Section 1: Project Report

The project report provides information on the background of the project, the project methodology, and the context of why the work has been undertaken and why management of spontaneous volunteers is important. A definition of spontaneous volunteer is also given in this section. It is recommended that this section be read before Section 2: The draft framework.

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Summary

Under the auspice of the Australian Government Disaster Recovery Committee and with funding by the Department of Families, Housing, Community Services and Indigenous Affairs, Australian Red Cross has developed a framework for the management of spontaneous volunteers in emergencies.

The aim of the project is to enable consistent good practice in jurisdictions, municipalities and agencies that choose to use spontaneous volunteers as part of their emergency management responsibilities. For those jurisdictions, municipalities and agencies that do not wish to use spontaneous volunteers, the framework offers tools to manage and redirect the anticipated influx of spontaneous volunteers. For these organisations, the aim is to prevent a drain on the resources that are needed for their core business.

This report provides a summary of the project and key findings from consultations with government and non-government agencies.

Red Cross envisages that the framework could be used by the emergency management sector as a whole, by individual states and territories, and by municipalities and agencies involved in both response and recovery. The framework is intended to facilitate the effective management of potential spontaneous volunteers and their use in emergencies.

Background

Spontaneous offers of help during and following a disaster are a growing phenomenon. The amount of coverage an event receives in the media, coupled with the desire to do something for those who need help, are strong motivators.¹

After Hurricane Katrina struck New Orleans in 2005, around 8,000 spontaneous volunteers registered in the first 24 hours. Over the course of the Harris County emergency operations, volunteer coordinators received an average of 3,500 spontaneous volunteer registrations each day.² American Red Cross alone used 50,000 spontaneous volunteers.

Following Victoria's 2009 Black Saturday bushfires, more than 22,000 potential volunteers offered their help online, via the Go Volunteer website, and by a phone hotline, managed by the Victorian Government. Only a fraction were used. While most did, some received no further information or even an acknowledgment of their offer.

People's motivation to help can manifest itself in a number of ways: donating goods, donating money, and offering physical help. As the response to the Victorian bushfires demonstrated, the volume of goods donated in the aftermath of an emergency can be overwhelming. Spontaneous volunteers are often used to sort the goods donated. A separate project overseen by the Department for Families and Communities in South Australia is exploring the effective management of donated goods following a disaster. The links between the two projects could be explored at a later date.

This project aims to contribute to emergency management policy by harnessing existing knowledge, expertise and experience to develop a consistent framework and associated tools to support, where appropriate, the continuing development of arrangements and processes for the use of spontaneous volunteers.

The project builds upon work undertaken by Australian Red Cross on behalf of the Australian Emergency Management Volunteers Forum in 2008, which proposed:

- strategies for spontaneous volunteer management
- a strategic framework and a set of collaborative, sector-wide initiatives that address the issues constraining spontaneous volunteering
- a collaborative approach that seeks to strengthen the ability of agencies to simultaneously undertake core business and profit from the skills and good will of spontaneous volunteers as required.³

A. Cottrell, 'A survey of spontaneous volunteers', 2010, (in section 5 of this kit).

US Department of Homeland Security, 'Good story: Harris County, Texas Citizen Corps' Response to Hurricane Katrina', Lessons Learned Information Sharing (LLIS.gov) database, 17 November 2005.

³ Australian Red Cross, 'Managing spontaneous volunteers in emergencies: Working Together to Manage Emergencies Grant Scheme project report', 2008.

The project's aims were to:

- engage government and non-government stakeholders to inform the development of a framework for the use of spontaneous volunteers by volunteer agencies during disasters
- undertake primary research on recent emergencies where spontaneous volunteers have been used, to examine and analyse the motivations and experiences of individuals seeking to volunteer during disasters, and the agencies that work with them
- investigate and adapt, or develop, then trial, spontaneous volunteer management tools (including consideration of a database or web-based portal)
- develop and pilot a training program/workshop for emergency and volunteer management agencies on best practice spontaneous volunteer management strategies and tools
- based on the outcomes of the consultation outlined above, propose:
 - an implementation plan (including promotion and ongoing stakeholder engagement) for a framework and management tools
 - a strategy to address the advocacy issues relating to licensure, civil liability and insurance
 - a communications strategy about volunteering in disasters, including processes for coordinating recruitment, volunteer activities and deployment, and assigning roles and responsibilities.

