

Applying Safety Management Systems in Volunteer SAR

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SEARCH & RESCUE
LAND  SAR
NEW ZEALAND

Volunteers are Different



Nobody wants to get injured

But!!!

Many people, including SAR volunteers, are resistant to an organised approach to safety management

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LandSAR Take Five - Field Safety Checks

THIS FORM IS FOR RECORDING SAFETY BRIEFINGS AND DISCUSSIONS IN THE FIELD. DISCUSS SAFETY OFTEN AND PARTICULARLY WHEN PLANS, CONDITIONS OR OTHER CIRCUMSTANCES CHANGE.

Operation/activity name/location: _____
Team leader: _____
Today's date/time: _____
Task: _____
List personnel present: _____

FIELD SUPERVISORY AND TEAM LEADERS - PERSON IN CONTROL CHECKLIST (✓ AS APPROPRIATE)

<input type="checkbox"/> Field Safety Assessment form completed and discussed	<input type="checkbox"/> Effective risk controls established and discussed
<input type="checkbox"/> The team is competent to safely complete the tasks it has been assigned	<input type="checkbox"/> Everyone is fit and well
<input type="checkbox"/> All required PPE is available/being used	<input type="checkbox"/> Supervisory personnel identified to others
<input type="checkbox"/> Communications systems are operating and effective	<input type="checkbox"/> Weather conditions reviewed/OK
<input type="checkbox"/> Hazards have been identified	<input type="checkbox"/> Emergency preparedness/first aiders
	<input type="checkbox"/> Are there any questions?
	<input type="checkbox"/> Accidents recording/investigation in place

