



**MANAGING AND
ORGANISING VOLUNTEERS
IN OIL SPILL RESPONSE**

Text

Tommi TT Virtanen / Finnish Red Cross

PROJECT: VOLUNTEER PARTICIPATION IN OIL SPILL RESPONSE**Cover photos**

Voluntary Rescue Service (Vapepa) (top left), Jouko Liikanen / National Defence Training Association of Finland (MPK) (top right), Sampsa Vilhunen / WWF Finland (bottom left) Finnish Lifeboat Institution (SMPS) and Finnish Air Rescue Society (SLPS) (bottom right).

Graphic design

Timangi / Anne Kaikkonen

Translation

R&J Language Service

SPEK

ISBN 978-951-797-615-2

Publisher

Finnish National Rescue Association (SPEK)
Ratamestarinkatu 11 00520 Helsinki, Finland
Tel +358 9 476 112
spekinfo@spek.fi
www.spek.fi

Table of contents

Foreword	4
1. Introduction	6
2. Key terms	7
3. Managing volunteer work	12
3.1. Volunteer manager, staff and management group	13
3.2. Command hierarchy	14
3.3. The operational model of management	16
4. Areas and tasks suitable to volunteering	19
4.1. Operations	19
4.2. Support	19
4.3. Management	20
5. Alerting	21
6. Volunteer formations	22
6.1. The minimum regional configuration	23
6.2. The desired basic configuration	23
6.3. The maximum size of a formation	23
7. The role of the key organisations participating in the activity	27
8. Communications	31
8.1. Basic principles in communications	31
Reference materials	33
Appendices	35

Foreword

This document describes the use of volunteers in an oil spill response operation managed by an accident response authority. The proposed modus operandi (model) concerns cooperation during the initial phase between volunteers and the authorities in a large-scale, locally significant or long-lasting oil spill response operation.

The accident response authority defined in the Act on Oil Pollution Response (1673/2009) will be responsible for the oil spill response in all situations. When necessary, the authorities can request volunteer support for different tasks in an oil spill response operation if their own resources prove insufficient. Volunteers can operate in shoreline cleanup, oil reconnaissance, bird cleanup and in supporting operations.

The description of the model is a part of the *Volunteer Participation in Oil Spill Response* project produced by the Finnish National Rescue Association (SPEK). It is based on the lessons learned during oil spill response operations and exercises, both at home and abroad. The project also produced the following documents (in Finnish):

- *Report on the management of volunteers in oil spill response – legislation, compensation and administrative arrangements*
- *A Guide for the tasks suited to volunteers in oil spill response*
- *A Guide for the accelerated training of volunteers for oil spill shoreline cleanup*
- *A Guide for oil spill incidents: How to act if you find oil in the environment?, and*
- *Training collage: Organisations' oil spill response training for volunteers, 2105.*

We particularly express our gratitude to the Reijo Rautauoma Foundation, which funded the project. We also thank Pertti Partanen, the chair of the steering group, for his active participation.

We warmly thank the project group, i.e. Teemu Niinimäki, representing WWF Finland; Henrik Nystén, representing the National Defence Training Association of Finland; Tommi Virtanen, representing the Finnish Red Cross as well as Reita Waara, Sanna Pönni and Karim Peltonen, representing the Finnish National Rescue Association. We also greatly appreciate the assistance of Juha Virto, Rescue Chief at the Varsinais-Suomi Rescue Department, Senior Adviser Heli Haapasaari at the Finnish Environment Institute, and the Rescue Department of the Ministry of the Interior for providing the authorities' perspective on the operating model.

We are grateful to each and every one who participated in making this document possible and who commented on its content. We also thank all others who provided their input to creating this guide, which promotes the usability of volunteering. In addition to improving the preparedness for assistance the guide deepens the multifarious cooperation of organisations in preparedness.

1. Introduction

During a large-scale or long-lasting oil spill recovery volunteers are needed for different tasks. Motivated and well-trained groups from different organisations make up the main portion of volunteers, at least during the initial phase. The goal is to form regional volunteer formations which can independently launch action in support of, and under the command of, the authorities.

The key organisations participating in the activity are: WWF Finland, the National Defence Training Association of Finland (MPK), the Finnish Red Cross (SPR), the Finnish Lifeboat Institution (SMPS), and the Finnish Air Rescue Society (SLPS). These organisations actively took part in the *Volunteer Participation in Oil Spill Response* project.

In addition to the designated oil spill response volunteers, there is also the need for a large group of volunteers that will see to the smooth functioning of the entire operation. What's more, when a situation lasts a long time, untrained people from Finland and abroad will spontaneously volunteer to help. Experienced and trained volunteers are needed to provide accelerated training for these untrained volunteers.

Organisations belonging to the network of the Voluntary Rescue Service (Vapepa, cf. Appendix 1) participate in managing disruptions such as oil spills within the limit of their resources. This model describes the role of the organisations in a long-drawn-out oil spill response operation, and in the continual recruitment of new volunteers. The principles of this model can be applied in the utilisation of other volunteers as well, for instance, when volunteers are assisting the rescue services or other authorities in widespread or long-lasting situations.

This document includes a description of how to manage a recovery and cleanup operation, the tasks that are assigned to the volunteers, the alerting procedure and the formation of volunteer units. The document also presents the role of the key organisations participating in the activity, and the principles for organising communications. The model will also be applied to the recovery operation. The document is intended to be a guide for organisations and a description of the operating model for the authorities.

2. Key terms

Management

Management includes leading the volunteer activity and the staff functions facilitating management, such as communications, the situation picture and public information. Management comprises the administration of the activity and other support services. In addition, it includes the mobilisation of units.

Command post/centre

The post or centre established for managing the activity or the formation.

Recovery

“Recovery means a response to an oil spill undertaken in order to clean up and restore the soil, groundwater and shoreline contaminated by oil, after the necessary response action has been taken in order to limit the damage and recover the oil” (Section 3 of the Act on Oil Pollution Response, 1673/2009).

Recovery begins when the head of response operations announces the termination of the initial phase and decides that the management responsibility is to be transferred to the relevant municipal authority responsible for recovery operations. However, if agreed, the rescue service department can execute the entire oil spill response operation from the initial phase to the recovery phase. The purpose of recovery is to clean and restore the polluted shoreline. The Centre for Economic Development, Transport and the Environment (ELY Centre) directs and coordinates the recovery.

Environmental restoration is not a part of recovery, which is a continuum of the response operation. However, it is not oil spill recovery per se. Restoration encompasses the measures which are taken should the response operation yield an unsatisfactory result in the condition of the environment. In this case the environmental remediation must continue in the form of restoration, under the provisions of the Environmental Protection Act. Environmental restoration means returning the water body, coastal area, soil or groundwater contaminated by oil to the condition it was prior to the incident. The initial response and recovery differ from restoration in the sense that the Act on Oil Pollution Response applies to them.

Operations

Volunteer operations include cleanup and response, cleaning and handling oiled wildlife, and oil reconnaissance. The cleanup does not include the remediation of polluted soil as part of the recovery.

Mobilisation centre

The mobilisation centre is the place where the volunteer units are formed and maintained.

SPEK

The Finnish National Rescue Association (SPEK)

Spontaneous volunteer

A spontaneous volunteer stands for an untrained Finnish or foreign volunteer who does not belong to the alert group of an organisation.

SYKE

The Finnish Environment Institute (SYKE)

Situation picture

The situation picture for managing volunteers covers the necessary information on the present phase of the response as well as the condition of the volunteer personnel and their equipment, personal protection equipment included. The situation picture also includes information on the units' maintenance status, the sufficiency of volunteers and the recruitment of new personnel.

Head of response operations

If authorities from more than one sphere of authority participate in the operation, the head of response operations acts as an overall commander and is responsible for maintaining the situation picture, coordinating operations and tasking the different sectors. Different units report to their own managers in such a manner that their actions, as a whole, promote an efficient response. Concerning oil spills from ships, when the Finnish Environment Institute is, in accordance with Section 5 of the Act on Oil Pollution Response, responsible for the response operations or has assumed responsibility for them, the operation shall be managed by the head of response operations appointed by the Finnish Environment Institute. However, a person employed by the regional rescue services or by another acci-

dent response authority that arrives at the scene of the incident may manage the operation until the time when a person appointed by the Finnish Environment Institute assumes command as the head of response operations.

