntary sector in emergency planning should result in increased engagement from voluntary sector organisations in responding to an emergency with associated benefits to all those affected by an emergency. Given that each emergency is different in scale, timing, location, and nature of support required, emergency plans can capture the processes and approaches for the co-ordination of volunteers but are unlikely to be able to prescribe plans in individual scenarios.

Emergency focused volunteers require ongoing training, practice, and review to ensure a trusted and effective relationship with wider response partners, as per present practice.

Action needs to be taken to ensure the readiness of local volunteers (and their support organisations) who could be called upon via their host organisations to support a civil response to an emergency. Given that it is impossible to predict the type, scale or location of an emergency that an organisation may be asked to provide volunteers to support with, and that organisations may only rarely or never be called upon, scenario-based training is inappropriate. Resources need to be developed with which organisations involved in the deployment of local volunteers need to be familiar with and can easily access and quickly digest at the time of an emergency. This will include:

- Overview of key partners delivering an emergency response
- Consideration of Health and Safety and safeguarding of community members
- Chain of command
- Considerations in managing a volunteer team
- An overview of common emergency environments – fire, flood etc
- Considerations in respect of supporting communities/ individuals to recover
- Asking for help – what to do if you are unsure of aspects of the volunteering role you are asked to deliver.
- Cost considerations – in particular the need to highlight with those co-ordinating a volunteer response the direct costs incurred that impact on those organisations supplying volunteers
- Volunteer welfare and safeguarding

Engagement of local volunteers is preferable to establishing and resourcing groups of 'Emergency Volunteers' (at local levels), which is being considered by some local authorities. Such groups are likely to be under-utilised and, as such, become a management burden whilst also becoming demotivated. Use of local volunteers through relationships with their managing organisations will increase the breadth of volunteers available, and in doing so the capacity to align skills, geographic location and physical capability with the response required by the emergency. This is informed by discussions at Focus Groups for this assignment and a review of projects funded under the Welsh Government Coronavirus Recovery Grant for Volunteering with a number of projects funded under this scheme seeking to review feasibility in respect of development of emergency volunteering capacity (often at a local authority level).

CVCs need to review their readiness based on the requirements for their increased/ formalised involvement in an emergency response, which will be evident from recognition of their formal role in planning.

Recommendations

2.1 That emergency focused volunteers (and their managing voluntary organisations) ensure their readiness preparation includes joint planning and practice with Category 1 responders.

2.2 That information resources are made available for and circulated to those organisations 'opting in' to provide volunteers in the event of an emergency. TSSW should lead on this.

2.3 That CVC's need to review their individual readiness, linked to identified responsibilities that they may be allocated within LRF planning.

Resource considerations

The main additional resource requirement are costs incurred in developing and circulating resources as per 2.2. Research has highlighted that most of these resources exist (developed via various emergency response organisations); work simply needs to centralise these and secure permission for wider circulation.

Costs related to recommendation 2,1 will increase should the use of emergency focused volunteers increase as per aspirations. This should be considered as part of partnership arrangements between voluntary sector organisation and Category 1 responders.

3. The Emergency – Pre-emergency

Focus Groups and research identified that some emergencies have a 'pre-emergency' period, where planning and/or operational activity can take place. This may include, for example, preparations for an intervention to rescue those at risk from people trafficking or modern-day slavery, or a proactive response to severe weather/flood warnings such as sandbagging.

Where there is comprehensive planning taking place by Category 1 responders for a pre-emergency, for instance an exercise to rescue those affected by human trafficking, if volunteer support is required from emergency focused voluntary sector organisations, these organisations should be integrated into planning.

Other pre-emergency situations can require the delivery of preparatory tasks. For instance, forecasts of flooding may require labour and resources to move property/ animals to safety, and to implement flood protection for property remaining in at risk areas.

Each locality will benefit from a different profile of organisations with local volunteer capacity. This provides a bespoke response that meets often short timelines for implementation (and, as such, has to originate locally), particularly given the rural nature of much of Wales, where it can take over an hour to travel across a local authority area.

Mapping of the capacity of local volunteers (as per sections 1 and 2) will ensure that the capacity of the local volunteer infrastructure is fully understood and accessible. Volunteers in a pre-emergency situation will be called-up by direct contact to the host organisation by those leading the response to an individual emergency. This will be identified through LRF and local authority planning. Time is still critical here and as such the CVC does not play a part, thereby not adding an additional layer in the chain of command and recognising that CVCs do not operate on a 24/7 basis.

Recommendations

3.1 That where operational planning takes place (by Category 1 responders) at a pre-emergency stage for an emergency intervention where the support of emergency focused volunteers will be required, these voluntary organisations are involved in the planning.

3.2 That those responsible for co-ordinating a pre-emergency response are aware of the added value that local volunteers can deliver and should be able to call on volunteers via their managing organisations though full access to the data captured in 1.2.

Resource considerations

Limited additional resource considerations, save for direct expenses of volunteers/ volunteer groups, which will be relative to the numbers of volunteers engaged and may be above present levels.

4. The Emergency – Immediate Response

The immediate response to an emergency is often a short and intense period of crisis management, involving blue light (Category 1) Responders.

This response is immediate and specialist, involving organisations (in particular blue light services) tasked with first response duties. This includes voluntary sector organisations focused on delivering an emergency response. To provide responsible service, these organisations have to invest in significant resources (transport, volunteer training, national networks and 24/7 co-ordination). As such, the volunteer response forms part of the primary purpose of these organisations.

Consultation with both blue light responders and the voluntary sector highlighted how this was a critical part of the emergency cycle, where specialist skills and experience were needed, alongside specialist resources and a 24/7 response capacity. Wider voluntary sector organisations realised that they were not in a position to provide volunteers at this stage of an emergency.

Voluntary sector organisations with an emergency focus whom we spoke with felt that their volunteer delivered services were not utilised to their full potential and would be able to attend a greater number of emergencies.

Many of the emergency focused / named organisations (within non-legislative Guidance for staff of responder agencies, particularly senior officers or managers involved in emergency response and recovery preparations.)[26] have particular specialisms (advice, counselling, transport, search and rescue), with British Red Cross in a more unique and wide-reaching position given their commitment to support anyone in the UK to get the support they need if crisis strikes. British Red Cross has service level agreements with Fire and Rescue services across Wales and, while this ensures their deployment to many emergencies, it is not a guarantee that there is attendance at all emergencies.

Others of these emergency focused organisations reported less formal arrangements for their engagement, often dependent on the knowledge, prior experience and relationship with those co-ordinating the civil response to an emergency.

The need to manage a spontaneous volunteering response is common within this stage of an emergency, and this is covered in a subsequent section.

Recommendations

4.1 That only experienced emergency focused volunteers from voluntary organisations identified by the LRF and other planners should provide a volunteer response at this stage of the emergency cycle.

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[26] Cabinet Office. (2013). 'Emergency response and recovery'. Retrieved from https://www.gov.uk/guidance/emergency-response-and-recovery

Resource considerations

Increased deployment of these voluntary organisations may incur additional costs in respect of volunteer attendance. Allocation of these costs will depend on the arrangements between the organisation and respective LRF.