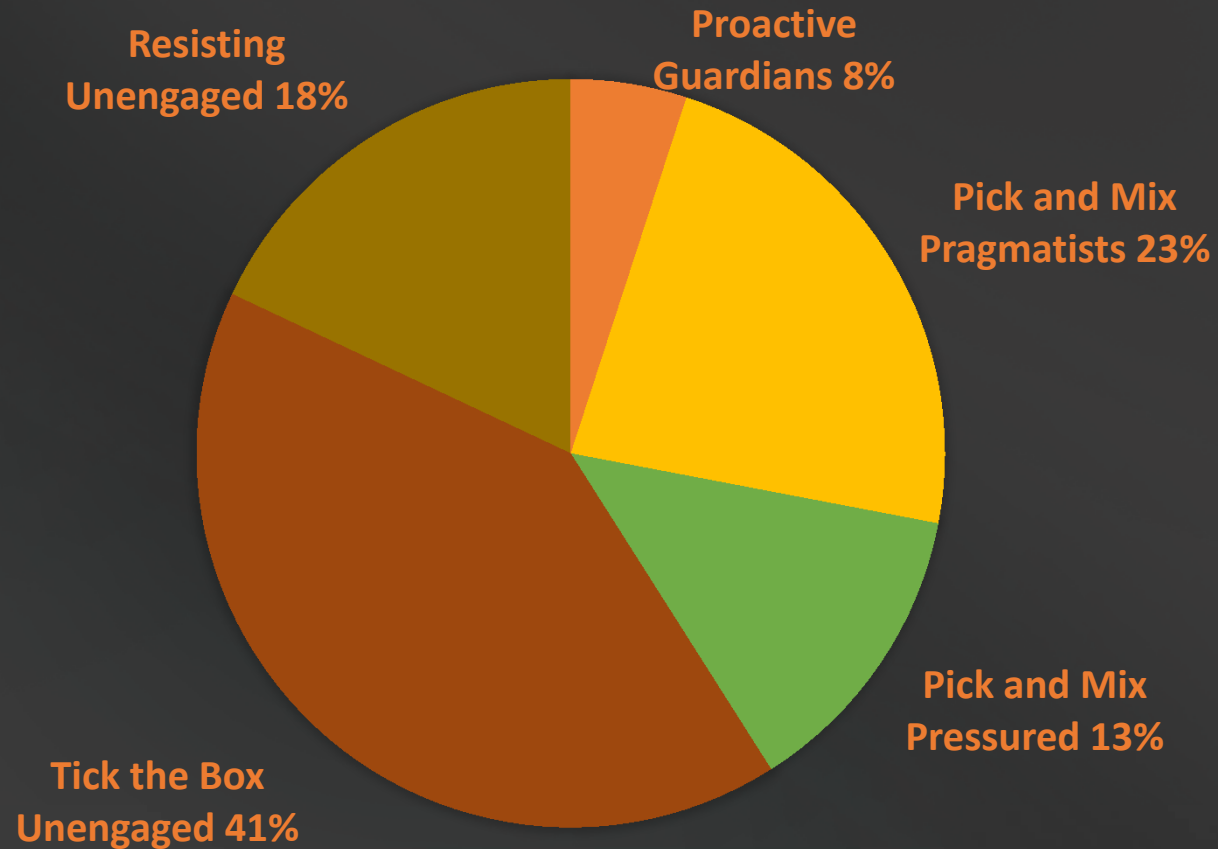
SPECIFIC RISK/UNSAFE CONDITIONS/TOPICS DISCUSSED: _____

EVERY PERSON IS RESPONSIBLE FOR THEIR OWN SAFETY AND FOR THE SAFETY OF OTHERS. ALWAYS REPORT POTENTIAL HAZARDS AND UNSAFE CONDITIONS.

Name: _____ Date: _____
Signed: _____

Providing search and rescue support for the lost, missing and injured.
To be retained in book

Worker Attitudes to H&S



Source: WorkSafe NZ – Health and Safety Attitudes and Behaviours in the NZ Workforce April 2015



Where do negative attitudes come from?

- People who are resistant to Health and Safety measures often view them as intrusive – an erosion of their freedom, an insult to their intelligence and yet another example of the ‘nanny state’
- Box tickers may share the same views but are motivated to do ‘what has to be done’ by fear of regulatory consequences rather than actual risk consequences

Do we think that attitudes in volunteer SAR are any different?



Obstacles to better H&S engagement in volunteer SAR

1 “I didn’t sign up for this!”

Why do people choose to be involved in SAR?



Source: LandSAR Member Survey 2014

Conventional Workplace Motivations



Conventional Workplace

- Remuneration
- Job security
- Advancement
- Status

Obstacles to better H&S engagement in volunteer SAR

2 Crap Systems

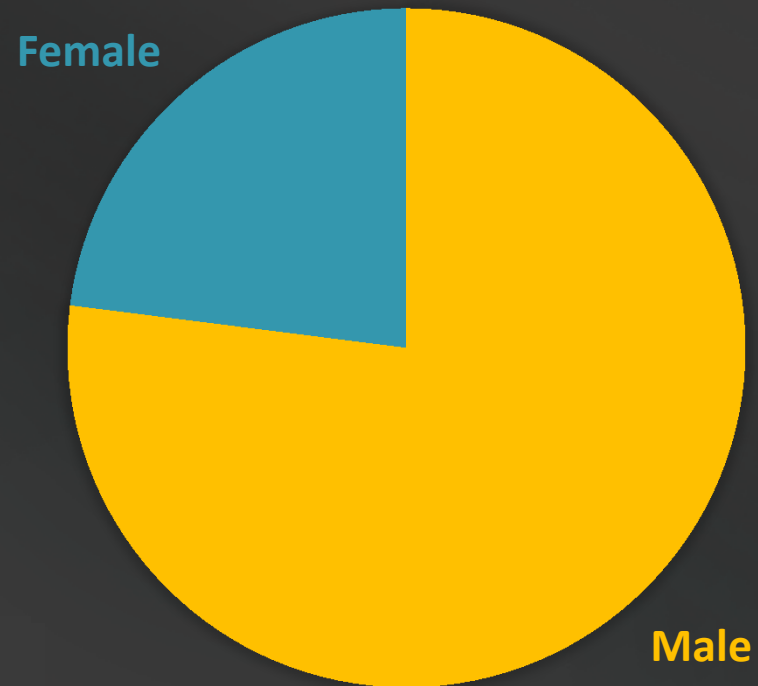


Obstacles to better H&S engagement in volunteer SAR

3 Our Culture

Demographics

LANDSAR GENDERS



Masculine and Hierarchical



Negatives:

- Overconfidence / Risk-taking - A belief that all you need is 'common sense' to stay safe; being driven by bravado.
- Fear of challenging authority / Reluctance to speak out – Assuming that the 'boss knows best'; not wanting to dent the pride of other men by telling them what to do/pulling them up on unsafe behaviour.
- Fear of seeming weak - 'Soldiering on', being reluctant to seek help, even when they need it

Blokes being blokes

WorkSafe has noted this as a prevailing culture in the agricultural, forestry, construction and manufacturing sectors.

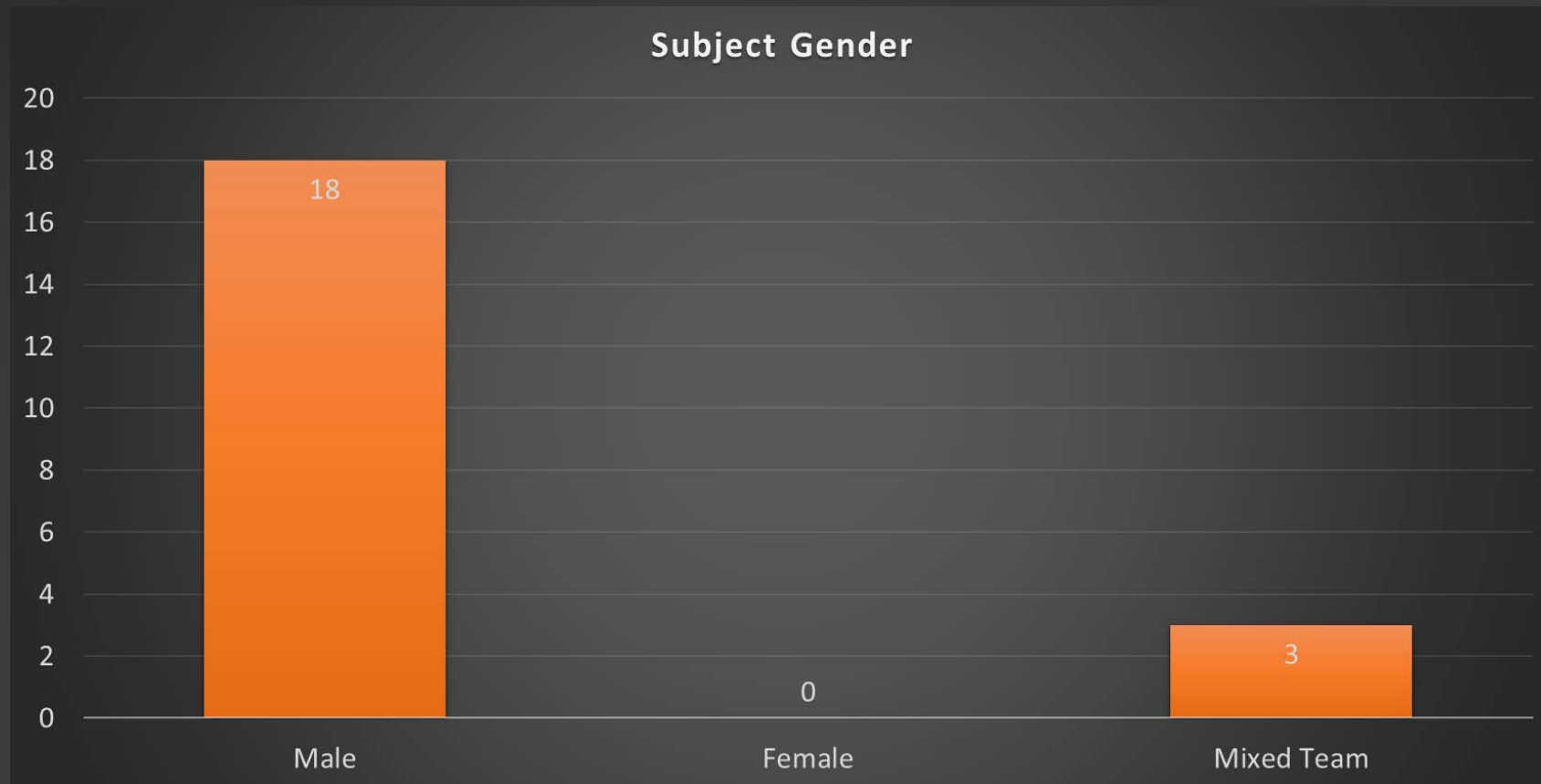
Positives:

- Comradeship – Genuine friendship and care for each other's safety.
- Pragmatism and resourcefulness – Using good judgment and common sense to stay safe.
- Discipline – Working together like a well-drilled army unit; or a team of A-grade rugby players.
- Straight-talking and direct – Open and direct communication; pulling 'shirkers' into line.
- Competition – Taking pride in good accident / injury rates.

Stoicism



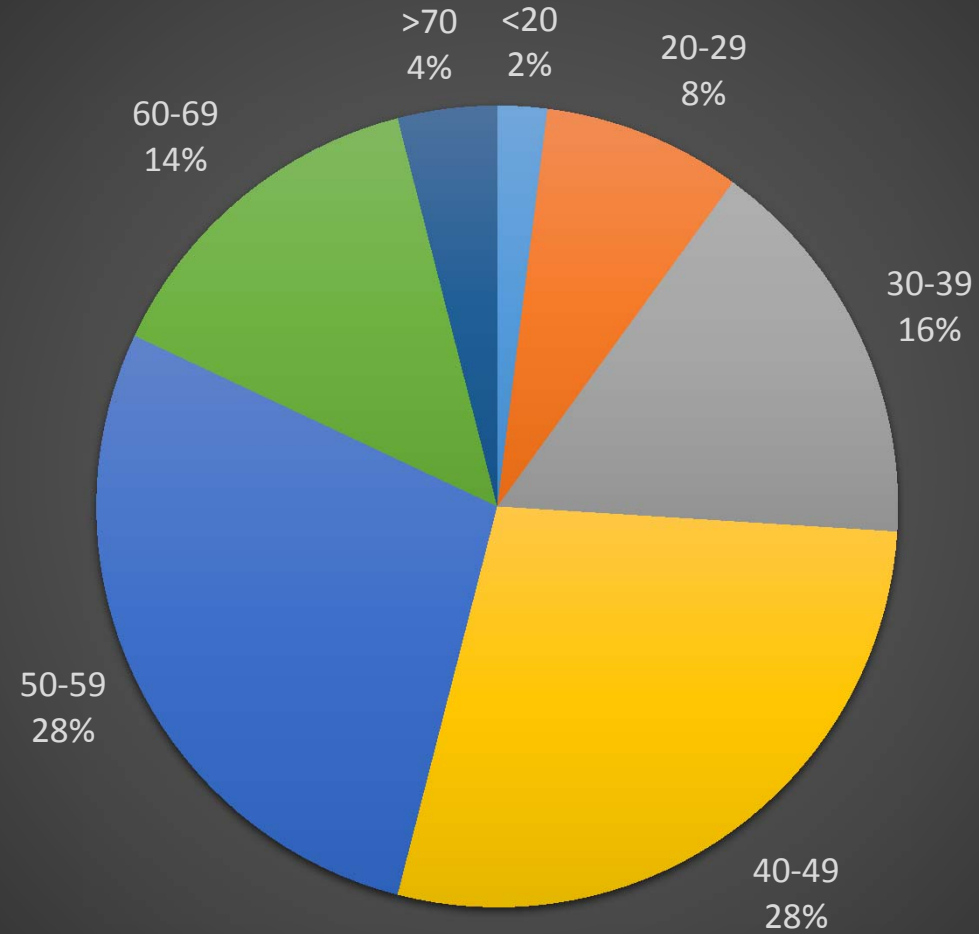
Accident Rates



Source: LandSAR Accident Register 2015/16

Age Structure

Age of LandSAR Members



Heroism





Pilot who flew to rescue fined \$6000

7:48 pm on 14 December 2015

A helicopter pilot who helped rescue two hunters has been convicted and fined nearly \$6000 for flying while his licence was suspended.