Guidance for the project was provided by a reference group selected for their volunteer policy or direct management experience, comprising representatives from the following:

- Attorney-General's Department
- Australasian Fire and Emergency Service Authorities Council
- Australian Council of State Emergency Services
- · Department of Community Safety, Queensland
- Department for Families and Communities, South Australia
- Department of Families, Housing, Community Services and Indigenous Affairs
- Department of Health and Community Services, Northern Territory (Community and Disability Services Ministers Advisory Council, Disaster Recovery Sub-committee)
- St John Ambulance Australia
- Volunteering ACT
- Volunteering Australia
- Volunteering Queensland
- Western Australian Local Government Association.



Project methodology

In addressing the objectives of the project, and in seeking to move beyond the risks posed by spontaneous volunteers and the barriers to organisations' willingness to use them, a number of data collection activities were undertaken:

- Consultations were held in each state and territory, attended by Commonwealth Government, state/territory government, municipalities, peak bodies and agencies involved in response and recovery.
- Interviews and discussions were held with organisations with experience in managing and using spontaneous volunteers.
- Interviews and discussions were held with organisations with experience in supplying spontaneous volunteers.
- Interviews and discussions were held with jurisdictions responsible for emergency management.
- Primary research was undertaken into the motivations and expectations of spontaneous volunteers.
- A literature review was undertaken on emergent organisations.
- A review was undertaken of international best practice.

During the consultations, participants were asked for their thoughts on:

- The definition of a spontaneous volunteer.
- The requirements of a framework.
- What policies/procedures would need to be in place for a framework to be successful.
- The features needed for effective management tools.

The work undertaken by Australian Red Cross in 2008 proposed a lead agency approach and identified key tasks for a strategic lead agency, an operational lead agency and agencies accepting spontaneous volunteers. Participants were asked to review this lead agency approach and discuss its relevance to their jurisdiction.

Context

Australia has well-developed emergency management arrangements for preparing for, preventing, responding to and recovering from emergencies. A central tenet of these plans is that they apply to all hazards, that they provide for the coordination of resources to manage the emergencies, that agency roles are agreed beforehand, and that capacity capability is developed to undertake these roles.

Emergency management also relies heavily on the volunteer sector—from volunteers for response activities (e.g. fire services, rescue services and emergency services), health responses (e.g. St John Ambulance), to community recovery. These agencies have defined the roles that can be undertaken by volunteers and have clearly documented the pathways for recruitment, induction, training, retention, deployment and performance management of volunteers. This approach ensures that the agencies have an established core of trained volunteers on which they can draw in times of emergency.

Responsibility for emergencies within state/territory government is usually split, with one agency responsible for emergency response and another for community recovery. Spontaneous volunteers seem to be unaware of this division and will offer their help to whichever agency they think is appropriate.

In large-scale emergencies, the desire to assist those affected leads to a mobilisation of community support through spontaneous volunteering. This has the potential to overwhelm agencies, which have clear roles under the emergency plan to respond to and assist those affected by the emergency. A common behaviour among people wanting to assist is to ring every agency that they can until someone will take their details. This may also include ringing public information services, thus clogging the lines for more important calls. Yet spontaneous volunteers also offer skills and resources to supplement agencies' existing resources, and may bring additional skills that are required.

The desire to volunteer comes in the first week of the disaster, which coincides with the peak media coverage of disasters.⁴ The need for volunteers, including spontaneous volunteers, to aid in long-term community recovery can continue long after the media coverage has dissipated and the offers of help have dwindled.

The nature of volunteering is changing. While many people are still content to follow the traditional path of joining an organisation, there is a trend towards shorter term commitment. Individuals want to spend less time volunteering and are less likely to make a commitment to an individual agency. Affiliated volunteers remain the core of a volunteer agency's workforce for responses to emergencies. However, some agencies are recognising that spontaneous volunteers may also offer skills and additional resources to supplement existing resources. Clearly an agency's ability to use these resources is dependent upon a number of factors, including the complexity of tasks to be undertaken, and the skill and experience levels of the spontaneous volunteers.