5. Recovery – Individuals and Community

Those directly and indirectly affected by an emergency, including the wider community, need support to recover from the emergency. This support may be practical (helping to salvage property) or emotional (counselling) and could require delivery over many months. To be fully effective, and in line with key over-arching legislative guidance, delivery of recovery activities should respond to the needs of communities and individuals affected by the emergency. In larger and more complex emergencies, the Recovery phase may start, whilst the immediate response is still on-going. For instance, the Grenfell Tower tragedy saw Fire and Rescue services take over 60 hours to extinguish the fire, and during this time the Recovery phase had moved into operation to support those who had lost their homes and were facing bereavement.

Whilst recovery support must be delivered in a timely fashion (starting as soon as possible after/ alongside the immediate/ crisis response stage) within the identified phases of an emergency, effective recovery will be informed by knowledge of the emergency and the environments and individuals affected by it. Whilst urgent, it does not require the same immediacy as in the immediate response stage (section 4).

Local volunteers can play an essential part in community and individual recovery, and the breadth/ nature of support available will be reflective of the ecology of the volunteer assets within the local area. For some tasks (e.g., house clearance after flooding) volunteers will be undertaking roles that may be unfamiliar to them, yet within their capability. Other specialist tasks, such as the provision of advice, befriending, transport, or counselling maybe directly aligned to an individual's regular volunteering responsibilities, and thus their training and competence. Given the voluntary sector's requirement to deliver public/ social benefit, (i.e. the Charity Commission requires registered charities to pass the public benefit test)there is a direct alignment of the sector's broad purpose and the principles of the Recovery phase.

Co-ordination of recovery support is primarily the responsibility of the local authority but should be delivered through a locally focused/ needs assessed multi-agency recovery co-ordination group. The realisation of this approach varies across Wales, but the mapping of local volunteer capacity (linked to 1.2) is intended to identify the most appropriate local volunteer capacity to meet the specific needs of those affected by the emergency.

In planning and reviewing recovery interventions, the capacity of the voluntary sector and volunteers should be considered and utilised where possible. The mapping of local volunteer capacity (as undertaken in 3.1) should be utilised.

For larger emergencies where Recovery may be required to support many people, with potentially different needs, the CVC should play a role in the multi-agency recovery group, assisting statutory bodies to understand the potential offered by volunteers, how to access these groups, and to manage organisations supplying volunteers.

Businesses often play a role in Recovery, through supporting staff to volunteer and/ or donating goods and wider services. Businesses can provide specialist skills; examples were

offered through the consultation in respect of finance/ insurance professionals who have assisted those affected by flooding with the claims process.

Messaging from business is clear and business membership organisations such as BiTC shared this though participation at Focus Groups. Businesses are prepared to help but are best engaged through a very clear ask: what support/ skills are needed, when, where and for how long. This is slightly different to many local volunteers, who can simply be asked to attend to help without detailed role descriptions (in respect of when the request for support is made; once in attendance all volunteers must receive clear briefings/ overviews of the roles they are to perform).

Wider planning and readiness should ensure that volunteer support from business is considered. This includes:

- Outbound requests for support – in effect who to contact and recognising that there are specialist organisations working nationally (Business in the Community Cymru) and locally (Chambers of Commerce, Business Improvement Districts) who can take on a co-ordination/ recruitment role should an emergency arise.
- Inbound offers of support – in effect unsolicited (yet often welcome) offers of support. These should be responded to through the mechanisms established to manage spontaneous volunteers.

As in the Pre-Emergency stage local volunteers and their host organisations may be less familiar with an emergency. Resources, (as developed in 2.2) to offer easy-to-digest information about the considerations when working in an emergency should be shared with those organisations supplying volunteers for dissemination across their volunteer teams.

Volunteers from emergency response may remain/ become involved in the Recovery stage and they should be co-ordinated through the multi-disciplinary recovery team, thereby ensuring that all Recovery volunteering is under the oversight of the co-ordinating agency.

	Emergency Focused Volunteers	Local Volunteers	Spontaneous
Planning	+	+	
Pre-emergency	+	+	
Emergency immediate response	+		To be managed
Recovery		+	+
Learning	+	+	+

Recommendations

5.1. That the added value of engaging local volunteers to support community/ individual recovery is embedded at a delivery level, through inclusion of local volunteers within multi-disciplinary response teams.

5.2 That the mapping of local volunteer capacity (1.2) and local volunteer support resources (2.2) are seen as key tools to support the co-ordination of volunteers at this stage of the emergency cycle.

Resource considerations

Limited – costs of mapping and information resources already considered.

CVC capacity to co-ordinate local volunteers in larger emergencies is an incident specific cost to be considered by the LRF and appropriate local authority at the time of engagement.

6. Spontaneous Volunteers

Spontaneous volunteers are experienced at nearly all emergencies, and management of them is a resource consideration. Many people who spontaneously volunteer are unlikely to regard themselves as volunteers, instead regarding their actions as being neighbourly or undertaking a civic duty.

The first spontaneous volunteers to present are usually among the first on the scene. They are likely to be neighbours or passers-by to the incident. Even when considered that in 2019/20 in Wales, 70% of dwelling fires are attended by Fire and Rescue Services within 10 minutes, through the consultation we heard how in rural areas such as Powys, local authority support could take over an hour to arrive given the location of Local Authority depots in relation to the geographical disbursement of the community.

Spontaneous volunteers will be amongst the first on the scene and may initially help rescue people or property. Neighbours may also have important knowledge about particular considerations e.g., the number of people living in a property or particular mobility/ cognition challenges faced by individuals.

The higher profile the emergency, the larger the spontaneous volunteer response is likely to be.

Well intentioned spontaneous volunteers can be a distraction for those tasked with responding to an emergency, particularly when in crisis mode but, if effectively co-ordinated, can play valuable roles (if these roles are needed). That said, unlike local volunteers, and volunteers from emergency focused organisations, little is known by anyone managing the emergency response about those spontaneously volunteering. In particular:

- They have no managing organisation and are not part of an established chain of command
- They are not – at the point of presenting themselves – registered, ID verified, insured or subject to safeguarding disclosure with any organisation involved in the emergency response.
- There is no confirmation of skills/ knowledge
- There is no knowledge about their physical and mental capacity

As such, the role that spontaneous volunteers can play without a dedicated resource to register, co-ordinate and supervise them is limited. Even when this resource is available, volunteering roles would need to be restricted, preventing direct/ unsupervised contact with the those affected by an emergency and their property. In line with the approach taken in respect of local volunteers, at the Incident Response phase, there is no role for spontaneous volunteers within this critical blue light moment.

As stated, spontaneous volunteers will be among the first to attend the scene of an incident and could deliver the initial response. The arrival, however, of statutory services changes the control status of an incident, placing it under the control of the Civil Contingencies Act and appropriate associated planning. Establishing control of an incident, through attendance and knowledge, places a duty of care/ responsibility on statutory responders. Given the challenges of engaging spontaneous volunteers, they should be distanced from

the scene of the incident at the point of intervention by Category 1 Responders, and capacity to achieve this is a planning consideration. At this stage, this can be justified to spontaneous volunteers on the basis of their own personal safety.

In smaller/ less visible incidents, the number of spontaneous volunteers should be low and manageable without a dedicated resource (nor a need to engage the support offer from spontaneous volunteers) at both immediate response/ recovery stage. The management approach needs to be confirmed and known to all responders as part of planning/ incident/ recovery control.

For larger/ more visible emergencies, or those of an extended duration, there may be need to manage spontaneous volunteers though a dedicated resource. At Recovery phase this may be the CVC, Town or Community Council or a member organisation of the LRF. Planning should identify in advance who this will be in the event of a major incident, and that organisation should plan their readiness.