Dave Armstrong, left, with Scott Lee, the hunter he rescued (file). Photo: RNZ / Sally Murphy

We think we are 'safe enough' already

Tributes paid to Coast Guard volunteer who died on duty

Tuesday 13 September 2016 10.01



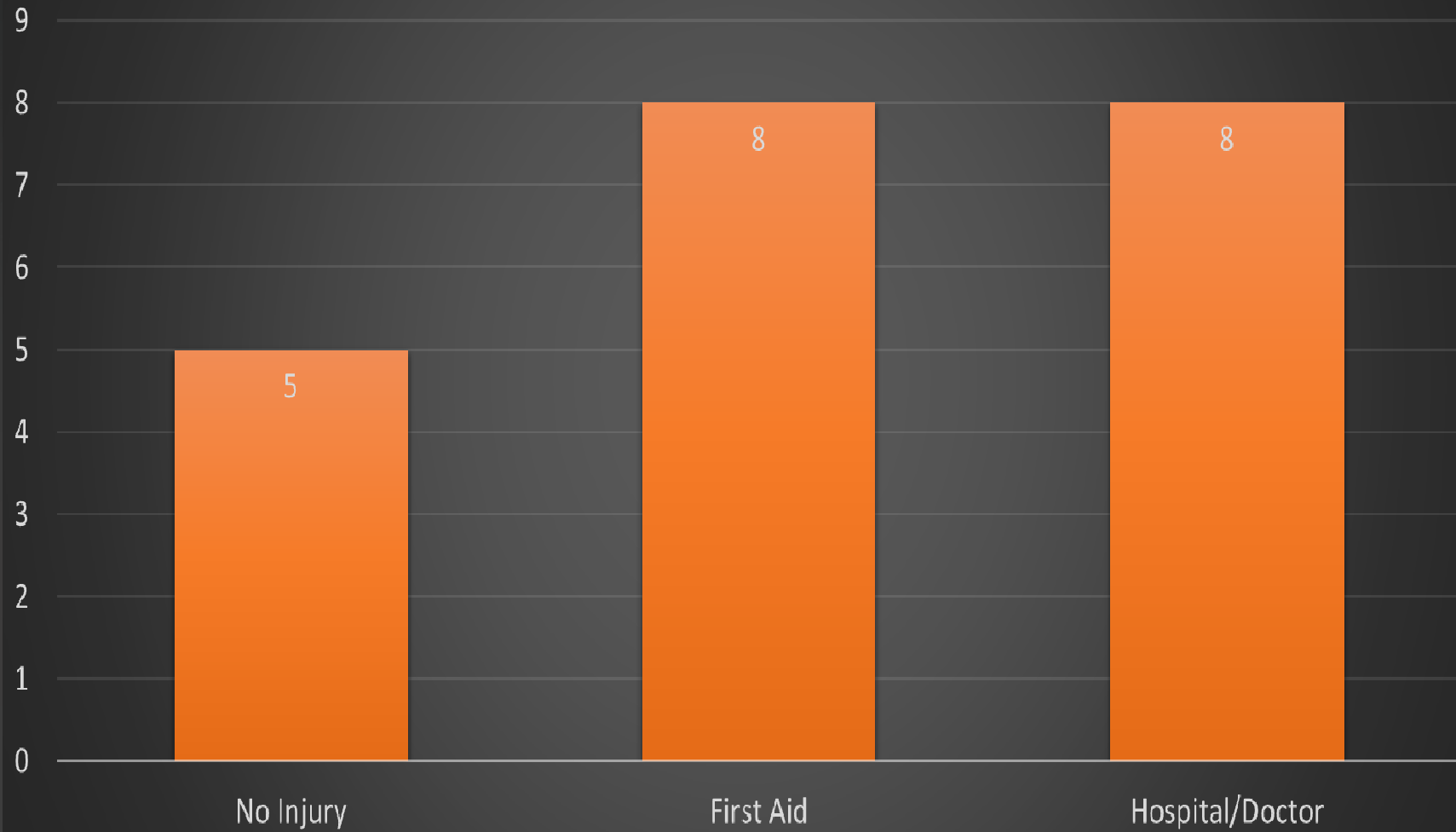
A major search operation got under way following the incident

Taoiseach Enda Kenny has said the death of Irish Coast Guard volunteer Caitriona Lucas during a search operation off Co Clare has cast a "dark shadow" across the country.