The management of spontaneous volunteers has been variously addressed by states and territories through their emergency management plans. Some jurisdictions have a nominated agency that has responsibility for the coordination of spontaneous volunteers. Others have a clear policy position that spontaneous volunteers are the responsibility of individual agencies and are not managed at a state/territory level.

On 7 December 2009, the Council of Australian Governments (COAG) agreed to a range of measures to improve Australia's disaster arrangements, including the establishment of a National Emergency Management Committee (NEMC) to replace the existing Australian Emergency Management Committee. This new committee will have a greater focus on recover and improved linkages with relevant existing committees. A key part of the committee's initial work will be the development of a National Disaster Resilience Strategy and a review of relief and recovery arrangements as agreed by COAG. It is within this changing landscape of relief and recovery arrangements that the draft framework for managing spontaneous volunteers has been developed.

Key themes from consultations

This section summarises the key themes emerging from the consultation sessions and individual discussions.

Definitions

A consistent theme from the consultation sessions was the difference between potential and actual spontaneous volunteers. Ringing or registering with an organisation was not thought to constitute volunteering, and it was felt that the definition should reflect this.

Potential spontaneous volunteers are individuals or groups of people who seek or are invited to contribute their assistance during and/or after an event, and who are unaffiliated with any part of the existing official emergency management response and recovery system and may or may not have relevant training, skills or experience.⁵

It was felt that people do not become spontaneous volunteers until they have undergone the relevant induction/checks for the role they will be undertaking. Until they do, therefore, they are potential spontaneous volunteers.

It is acknowledged that this definition does not take account of local spontaneous volunteers who are first on the scene, emergent groups or emergent organisations. These groups, while potentially operating outside the framework, are discussed in the implementation plan (section 4 of this resource kit) as it is important that they be given the option of engaging should they want to. It is also acknowledged that agencies and peak bodies may have their own definition of what constitutes a spontaneous volunteer that reflects their organisational needs.

⁴ A. Cottrell, 'A survey of spontaneous volunteers', 2010.

Definition based on a definition published in T.E. Drabek and D.A. McEntire, 'Emergent phenomena and the sociology of disaster: lessons, trends and opportunities from the research literature', Disaster Prevention and Management, July 2003.



Casual volunteers are individuals or groups of people who undergo checks and training in advance of an emergency, but remain otherwise unaffiliated with any part of the existing official emergency management response and recovery system.

Three primary spontaneous volunteer sub-groups are often referred to in literature:

- professional: skilled and trained but previously unaffiliated—usually from outside the disaster area
- spontaneous within affected area: usually motivated by community ownership—unaffiliated and may be unskilled and/or untrained
- spontaneous out of area: converging on the scene from outside the community—unaffiliated and may be unskilled and/or untrained.

Principles

Effective management of spontaneous volunteers is based on the principle that those affected by a disaster are the first priority.

Proposed framework

Generally the proposed framework of national, state/territory and local-level strategic and coordinating agencies was well received by participants.

Requirements for the framework include:

- the need to fit into existing emergency management arrangements
- strategic and coordinating agencies at national and state/territory levels
- standards for volunteer induction and training. All agencies recognised the fact that
 while people wish to spontaneously volunteer, good volunteer management practices
 should not be bypassed, only expedited
- the need to recognise organisations that are outside of existing emergency management plans.

Advantages of using potential spontaneous volunteers

Potential spontaneous volunteers were thought to be a valuable, flexible resource. They were seen as a ready workforce, who could be used to free up existing volunteers and staff to take a more active role in either responding to the emergency or aiding with the recovery following an emergency.

Potential spontaneous volunteers can be highly skilled and may have local knowledge, an understanding of available resources and the trust of the affected community. Using local spontaneous volunteers can aid with community recovery and help build community resilience.

Effective management of potential spontaneous volunteers offers an opportunity to direct individuals towards affiliation with agencies involved in response and recovery.