When co-ordinating spontaneous volunteers, the following needs to be considered:

- Is there a need for additional volunteer capacity beyond that available through local and emergency focused volunteers?
- Are the roles suitable for spontaneous volunteers?
- Is there capacity to register, supervise and co-ordinate spontaneous volunteers?

Communication also plays a key part in managing spontaneous volunteers. At an individual level, organisation need to be aware of the impact of rejecting offers of spontaneous support, and there needs to be clear and easy to understand rationale accompanying the rejection of support. If communicating reasons are linked to safeguarding, skills, knowledge, capacity, it should be clear that these are universal considerations rather than decisions being made in respect of individuals.

Large incidents attract media attention and, whilst reporting an incident, media outlets should be encouraged to be responsible and carry supporting messages such as asking the public to stay away from the scene.

Statutory responders should, unless certain of the need, avoid a public call out for volunteers, unless certain of the need, or developing a specific and specialised request.

Work in relation to developing a Framework for Volunteering in Health and Social Care highlighted how the call out for volunteers to support the NHS and care services, by the Prime Minister in March 2020 as part of the pandemic created a huge response which required co-ordination. The call was actually for England – but the public responded on a UK basis before the devolved nations had developed an appropriate response process.

Many who came forward to volunteer were never allocated a volunteer role. A blanket call out failed to give clear advice on locations, physical capability requirements etc . Sheer numbers delivered delays individual co-ordination impossible, evidencing further the essential support role of experienced organisations in managing teams of volunteers.

Whilst spontaneous volunteers do not come as a co-ordinated unit from one organisation, consultation highlighted that there were some organisations whose officers were likely to become immediately engaged in an emergency. This includes town and community councils and faith organisations. Officers (Councillors and faith leaders) from these organisations have a community outlook and a level of command within a community. Representatives of these organisations told us how they attended incident sites, as a spontaneous volunteer and being one of the first on the scene. Feedback highlighted that, whilst they acted in good faith, when tasked with responding to an emergency, they were looked upon for local leadership. Many would have appreciated an immediately accessible summary guide (rather than training, given the chances of being in such a situation) of basic knowledge and key considerations such as:

- Confirmation of roles of named CCA organisations in immediate response and recovery
- Principles for the chain of command and decision making
- The likelihood that spontaneous volunteers would be stood down as the preference is to source volunteers via voluntary sector organisation
- Principals of spontaneous volunteer management should it be determined that this should be provided by an organisation other than a Category 1 Responder.

Whilst Town and Community Councils and faith organisations are independent bodies, there are Wales-wide representative organisations – e.g., Cytun (Churches Together in Wales), One Voice Wales, Muslim Council of Wales – who can act as a conduit/ advocate for such resources to reach their members across Wales.

Direct consultation with One Voice Wales supported this approach, and the development of training as well as resources for Town and Community Councils. This also highlighted the potential that Town and Community Councils have to –

- Manage spontaneous volunteers should it be determined that this should be provided by an organisation other than a Category 1 Responder. This includes the capacity to manage multi-site responses i.e., a flood affecting several communities
- Town / Community Councillors are an immediate network through which to disseminate clear messages to communities adjoining event incident sites in respect of the dangers of spontaneous volunteers and that should additionally volunteer support be required it will be requested.

Spontaneous Volunteers and Fundraising

Whilst not part of the direct crisis support offered by Category 1 Responders, it is well documented how an emergency can motivate a fundraising response. When well-managed, this provides valuable funds to directly support those affected by the incident, or to fund the provision of specialist recovery services outside the scope of statutory responsibility.

It is likely that there will be a connection between the incident site and those initiating fundraising (rather than donors who could be global).

There is evidence,[27] from incidents such as Grenfell Tower, of:

- Fraudulent fundraising appeals
- Fundraising appeals that, whilst well intentioned, were not being connected with service providers and, as such, struggling to get funds to the front line of an emergency
- Fundraising appeals well over-exceeding target and initiating parties unclear as to how to deal with surplus income
- Fundraising appeals established by individuals on digital platforms such as Just Giving, unintentionally creating charitable trusts with long term obligations and compliance costs

Spontaneous volunteers seeking to establish fundraising appeals should be signposted to fundraise for appropriate charitable organisations and made aware of guidance issued by organisations including the Fundraising Regulator, the Chartered Institute of Fundraising, and the National Emergencies Trust.

Should those organisations responding to the emergency determine that a financial appeal is needed, this should be established by an organisation with capacity in this area, such as British Red Cross, TSSW network or Community Foundation in Wales. When establishing a financial appeal there needs to a determination as to the channels by which funds will be disbursed.

It should be noted that the CCA offers non-legislative guidance in respect of this in Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements (HM Government)[28] :

Annex 14A Examples of voluntary sector activities in support of statutory services. This states that any local volunteers recruited to raise funds should be working to support local authorities.

Recommendations

 6.1. That the need to manage spontaneous volunteers is incorporated into emergency planning and includes consideration of the capacity of named responders to undertake this role at other than major incidents.

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[27] GLA Oversight Committee. (2018). 'Transcript of Item 5 - The Charitable Response to the Grenfell Tower Fire, Terror Attacks and other Events in London'. Retrieved from https://www.london.gov.uk/about-us/londonassembly/meetings/documents/s69266/Appendix%201%20-%20transcript%20-%20charitable%20response.docx?CT=2

[28] Cabinet Office. (2013). 'Emergency response and recovery'. Retrieved from https://www.gov.uk/guidance/emergency-response-and-recovery

6.2. That LRFs, when planning, need to formally determine the agency who will take responsibility of co-ordination of spontaneous volunteers at a major incident, and ensure the readiness of this organisation.

6.3 That communication strategies need to incorporate key messages to support the management of spontaneous volunteers.

6.4 That a resource library / training support Town and Community Councils and faith organisations in the event that their officers respond to an emergency. Development work should be undertaken with Town and Community Councils and faith organisations, at national level (e.g., via One Voice Wales) to support the dissemination of this information across their membership.

Resource considerations

Limited co-ordination is within regular emergency planning. Use of a nominated organisation to manage spontaneous volunteers in the event of a major incident.

TSSW and other agency co-ordination costs will likely be incurred in respect of resource development and circulation. Note: most information resources exist (e.g., through the British Red Cross Community Education Team), and, where permission is granted, these should be used rather than create new resources.

7. Safeguarding

The Wales Council for Voluntary Action (WCVA)/ Trades Union Congress (TUC) Charter in respect of volunteers requires that best practice is followed. This is likely to be much easier to achieve when volunteers are engaged via organisations.

Emergency situations by their very nature create vulnerabilities within the population, and the chaotic nature of emergency situations means that some who volunteer to support those affected may not be driven by the best intentions. The risk of this is significantly reduced through working with known organisations with established/ registered and known volunteer teams.

Consultation for the Framework highlighted different levels of experience, confidence, and operational practice between Category 1 Responders in respect of volunteer management. In particular:

- A lack of understanding of the Disclosure and Barring Service regulations, specifically a belief that all volunteers would require a DBS check on behalf of the Category 1 Responder. It was not known that if volunteers were engaged via arrangements with established organisations (rather than individual volunteers) then there was no need for a second DBS check to support volunteering in emergency situations; and that for many tasks a DBS check would not be necessary.
- A lack of commitment to the sustained management of volunteers, with some organisations reporting the promotion of volunteer roles that were then left to self-manage in the local community, rather than be supported with a formal management, quality assurance, support structure and recognition of liability in respect of volunteer actions and welfare.

