

Spontaneous Volunteer Management Planning:

Civil Defence Emergency Management BEST PRACTICE GUIDE [BPG3/06]



Spontaneous Volunteer Management

**A guide for CDEM Practitioners
Best Practice Guide [BPG3/06]**

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**Te Rākau
Whakamarumaru**

**Ministry of Civil Defence
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Foreword

Civil defence emergency management (CDEM) in New Zealand has a long tradition of involving volunteers to assist with and support the important tasks of protecting and assisting communities in times of emergency. In addition to formally involved volunteers, many people in the New Zealand community offer their assistance in an emergency, without any prior involvement. Indeed, CDEM organisations gain great benefit from this kind of assistance to help them respond to and recover from emergencies.

The reality is that the 'first responder' is not the professional emergency service or CDEM organisation, but the spontaneous volunteer. While such 'spontaneous volunteering' can provide a great benefit to the CDEM sector, it can also pose a management challenge for CDEM organisations. This best practice guide has been developed to support CDEM groups and local authorities to develop processes and systems to allow them to safely and effectively manage spontaneous volunteers in a CDEM event. This guide is also supported by RAPID training packages.

CDEM organisations have greatly assisted the development of this guide. They, along with partner agencies such as the NZ Red Cross and Volunterra NZ have shared their experiences and knowledge about the management of spontaneous volunteers. MCDEM acknowledges their support in producing this important resource.

This guide provides a further resource to advance our commitment to supporting communities during emergencies.

A handwritten signature in black ink, appearing to read 'Bruce Ferguson', with a long horizontal flourish extending to the right.

Bruce Ferguson

Acting Director

Ministry of Civil Defence & Emergency Management

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Section 1: Background

This Best Practice Guide has been developed to assist Civil Defence Emergency Management (CDEM) organisations in their planning for the management of spontaneous volunteers.

Throughout this guide, action points and the accompanying examples refer to templates in the annexes. These will assist you to create the necessary documentation or standard operating procedures (SOPs) to facilitate the management of spontaneous volunteers. In Section 7 a full description of the documentation required provides a checklist of your organisation's needs in an 'operational box'.

1.1 Volunteering in NZ

The commonly accepted definition of a volunteer is 'someone whose work is willingly done, without reward, for the common good'.

Volunteering has existed in many societies for hundreds of years. In New Zealand, 'giving to the community' at the marae level was a strong feature of Maori society prior to colonisation. However, the term 'volunteer' is not widely used in Maori – indeed European settlers introduced the British understanding of volunteering, which was strongly linked to charity – care of the needy, sick and elderly.

Volunteering has become a dynamic force in New Zealand society. The 1996 Census shows that more than a million New Zealanders volunteer their time in some way or another. These days, volunteers are active in almost all areas of New Zealand society, including health, welfare and education, social services, emergency management, conservation, cultural groups and sport and recreation.

People volunteer for a variety of reasons. These may include putting something back into the community, learning new skills, supporting a cause or an issue that they believe in, developing experience when looking for paid work, making new social contacts and having fun. Volunteers bring all sorts of talents and enthusiasm, and their input into any organisation or group needs to be appreciated and valued.

1.2 Volunteering in CDEM

Within Civil Defence Emergency Management (CDEM) situations, volunteers are involved in many ways. These include welfare, registration, emergency operation centre roles, sector-post establishment, rescue and more. Although not all areas in NZ involve volunteers to provide these services many do.

As emergencies are infrequent, local authorities employ a minimum number of full-time staff in the area of emergency management, but have links with a number of organisations, community volunteers and their own council staff who can be called upon in the event of a CDEM situation. Various territorial authorities have different approaches to using established (pre-arranged and trained) volunteers, however all are likely to experience spontaneous volunteers presenting to assist following an emergency.

Why use the Spontaneous Volunteer Management Guideline?

It is important to prepare thoroughly for the involvement of volunteers, rather than bringing them on board in an ad hoc way. For many Civil Defence Emergency Management (CDEM) Groups, volunteers are one part of an overall CDEM plan, and the strategic planning process should include discussion on how volunteers will be involved in local and group plans, what systems will be established for them, and who is designated to coordinate their activities.

Volunteers are best utilised when there are good systems to support their work. This includes thorough preparation to begin with, including sound recruitment and appointment procedures, effective support and training and an understanding of the ways to retain volunteers. Although these kinds of processes and the time taken to undertake them differ between pre-involved volunteers and spontaneous volunteers, they are still important.

1.3 What are spontaneous volunteers?

In addition to the trained and involved volunteers that are part of the CDEM structure in New Zealand, many CDEM organisations expect, in an emergency situation, to use spontaneous volunteers. These are people who have the desire to help in emergencies even though they may not have had actual experience, or training.

So what's the difference between a volunteer and a spontaneous volunteer?

A volunteer is:

- affiliated - a member of an organised recognised group
- trained to some degree in CDEM relevant skills
- accountable and responsible (through their organisation)
- a known quantity

A spontaneous volunteer is;

- unaffiliated – not a member of an organised, recognised group
- untrained in CDEM relevant skills
- not responsible or accountable to any given organisation
- an unknown quantity
- possibly a 'previous' volunteer (no longer involved)

Note that spontaneous volunteers may also be known as 'emergent volunteers', or 'convergent volunteers', definitions that derive from the tendency of spontaneous volunteers to either 'converge' on an emergency area, or 'emerge' to assist. In New Zealand, the term 'spontaneous volunteers' is most commonly used.