Accident response authority

For the purposes of the Act on Oil Pollution Response (1673/2009), the accident response authorities are:

- 1) The Finnish Environment Institute, and the head of response operations appointed by it, for the prevention of and response to oil and chemical spills from ships;
- 2) The Finnish Transport Safety Agency, the Finnish Defence Forces and the Finnish Border Guard, once they have taken action to prevent or respond to oil or chemical spills from ships;
- 3) The Centre for Economic Development, Transport and the Environment (ELY Centre) for the prevention of and response to oil spills;
- 4) Rescue authorities of the regional rescue services and other heads of rescue operations referred to in Section 44(1) of the Rescue Act for the management of the prevention and response operations, and
- 5) Municipalities for recovery operations.

Support

Support includes maintenance, logistics, safety/security and other comparable activities which assist operations.

Volunteer

According to a generally accepted definition volunteering is an activity performed of a person's own free will and own initiative, with no aim of financial gain. When agreed, the volunteers or the organisations they represent can be compensated or remunerated for expenses. A volunteer can be a member of a non-profit organisation. Furthermore, in this document the term 'volunteer' only refers to a person who, pursuant to Section 36 of the Act on Oil Pollution Response (1673/2009), has been approved to participate in an oil spill response organisation by the accident response authority.

Volunteer management group

In order to support the management of volunteers, a regular or ad hoc management group will be set up. It comprises the volunteer manager who acts as chair,

team leaders or sector leaders, the heads of operations, communications and public information as well as the required experts who represent the key organisations.

Vapepa

The Voluntary Rescue Service (Vapepa) is a non-registered network of voluntary rescue organisations. Vapepa comprises 51 organisations, among others, all organisations that actively participated in the *Volunteer Participation in Oil Spill Response* project (Appendix 1 includes a list of the Vapepa network). The Finnish Red Cross coordinates the network, the Finnish Lifeboat Institution coordinates its marine activity and the Finnish Air Rescue Society its aerial activity.

Oil spill response

Oil spill response means all immediate action taken to limit the damage, or potential damage, and recover the oil from the environment following an oil spill on land, in inland waters or at sea. Oil spill recovery also includes management and support functions.

Key organisations participating in oil spill response

- **MPK** National Defence Training Association of Finland
- **SLPS** Finnish Air Rescue Society
- **SMPS** Finnish Lifeboat Institution
- **SPR** Finnish Red Cross (SPR)
- **WWF** WWF Finland

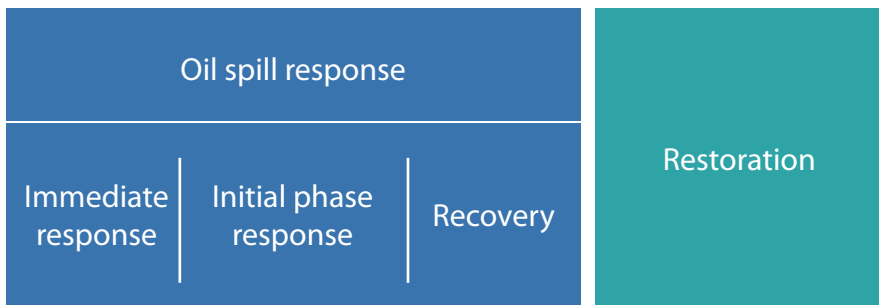


Figure 1. The phases of oil spill response (Kymenlaakso University of Applied Sciences, SÖKÖ II -manual).

3. Managing volunteer work

The third sector, i.e. associations and organisations, has a proud tradition in Finnish society. Likewise, free civic action in different sectors has always played a large role in society. Volunteerism is based on the strong motivation of the participants to help and to commit to an active group of volunteers.

Managing a group of volunteers is more about skilful leadership and fostering emotional motivation than about management, i.e. directly managing processes.

Managing *volunteers* in oil spill response is based on the rescue services' standard management model. The *manager*, supported by the management group and the staff, controls the situation. The personnel at the command centre and the management group facilitate the staff functions which, among other things, maintain the situation picture for the purpose of decision-making and, when necessary, maintain the relevant communications as well as public information.

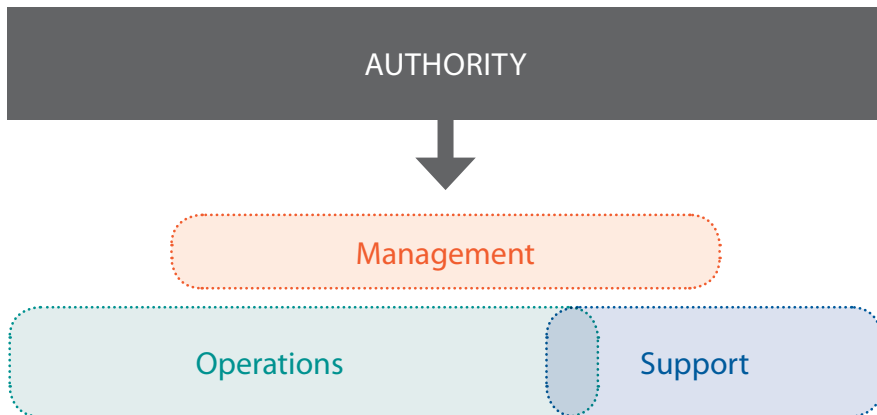


Figure 2. The management principle. Pursuant to the Act on Oil Pollution Response (1673/2009), the management responsibility of an oil spill response in the initial phase lies with the local rescue department; when it comes to responding to oil and chemical spills from ships the Finnish Environment Institute (SYKE) is responsible; the responsibility for the recovery operation lies with the municipality.

All action, including that of volunteers, is always led by the accident response authority. For the most part, volunteers report to their own command. However, a team or a group of volunteers can be directly attached under the command of the authorities. It can entail, for instance, an aerial reconnaissance team operating under the Aircraft Coordinator or volunteer reconnaissance teams performing the same activity as the authorities.

In addition, also contract fire brigades that are organically a part of the rescue services under contract may participate in the initial oil spill response. The contract fire brigades normally operate within the organisation of the authorities in the same vein as they do during accidents defined in the Rescue Act.

3.1. Volunteer manager, staff and management group

Management encompasses the management of volunteers, staff activities, financial and human resources management and the activity of the mobilisation centre. The overriding principle is that a paid employee of one of the participating organisations manages the entire volunteer force. In the early phase the head of preparedness of the Finnish Red Cross responsible for Vapepa coordination or some other employee of a rescue service organisation assumes this function, in accordance with the regional contingency plan.

If the situation becomes protracted, an employee can be hired for this duty from among the aforementioned group, other experts or experienced volunteer leaders (e.g. Vapepa leaders or other team leaders). The volunteer manager acts as an intermediary between the volunteers and the authorities.

The personnel of organisations support the volunteer organisation, for example, through public information, recruitment, expert advice and other assistance agreed with the authorities. The operational leadership of the organisations and experts participate in the volunteer organisation's management group in the capacity of experts. Those representing the general management of organisations will form a cooperation unit which, when needed, coordinates the action of different organisations.

The head of operations is the chief of staff. Staff functions comprise the maintenance of a situation picture and the incident log under the head of the situation centre, communications under the head of communications as well as public information under the public information (PI) manager acting as the spokesperson for the operation. The situation picture will be promulgated

among the authorities to augment their official situation picture. The PI will supplement the public information given by the authorities in line with the instructions and restrictions issued by them.

A regular or an ad hoc volunteer management group can be set up to support the management of volunteers. The group consists of the volunteer manager, team or sector leaders, the heads of operations, the situation centre, communications and public information, and the required representatives from the key organisations (the National Defence Training Association of Finland (MPK), the Finnish Air Rescue Society (SLPS), the Finnish Lifeboat Institution (SMPS), the Finnish Red Cross and WWF Finland.)

3.2. Command hierarchy

Oil spill response action, including volunteer action, is always led by the accident response authority. Within the volunteer organisation, however, volunteer groups, teams and sectors (management, operations and support) are for the most part led by leaders from among the volunteers. The objective is for it to be as straightforward as possible for the authorities to employ the volunteers and that the volunteers bring added value to the authorities in the oil spill response operation.

The group leader is responsible for the activities of up to nine people. He/she guides the work of the group and reports on the progress and possible problems to the team leader. The group leader assigns the tasks to the members of the group. When it comes to oil spill response operations, groups are rapidly put together and it is likely that groups contain people previously unknown to each other. The group leader must become aware of the skills of the members. The leader will ensure that the operating environment is safe and that the members follow instructions and occupational safety regulations. The group leader will also see to it that the volunteers working in the vicinity of oil are properly aware of the inherent dangers of hazardous waste.