Safeguarding is a key issue and there are considerations for Category 1 and 2 Responders in respect of:

- Volunteers who may be adversely affected because of their experiences in responding to an emergency (see section 8)
- Those directly affected by the emergency and who may be placed at further risk through the actions of volunteers
- Professional staff responding to the emergency who may be placed at risk through the actions of volunteers
- The justice process, should the emergency be considered a crime scene, and evidence disturbed, intentionally or unintentionally by the actions of volunteers

Safeguarding controls around volunteering need to be embedded into the planning process at all levels ensuring that all parties are aware of their safeguarding obligations.

Participation of TSSW in national, regional and local planning will help embed these considerations into the planning process. TSSW is qualified to do this given their development of the Safeguarding Community of Practice.

Recommendations

7.1 That TSSW partners, through their involvement in emergency planning and readiness, lead in ensuring that volunteer co-ordination (across all responders) fully considers its safeguarding and volunteer management responsibilities.

Resource considerations -

Limited – TSSW's capacity to participate in national and regional planning is covered via section 1. This approach links into established safeguarding and management resources developed by the TSSW network. Should an organisation with the LRF network require development support, this should be delivered by TSSW in line with their core themes of work.

Incident-specific support resources maybe required at the time of the emergency, dependent upon scale, nature of emergency and profile of volunteers utilised, e.g., in the event of formalising roles of spontaneous volunteers.

8. Responder welfare and wellbeing

Those responding to an emergency (in both voluntary and statutory capacities as staff and volunteers) may experience trauma as a result of their volunteering. It is important that this is recognised and planned for, and that support is provided by those responsible for the co-ordination of the emergency response (including those with responsibilities for the welfare of volunteers).

It should be the responsibility of the agency engaging the organisation providing local volunteers (i.e., the incident controller, the multi-agency recovery team leader or via delegation the CVC) to highlight obligations in respect of the welfare of volunteers. This should be re-iterated at review points and at follow-up thank you stage. This should be prominent in the information resources circulated as part of the registration/ call-up process for local volunteers.

Incident-specific inductions should confirm the safeguarding lead and the process to follow should there be a concern about a volunteer's welfare, including the notification channel to the incident chain of command; initially this should be to the volunteer's manager/ supervisor. In the event that spontaneous volunteers are formally utilised, these instructions will be covered within their registration process, and the nominated co-ordinating agency (7.2) is determined to be the supervisor.

Whilst it is to be expected that those emergency focused voluntary organisations, providing emergency focused volunteers will have appropriate follow-up support available, organisations providing local volunteers are less likely to do so. If needed, support with addressing trauma experienced by volunteers should be accessed via the LRF. As such local and spontaneous volunteers should be allocated tasks that as far as possible ensure they are isolated from traumatic situations.

Category 1 and 2 organisations are likely to identify appropriate support on a retained or framework basis, and much is likely to come from the private and public sector. It is important, that in planning wellbeing support to staff/ volunteers, that the capacity of the voluntary sector to provide services is considered and included within any framework of suppliers. The voluntary sector may deliver this though their staff or volunteers.

These services could be made available on a contracted/paid type basis, providing an opportunity for the voluntary sector to earn income in return for services. This strengthens the basis of a relationship between the voluntary and statutory sector. This develops local voluntary sector capacity and upholds the Foundational Economy priorities of Welsh Government.

TSSW and named voluntary sector organisations within non-legislative guidance should be able to profile the services available from local voluntary sector organisations.

Recommendations

8.1 That local volunteers and, where formally utilised spontaneous volunteers, and their co-ordinating organisations need to be aware of how to report concerns about volunteer welfare and the support available.

8.2 Organisations with responsibility for the welfare of staff and volunteers are encouraged to consider the potential of including voluntary sector organisations and services on a paid basis within their portfolio of wellbeing support.

Resource considerations

Limited, save for the direct costs of wellbeing services. Whilst increased levels of local volunteering may increase the numbers of those who may be eligible for such support, responsible role allocation should seek to isolate local volunteers from traumatic situations.

9. Learning and Framework Development

This Framework seeks to establish a set of common operating principles, throughout Wales, that are intended, through co-ordination and engagement of volunteers, to add value to any civil emergency response.

Wales's operational environment is constantly evolving. New technology, changes in legislation and the evolution of emergencies means that this Framework, and the delivery response, needs to be dynamic, responding to learning from across Wales and from similar experiences in the UK and internationally.

A common approach across Wales will enable best practice in emergency volunteer co-ordination to be highlighted, and identified weaknesses be addressed. After a large-scale emergency (with an associated volunteer deployment) and on a cyclical basis for less complex emergencies, activities should be evaluated. This will include input from:

- Voluntary organisations who have provided volunteers including those we have been referring to as local volunteers and emergency focused volunteers
- TSSW
- Organisations with direct experience of supplying local volunteers
- Volunteers
- Category 1 and 2 responders
- Individuals affected by an emergency and in receipt of volunteer support

Processes to inform evaluation will include:

i. An issues log highlighting problems that were encountered and possible solutions. This should be maintained at a WRF/ LRF level via the TSSW representatives.
ii. An evaluation survey (using common questions) completed by those organisations listed above
iii. Quantitative evidence in respect of the totality of volunteer engagement (hours volunteered, number of volunteers, number of incidents attended)

The Wales-wide network also needs to ensure that it has capacity to engage with learning from areas outside of Wales, and to contribute to the development of wider policy through knowledge transfer from the project to other parties.

Evaluation should be reviewed on a Wales-wide basis. This will inform a quality improvement plan in respect of the Framework. Such a plan, and indeed wider Framework implementation, is likely to require an individual to champion it, negotiate with partners and secure funding for development. This individual would work to the Wales Community Resilience Group, giving a resource to support the implementation of recommendations from Group. This post would work closely with, but independent from, the Welsh Government Civil Contingencies team.

Recommendations

9.1 That national approach is taken to learning, using common indicators and reporting.

9.2 That the Framework is accompanied by a quality improvement plan.

9.3 A national lead (with identified delivery hours) for the Framework.

Resource considerations

This requires a resourcing at a level beyond which is presently available, and funding would be needed. Given that this Framework ultimately seeks to enhance the statutory responsibilities that exist under the Civil Contingencies Act (2004), it would be likely that many philanthropic funders would view this resourcing as a statutory responsibility.

Resourcing has been secured for a Joint Emergency Services Co-ordinator, working to the appropriate sub-group, and a similar approach should be explored in respect of the statutory sector's position to resource this.

100% of our survey respondents supported such investment.

Limitations

There are some limitations that we acknowledge and will need to be considered as services evolve.

The structure of service provision in Wales, creating false barriers and the need to balance local, regional, and national needs.

Most emergencies are location based and require a local, community focused response. Whilst the emergency is locally focused, support can be provided from a dispersed set of locations. Local Authority Boundaries, and the English/ Welsh border does not always reflect established transport links. Similarly, emergencies may be large scale and cover numerous regions and authorities. Both of these instances require services to work across boundaries, while also needing hyper-local knowledge and expertise.

The geographical structure of stakeholders involved is complex and inconsistent.