Spontaneous volunteers in CDEM

Ideally, spontaneous volunteers are used to carry out unskilled tasks under supervision. However, depending on the emergency event and resourcing levels, they may be required for more complicated roles. In either situation, it is very important that CDEM organisations have good systems in place to manage spontaneous volunteers, to ensure a secure and organised effort can be made in the recruitment and deployment of spontaneous volunteers, and to reduce risks both to the CDEM organisation and the person volunteering.

The first decision that needs to be made is whether your CDEM organisation will expect to use spontaneous volunteers, or whether you would prefer not to use them. This decision will depend on your existing plans and resource levels. There are certain risks and considerations that need to be taken into account when planning for the use of spontaneous volunteers in CDEM. As such it is important that, prior to an emergency, your CDEM organisation makes some decisions about their likely needs and processes in respect to spontaneous volunteers. Remember also, that, although you may not wish to use spontaneous volunteers, they are likely to emerge and you should be prepared to manage this situation.

We will want to use spontaneous volunteers.

There are certain practices that need to be considered and planned for if your CDEM organisation intends to use spontaneous volunteers. Broadly speaking these involve:

1. Pre-determining who will operate as a spontaneous volunteer coordinator
2. Pre-planning your arrangements for the receiving, registering, screening and briefing spontaneous volunteers (preparing for spontaneous volunteers)
3. Managing spontaneous volunteers
4. Predetermining your legal obligations

These areas are expanded on in this best practice guide with templates and examples included where relevant.

We don't want to use spontaneous volunteers.

While you may not wish to use spontaneous volunteers in your CDEM operations, you need to take into consideration that people will present themselves regardless. It is wise to have a pre-arranged agreement about how people who present will be communicated with. Simply telling people they are not wanted and sending them away can lead to very bad feeling in the community when people perceive (rightly or wrongly) a need. It is more appropriate to direct people to other organisations who may be able to use their services. It is valuable to develop a clear message for spontaneous volunteers in advance of an emergency event. Any message should thank them for their offer and their time, and direct them to actions they can undertake or organisations they can assist with.

General principles if you are planning not to use spontaneous volunteers are:

- Individuals wanting to volunteer will be encouraged to affiliate themselves with a responding voluntary agency, or an organised group of their choice.
- Unaffiliated volunteers will be discouraged from going directly to any emergency site and informed that their presence may hamper relief and recovery efforts. They will be encouraged to contact voluntary agencies in their area and assist with activities for the emergency relief efforts being conducted in the community where the volunteer resides (such as a drive to raise funds).
- See also the information on communications in Section 3.2.

Section 2: The spontaneous volunteer coordinator

In some CDEM organisations, the position of spontaneous volunteer coordinator is part of the welfare role to be carried out by the Welfare Manager – in others it is a separate entity. In essence, the spontaneous volunteer coordinator is a management position, involving managing possibly large numbers of people, depending on whether the person performing the role is the overall welfare manager, general volunteer coordinator or a specific spontaneous volunteer coordinator. Tasks for this person could include managing the volunteer manager's own staff, CDEM organisation volunteers, spontaneous volunteers and possibly facilities.

The spontaneous volunteer coordinator must have certain basic knowledge and skills in order to effectively carry out their role – these would be expected to include knowledge of:

- CDEM procedures and processes;
- Local knowledge;
- Personnel management;
- Legislation knowledge;
- Hazard and risk management;
- Basic logistics and;
- Office procedures.

In addition the spontaneous volunteer coordinator should have personal attributes that will enable them to undertake the job – in particular they should be able to effectively deal with all types of people. A wide variety of people from different socio-economic backgrounds and cultures will make themselves available as spontaneous volunteers. The spontaneous volunteer coordinator will need to be able to relate and work with all these people.

The spontaneous volunteer coordinator (whether this function is performed as part of the general volunteer coordinator function, or as a separate role) will have reporting and accountability channels within the CDEM organisations processes. Generally the volunteer coordinator works closely with the welfare manager, however different systems may be in place. These accountabilities need to be documented in the CDEM organisation's plans.

Planning action:

Check your CDEM organisation's plans – if they do not document a spontaneous volunteer coordinator role or similar then identify where in your plans this should be included.

You may like to identify a coordinator role as part of your welfare planning – this person could be pre-determined based on your known staffing, or may be determined on the day. A job description for a spontaneous volunteer coordinator is also a useful preparation tool.

Where possible it is more appropriate to identify the position in advance so the person responsible can become familiar with the role. They may also be involved in planning and developing the resources necessary for spontaneous volunteer management (see Section 5).

Resources:

An example job-description for a spontaneous volunteer coordinator is included at Annex B.

Annex C includes a checklist of tasks for a spontaneous volunteer coordinator.

Section 3: Preparing for spontaneous volunteers

Key tasks involved in preparing your arrangements for the reception, registration, screening and briefing of spontaneous volunteers include:

- Assessing the likely roles, tasks and resources for spontaneous volunteers
- Preparing communications messages for spontaneous volunteers
- Appointing a co-ordinating agency for support
- Establishing and managing the spontaneous volunteer reception centre
- Registering, screening and briefing your spontaneous volunteers

3.1 Assessing the likely roles, tasks and resources for spontaneous volunteers

It is possible to predict the majority of likely hazards and emergency events that will affect various localities by using hazard analysis reports and historical data. This information is contained in CDEM Group plans, which identify likely hazard events for the area.