Disadvantages of using potential spontaneous volunteers

Appropriateness of skills

Potential spontaneous volunteers have varying degrees of appropriate skills. Some are highly skilled, but these skills may over-qualify them for the role they are asked to undertake. This may result in their straying outside their role responsibilities—for example, a qualified psychologist offering personal support to affected people. Clear briefing on the role, including limitations and boundaries, was thought to be one way of mitigating this risk.

⁶ Australian Red Cross, 'Managing spontaneous volunteers in emergencies: Working Together to Manage Emergencies Grant Scheme project report', July 2008.

Other potential spontaneous volunteers were perceived to have skills that agencies were unable to use during the response and recovery phases of an emergency. Potential volunteers possessing appropriate skills, licences or registration, and relevant police or working with children checks were deemed more likely to be used than those who did not. Likewise, volunteers with current affiliations to volunteer organisations outside the emergency context appeared more desirable than those with no affiliation.

Credibility of skills was also perceived to be an issue. A thorough recruitment process could minimise this risk. Capturing information on skills, qualifications, licences and checks could be part of the registration process, whether online or by phone. An online system could require potential spontaneous volunteers to upload proof of their relevant qualifications and licences. Proof of checks may need to be sighted by the deploying agency. Potential spontaneous volunteers could be asked, online or by phone, for details of when they last demonstrated a particular skill, like when a job applicant is asked to demonstrate their abilities in an interview.

Skills in an emergency context

Working in an emergency context requires an understanding of the disruptive impact of an emergency, the changed emotional state of people affected, and the political and media environment. While potential spontaneous volunteers were perceived to possess a vast range of skills, usually these skills were gained outside of the emergency context. Agency training, appropriate levels of briefing and debriefing, and 'buddying' spontaneous volunteers with experienced staff or volunteers were suggested as ways of overcoming this issue.

Motivation

The motivation of potential spontaneous volunteers was also raised at the majority of consultations. Research identifies five types of spontaneous volunteers, distinguished by their motivations:

- Returnees: victims or survivors of the incident
- The Anxious: those looking to be empowered through action
- Helpers: people who are altruistically motivated
- Curious: 'disaster tourists'
- Exploiters: opportunistic individuals looking to gain recognition or, at worst, access to vulnerable individuals to exert power in any number of ways.⁷

While it was recognised that most people offer their time through a genuine desire to help in response to an event, it was also acknowledged that a small number might have ulterior motives, such as unresolved issues around needing to help, or wanting to promote a particular service that they offer. This can be managed by coordinating agencies providing clear advice to potential spontaneous volunteers about their boundaries, and by deploying agencies having clear policies on volunteer conduct and systems for supervision.

Disengagement

Frustration of unused spontaneous volunteers was perceived as a threat, because it could lead to future disengagement with mainstream volunteering. This may be overcome by an effective communication strategy that could include:

- educational messages before an emergency
- regular communications during an emergency, including information on why offers of help were not being taken up (e.g. overwhelming number of people coming forward)
- information on future volunteering opportunities in the emergency management sector.

A potential spontaneous volunteer stated,

'I could have been useful in a number of different ways. I did understand the chaos of the situation and organisational problems posed by hundreds of volunteers; however I thought it inappropriate that "volunteers" were requested and given a site to register but then being knocked back with no interest being shown in offers to help in "any way at all". How do I feel now? Wondering if there is any use in volunteering at all.'8

S. Lowe and A. Fothergill, 'A need to help: emergent volunteer behaviour after September 11', paper presented at the annual meeting of the American Sociological Association, Atlanta, GA, 2003 (citing C.E. Fritz and J.H. Mathewson, 1957)

⁸ A. Cottrell, 'A survey of spontaneous volunteers', 2010.



Communication strategy

A strong theme of the consultation sessions was the need for each state and territory, municipality and participating agencies, to have a clear and agreed communication strategy to aid with the management of potential spontaneous volunteers. Messages put out via the media regarding spontaneous volunteering were seen to be key in managing the public's expectations. It was noted that a significant risk was the time it can take to change messages in the media and the effect this can have on expectation management—for example, when agencies no longer require additional spontaneous volunteers and yet calls are still being made for people to sign up. This could lead to public frustration and damage to the reputations of agencies and the government.