Wales has 22 local authorities. Some cover vast areas of rural land, while others are smaller densely populated urban areas. The voluntary sector in each local authority is supported by a designated CVC, although there are 19 of these reflecting that some CVCs cover more than one local authority delivery area. As such, whilst they do have a clear support role, CVCs do not naturally align in territory with established LRF planning.

Ownership

This Framework has been developed on behalf of the Wales Community Resilience Group. For the Framework to be sustainable, there needs to be wide buy-in to these recommendations at all levels and across both the voluntary and statutory sectors and leadership/ ownership/ stewardship of the Framework at a national level.

Accountability for implementation and ownership of recommendations – particularly those such as the development of training resources – needs to be identified, established, and resourced.

This is a challenge within the present capacity of the Wales Community Resilience Group, which operates as a voluntary group with no staff resource.

Funding

A further barrier to effective volunteer co-ordination to support emergencies is funding. There are considerations in this Framework that are resource dependent. There is no obvious owner of the Framework to pursue funding opportunities.

The various partners required to effectively respond to an emergency are either public services, which have suffered budget cuts during over a decade of austerity and latterly the costs of Covid-19 recovery, or charities, which are reliant on voluntary income to finance their activities.

Given the closeness of proposals to statutory responsibilities, it is likely that many philanthropic funders would refuse funding for this and, as such, consideration should be to public funding of this activity.

This Framework seeks to engage with established organisations and processes to manage financial efficiency, and any return-on-investment considerations in respect of funds is likely to show the positive outcome of any financial investment.

Attitudes

There are contrasting attitudes towards the voluntary sector and volunteers. Whilst the recent experience of Covid-19 has greatly improved attitudinal value towards the sector, there are still some perceptions that volunteers do not offer the same quality of work as paid response. These concerns maybe held by individuals in statutory partners or by the public, and need consideration as recommendations are implemented.

Changing UK Policy/ Legislation

Framework activities/ development will need to comply with developing policy/ legislation, including the development of a new UK-wide National Resilience Strategy to update the Civil Contingencies Act (2004) with necessary additions and alterations.

Table of Recommendations
Wales Community Resilience Group
Framework for Co-ordination of Volunteers in an Emergency Situation

Ref	Summary Recommendation	Purpose	Resource requirement	Timescale of implementation	Use of existing structures	Owner	Interdependencies
Emergency Planning - Structures							
1.1	That voluntary sector/ volunteering should be seen as a key resource in emergency response and, as such, embedded into emergency planning through direct representation at WRF and LRF. This involvement extends beyond those voluntary sector organisations whose purpose it is to respond to an emergency, who should remain involved in the development of emergency plan, with wider local volunteer capacity represented by TSSW via CVCs at an LRF	To maximise the added value to an emergency response offered by volunteers, planning fora (WRF/LRF) need to recognise the potential of local volunteers and those from named organisations in the non-legislative associated guidance to CCA	Yes – in respect of TSSW capacity	Short term	Yes	Wales Community Resilience Group to get support of WRF	1.3 1.4

	level and to be determined at WRF.						
1.2	That TSSW should develop, manage, and promote a mapping/ database of local volunteer capacity on a Wales-wide basis	There is a full understanding of the extent of local volunteer capacity and how it can be engaged in an emergency in a timely manner	Yes – systems and delivery capacity	Medium	Yes – but need for new in systems	Wales Community Resilience Group	
1.3	That Category 1 and 2 Responders should ensure that their individual plans maximise engagement emergency focused volunteers such as those named in non-egislative Guidance for staff of responder agencies, particularly senior officers or managers involved in emergency response and recovery preparations.[29]	Emergency responses can be significantly enhanced through inclusion of specialist volunteers.	No	Short term	Yes	Category 1 and 2 Responders	1.1

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[29] Cabinet Office. (2013). 'Emergency response and recovery'. Retrieved from https://www.gov.uk/guidance/emergency-response-and-recovery

	Emergency Planning - Readiness							
2.1	That emergency focused volunteers (and their managing voluntary organisations) ensure their readiness preparation includes joint planning and preparation with Category 1 responders.	These organisations are central to Wales emergency response capability	Incurred at an incident level	Existing	Yes	Category 1 and 2 Responders	1.3	
2.2	That information resources are made available for and circulated to those organisations 'opt-ing in' to provide volunteers in the event of an emergency. TSSW should lead on this.	An understanding of process of deployment, key organisations and responsibilities is developed, and immediately accessible at the point of emergency	Yes – low – reconfiguration of existing materials	Mid term	Yes	Wales Community Resilience Group	1.23	
2.3	That CVCs need to review their individual readiness, linked to identified responsibilities that they may be allocated within LRF planning	CVCs, having been involved in planning, are more likely to have developed roles in an emergency response	Yes – at an incident level	Short term	Yes	LRF's/ CVC's	1.1	
	The Emergency – Pre-emergency activity							
3.1	That where operational planning takes place (by	This will improve further the value	No	Short term	Yes	Category 1 responders		

	Category 1 responders) at a pre-emergency stage for an emergency intervention where the support of emergency focused volunteers will be required, these voluntary organisations are involved in the planning.	added by volunteers from emergency focused in preparing for emergencies such as activities to rescue victims of modern-day slavery					
3.2	That those responsible with co-ordinating a pre-emergency response are aware of the added value that local volunteers can deliver and should be in a position to call up volunteers via their managing organisations though full access to the data captured in 1.2	Local volunteers can be accessed via host organisations immediately	No – covered in 1.2	Mid term	Yes	Wales Community Resilience Group	1.2
The Emergency – Immediate Response							
4.1	That only experienced emergency focused volunteers from voluntary organisations identified by the LRF and other planners	Participation in the immediate response requires specialist skills	No additional	Existing	Yes	LRF	2.1

	should provide a volunteer response at this stage of the emergency cycle.						
The Emergency – Recovery – Individuals and Community							
5.1	That the added value of engaging local volunteers to support community/ individual recovery is embedded at a delivery level through inclusion of local volunteers within multi-disciplinary response teams.	Adds value to the statutory response and contributes to a person/ community centred approach to recovery	At an incident level	Short-term	Yes	LRF and local planners	1.1 1.2
5.2	That the mapping of local volunteer capacity) and local volunteer support resources are seen as key tools to support the co-ordination of volunteers at this stage of the emergency cycle.	Local volunteers can be effectively identified and called up to support in Recovery activities	At an incident level	Mid-term	Yes	LRF and local planners	1.2 2.2
Spontaneous Volunteers							
6.1	That the need to manage spontaneous volunteers is	Spontaneous volunteers are experienced at	No	Existing	Yes	LRF's	

	incorporated into emergency planning and includes consideration of the capacity of named responders to undertake this role at other than major incidents	most emergencies. This affects resources available for the frontline response, yet if not appropriately managed there can be negative consequences					
6.2	That LRFs, when planning, need to formally determine the agency who will take responsibility of co-ordination of spontaneous volunteers at a major incident, and ensure the readiness of this organisation	Dedicated capacity needs to be available to co-ordinate spontaneous volunteers at some major/ high profile/ extended incidents	Yes – at an incident level	Short term	Yes – with potential inclusion of CVCs	LRFs	
6.3	That communication strategies need to incorporate key messages to support the management of spontaneous volunteers	Public messages can influence volumes spontaneous volunteers and their perceived experiences	No	Sort term	Yes	Category 1 Responders	
6.4	That a resource library / training support Town and Community Councils and faith	These are local based organisations with a civic focus, and	Yes	Short-term	Yes – but new to emergency planning	To be determined	7.1

	organisations in the event that their officers respond to an emergency. Development work should be undertaken with Town and Community Councils and faith organisations, at national level (e.g., via One Voice Wales) to support the dissemination of this information across their membership.	an awareness of the local community whose members are often close to the scene of an incident and have potential to influence community response prior to arrival of statutory services					
Safeguarding							
7.1	That TSSW partners through their involvement in emergency planning and readiness, lead on ensuring that volunteer co-ordination (across all responders) fully considers its safeguarding and volunteer management responsibilities	To ensure that legal safeguarding obligations and best practice in volunteer management is delivered. Builds upon TSSW's established knowledge	Yes – covered in 1.1	Short-term	Yes	TSSW	1.1