By considering the likely hazard events as documented in CDEM Plans, you can determine the kind of emergencies and event damage that might occur. From this it is possible to consider appropriate roles, task and localities that spontaneous volunteers have the potential to be involved in – for example flooding could mean that people will help evacuate those in need, and help with sandbagging to control water levels.

The likely resources required for any possible remedial actions can also be worked out from this information so it may be possible to either stockpile the resources, such as sand bags, or have a procurement system already established to get resources that will be needed, for example, via the CDEM organisation's logistics section. As part of your planning you should consider the likely roles, tasks and resources required for effective use of spontaneous volunteers in your organisation, and document your planning arrangements in regard to this.

Identifying equipment that may be needed:

Your hazard analysis will have outlined the probable tasks that will be assigned to spontaneous volunteers and consequently what equipment is needed. Each task is likely to require a technical expert and quite probably a best practice guide or an OSH document covering the task. These can be sourced through your territorial authority, or agencies such as OSH.

You may like to have instructions and equipment for some common tasks available in advance. A technical expert will be required to advise on best practice methods and instructional material. For example, in the case of sand-bagging, instruction sheets on how to do it are available and should be included with the equipment stockpile.

An assessment and planning process like this should be carried out for the most critical tasks likely to be assigned to spontaneous volunteers in your CDEM area.

Planning action:

Document a list of key tasks that your spontaneous volunteers might be involved in.

Determine the necessary resources for those tasks and document where they can be found or how they can be procured

Resource: Examples of desk based tasks (Annex D1) and active tasks (Annex D2) that are suitable for spontaneous volunteers are included.

3.2 Prepare communications messages for spontaneous volunteers

To help manage the presentation of spontaneous volunteers following an emergency, it is important to have some pre-determined messages that can be passed on to the public. You will need to consider providing advice on the following:

1. Whether volunteers are needed – you may decide that the management costs of spontaneous volunteers will outweigh any benefits received from them. In this case, plan to advise individuals wanting to volunteer with you to affiliate themselves with another responding voluntary agency, or an organised group of their choice. If not needed, spontaneous volunteers should be discouraged from going directly to any emergency site, and informed that their presence may hamper relief and recovery efforts.
2. What skills and equipment are needed – if you decide to accept spontaneous volunteers it is important to let people know what kind of skills will be of use. Your work in assessing the likely roles and tasks for spontaneous volunteers will have helped you with this. A clear communication about the skills and equipment required will save everyone time and hassle and avoid such situations as people presenting to assist with snow-raking wearing sandals and without a jacket!
3. Where to volunteer – if you decide to accept spontaneous volunteers, they need to know where to present themselves. See reception centres for spontaneous volunteers (section 3.4)

You may like to seek assistance from your Public Information Manager (PIM) in developing these messages. The PIM will be a key resource for disseminating them in an emergency event and can advise you on general communication issues.

It is essential that constructive and inclusive language is used in any public communications with, or about, volunteers. It is also essential that, if spontaneous volunteers are not needed for sand-bagging duties for example, then they are given a reason that is plausible and will not cause resentment.

For example, spontaneous volunteers will understand and appreciate something like: “Army staff currently have the sand-bagging situation under control on the stopbank. However potential volunteers should stay tuned to their radios because their help may be needed later today or tomorrow if the rain continues. Sand-bagging is hard, tiring and wet work – and we want able-bodied members of the public to look after their properties and neighbours first and foremost – but to be also prepared to report for duty if called on.”

If spontaneous volunteers are made to feel unwanted then they may turn their sentiments against the people in charge of the relief effort – and it may turn out to be very difficult to get their help in future days, months or years when it may be genuinely and urgently needed.

Planning action:

Determine what key messages you will need to provide in regard to spontaneous volunteers. You might like to think of a few examples, such as volunteers not needed, volunteers needed for indoor activity (e.g. welfare work), or volunteers needed for outdoor activities (certain clothing required).

Resource: Examples of the kind of key messages you may wish to use can be found at Annex E.

3.3 Appoint a co-ordinating agency for support

A co-ordinating agency may be used to provide support for the management of spontaneous volunteers to the spontaneous volunteer coordinator (if this is a separate role) or to the volunteer coordinator if they are carrying out this role. The CDEM organisation may also decide to carry this role themselves – this will often be dependant on resourcing.

If support in this area is desired there are a number of agencies involved in the management of volunteers, including spontaneous volunteers, for example:

- Salvation Army
- Red Cross and Red Crescent Societies

Both organisations are international and historically have assisted with the management of spontaneous volunteers in NZ. Other agencies may be specific to certain towns, geographic areas, cultures or activities, and could also be approached for support, such as Neighbourhood Support, Lions and Rotary. There are some professional labour deployment agencies who specialise in the deployment of skilled labour who could carry out the volunteer co-ordination role successfully in a paid capacity.

Arrangements for a support agency for the management of spontaneous volunteers should be part of the **pre-planning** phase. This kind of planning could take place within the local or CDEMG welfare groups, where many of the possible support agencies will already have roles. Your local or CDEMG welfare manager will be able to assist with this.

Planning action:

Determine if you will want or need the assistance of a coordinating agency's support to manage spontaneous volunteers.

If you determine you will, plan to develop agreements with a suitable agency. You may like to work through your organisation's welfare planning processes to identify an agency that can assist.