The team leader is responsible for the action of 2–5 groups. The shoreline clean-up team leader, given as an example of a team leader, must be aware of the operating model of the oil spill response organisation and the relevant work plans. Team leaders document all pertinent information, ensure the welfare of their teams (e.g. the need for maintenance and its proper functioning), see to the smooth functioning of groups, and maintain contact with group leaders.

Team leaders liaise between the teams and the volunteer manager situated at the command post/centre (or between the appropriate head of a sector if a dedicated volunteer activities command echelon has been established). Team leaders report on their activities to the volunteer manager and to the staff for the purpose of updating the situation picture. When agreed, team leaders also report to the appropriate sector head of the authorities.

It is important for the volunteer manager to be thoroughly familiar with the entire volunteer organisation and its tasks so as to efficiently plan and manage the teams' operations in the best possible manner. If the number of volunteers ap-



Figure 3. Command hierarchy

proaches the maximum configuration, sector heads (management, operations and support) can be appointed to support the volunteer manager. These heads report to the volunteer manager, to the staff to augment the situation picture and, when agreed, to the relevant sector head of the authorities. The volunteer manager executes the task under the authorities order, within the volunteer resources available.

3.3. The operational model of management

Oil spill response is always managed by the authorities.

Normally, at least in the early phase of operations, the personnel led by the authorities and contracted teams under the direct command of the authorities operate alongside volunteer units.

When the operation lasts a long time the units can largely—or even for the most part regarding some sectors—comprise of volunteers. In this case, as well, the authorities remain responsible for the response operation.

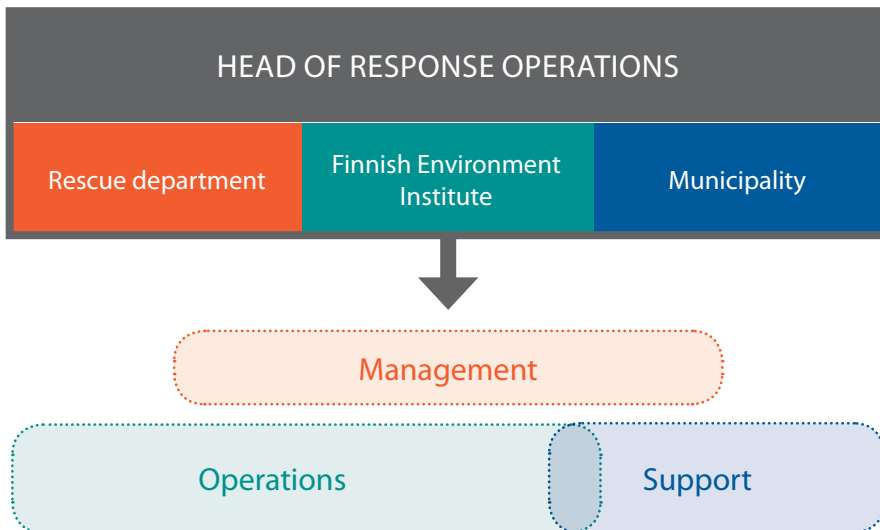


Figure 4. The basic model of management.

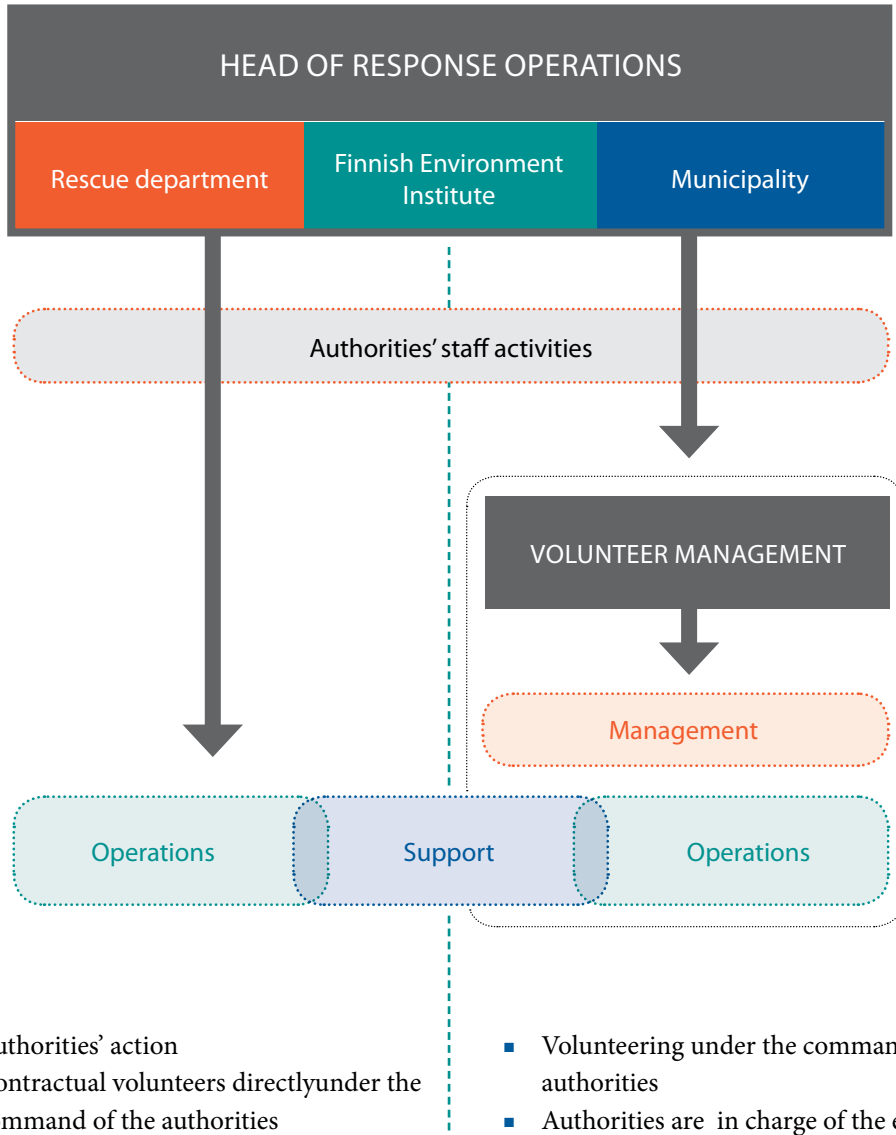
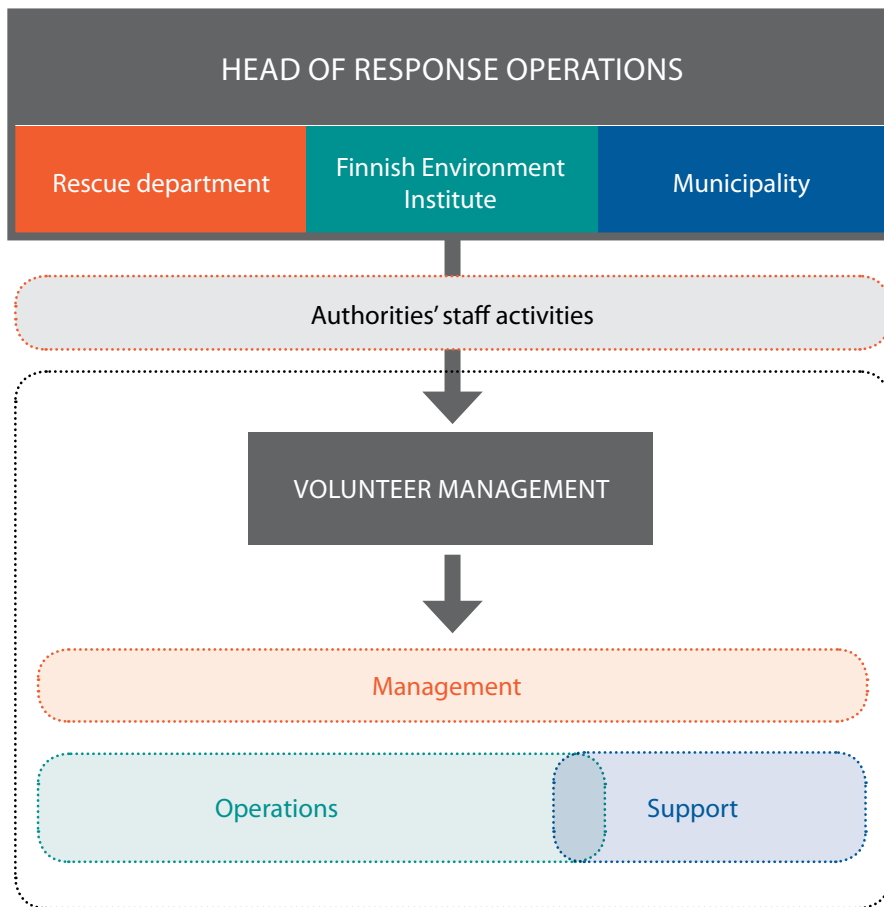


Figure 5. Operations in the early phase.