Contributors to Overall Safety



Injury Treatment



Initial Investigation -- by Person in Control

What happened?:

Steep downhill in bush, left foot stuck in hole
fell forward with pack on, twisted knee

List people involved:

2x team members assisted

How did it happen?:

Unavoidable accident

List applicable hazards and related safety standards:

Steep Rocky Ground
Holes

What can prevent a future recurrence?:

Nothing

Initial Corrective Actions:

Confirm the action being taken:

Assessment at Medical centre

Obstacles to better H&S engagement in volunteer SAR

4 “This isn’t my day job”

Less frequent exposure to risks and systems



Compelling members to engage is less of an option



Obstacles to better H&S engagement in volunteer SAR

5 Leadership



To summarise

Our H&S systems need to be particularly good

So what makes a good system?



Keeping it simple



Risk Rating Matrix

	Consequence				
People	Minor injury or fatality	Increasing likelihood of total destruction and/or serious harm to people	Major injury / incapacitation	High death and/or major injury	Multiple deaths
Information	Comprehensiveness of information available to the public is poor	Most comprehensiveness of information available to internal or external entities	Comprehensiveness of information available to the organization is moderate	Comprehensiveness of information available to organizational leaders	Comprehensiveness of information with significant ongoing impact
Property	Minor damage to critical assets	Minor damage to some or 10% of critical assets	Damage to some or 10% of total assets	Extensive damage to some 40% of total assets	Extensive or complete loss of 100% of assets
Business	1% of total organizational revenue is lost	2-5% of annual budget	5-10% of annual budget	+10% of budget	+100% of budget or organizational annual budget
Reputation	Transient. Freedom to operate unaffected. Self-motivated system restored	Ability to Operate Unaffected	Permanent national concern. Studies required by external agencies. Long term impact required	Permanent national concern. Public, political and media scrutiny. Long term "black" impact. Major operations severely impacted	International concern. Governmental inquiry or sustained adverse international media. Broadly significant adverse organizational activities
Capacity	Some impact on operational capability of some functions. The organization must work with limited resources	Some impact on operational capability of some functions. The organization must work with limited resources	Impact on the organization resulting in reduced performance such that targets are not met. Contingency resources are not demonstrated, but could be called to significant impact	Breakdown of key activities leading to reduction in performance key service areas. Resource loss, client dissatisfaction, negative feedback	Profound uncertainty of what will happen. Critical resources remaining unavailable from being protected. Failure of the organization/operation is threatened

Likelihood				Consequence				
	Frequency	Probability	Frequency	1 Insignificant	2 Marginal	3 Moderate	4 Extensive	5 Significant
↑	It is expected to occur in most circumstances	100%	Has occurred 5 or 10 times in the past 10 years in the organization or 10 times in the past 10 years in the industry and it is likely that it will occur within 1 to 5 years	6	7	8	9	10
	It will probably occur in most circumstances	100%	Occurred more than 7 times over 10 years in the organization or in other similar organizations or organizations have said that it is likely to happen in the next few years	5	6	7	8	9
	Highly unlikely to occur	100%	Has occurred in the organization more than 3 times over 10 years in the organization or in other similar organizations or organizations have said that it is likely to happen in the next few years	4	5	6	7	8
	Could occur in some time	100%	Has occurred 2 or 3 times over 10 years in the organization or in other similar organizations	3	4	5	6	7
↑	May occur only in exceptional circumstances	10%	Has occurred or can reasonably be considered to occur only a few times in 100 years	2	3	4	5	6

Very High (10) - Immediate action required by all. Escalation and communication. Immediate senior management attention.
 High (9) - High risk, senior management attention required.
 Medium (8) - Management responsibility must be specified.
 Low (7) - Monitor and manage for future problems.
 Very Low (6) - Managed by routine procedures.