Agreements with a coordinating agency should be documented in your plans and include details on costs and responsibilities

3.4 Establish and manage a spontaneous volunteer reception centre

The spontaneous volunteer reception centre is the place where spontaneous volunteers go to get screened, deployed and return to after deployment. There are a number of actions that must be undertaken to plan for an effective centre. These are outlined below:

a. Identify a potential location

In many cases it will be possible to pre plan the location of a volunteer centre. This should be done

in conjunction with the hazard analyses discussed earlier. All volunteer centres should be in a safe area. In some cases there will be a reasonable distance between the volunteer centre and the location of field operations.

While having a separate volunteer centre is good in a large event, in smaller events and where there are limited resources, it is likely that you may house your volunteer reception centre in your welfare centre. As a consequence there will be a need to negotiate in regard to space and facilities. If the facility is shared, or multiple use, you will need a facility manager or a person responsible for the operation of the facility.

Planning action: Identify potential reception centres in your community. These may be locations you are already using as evacuation or welfare centres – if so, carefully consider issues around capacity/management of people flow. Document your determined locations in your plans.

b. Determine necessary personnel

If you are intending on accepting a number of spontaneous volunteers you will need to consider staffing for the following roles:

- A receptionist (or greeter) - this person shows the spontaneous volunteers where to go and outlines the process.
- The screeners - these people screen the spontaneous volunteers and identify task capability. They also complete all the paper work required, including CDEM registration of those volunteering.
- The dispatcher - this person assigns the task to the spontaneous volunteer and directs the spontaneous volunteer to the supervisor (or transport).
- The volunteer coordinator, in charge of the whole operation.

Planning action: Identify, from within your CDEM organisation/CD welfare structure, individuals who could provide staffing for your spontaneous volunteer reception centre, or, if resources are uncertain, identify the positions you would require. Document these requirements.

c. Determine layout of your centre

Volunteer centres are quite often in halls that have public access, such as a church hall or school hall. These all have similar design criteria as their function is similar. They may have a big entranceway with perhaps a foyer. Generally there is large empty space - the hall proper, toilets and a kitchen area to the side of the main hall area. Usually, but not always, there is parking available close to the hall.

The exact layout of the centre will depend on the building being used, number of volunteers expected, and resources. A usual layout will be along the lines described below:

- The spontaneous volunteer arrives at the centre and goes to a registration point in the hall
- They are registered and then go to an area where they are screened for suitability
- The spontaneous volunteer then waits on site for deployment or proceeds home to wait for a call

- The information taken from the spontaneous volunteer is processed in an administration area
- The volunteer coordinator tasks the volunteer

The spontaneous volunteer will initially be briefed at the volunteer centre. There may be another briefing when they are on site. There may also be an initial training given at the volunteer centre and again more intense training on site. Depending on the task and the facility the spontaneous volunteer can be given training at the centre.

It is a good idea to have clear signposting or large labels in your centre so those arriving can identify each area.

Planning action: consider the layout of your potential reception centres. Draft a simple plan for each of your identified potential locations.

Resource: There is an example floor plan in Annex F.

d. Establish a temporary identification system

The purpose of a temporary identification system is to identify the spontaneous volunteer as a CDEM volunteer and to allow them access to restricted areas.

Many CDEM organisations have stockpiled plastic jerkins in bright yellow with the CD logo. They are cheap and usable in most situations and clearly identify the person as a CD worker. However they do not identify the person as an individual, or identify their role.

If there is a need to identify the person:

- A simple ID card can be issued. There are varieties available commercially that are suitable for CDEM applications
- Wristbands - these can be issued in conjunction with plastic jerkins. They then identify the person as well as identify them as being a CD volunteer
- ID tags worn as a “necklace”. These are very common among emergency workers
- ID badges that can be pinned to clothing (self adhesive stickers are not recommended)

Some CDEM organisations have printed special ID tags for volunteers that show the name of the CDEM organisation with a logo (the CD logo and/or the logo of the CDEM authority) and the name of the spontaneous volunteer.

You should also identify for what period of time the ID is valid. Some organisations have different coloured date stamps for this purpose.

If there is sufficient room you may also wish to consider a registration number and an official signature to validate the ID card.

If the purpose of ID is to allow the spontaneous volunteer access to a restricted area a “pass” should be issued in conjunction with the ID. Common practice is that an ID badge will not normally allow access to a restricted area.

Planning action: Determine how your CDEM organisation will identify spontaneous volunteers. Document the process you intend on using.

Resource: There is an example of a CD volunteer badge provided at Annex G.

e. Pre-plan for the welfare of your volunteers

Although the spontaneous volunteer coordinator may not be directly involved in field operations, they are still accountable for the health and welfare of the spontaneous volunteer under the Health and Safety in Employment Act 1992 general duty of care (see 6.4). Welfare systems support the spontaneous volunteer while they have been tasked.

Basic systems include:

- Catering for them while they are onsite
- Providing sanitary ablution and washing facilities where none exist

More advanced systems include:

- Assisting with transport to and from the volunteer centre
- Providing suitable clothing, or, where required, personal protective equipment
- Providing rest facilities

The needs of spontaneous volunteers in the field are clear and easily anticipated - therefore they can be pre-planned and arrangements made. It should be noted that spontaneous volunteers would not be the sole work force deployed and that their needs can be included with the needs of other emergency responders.

f. Determine and create necessary forms and document procedures

All forms and operating procedures required for the reception, screening and deployment of spontaneous volunteers should be developed and available before the event. Areas that you are likely to need documentation to assist with are included in this guideline, detailed in Planning Actions and Resource comments.