- Volunteering under the authorities' command
- Authorities are in charge of the entirety

Figure 6. Even when all of the personnel in the field operation are volunteers, the authorities are in charge.

4. Areas and tasks suitable to volunteering

Tasks suitable to volunteers in oil spill recovery are presented below. In all cases the authorities are responsible for them, under the head of response operations. These tasks can be assigned to people from voluntary organisations according to a plan or in accordance with ad hoc decisions. A more detailed picture of volunteer activities can be found in the guide for the *Tasks Suited to Volunteers in Oil Spill Response*.

4.1. Operations

The WWF's shoreline cleanup teams constitute the largest single group of volunteers specialised in oil spill response. Another large group is the WWF's specially trained volunteers that clean oiled birds and other wildlife. In addition, in the early phase trained and previously earmarked volunteer groups may participate in deploying oil spill containment booms or in other prevention activities that directly assist the rescue services. They can also be used later in, among other things, guarding the stockpile of recovered debris.

- Shoreline cleanup
- Oil spill recovery
- Care for birds
- Reconnaissance

Operations also include the reconnaissance of the affected area from the shoreline, at sea, or from the air. In accordance with the instructions of the authority leading the response operation volunteers can also be used in providing advice to local personnel or in general, in advising citizens and in providing other public information.

4.2. Support

Support includes the provision of food, sanitation and other maintenance as well as housing. The situation permitting, the maintenance activities will be placed close to the cleanup area, for instance at the mobilisation centre.

Support covers storing, transporting and distributing the equipment. It also includes safety and security related activities like the preparedness to administer first aid and an A&E type first aid station, psychosocial support and occupational safety. The latter includes, among other things, the distribution of and training on protective gear. Safety includes fire safety at the incident area, at the accommodation and at the storage area. Volunteers can also be needed in guiding the units and traffic control as well as in providing access control and security for the area.

- Feeding the units
- Sanitation and other maintenance
- Land and boat transports
- Stores and port operations
- Providing advice to citizens
- Safety-related areas
- First aid, psychosocial support and debriefing to the response personnel
- Fire safety
- Access control and monitoring
- Occupational safety

4.3. Management

Management incorporates the activities of the volunteer manager, the staff and the mobilisation centre. The staff are responsible for maintaining situational awareness about the progress of the volunteer work and any relevant issues, communications which facilitates management and for public information. For the most part management takes place at the command post/centre.

Management also includes the continual formation of units. An operation which may take weeks, or even months, demands the systematic administration and formation of volunteer units as well as a mobilisation centre that outfits them. The tasks of the mobilisation centre include recording the arrival and

departure of participants and other administration as well as forming the functional units. Providing accelerated training to the personnel is a part of unit formation. This may be done as refresher training to previously trained groups or in a more thorough fashion to newcomers.

- Maintaining a situation picture
- Communications
- Public information
- Human resources management
- Financial management
- Forming the units
- Accelerated training

5. Alerting

The alerting of volunteers described in this model is done through Vapepa's alerting system. As in other cases, the authority alerts the volunteers, in this case the Emergency Response Centre (ERC) or the competent authority directly alerts Vapepa's duty officer. The duty officer (regional, district/municipal or local – depending on the area) will alert the required local, regional or national alert groups in accordance with the basic configuration or as per the request of the authority in question.

When necessary, in accordance with a pre-agreed plan, the authority can also directly alert the organisations' operations groups. For example, the Finnish Environment Institute (SYKE) directly alerts WWF Finland's trained bird cleaning groups.

Each organisation determines the manner by which it alerts its own groups; it also keeps its alerting system up-to-date. The people belonging to the groups can be alerted through SMS or some other pre-agreed manner.

Depending on the sector in which the volunteer activity belongs, the response/deployment time of volunteers (time from the alert to the commencement of activity) ranges from a few hours to a couple of days. The alert groups are requested to arrive at the meeting point by a specified time, or to report their availability (number of persons/response time).

Vapepa's *alerting forms* (cf. Appendix 2) will be made for the groups that the organisations plan to deploy. The forms detail the units and their equipment, deployment time, primary tasks and contact information. The alerting forms represent the basic configurations for different contingencies. The competent local authority will approve the basic structures in accordance with its requirements and contingency plans.

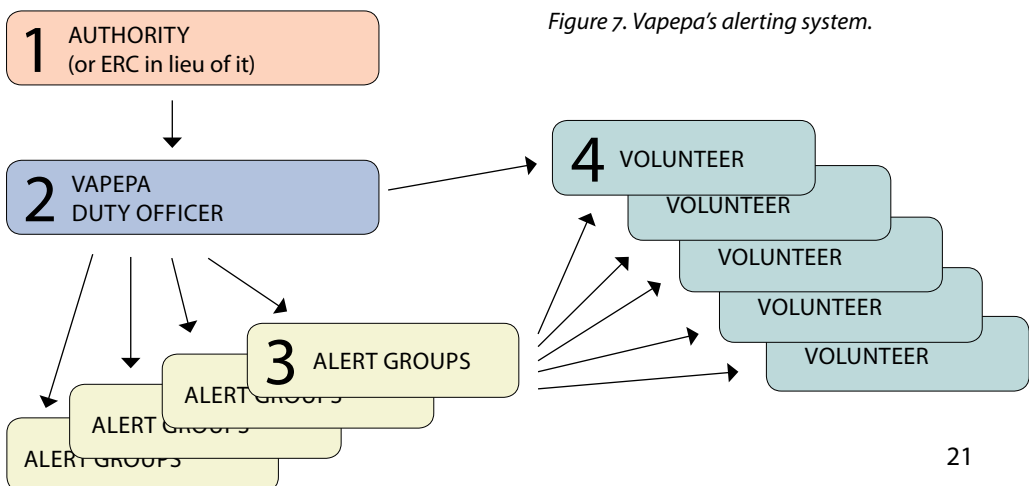


Figure 7. Vapepa's alerting system.

6. Volunteer formations

The strength of the oil spill response group, and the team formed from it comprising several response groups, depends on the need in a given situation. The group comprises the group leader and 2–9 people. The team comprises 2–5 groups, in accordance with the universal principles of management.

Formation of the team, as well as management and organisation, is done on the basis of the management model used in the rescue services, as applicable. According to the definition of the rescue services, a *rescue unit* has a leader and 3–7 members. A *rescue platoon* has a leader 2–5 rescue units. A *rescue company* has a commander, a staff and 2–3 rescue platoons. A *rescue formation* has a commander, a command centre and at least 2 rescue companies, support elements included.

The personnel's ability to cope must be guaranteed in long-drawn-out situations; for this reason plenty of replacement personnel are needed. The deployability of volunteer teams is based on the sufficient oversupply of trained people in comparison to the required number of volunteers. The formations are fully operational for a few days without additional recruits. Nevertheless, should the operation become drawn-out, additional recruiting will become necessary.

According to lessons learned, it is estimated that a quadruple redundancy of personnel guarantees that the required numbers of people are available in unexpected situations. For example, contract fire brigades use a quadruple redundancy as the measure for volunteers. This means that, on average, 25 per cent of the strongly committed and motivated people can be alerted within a reasonable time. In other words, if the operation requires 150 people, at least 600 people must have been trained.