Slip on wet surface

Could occur in some time

Highly unlikely to occur

Possible

4

5

6

7

8

9

10

Being effective



Being compliant

Supervision, training, and instruction of workers

9 Duty to provide information, supervision, training, and instruction

(1) A PCBU must ensure, so far as is reasonably practicable, that every worker who carries out work of any kind, uses plant of any kind, or deals with a substance of any kind that is capable of causing a risk in a workplace—

(a) either—

(i) has adequate knowledge and experience of similar places, and work, plant, or substances of that kind, to ensure that the worker carrying out the work, using the plant, or dealing with the substance is not likely to adversely affect the health and safety or cause harm to the worker or any other person; or

(ii) is adequately supervised by a person who has that knowledge and experience; and

(b) is adequately trained in the safe use of—

(i) all plant, objects, substances, or equipment that the worker is or may be required to use or handle; and

(ii) all personal protective equipment that the worker is or may be required to wear or use.

(2) In complying with subclause (1), the PCBU must ensure that the supervision and training provided to a worker are suitable and adequate, having regard to—

(a) the nature of the work carried out by the worker; and

(b) the nature of the risks associated with the work at the time the supervision or training is provided; and

(c) the control measures implemented in relation to the work that the worker is undertaking.

(3) The PCBU must ensure, so far as is reasonably practicable, that the training is readily understandable by any person to whom it is provided.

(4) In this regulation, **training** includes the provision of information or instruction.

(5) A PCBU who contravenes this regulation commits an offence and is liable on conviction,—

(a) for an individual, to a fine not exceeding \$10,000;

(b) for any other person, to a fine not exceeding \$50,000.

Compare: 1992 No 96 s 13; Model Work Health and Safety Regulations (Aust) r 39

Well integrated



Communication and support



Group discussion and feedback

- Do we have a problem with H&S engagement and attitudes in volunteer SAR? If so, comment on the nature and extent of the issues in each agency.
- Discuss and provide feedback on the barriers to better H&S engagement.
- Talk about where we should be and comment on the importance of the various system criteria. Record the improvements that can be made (be specific and realistic).

Applying SMS in the volunteer sector

Presented by Mike Ambrose, LandSAR

Applying SMS in the volunteer sector

- The carrot and not the stick – fostering positive attitudes towards H&S systems
- this isn't my day job – the challenges of meeting statutory responsibilities as a part time volunteer

What are the issues facing Health & Safety engagement for volunteers in SAR?

Apathy and/or “She’ll be right” attitude

People just want to DO things

Know it all - “Done it for years”

Passion to achieve gets in the way of safety

Lack of buy in – to system, lots of words

What does new law mean?

Not sold well

Attitude to authority

Over-zealous regulations

Over confidence

Resistance to change

Some people love risk

Different perceptions of risk

Limited time available

Expectations set too high for volunteers

Misconceptions about the new act

Culture – if a safety culture is not there then it is hard to create

Lack of initial system training

Poor leadership

Lack of understanding

Resistance to change

Lack of resources / costs

Reporting – learning / reviewing / training / improvement

Lack of communication

What is important about the following criteria with respect to SMS in the volunteer sector.

Simplicity

Easily accessible / reasonable / practical
Keep short and sharp; needs to be quick and clear
Guidelines versus manuals – easier to follow
Limit to three steps

Effectiveness

Focus on improving safety
Baseline competencies for different roles
Currency of competence
Fit for purpose – relevant – smart, simple and realistic
Part of pre-plans – part of the norm
Good systems support good culture

Well integrated

H&S integrated into training
Use of technology
Make it routine
Tied into competencies

Compliant

H&S included in SOPs; review regularly
How to engage with volunteers on H&S outside of a response
Strong leadership

Communication and support

Hot debrief to include H&S section
Item on every committee meeting
Include near misses / recognise good behaviours / practices
Training / exercising the system
Regular communication
Have a dedicated person within your organisation
Driven by leadership