Many organisations develop operational boxes where all necessary forms, documents and SOPs are filed. This box is then stored at the EOC or the potential volunteer centre. When the volunteer coordinator activates the system all the necessary paperwork is available immediately on site. See Section 7 for a detailed description of what should be in your spontaneous volunteer operational box.

g. Document your lines of communication

The spontaneous volunteer coordinator will have to communicate with a variety of personnel during a civil defence emergency; depending on what stage the event is at. At a minimum they are likely to communicate with the welfare manager; emergency operations centre staff (in relation to deployment issues), established volunteers, the spontaneous volunteers and possibly media.

During the response phase:

- The CDEM controller, incident controller or operations officer will task the volunteer coordinator to task the spontaneous volunteers with various missions. The volunteer coordinator will then assess the spontaneous volunteer pool and task appropriate people with missions.
- The volunteer coordinator will also deal with various agencies; these will vary with the event and phase of operations. Different events create differing needs and the needs during response are different to recovery.

During the recovery phase:

- The volunteer coordinator will be communicating primarily with the recovery manager.
- Issues will include assisting with spontaneous volunteer supervision, liaising with technical experts, and assisting with official visits (such as chief executives, mayors and ministers) if required.

Planning action: Document the existing lines of communication in your CDEM organisation (these can be found in your organisation's CDEM plan). Review these to determine if they include your spontaneous volunteer structure. If not, determine how the person managing the spontaneous volunteers should fit into your CDEM structure and document this in your communications plan.

3.5 Register and screen your spontaneous volunteers

The purpose of registering and screening spontaneous volunteers is to:

- Record personal details and availability of spontaneous volunteers
- Ascertain what the spontaneous volunteer can do – for example, physical ability, experience, knowledge and skills, equipment they have
- Determine why they have volunteered and what task(s) they would like to do
- Consider their suitability for the role

The spontaneous volunteer should first be thanked for their interest, then asked to register their details and skills on a form, before being screened.

a. Registering spontaneous volunteers

The Volunteer Registration Form needs to contain fields to record name, address, phone number, occupation, emergency contact details, special skills and availability. You may wish to develop such a form for your CDEM organisation, or to consider using an existing form such as the Red Cross example shown below. If you develop a form for your CDEM organisation, include your CDEM organisation's logo and a privacy statement regarding personal details (see 6.5 and Annex H).



The form is titled "VOLUNTEER REGISTRATION FORM (PLEASE PRINT)" and features the Red Cross logo at the top. It contains the following fields and information:

- Name:** HEALY (Last), LOUBE (First), M (Middle initial)
- Address:** 223 West Road, Pietermaritzburg
- Phone No.:** 385 1614
- Occupation:** School Counsellor
- In case of emergency notify:** John Healy (Name), 460 Balfour Dr., Pietermaritzburg (Address), 386 4113 (Phone No.)
- Availability Table:**

Mon	Tues	Wed	Thurs	Fri	Sat	Sun	All Day	AM	PM
				✓	✓	✓		✓	

Special Skills/Training: University degree in Psychology

Red Cross Volunteer Registration Form, 1999

Get potential volunteers to complete a Volunteer Registration Form and use it to launch the interview. Because volunteers are eager to help, some may be impatient with being interviewed. Explain that interviews are necessary in order to make the best use of each volunteer.

It is very important to keep good records of all people who offer to be, or who do act as, spontaneous volunteers. Recognition of their offer or involvement at a later date is good publicity for your CDEM organisation, and ensures people feel valued and appreciated.

Planning action: determine whether you will use the Red Cross forms, or develop one for your organisation. Include the form you decide to use in your operational box (see Section 7).

Resource: An example registration form is included at Annex H.

b. Screening spontaneous volunteers

The 10 - minute Interview

The 10 - minute interview below has been included with the kind permission of the Red Cross (Red Cross Volunteer Management 1999).

- 1 *“Why do you want to help?”* This question may help you screen out unsuitable volunteers. Go with your intuition if you are uneasy about the individual but can't quite figure out why.
- 2 *“What skills and training have you had and used in the last few years?”* (Use prompts that correspond to the service area needs, such as):
 - a. Hospitality experience (cooking, serving)
 - b. Medical training (first aid, nursing)
 - c. Office experience (typing, filing, computer)
 - d. Industrial training (warehouse, forklift, inventory control)

Try to determine whether the skills are basic, intermediate or advanced.

- 3 *“Are there any jobs you would prefer not to do, or cannot do?”*
- 4 Ask a general medical health question e.g., *“Do you have any medical conditions/allergies that we should know about?”*
- 5 *“What type of work do you enjoy the most?”* for example: writing; office work; with groups; telephone; teaching; supervisory; with particular age groups

Questions to ask yourself:

- 6 What *skills* could this person bring to the job?
- 7 What *tasks* would the volunteer be best suited for?
- 8 What *factors* would you consider in placing this person? (age, energy level, ability to communicate, personality traits such as energy and patience)

Resource: An example interview template is included at Annex I.

Section 4: Brief and place spontaneous volunteers

4.1 The emergency and its effects – general briefing

A first step in briefing spontaneous volunteers is making sure they understand essential information about the emergency and its effects. At the beginning of the disaster, events are taking place at an accelerated rate. Provide people with what they must know and get back to them later with more details.