Responder welfare and wellbeing							
8.1	That local volunteers and, where formally utilised, spontaneous volunteers, and their co-ordinating organisations need to be aware of how to report concerns about volunteer welfare and the support available	To protect the wellbeing of volunteers	Yes, at an incident level	Mid term	Yes	LRF's	
8.2	That organisations with responsibility for the welfare of staff and volunteers are encouraged to consider the potential of including voluntary sector organisations and services on a paid basis within their portfolio of wellbeing support	Contributes to a resilient voluntary sector	Yes, at an incident level	Mid-term	Yes	LRF's	
Learning and Framework Development							
9.1	That a national approach is taken to learning, using common indicators and reporting.	To identify strengths and weaknesses. To value the added value delivered by	Yes	Mid-term	Yes	Wales Community Resilience Group	1.1

		volunteers in respect of emergencies					
9.2	That the Framework is accompanied by a quality improvement plan	To support continual quality improvement	Yes	Mid-term	Yes	Wales Community Resilience Group	9.1
9.3	A national lead (with identified delivery hours) for the Framework	To oversee implementation, secure funding, quality assure activities and ensure development of volunteer engagement in emergencies	Yes	Mid-term	Yes	Wales Community Resilience Group

Wales Resilience Forum | |

Conclusion

It is clear that volunteers play a key role in responding to emergencies in Wales and add value to the statutory response. Volunteers have played this key role in responding to emergencies for many years, and in reality, prior to the establishment of statutory services and planning, any people facing an emergency situation would have been dependent upon the goodwill and actions of others.

The Civil Contingencies Act, passed in 2004, whilst recognising civic duties to respond also named a number of voluntary sector organisations in accompanying non-legislative advice, whose volunteers were in a position to support the response delivered by statutory bodies, through specialist roles and the support of large managing organisations with developed support infrastructure.

Non-legislative guidance to the Act also recognised the capacity of the wider volunteer sector to support emergencies, without mandating planning or delivery context. Local volunteers can provide an immediate response to support preparations for, or recovery from, an emergency. This is particularly true when communities need support quickly to move animals or property, to install protections or to clear up.

Over time, the level to which the wider voluntary sector is involved in emergency planning has evolved, and it is no longer common across Wales. A shared framework, with the voluntary sector/ volunteers formally represented in planning cycles ensures a consistent approach across Wales which maximises the added value that can be imparted on communities and individuals affected by emergencies.

A common approach also allows for standardisation, quality assurance and development and long-term planning. To be fully effective, the relationship between volunteer co-ordinators and emergency responders needs to be in place before an emergency.

This Framework seeks to inform such a common approach, whilst utilising existing structures and networks. There are resource implications, but these feel low compared to the potential of volunteers to add value to Wales emergency response and recovery. This resourcing is likely to have to be met by the statutory sector, should this Framework be able to be fully realised.

Increasing/ formalising the role of volunteers complements present perceptions of volunteering and developments to national (UK) emergency planning requirements and meets specific Welsh Government drivers in respect of sustainable development and the Five Ways of Working.

In addition, it supports Welsh Government's legal commitment to the Third Sector, specifically that, through working with the Third Sector Wales will benefit from:

- Stronger, more resilient communities
- Better policy
- Better public services

This dependency on public sector funding mirrors that (in principle rather than value) that of the experience of the VCS Emergencies Partnership, which receives funding from UK Government.

Glossary

BITC – Business in the Community - Business in the Community is a British business-community outreach charity promoting responsible business www.bitc.org.uk

CAVO – Carmarthenshire Association of Voluntary Organisations - the CVC supporting Ceredigion

Category 1 Responder - Those statutory organisations at the core of an emergency response are classified as Category 1 organisations within the CCA. They are subject to clear duties identified within the legislation itself (rather than accompanying non-legislative guidance).

Category 2 Responder - Category 2 organisations are *co-operating bodies* (e.g., the Health and Safety Executive, transport, and utility companies) identified under the CCA . They are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their own sector.

Civil Contingencies Act (CCA) - The Civil Contingencies Act 2004 is an Act of the Parliament of the United Kingdom that makes provision about civil contingencies. It also replaces former Civil Defence and Emergency Powers legislation of the 20th century

CRUSE Bereavement Care - The United Kingdom's largest bereavement charity, which provide free care and bereavement counselling to people suffering from grief – www.cruse.org.uk

CVC – County Voluntary Council – part of the TSSW network (see below)

NSPCC - The National Society for the Prevention of Cruelty to Children is a British child protection charity – www.nspcc.org.uk

PSB – Public Service Board - Public Services Boards (PSBs) improve joint working across all

public services in each local authority area in Wales. Statutory members of each PSB are:

- local authority
- local health board
- fire and rescue authority
- Natural Resources Wales

In addition, the following are invited to participate:

- Welsh ministers
- chief constables
- police and crime commissioner
- relevant probation services
- at least one body representing voluntary organisations

RNLI – Royal National Lifeboat Institution - https://rnli.org/

TSSW - Third Sector Support Wales - Third Sector Support Wales is a network of support organisations for the whole of the third sector in Wales. It consists of the 19 local and regional support bodies across Wales, the County Voluntary Councils (CVCs) and the national support body, Wales Council for Voluntary Action (WCVA).

VCS - Voluntary and Community Sector

VCSE – Voluntary Community and Social Enterprise Sector

WCVA – Wales Council for Voluntary Action - the national membership body for voluntary organisations in Wales – part of the Third Sector Support Wales network www.wcva.cymru

WLGA – Welsh Local Government Association www.wlga.wales

Appendices

Appendix A – Emergency Preparedness Guidance

Emergency Preparedness Guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements (HM Government)[30] :

Annex 14A Examples of voluntary sector activities in support of statutory services

Appropriate parts of the voluntary sector should undertake the following activities only if the volunteers receive appropriate training that is recognised by the professional organisation seeking their support.

Welfare

- Staffing rest centres, family and friends reception centres, survivor reception centres and family assistance centres.
- Feeding.
- Provision of clothing.
- Advice on entitlements, grants, loans, claims.
- Resettlement of victims, evacuees, etc.
- Support and comforting.
- Providing information and advice.

In support of:

- Local authority social services
- Local authority education department
- Local authority housing department
- Police family liaison officers.

Social and psychological aftercare

- Befriending.
- Providing longer-term support.
- Listening skills, welfare support and comforting.

In support of:

- Local authority social services.
- Local authority educational psychologists.
- National Health Service (NHS).

Medical support

- Support to Ambulance Service.