GROUP = Group leader + 2–9 people

TEAM = 2–5 groups

6.1. The minimum regional configuration

At its minimum, volunteer work comprises the operations of one team and one reconnaissance group (in all 38 people), as well as the required management and support functions. Then the total number of personnel climbs to approximately 80, which means that three team leaders, 14 group leaders and 65 other people operate under the volunteer manager. The goal for the minimum configuration is to be fully operational within 24 hours from the alert, at the very latest. (cf. Figure 8)

6.2. The desired basic configuration

The starting point for training volunteers is to form a basic configuration for extensive situations; this means approximately 180 people. If required, the basic configuration is able to operate independently under the command of the authorities. The goal for the minimum configuration is to be expanded into a basic configuration within 2–3 days from the alert, if needed. (cf. Figure 9)

6.3. The maximum size of a formation

It is estimated that a volunteer formation could comprise approximately 260 people, including the person in charge. When the volunteer organisation grows large, heads responsible for different sectors (management, operations and support) can be appointed to assist the volunteer manager. (cf. Figure 10)

Figure 8. Minimum configuration.

AUTHORITY IN CHARGE OF VOLUNTEER ACTION

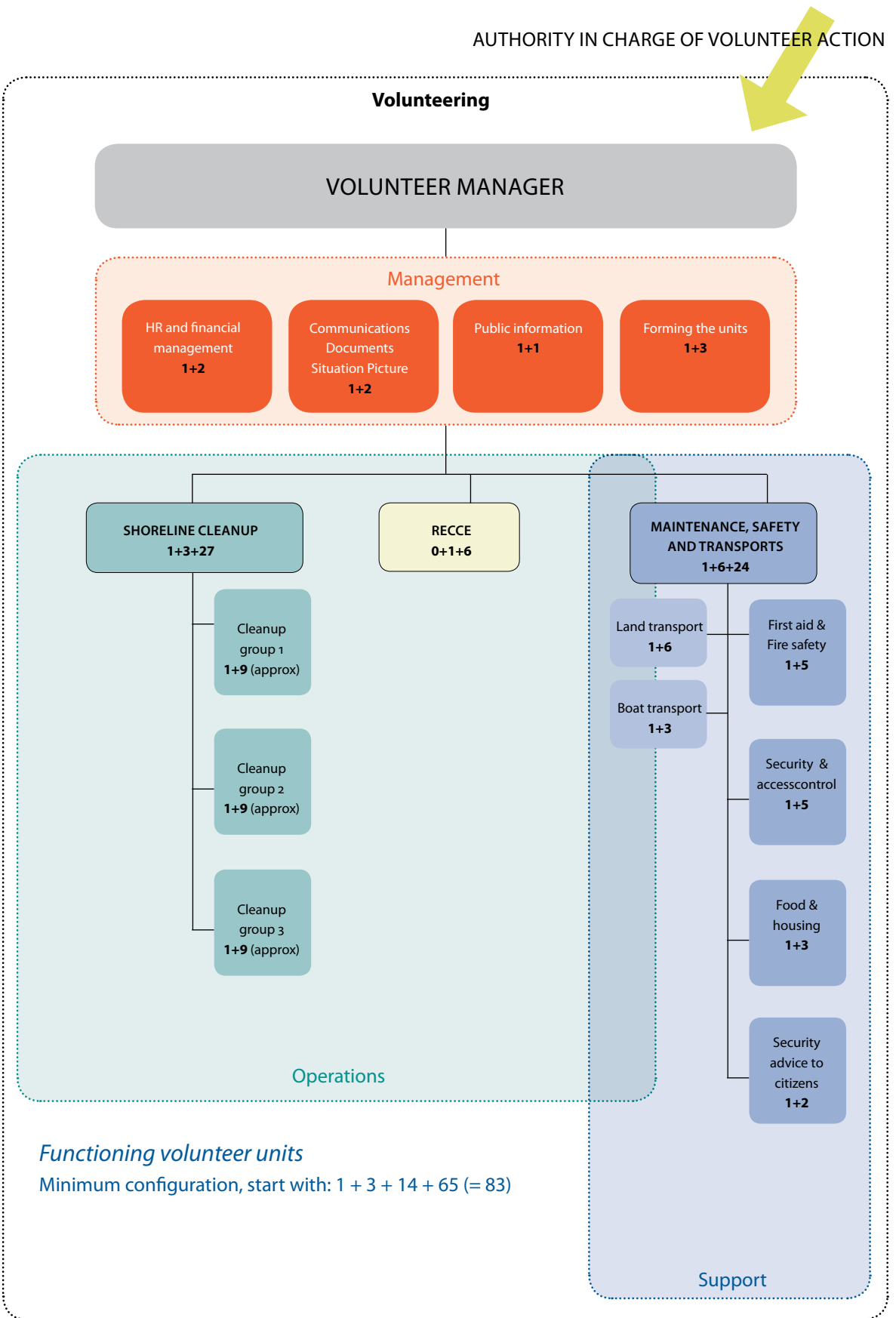


Figure 9. The basic configuration.