The Red Cross publication *Managing Spontaneous Volunteers* (1999) provides a good summary of the kind of issues that need to be covered with spontaneous volunteers. The specifics to be covered in the general information briefing are:

- a. The “who, where, what, why, when and how” of the disaster.
- b. Name the organisations involved in the relief effort, and emphasise the importance of co-operation and mutual respect.
- c. Who’s in charge: explain that volunteers must accept direction and supervision.
- d. Stress client confidentiality for those who are handling confidential information.
 - You may like to include a fact sheet on privacy issues for those handling such information – see Section 6.5.
- e. Explain that all those affected by the emergency must be treated with respect and sensitivity. Consider providing information regarding:
 - Community diversity information: Provide information about the cultures and special needs of those affected by the disaster. Emphasise that all those affected are to be treated with respect and sensitivity.
 - Aversion to charity: Accepting food, clothing, shelter or any outside assistance may be very upsetting for some people. Volunteers should explain that this is emergency aid from their fellow citizens to help them deal with a temporary situation, not charity.
 - Family structure: Volunteers may be assisting people from very different backgrounds. The more information you have regarding the roles of women and men, how children and the elderly are viewed, in the communities where you are assisting, the better you can help prepare volunteers.
 - Overgeneralisations: Remember there is always a mix of first, second and third generations in every cultural group. Volunteers should not make assumptions about the language spoken, cultural values, etc.
- f. Self-care: Looking after yourself, managing stress, taking regular breaks, keeping to work hours.
- g. Only designated individuals may talk to the news media. Stress that volunteers must not give information to reporters; all inquiries must be referred to their supervisors.

Resource: An example briefing template is included at Annex J.

4.2 Responsibilities – the role and scope of duties

To be of most use to the organisation, it is vital that the spontaneous volunteer is made aware of their specific role. An effective way to do this is by developing volunteer assignment descriptions.

Volunteer assignment descriptions set out the specifics of what volunteers will be doing as part of the response or recovery effort. The volunteer benefits by having a clear understanding of what is required of them and who they will report and relate to, and it also gives them the ability to set boundaries around their volunteer involvement to keep it manageable. The organisation benefits by knowing what the volunteer is meant to be doing, and ways it can monitor this role.

A volunteer assignment description may have the following features:

Heading	Description
Assignment title	The title of the volunteer position, such as 'Welfare Station Assistant'
Purpose	This section sets out the overall purpose or primary objectives of the volunteer role. An overall purpose might be to 'assist with the smooth running of the emergency inquiry help desk'.
Functional relationships	Who the volunteer will be working with or relating to on a day-to-day basis. This section might include their direct supervisor, other members of management and staff, other volunteers, members of the public and other agencies such as the Red Cross or Police.
Tasks	<p>This section lists the specific tasks the volunteer will be expected to perform, e.g., preparing food and water supplies, providing information sheets to people at a welfare centre, filling sandbags, marshalling cars in a parking area.</p> <p>Depending on the size of the volunteer assignment, you may like to group tasks under a few headings.</p>
Skills required	Here you will list the skills required for the position.
Performance measures	What ways will the organisation measure progress? This will need to be kept very simple for the spontaneous volunteer, and might contain a statement such as "your supervisor will check in with you every shift to see how you are managing with your role" or similar.
Signed	By the volunteer and the organisation's representative (such as the volunteer coordinator).

Although the example template above appears reasonably detailed, it needn't be very long at all. It would be useful for a spontaneous volunteer coordinator to develop a number of these before an emergency event, which can be quickly adapted on the day. It may assist you to develop a volunteer assignment description for use by your CDEM organisation.

Resource: Examples of volunteer assignment descriptions are provided at Annexes K1 (Sandbagging), K2 (Cordon control) and K3 (Catering).

Responsibilities

Spontaneous volunteers, like all those responding in an emergency, must be briefed on their responsibilities. This is to protect the spontaneous volunteer, and the CDEM organisation. There are three key aspects to cover in this briefing:

- responsibility to the organisation
- responsibilities in legislation
- responsibilities to self

Responsibilities to the organisation

- Follow CDEM guidelines/procedures
- Follow directions from their supervisor
- Using the CDEM documentation required (eg accident forms, timesheets)

Responsibilities in legislation

- Spontaneous volunteers are expected to keep themselves and others safe (OSH)
- Spontaneous volunteers are expected to act with confidence in relation to private or confidential material (Privacy Act).

Responsibilities to self

- Spontaneous volunteers should be reminded to be aware of their own stress levels
- Reiterate the importance of emotional safety, taking time out and self-care (such as regular rest and meal breaks).

Planning action: Develop a short fact sheet for a spontaneous volunteer, which sets out their responsibilities and the CDEM organisation's responsibilities, in regard to their care.

Resource: An example health and safety fact-sheet is provided in Annex L.

4.3 Lines of communication

It is important that spontaneous volunteers have a clear understanding of the lines of communication they are part of and the appropriate procedures to use.

While the spontaneous volunteer coordinator will be the overall administrator and manager of this area, each spontaneous volunteer will have a supervisor who will be their first contact and all issues in the field should be firstly addressed to them.

The supervisor will have access to technical experts for the tasks (or may be one themselves) who can assist with technical issues. Volunteers should be informed that they should only take instructions from their supervisor, a CDEM organisation member, or a member of the emergency services. This is to ensure the safety of the volunteers and manage risk to the CDEM organisation.

Volunteers may also have some relationships with other volunteers, other CDEM personnel, emergency services and other agencies. Where these relationships are known about in advance, they should be outlined to the volunteers at the time of briefing.