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[30] HM Government. (2006). 'Emergency Preparedness
https://www.continuityforum.org/sites/default/files/images/0523DraftStatutoryGuidance%28emergency%20preparedness%29.pdf

- First aid and medical aid posts.
- First aid and medical aid support in reception and rest centres.
- Emergency feeding.
- Auxiliary roles in hospitals.
- Welfare.

In support of:

- NHS Ambulance Service
- NHS hospital trusts.

Search and rescue

- Mountain, cave, tunnels and shafts, cliff, moor, inland waterways, coastal rescue, coastal or inland flooding, etc.
- Supervision of other searchers (eg youth organisations).
- Loan of equipment.

In support of:

- Emergency services.

Transport

Transport and escort of homeless, outpatients, next-of-kin, etc to and from airports, railway stations, hospitals, mortuaries, rest centres, hostels, etc.

In support of:

- Local authority social services or housing departments
- Emergency services
- NHS.

Communications

- Providing radio and telephone communications and operators.
- Vehicles.
- Messengers.
- Interpreters and translators.

In support of:

- Emergency services
- Local authorities
- Utilities.

Documentation

- Tracing people nationally and internationally.
- Assistance at Casualty Bureau in some local areas.

- Logging/diary procedures.
- Computer support.

In support of:

- Emergency services (especially police)
- Local authority social services or housing departments
- NHS
- Foreign and Commonwealth Office
- International Committee of the Red Cross

Financial aid

- Advice and provision of appeals, disaster funds.

In support of:

- Local authorities.

Training and exercising

- Analysis of training needs and capabilities
- Devising instructional programmes.
- Joint planning and conduct of multi-agency exercises, including call-out arrangements and debrief.
- Formulation and dissemination of good practice.

In support of:

- Emergency services
- Local authority departments
- National utilities
- NHS

Note - The emergency services may call on assistance from the armed forces, particularly military search and rescue resources. Voluntary organisations such as cave and mountain rescue may therefore sometimes find themselves working with the armed forces.

Wales Community Resilience Group
Terms of Reference

Background

The First Minister for Wales, chairs the Wales Resilience Forum (WRF) in order to focus on the requirements set out in the Civil Contingencies Act 2004, which is to support good communication and improve emergency planning across agencies and services.

This Forum is supported through a number of multi-agency sub-groups, one of which includes the Wales Community Resilience Group (WCRG). As part of this Civil Contingencies governance structure, WCRG reports to and is driven by the Wales Resilience Partnership Team (WRPT) business plan, which in turn reports to the WRF.

Aim of Group

- To act as a point of focus and conduit for both the Voluntary and third Sector, Local Resilience Fora and government colleagues in areas related to the Civil Contingencies Act 2004 and related emergency planning.
- To work together in strengthening preparedness, build collective capability and enhance resilience across our communities in Wales in response to emergencies.
- To take forward, work on community emergency response in partnership with the LRF humanitarian assistance and community resilience groups.
- To ensure that work undertaken remains focused on Civil Contingencies, related emergency planning preparedness response and integrated with the work going on in the community arena.

Chair: The Group to be jointly chaired by British Red Cross and Wales Council for Voluntary Action.

Secretariat: The Group will be administered by the Welsh Government's Civil Contingencies Team who will organise and facilitate meetings, agree agendas with Chairs and act as a conduit for group activities out of committee.

Location of Meetings: Virtual platform or when appropriate, Welsh Government, Cathays Park, Cardiff or another venue hosted by group members as agreed.

Frequency of meetings: Quarterly for the main group. Task and finish groups to meet as and when required in order to achieve the demands of work programme.

The key activities of the Group:

- To develop and build on working relationships between the national volunteering infrastructure in Wales and the Local Resilience Fora.
- To advise and guide any emergency planning and response to deal with events or situations where LRFs are stood up and where spontaneous volunteers appear.

- To be the voice of community response at, and report into the Wales Resilience Partnership Team (WRPT) and Wales Resilience Forum.
- To link as appropriate with the UK Government as regards Civil Contingencies and emergency response
- Working through and closely with Local Resilience Fora multi-agency partners; Natural Resources Wales, Fire and Rescue, Police etc. to promote the concept of community resilience in Wales to encourage communities and individuals to prepare for emergencies.
- To consider lessons identified and related report recommendations, and, as appropriate, how they might be translated and embedded into ways of working in future response.
- Assessing the extent to which the voluntary and community sector is integrated into formal and informal emergency planning structures and how partnerships can be strengthened.
- Sharing and where appropriate, embedding best practice in humanitarian assistance and community resilience.
- To promote, where possible, community resilience through public advice and awareness via websites and other media.

Members of the Core Group[31]

- Chairs of the four LRF Humanitarian Assistance Group in Wales
- Chairs of the LRF Community Resilience Groups
- British Red Cross
- Welsh Government Civil Contingencies Team
- Wales Council for Voluntary Action
- Welsh Government - Civil Contingencies Team
- CAVO Cymru
- *LRF Co-ordinator (representing the four LRFs in Wales)*
- Natural Resources Wales
- Joint Emergency Services Co-Ordinator[32]

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[31] As agreed at 30 July 2021 meeting. Furthermore, the reconvening of a smaller and focused core group to ensure geographical LRF representation was also agreed

[32] However, it is recognised that there will be need for flexibility to bring in additional representatives, who will focus on and align specific task and finish activity as and when required

1. <u>Review period</u>

   a) TOR to be reviewed annually in ensuring continued relevance.

2. <u>Version control</u>

Version	Approved by	Date
Update 2016 version circulated following WCRG meeting on 30 July.		
Final draft circulated for comment and final sign off		02 September 2021
Final draft re-circulated for comment and final sign off – with revised deadline – 21 September 2021.		14 September 2021

Co-ordinating Volunteers to Respond to Emergency Situations in Wales - Framework Review

The significant community response to the Covid 19 pandemic, alongside other emergencies, has highlighted both the value of volunteering and the need for effective collaboration between third sector, private sector and public sector bodies (including those with statutory duties to respond to an emergency).

British Red Cross, with the support of the Wales Community Resilience Forum, has secured strategic grant funding from WCVA/Welsh Government's Volunteering Wales Fund. Working with the breadth of organisations in Wales who support, plan or deliver emergency volunteering activities it is intended to co-produce a framework that achieves effective collaboration between organisations. This is intended to improve outcomes for both emergency volunteers, and those who benefit from their activities. By emergency services we mean the humanitarian services directly linked to an emergency, rather than wider support for health, social care and independent living.

British Red Cross have appointed Richard Newton Consulting to co-produce this framework with the sector in Wales, building on the sector's direct experiences, and the transfer of knowledge from other areas of the UK.

We would appreciate it if you were able to spend a few minutes reviewing the draft framework here and completing the following survey.

We are also holding focus groups to provide qualitative data to support this survey and the development of the framework. These focus group are available to book via EventBrite.

Further details on the current status of the project, as well as ways to engage with the process are available here.

For further details please contact Rachal Minchinton: Rachal@richard-newton.co.uk Survey responses will be completed anonymously, unless you choose to provide contact details to receive additional information about participating in a focus group. All data will be stored securely and electronically by RNC and only shared with British Red Cross. Any direct quotes used in our research report will be anonymised.

Question 1- What best describes your organisation?