In response to this issue, a communications working group was established to develop a draft communication strategy (section 3 of this resource kit) that could be adapted to the needs of jurisdictions, municipalities and agencies. The group was made up of representatives from:

- federal, state and local government
- peak bodies
- organisations involved in response and recovery
- the media
- a spontaneous volunteer.

The working group recommended that all communication strategies be based on the following principles:

- The people affected by any emergency are the first priority.
- Spontaneous volunteering is valuable and aids community recovery.
- Spontaneous volunteers can be effectively managed through intelligent communication.

This can be achieved by:

- pre-education messages encouraging the public to pre-register with agencies or an agency tasked with coordinating spontaneous volunteers
- clear pre-prepared messages approved by the relevant authority for distribution during
 an emergency via the media. The message should state whether there is a need
 for spontaneous volunteers and if required how people can register their interest. If
 spontaneous volunteers are not required the message should promote general volunteering
 opportunities or other ways to help (e.g. donating money)
- media messaging that is embedded in the state/territory public information management system
- regular messages from the coordinating agency to potential spontaneous volunteers once they have registered, updating them on current needs versus the number of spontaneous volunteers required, and helping to manage expectations
- regular messages from the coordinating agency to accepting agencies on the status of spontaneous volunteer registration processes
- an official thank you after the need for additional spontaneous volunteers has passed
- post-emergency messages to potential spontaneous volunteers—both those who were used and those who were not used—letting them know of volunteering opportunities available with agencies involved in response and recovery.

Messages put out via the media about spontaneous volunteering were seen to be key in managing the public's expectations. Any messaging should be embedded in state/territory public information arrangements, so that it is accorded priority in public messaging by key spokespeople.

Funding

In all of the consultations, it was thought that additional funding would be required for the coordinating agency in each state and territory for pre-emergency preparation. This would allow them to work effectively with agencies and municipalities in their jurisdictions to develop spontaneous volunteer plans including identifying the skills and roles they might require during an emergency. There may also need to be some capital investment for phone lines and other infrastructure.

Under jurisdictional arrangements, agencies may seek reimbursement from state responsible agencies, which in turn may seek partial reimbursement from the Australian Government through the Natural Disaster Relief and Recovery Arrangements (NDRRA), if applicable. The NDRRA program provides partial reimbursement to the states and territories for natural disaster relief and recovery expenditure. The NDRRA covers a range of measures including personal hardship and distress assistance and the restoration or replacement of essential public assets. This funding would not be applicable for pre-emergency preparation. Suggestions for funding alternatives are discussed in the draft implementation plan (section 4 of this resource kit).

Where spontaneous volunteer management arrangements already exist or where the preference is to not use spontaneous volunteers, the funding requirements may be relatively low. It was also suggested during the consultation that the cost of not managing spontaneous volunteers, such as drawing essential resources away from agencies' core functions, may justify the dedication of some resources to a spontaneous volunteer management solution. This may be, for example, a case of simply implementing an agreed communication strategy, such as that recommended in section 3 of this resource kit.

Barriers to use of spontaneous volunteers

The barriers to the use of spontaneous volunteers, where agencies, municipalities or jurisdictions have decided to use them, fall under three categories:

- state/territory, municipality or agency policies
- motivations of volunteers
- operational/technical considerations.

The tables below summarise the main barriers to the use of spontaneous volunteers that were identified during the consultations. The actions suggested are not aimed at promoting the use of spontaneous volunteers. They merely recognise that offers of help following an emergency are inevitable and aim to suggest best practice in the management of any offers that are received. The actions are listed chronologically as they might occur.

⁹ Attorney-General's Department, Annual report 2007–2008, Commonwealth of Australia, 2008.