AUTHORITY IN CHARGE OF VOLUNTEER ACTION

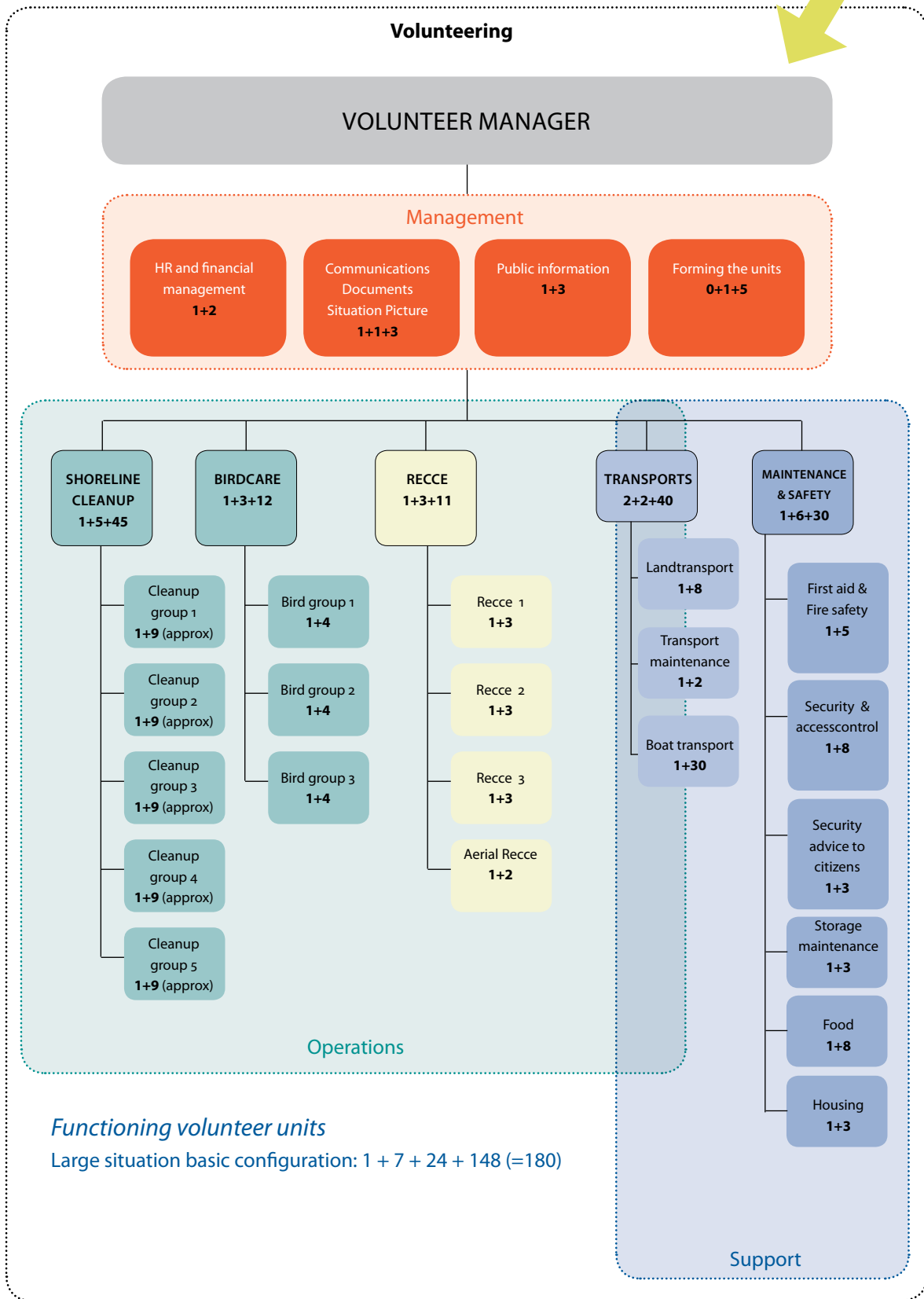
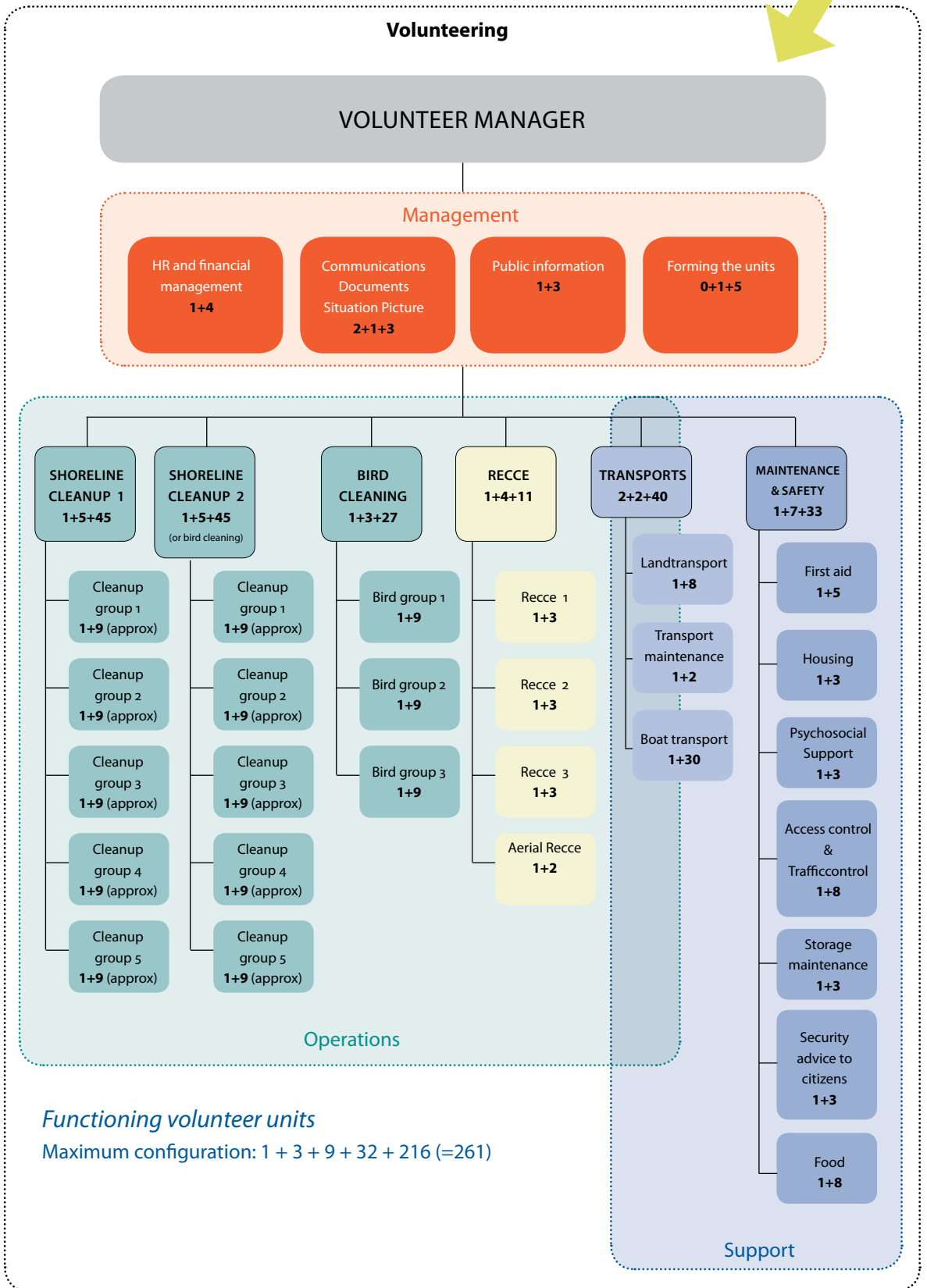


Figure 10. Maximum configuration.

AUTHORITY IN CHARGE OF VOLUNTEER ACTION



7. The role of the key organisations participating in the activity

Under Section 9 of the Government Decree on Oil Pollution Response, the prevention and response cooperation plan for oil and chemical spills from ships must include information on the different oil spill response authorities and on the participating volunteer organisations. These volunteer organisations can be used in the area that the plan concerns in tasks associated with oil spill response.

Cooperation among the organisations lays the foundation for volunteer work. The organisations are invaluable in forming, training and executing operations. Without their input, it would be impossible to swiftly form such formations.

The most important role and responsibility of the key organisations in long-lasting operations involves providing public information about the volunteer effort, and along with it, the continual recruitment of new volunteers. Furthermore, the organisations are important in providing expertise and in assisting the volunteer manager in the management group.

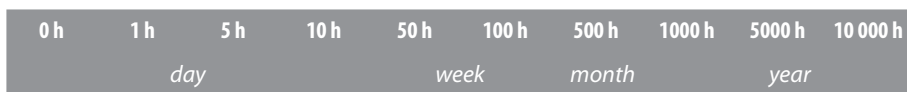
The key organisations participating in oil spill recovery have agreed to form a national coordinating body under the auspices of Vapepa for the purpose of improving general oil spill recovery preparedness. There are plans for establishing regional cooperation groups which will provide platforms for dialogue among the organisation and develop regional activities.

It is prudent to plan and train early on a core number of regional actors whose operations are planned to extend across the boundaries of several rescue departments. Such a core comprises different actors and groups from organisations that are formed into a specifically tailored alert group. The responsibility of organisations over functions varies from region to region and, possibly, over the time period of a long-lasting operation.

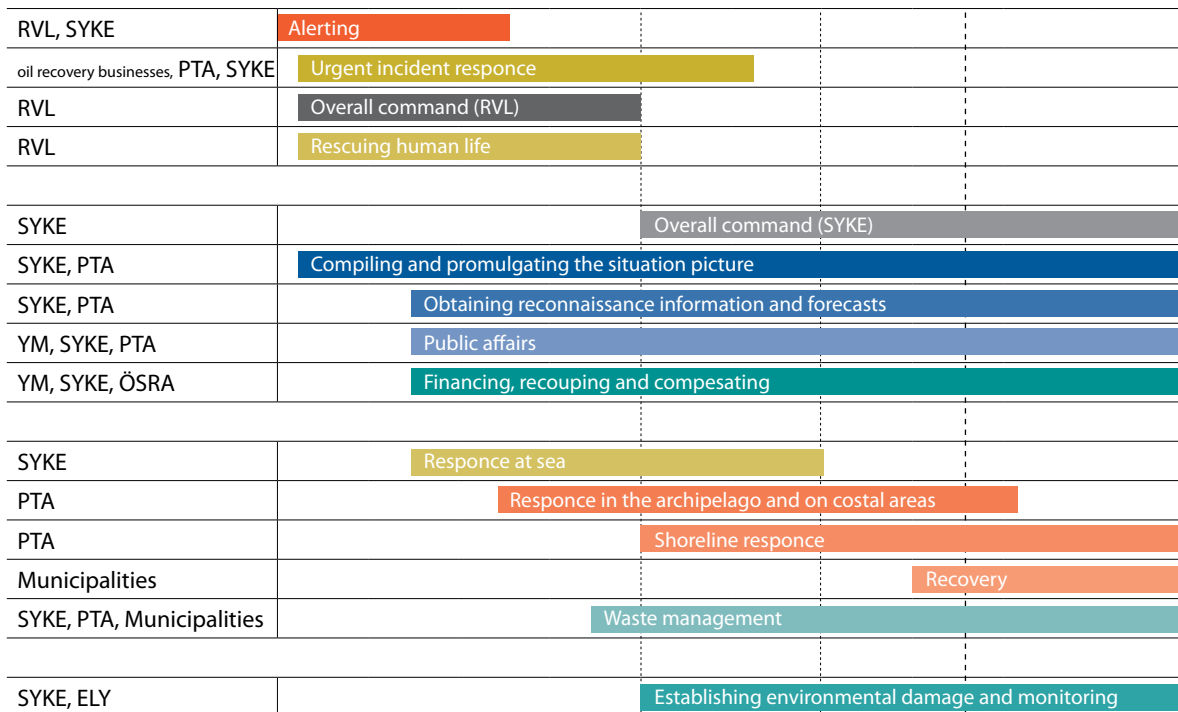
Vapepa will compile a cooperation group consisting of regional volunteer organisations; the competent authorities will plan their cooperation in conjunction with it. The contingency plans will make known the tasks the volunteer groups are to prepare to carry out and which ones, from the outset, the authorities plan to execute on their own.