4.4 Using equipment

To ensure that the tasks are completed efficiently and safety is maintained, it is essential that spontaneous volunteers are briefed about the equipment they will be using, and how to use it safely. If time allows, they should also be given an opportunity to practice the task. Pre-prepared briefing sheets for likely tasks are a useful resource.

As time is likely to be limited for briefing and training, it is important to remember these key points for instructing people on the use of equipment:

- Keep it SIMPLE
- HANDS ON if at all possible
- QUESTION the volunteer to check understanding
- Provide a model or a benchmark for actions
- ENCOURAGE volunteers to ask questions
- SUPPORT your briefing with written instructions or drawings
- Consider GROUP SIZE – if possible provide such instructions as a one-to-one (noting that due to staff and time constraints this will not always be possible)
- Provide volunteers with constructive feedback

4.5 Placing spontaneous volunteers

When placing volunteers, ensure you have covered all the points described above. Also ensure that you:

- Provide volunteers with information about their jobs
- Inform them of work hours, meal and comfort details
- Emphasise that it may be possible to reassign them if their initial placement doesn't work out
- Give potential volunteers the opportunity to screen themselves out if they don't feel comfortable with the placement you are offering
- Tell them whom to report to, where and when (in writing) and how to report back to you with any issues

Section 5: Managing your spontaneous volunteers

Once you have undertaken the processes described in Sections 3 and 4, you will have a team of spontaneous volunteers ready to assist you with your CDEM organisations work. While you are working with spontaneous volunteers there are several areas to consider – these include:

- Supporting your spontaneous volunteers
- Reviewing performance
- Debriefing spontaneous volunteers
- Following-up your spontaneous volunteers

These are outlined in more detail below.

5.1 Supporting spontaneous volunteers

The best performance will come from volunteers who feel supported and valued for what they are doing. Here are some things to consider:

- Consider how you communicate to spontaneous volunteers. Pay attention and ask questions to make sure there is mutual understanding of issues.
- Set clear and achievable team goals – for example, “By lunchtime, if we could have all those boxes of clothes sorted that would be great... does this sound realistic everyone? – Right let’s get to it” - this helps build team spirit and achieving the goal will build enthusiasm for the task.
- Regular check-ins are important – make sure that someone in the CDEM organisation is tasked with checking in with volunteers each day – this could be their immediate supervisor or, in a large operation/organisation, a volunteer support person.
- Managing conflict if it arises is important – treat conflict seriously and act to reduce it – small stresses can blow out of proportion in a generally stressful situation.

5.2 Reviewing performance

This follows on from the volunteer assignment/job descriptions and the verbal briefings given. In practice, it won’t be easy to do this with lots of spontaneous volunteers when there is an emergency – so keep it simple.

A suggested approach is that the spontaneous volunteer reads their volunteer assignment, the safety briefing material, and their performance is outlined to them verbally by the volunteer coordinator.

For example, at the beginning of the day the discussion could be along the lines of “Today your job is to assist with these sandbags and get X number done. Lets make some time at the end of the day to have a quick catch up on how it went”.

It’s important to recognise that, in some situations, it will not be possible for expectations to be met because;

- The spontaneous volunteer was not capable of carrying them out
- The task was not physically able to be carried out
- The equipment was wrong
- The instructions were wrong

- The site was dangerous
- Some one else had already done it

So although the performance objectives were clear, the objective could not be met. In this case it's important for the volunteer coordinator to consider and potentially re-assess the objective in consultation with the controller or recovery manager.

If a spontaneous volunteer is not acting safely and/or responsibly, the volunteer coordinator must remove them from their task immediately. The following guideline to transferring or terminating a volunteer's involvement is adapted from the Red Cross publication *Managing Spontaneous Volunteers* (1999).

a. Transfer or termination of a volunteer

While interviewing, screening, orientation, and training provide opportunities to assess the skills and personality of a volunteer, misplacements do occur and must be dealt with as fairly and as non-judgementally as possible. A volunteer who cannot carry out job responsibilities affects the safety and well-being of themselves and those affected by an emergency and the operation as a whole.

Such a situation must be addressed by arranging for the volunteer to be either transferred to a job more suitable to their skills and personality or, as a last resort, terminated.

Procedure for transfer or termination:

- Act promptly.
- Consider the options (transfer, retraining, change of behaviour).
- Meet with the volunteer privately.
- Ensure confidentiality.
- Provide concrete examples and explanations of unacceptable performance, and an opportunity for the volunteer to discuss his or her feelings.
- Discuss the options. If termination is the only option, demonstrate sensitivity for the volunteer's feelings and offer follow-up support.
- Document the meeting for the volunteer's record as well as the organisations.

5.3 Providing feedback

Feedback is provided to help the spontaneous volunteer understand how they are performing in their role, and to keep them feeling needed and supported by the CDEM organisation.

Ideally supervisors should:

- Advise volunteers of the importance and value of their work to the whole operation. Some volunteers become depressed because they feel they aren't doing enough. They need to see the "big picture".
- Give clear, concise instructions.
- Praise good work and correct errors immediately.
- Give more responsibilities to volunteers if they demonstrate the ability.

Fault or blame assignment should be avoided. A performance failure is not wholly a volunteer capability problem - it is a task assignment problem that involved the volunteer coordinator. This could indicate a failure in the screening system or task allocation system and should be reviewed.

5.4 Debriefing of spontaneous volunteers

A debrief is all about giving your volunteers the chance to get issues off their chest, a chance to let-go, discuss any problems or successes they encountered and allow them closure. Its focus is interpersonal, and on emotional safety, rather than management of the emergency.