Prior to an emergency

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Barrier	Enabler	Actions Who	
Agencies' policies do not recognise spontaneous volunteers	Spontaneous volunteer plan developed	 Skills required identified prior to emergency Job descriptions written for potential roles, including details of tasks and the skills required 	ng Ieous
		Induction/training plan developed	
		 Communications plan developed which includes scripts for reception, those answering the phone etc Role created for coordinator of spontaneous volunteers 	
		to be activated in emergencies • Procedures for standing down spontaneous	
		volunteers developed	
Public acceptance of usual volunteering channels	Public education	The public are encouraged to pre-register with the coordinating agency prior to an emergency State/te strategic	rritory c agency
Public acceptance of usual volunteering channels	Pre-registration	People pre-register their state/te coording People are notified of the agency	
		kind of skills and checks that may be required in an emergency (previou lead ope agency)	erational
		If interested, individuals are referred to the agency of their choice for pre-training	
Lead time required for training spontaneous volunteers in an emergency	Pre-training/ adapted induction training	Agencies include potential volunteers/casual volunteers in their regular volunteer training programs Agencie accepting spontang volunteer vo	ng Ieous
		Training is adapted for people with the appropriate skills to work within the emergency context	
Lead time required for obtaining police and working with children checks	Pre-training and checks	Individuals undertake training and obtain police/ working with children checks if relevant Potentia voluntee voluntee	ers/casual
Possible negative implications to organisation's reputation if potential spontaneous volunteers feel rejected or undervalued	Spontaneous volunteer plan	Communications plan developed that includes scripts for reception, those answering the phone etc Agencie acceptir spontan voluntee	ng neous
Occupational health and safety	Risk analysis	 Risk analysis undertaken in advance of emergency Strategies for risk mitigation put in place and written into spontaneous volunteer plan 	ng Ieous
		Thorough briefing of spontaneous volunteers prior to deployment to include occupational health and safety issues	
Insurance	Strategy for insuring spontaneous volunteers in an emergency	Strategy developed and circulated to the sector Framew team	ork project
Using spontaneous volunteers across jurisdictions	Strategy for licensure issues developed	Strategy developed and circulated to the sector Framew team	ork project

During and following an emergency

Barrier	Enabler	Actions	Who
No central point for the registration of potential spontaneous volunteers	Registration system in an emergency	 Staff trained in systems created for the registration of potential spontaneous volunteers Dedicated telephone number set up Phone scripts developed 	State/territory coordinating agency
Difficulty accessing appropriately skilled spontaneous volunteers	Need established	Agencies notify their state/territory coordinating agency of their requests for skills, checks and number of people required	Agencies accepting spontaneous volunteers
Possible negative implications to organisation's reputation if potential spontaneous volunteers feel rejected or undervalued	Public communication	Messages circulated via the media as to whether spontaneous volunteers are required and if so the registration process	State/territory strategic agency
Possible negative implications to organisation's reputation if potential spontaneous volunteers feel rejected or undervalued	Public communication	Continued daily communication with those who have registered and have not been referred to agencies accepting spontaneous volunteers	State/territory coordinating agency
Difficulty accessing appropriately skilled spontaneous volunteers	Spontaneous volunteer referral	 Data searched for relevant skills; pre- registered people given preference Contact information passed to requesting agency 	State/territory coordinating agency
Spontaneous volunteer expectations of an emergency versus the reality	Spontaneous volunteer induction	Volunteer training undertaken, to include clear briefing on: the spontaneous volunteer's role, including boundaries and limitations the situation the command and communication structures occupational health and safety	Agencies accepting spontaneous volunteers
Tracking the welfare of spontaneous volunteers	Spontaneous volunteer management	 Spontaneous volunteers become part of agency's normal rostering, briefing and debriefing system Spontaneous volunteers rostered with experienced volunteers or staff where possible/required according to task 	Agencies accepting spontaneous volunteers
Possible negative implications to organisation's reputation if spontaneous volunteers feel rejected or undervalued	Spontaneous volunteer stand down	 Spontaneous volunteers are notified that they are no longer required Spontaneous volunteers are officially thanked Spontaneous volunteers are notified of future volunteering opportunities within the organisation 	Agencies accepting spontaneous volunteers
Possible negative implications to organisation's reputation if potential spontaneous volunteers feel rejected or undervalued	Potential spontaneous volunteer stand down	 Potential spontaneous volunteers are notified that they will not be needed and are thanked for their offer of help Potential spontaneous volunteers are notified of future volunteering opportunities within the emergency management sector 	State/territory coordinating agency