The formation of the cooperation group, as well as coordination and support, will be implemented in accordance with Vapepa's rules of procedure. Following the tasking, the organisations operating in the area will settle on the necessary preparations and training. Organisations, alone or in concert, will for the most part carry out familiarisation and task-specific training for the volunteers.

TIME FROM INCIDENT AND MEASURES

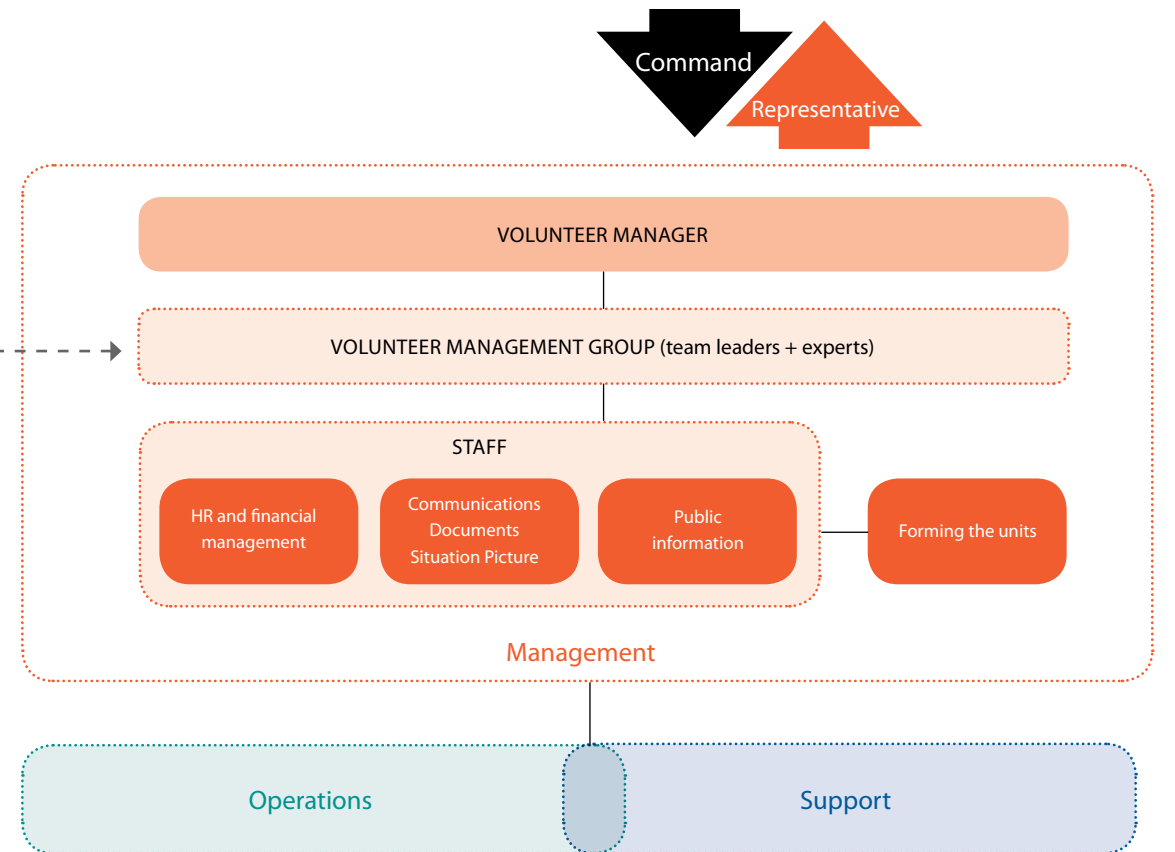
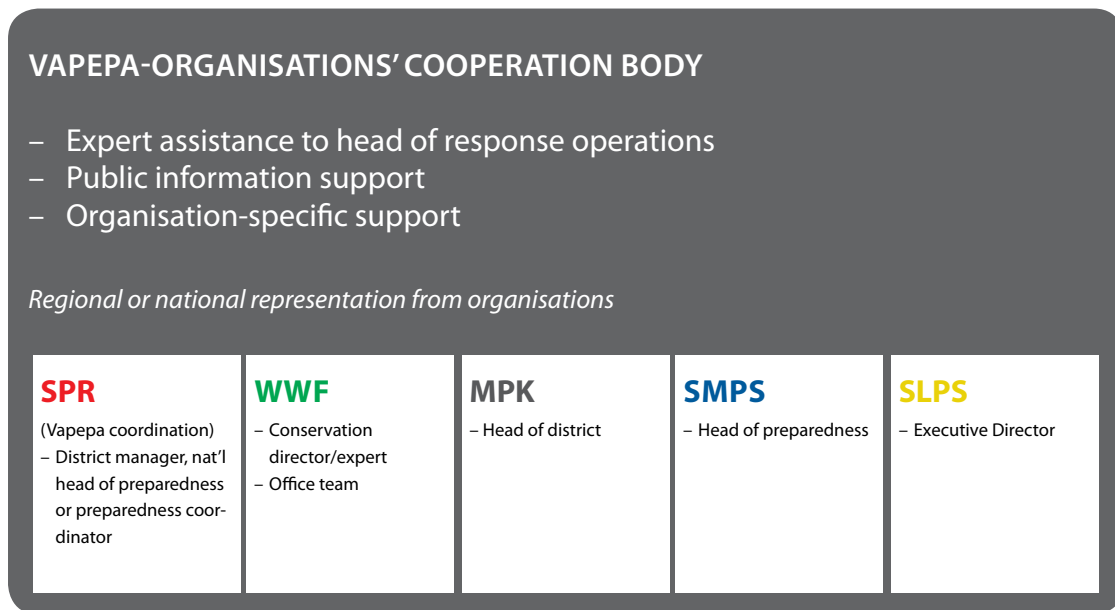


Responsibility:



- RVL Finnish Border Guard
- SYKE Finnish Environment Institute
- PTA Rescue service region, Rescue department
- YM Ministry of the Environment
- ÖSRA Finnish Oil Pollution Compensation Fund
- ELY ELY centre

Figure 11. Action of the authorities in large oil spills from ships. Volunteers can support the authorities in many tasks, ranging from reconnaissance to recovery. (Ministry of the Environment 2011)



- **SPR** Finnish Red Cross
- **WWF** WWF Finland
- **MPK** National Defence Training Association of Finland
- **SMPS** Finnish Lifeboat Institution
- **SLPS** Finnish Air Rescue Society

Figure 12. The key organisations participating in oil spill response and the tasks they implement.

8. Communications

In order to facilitate management and situational awareness the different levels of volunteer formations (groups, teams and command elements) must have access to well-planned communications. Some of the organisations use *Virve* (short for ‘Viranomaisradioverkko’, government terrestrial trunk radio network) data terminals, including specially programmed wireless network call groups. The ‘general’ call groups are in use, meant for temporary communications among *Virve* users. In addition, organisations have access to VHF and professional/private mobile radios (PMR) operating at different frequencies.

The biggest part of the Vapepa organisations’ communications is based on *Virve* and 160 MHz or 68 MHz VHF radiocommunication. In addition to *Virve* terminals, marine VHF radios are used in sea areas. VHF aviation radio is the common means of communication in aviation. All actors also use inexpensive PMR radios for short-range communications.

Organisations train their own units in the use of communication equipment, and sustain proficiency in communications. The communications training for group and team leaders is uniform for all of the organisations participating in the operation.

8.1. Basic principles in communications

The principles of communications are the following:

- Commanders and the units under their command must be able to talk to each other through adequate communication connections.
- Communications between the authority and the volunteer manager, as well as that between the authority and the group attached under its command, shall be implemented through *Virve* or some other dedicated medium.
- Communications between the manager and team leaders normally occurs through the *Virve* network.
- Call groups issued to the volunteer groups by the response authorities are to be used. The call groups must be pre-planned and, for the most part, programmed into the volunteers’ data terminals beforehand. In exceptional circumstances other media, such as VHF radios, can be used.