- A Statutory body with responsibility for emergency planning / response
- A private sector organisation with responsibility for emergency planning / response e.g. a transportation or utility company
- A Voluntary sector organisation supporting volunteers to provide an emergency response as part of your primary purpose e.g., British Red Cross, St Johns Ambulance Cymru
- A Voluntary sector organisation with volunteers who could be used to support an emergency response
- A membership / infrastructure body such as a CVC
- Other - please define [Text Box]

Question 2 - Focusing on the Table of Recommendations - Do you agree with the comments in the Table of Recommendations?

- o Yes
- o No
- o Don't Know
- o Please explain your answer [Text Box]

Question 3 – Please rate the following statements on a scale of 1 to 5, with 1 being strongly agree and 5 being strongly disagree
Thinking about the role of volunteers in an emergency in Wales -

- o Coordinated volunteers play a key role in supporting an emergency response and recovery [RATE 1 -5]
- o There is the potential to improve the impact that co-ordinated volunteers can make in an emergency in Wales [RATE 1 -5]
- o There is the potential to improve the impact that co-ordinated volunteers can make in an emergency in Wales [RATE 1 -5]
- o There should be a consistency of approach across Wales [RATE 1 -5]
- o How able do you feel given present systems to maximise the response of volunteers in an emergency [RATE 1 -5]

Question 4 – Do resources need to be made available at a Wales wide level to enable quality improvement, learning, and support consistent implementation?

- o Yes
- o No
- o Would you like to add anything? [Text Box]

Question 5 – Do you agree that Emergency Planning needs to take account of both national VCS organisations and local volunteer capability?

- o Yes
- o No
- o Is there anything else you'd like to tell us about this? [Text Box]

Question 6 – Should local volunteer capacity be mapped through the CVC?

- o Yes
- o No
- o Do you have any additional comments to make? [Text Box]

Question 7 – Do you believe that statutory planners are fully across the value that volunteers can bring to an emergency response?

- o Yes
- o No
- o Would you like to tell us more about this? [Text Box]

Question 8 – Is there a need to improve this level of awareness?

- o Yes
- o No
- o If yes, who should lead on this? [Text Box]

Question 9 – Do you believe that training / information resources are required to support the preparedness of volunteers in an emergency situation?

- o Yes
- o No
- o If yes, who should lead on this? [Text Box]

Question 10 – Do you agree that the immediate response to an emergency has limited opportunity for volunteers other than those who are specifically trained through organisations such as the British Red Cross?

- o Yes
- o No
- o Please explain your response. [Text box]

Question 11 – Do you agree that the VCS can provide volunteers to support communities / individuals to recover from an emergency - strengthening a person - centred response?

- o Yes
- o No

Question 12 – Are resources needed to support these VCS organisations to coordinate volunteers effectively in these situations?

- o Yes
- o No
- o Please tell us more about this response. Who may be in a position to develop these resources? [Text Box]

Question 13 – Is there a greater role for faith organisations / Town and Community Councils in coordinating spontaneous volunteering?

- o Yes
- o No
- o Do you have anything you'd like to add? [Text Box]

Thankyou

We are also holding focus groups to provide qualitative data to support this survey and the development of the framework. These focus group are available to book via EventBrite.

We would be delighted to enter into one-to-one structured conversations in order to explore in more detail any thoughts you have. Please contact Rachal@richard-newton.co.uk to arrange a conversation.

Appendix D – The Well-being of Future Generations (Wales) Act 2015

The Wellbeing Goals for Wales are:

A Prosperous Wales - An innovative, productive, and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.

A Resilient Wales - A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic, and ecological resilience and the capacity to adapt to change (for example climate change).

A Healthier Wales - A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.

A More Equal Wales - A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio-economic background and circumstances).

A Wales of cohesive communities - Attractive, viable, safe, and well-connected communities.

A Wales of vibrant culture and thriving Welsh language - A society that promotes and protects culture, heritage, and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.

A globally responsible Wales - A nation which, when doing anything to improve the economic, social, environmental, and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.

The Wellbeing of Future Generations (Wales) Act also commits public bodies to adopt the five ways of working:

Long term - The importance of balancing short-term needs with the needs to safeguard the ability to also meet long-term needs.

Integration - Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their objectives, or on the objectives of other public bodies.

Involvement - The importance of involving people with an interest in achieving the well-being goals and ensuring that those people reflect the diversity of the area which the body serves.

Collaboration – Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives.

Prevention - How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.

A Framework for emergency volunteering would impact positively on Wales' resilience and ability to adapt to changing climate/emergency events. It would also bring communities together to offer solutions to the challenges they face locally, through volunteering. Coordinated voluntary support for emergency responders would improve the social and economic environment of Wales. A case can be made for a positive impact against each of the Wellbeing Goals.

The delivery of a Framework also exemplifies all 5 ways of working outlined in the act:

Long Term – delivering a long term and systemic change to the way emergency responses are co-ordinated and delivered. This will balance immediate emergency needs against the longer-term objectives of systemic and lasting resilience.

Integration – bringing public bodies together to support each other to achieve their wellbeing or strategic goals.

Involvement – enabling local people, emergency responders and interested others to come together to identify solutions to local and national emergencies.

Collaboration – working together as public services, with third and private sector partners to deliver wellbeing goals.

Prevention – Collaborating to prevent emergencies escalating and addressing emerging needs with appropriate skills and support will enable public bodies and third sector organisations to meet their wellbeing objectives.

Third Sector Scheme:

This is a piece of statutory legislation designed to deliver a partnership between the Welsh Government and the third sector which will lead to:

- Stronger, more resilient communities
- Better policy
- Better public services

Through the Scheme, the Welsh Government recognises the need for public services, local authorities, health boards, government and the third sector to work together in partnership. They reiterate that effective partnerships must be based on an appreciation of each party's distinctive contribution. There is also recognition that the Third Sector (including VCS) is integral to policy development and helping shape services to meet the needs of the Welsh population.

The Third Sector Scheme commits the Welsh Government to:

- Maintain arrangements for meaningful engagement and consultation with the third sector (the Third Sector Partnership Council is the main vehicle for this)

- Maintain arrangements for supporting communities and volunteers
- Maintain arrangements for supporting structures that allow the third sector to flourish
- Seek to adhere to the Code of Practice for Funding the Third Sector

The Scheme sets out the formal arrangements for engagement across 5 areas:

- Dialogue and Cooperation
- Third Sector Partnership Council (TSPC)
- Ministerial Meetings
- Consultations
- Policy Development

The Third Sector Partnership Council has a key role to play in terms of collaboration between public bodies, Welsh and local governments and the Third Sector. It considers issues relating to the Welsh Government's strategic objectives and facilitates consultation with relevant third sector organisations and public sector bodies on the Scheme's implementation, operation, and review.

Under the Scheme, Ministers commit to engaging with Third Sector through a variety of means including visits, issue-based conversations, conferences, and via correspondence. The Scheme also recognises the importance of consulting with the Third Sector in relation to policy development and consultations, ensuring the sector can inform and shape services.

The Third Sector Scheme, and Partnership Council offers a valuable opportunity to engage with Welsh Government, and public bodies in relation to emergency volunteering. The Framework aligns closely with the principles laid out in the Scheme, and contribute to 'Stronger, more resilient communities', 'Better policy'; and 'Better public services', exemplifying partnership working across sectors.

The scheme will be a valuable tool to support discussion in respect of identifying 'owners' of some of the recommendations within the Framework, along with accessing resources to ensure that it is appropriately funded.

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[i] NCVO. (2022). 'Involving Volunteers'. Retrieved from https://beta.ncvo.org.uk/help-and-guidance/involving-volunteers/