- Team leaders and group leaders will communicate with each other by means of Virve data terminals as well as VHF and PMR radios. In some cases mobile phones can be used.
- Intra-group communication will be implemented through the group's own communication equipment or mobile phones, as feasible.

Communications includes automatic map-based position tracking for some groups (e.g. oil reconnaissance groups) so as to maintain the situation picture as up-to-date as possible. The 'Vapepa radar' application is an example of such a tracking system.

Reference materials

WRITTEN REFERENCES

- Kymeenlaakso University of Applied Sciences, SÖKÖ II –manual – Guidance for oil spill response from ships. Foreword, introduction and terms (in Finnish). Kymeenlaakso University of Applied Sciences publications/series A/teaching materials/no 31. Niinimäki, Teemu and Waara, Reita (2015). Guide for the Accelerated Training to Volunteers in Oil Spill Shoreline Cleanup. Project: Volunteer Participation in Oil Spill Response. Finnish National Rescue Association.
- The rescue department's partnership network (2013). Rescue service terms. Rescue departments' partnership network publications 1/2013.
- Pönni, Sanna (2015). Guide for Oil Spill Incidents: How to act if you find oil in the environment. Project: Volunteer Participation in Oil Spill Response. Finnish National Rescue Association (in Finnish).
- Pönni, Sanna (2015). Report on the management of volunteers in oil spill response – legislation, compensation and administrative arrangements (in Finnish). Project: Volunteer Participation in Oil Spill Response. Finnish National Rescue Association.
- Ministry of the Interior (2012). Planning guide for rescue service preparedness. (in Finnish). Ministry of the Interior publications (2012).
- Ministry of the Environment (2011). Action in large shipboard oil spill incidents – organising and managing the response, and public information. (in Finnish). Ministry of the Environment publications 26/2011.
- Waara, Reita and Lönnqvist, Irina (2015). Tasks Suited to Volunteers in Oil Spill Response. Project: Volunteer Participation in Oil Spill Response. (in Finnish). Finnish National Rescue Association.
- Waara, Reita and Lönnqvist, Irina (2015). Training collage: Organisations' oil spill response training for volunteers, 2015 (in Finnish). Project: Volunteer Participation in Oil Spill Response. Finnish National Rescue Association.

Legislation

- Rescue Act (379/2011)
Act on Oil Pollution Response (1673/2009)

Training materials

- MPK support unit
SPEK
SPR
Vapepa
WWF Finland

VERBAL REFERENCES

Individual experts

Burtsoff Ahti, Emergency Preparedness Chief, South-Savo Rescue Department
Halmeslahti Tuomo, Rescue Chief, South-Savo Rescue Department
Hatakka Iлона, Senior Researcher, SPEK
Hjelt Silvio, Board member, Finnish Federation of Contract Fire Brigades
Horelli Ilkka, Director, Southwestern Finland Regional State Administrative Agency
Laine Markku, Head of district, National Defence Training Association of Finland (MPK)
Lokka Seppo, Rescue Director, South-Savo Rescue Department
Marjunen Jukka, Fire Chief, Varsinais-Suomi Rescue Department
Niinimäki Teemu, Conservation Officer, WWF
Nystén Henrik, Head of naval district, National Defence Training Association of Finland (MPK)
Peltonen Karim, Director, Civil Emergency Preparedness, Finnish National Rescue Association
Savolainen Markku, Head of Training, Finnish National Rescue Association
Virto Juha, Rescue Chief, Varsinais-Suomi Rescue Department

Workshops, seminars and other discussions

Heads of preparedness at Finnish Red Cross districts and domestic preparedness employees
Workshops for the project *Volunteer Participation in Oil Spill Response* in South-Savo province and the province of Varsinais-Suomi
Other workshops and seminars on the *Volunteer Participation in Oil Spill Response* project.
Vapepa-leaders and preparedness instructors in Varsinais-Suomi

Appendices

Appendix 1. Member organisations of Vapepa

- Automobile Association
 - Swedish Martha Association in Finland
 - Swedish-speaking NGO
 - Rural Women's Advisory Organisation
 - League of the National Defence Guilds
 - National Defence Training Association of Finland (MPK)
 - League of the National Defence Women
 - Mannerheim League for Child Welfare
 - Martha Organization
 - NADA-Suomi/Finland
 - Reindeer Herder's Association
 - Keep the Archipelago Tidy Association
 - Reservists' Association
 - SF-Caravan
 - Finnish Divers' Federation
 - Johanniter Finland
 - Village Action Association of Finland
 - Outdoor Association of Finland
 - Finnish Air Rescue Society
 - Finnish Lifeboat Institution
 - Finnish Hunters' Association
 - Finnish Association for Mental Health
 - Finnish Motorcycling Federation
 - Finnish Working Dog Association
 - Guides and Scouts of Finland
 - Finnish National Rescue Association
 - Finnish Association of Search and Rescue Dogs
 - Finnish Red Cross
 - Finnish Sailing and Boating Federation
 - Finnish Amateur Radio League
 - Finnish Peace-Keeping Veterans' Association
 - Finnish Reserve Officers' Association
 - Finnish Wildlife Agency
 - Finnish Orienteering Federation
 - Finnish Taxi Owners Federation
 - Suomen Tiepalvelumiehet (Finnish roadside assistance)
 - Suomen Tiepalvelumiesliitto (Finnish roadside assistance association)
 - Finnish Workers' Sports Federation
 - Finnish Swimming Teaching and Lifesaving Federation
 - Finnish Sports Confederation Valo
 - WWF Finland
- Supporting organisations:**
- EK Confederation of Finnish Industries (EK)
 - National Council of Women in Finland
 - Women's National Emergency Preparedness Association
 - Central Organisation of Finnish Trade Unions
 - Suomen Humanitaarisen Oikeuden Seura (Finnish society for humanitarian law)
 - Association of Finnish Local and Regional Authorities
 - Finnish Medical Association
 - Keskuskunta S Group Cooperative
 - Tapio consulting services for efficient and sustainable forest management and bio economy
 - Centre For Occupational Safety

Appendix 2.



VAPEPA ALERTING FORM

GROUP/UNIT/TEAM INFORMATION

Name of group/organisation/association		Location	
Vapepa-committee	ERC	Administrative region	
Alerters			
1. Name	Telephone 1	Telephone 2	Telephone 3
2. Name	Telephone 1	Telephone 2	Telephone 3
3. Name	Telephone 1	Telephone 2	Telephone 3
Personnel	No.	Special skills (e.g. languages, doctor, nurse)	
Total strength of group			
How many in the group are deployable within 3 hours (estimate)			
Sector			
<input type="checkbox"/> First aid	<input type="checkbox"/> Aerial SAR	<input type="checkbox"/> Firefighting	<input type="checkbox"/> Childcare <input type="checkbox"/> Rescuing property
<input type="checkbox"/> SAR	<input type="checkbox"/> Communications	<input type="checkbox"/> Environmental disaster	<input type="checkbox"/> Housing <input type="checkbox"/> Traffic control
<input type="checkbox"/> Maritime SAR	<input type="checkbox"/> Transport	<input type="checkbox"/> Psychosocial support	<input type="checkbox"/> Food <input type="checkbox"/> Underwater SAR
<input type="checkbox"/> SPR domestic help	<input type="checkbox"/> _____	<input type="checkbox"/> _____	<input type="checkbox"/> _____

EQUIPMENT

Equipment	Number	Additional information

CONTACT INFORMATION FOR GROUP/UNIT

Name		
Address		
Post code	Post office	
e-mail		
Telephone 1	Telephone 2	Telephone 3
Additional information (e.g. limitations for the group's activity, meeting point)		
Date	Person that entered the information	

It is the responsibility of the authorities to prepare for oil spill response. However, volunteers play an important role in practical duties, especially in a large-scale, long-lasting or locally significant oil spill response operation. Nonetheless, no comprehensive plans have previously been made for third sector participation in oil spill response.

From 2014–2015 the Finnish National Rescue Association (SPEK) coordinated the Volunteer Participation in Oil Spill Response project which explained the utilisation of volunteers in an oil spill response operation and developed an operating model for cooperation among the authorities and organisations.

The project generated six documents, produced in concert with the authorities and organisations.

The Volunteer Participation in Oil Spill Response project was funded by the Reijo Rautauoma Foundation.



Finnish National Rescue Association (SPEK)
Ratamestarinkatu 11 00520 Helsinki, Finland
Tel +358 9 476 112
spekinfo@spek.fi
www.spek.fi