It is likely that a volunteer debrief will also bring up comments from volunteers about how they found their task, and suggestions for improvements. For example, “If we only fill sand bags half full, they shape like a building block and stack better than the ones that are full right up and are round” was a comment from a volunteer after a flood. These comments may be useful, so it’s important to record this type of information to feed into quality improvement for the next time, which helps the future management of spontaneous volunteers.

a. Shift debriefing

Debriefing should take place briefly at the end of each shift. This does not need to take a long time and should allow for volunteers to express their feelings and raise any concerns they have. This process will allow you to make improvements for your next shift. It is important to send volunteers home feeling positive about their contributions, so finish with a supportive thanking statement.

b. End of involvement debriefing.

If possible, it is good to arrange a more detailed debrief at the end of a volunteer’s involvement. This is especially appropriate if the involvement has been over a period of time, or has involved any particularly stressful or difficult situations.

A verbal question and answer format is probably the most suitable for the session, for example:

- Why did you volunteer?
- How did you find the registration and screening process?
- Did you get enough training on what you were doing?
- Did you enjoy doing what you did?
- Did you get enough breaks?
- Did you have enough to eat?
- Were you hurt at all?
- Did you see any-thing upsetting or unpleasant?
- How did you sleep each night?
- Were any of your personal possessions damaged? If so, what can we do to assist?
- How do you feel about volunteering again?
- Did volunteering here cost you any-thing?
- Did you achieve what you thought you might?
- Is there any-thing we should do differently?
- Is there any-thing you would do differently?

Resource: An example debriefing checklist is provided in Annex M.

5.5 Following-up your spontaneous volunteers

While it is likely that most spontaneous volunteers will not expect any follow-up, an effort to contact and thank them is important. This ensures that you retain a good relationship with them and increases your profile in the community in general. You may do this straight away, or choose to follow-up at a later date.

a. Immediate follow-up

From your debrief interview you can ascertain if there was any physical or mental affect or impact on the spontaneous volunteer.

- If the spontaneous volunteer was hurt you will need to file an accident report. There may be follow-up medical issues and ACC paperwork.
- If the spontaneous volunteer has suffered a psychological effect (e.g. severe stress or trauma) they will need to be referred to a suitable agency for ongoing support. Your local or Group welfare manager will be able to assist with this.
- If the spontaneous volunteer has lost a possession they are entitled to compensation from the administering body (CDEM organisation/council).

b. Longer-term follow-up

- It is important to thank everyone who has assisted – a brief letter is appropriate, or you may wish to organise a barbeque or morning tea hosted by the mayor at a later date, for local people. You will need to keep a record of your volunteers for this purpose.
- Many spontaneous volunteers may not be local. To ensure that you can acknowledge these people consider use of national daily newspapers to post general thank-you messages to those that assisted. Newspapers will often donate space for this kind of community use. A story on the work and value of the spontaneous volunteers could be of interest to the media.
- Capture and document important facts, such as the dollar value of unaffiliated volunteers, success stories, and special activities. Utilise photographs, print and video stories from the media and feedback from organisations.
- Collect information from volunteers about their experience. Use this input for evaluation and future planning.

Follow-up with volunteers to promote long-term retention. If you do not have roles that people could fill within your organisation, encourage affiliation with organisations that provide opportunities matching volunteers' skills and interests – this helps to support your CDEM partners.

Section 6: Legal issues

A number of legislative compliance obligations affect CDEM organisations and territorial authorities with regard to the conduct of volunteers. These present an important risk management issue for territorial authorities that, in many cases, are the organisations primarily responsible for the conduct of most of the volunteers during a CDEM situation.

This section outlines some of the areas of law that are the most important to the management of **spontaneous** volunteers, and the responsibilities of territorial authorities. Each Act is described in terms of its coverage of spontaneous volunteers, followed by discussion of the obligations of the CDEM organisation/territorial authority. The way each piece of legislation affects spontaneous volunteers is specifically described.

It is important that CDEM volunteers, who may have less CDEM training than paid employees, are aware of their legal position, particularly the difference between declared and non-declared emergency. This is particularly important in regard to spontaneous volunteers.

6.1 Civil Defence & Emergency Management Act (2002)

Specific reference to volunteers in the CDEM Act

The Act refers specifically to volunteers in only two places:

1. Section 17 (1) (b) ('Functions of CDEM Groups') relates to the competence and suitable training of personnel in CDEM Groups, and provides for the training of volunteers.
2. Section 18 (2) (a) ('General Powers of CDEM Groups') provides for the powers of the CDEM Group that are necessary or expedient to enable it to perform its functions. It states that CDEM Groups may recruit and train volunteers for CDEM tasks.

Protection for volunteers

The CDEM Act also protects CDEM volunteers while they are acting in a declared emergency. There are three important provisions in the Act that protect the rights of CDEM volunteers:

1. Section 108 (1) provides for compensation for members of a CDEM group (or any other person who carries out Civil Defence Emergency Management under proper instruction) where they suffer loss or damage to personal property as a result of their CDEM work. This section states that such people are entitled to compensation for any personal property that has been lost, or the diminution in value of any personal property that has been damaged.
2. Section 110 relates to protection from liability. It states that, except as provided for elsewhere in the Act and except for acts or omissions that represent bad faith or gross negligence, no one can take action against any CDEM group officer or person to recover loss or damages that are due directly or indirectly to a state of emergency.
3. Section 112 (1) protects people involved in CDEM duties (including volunteers) from dismissal from their paid employment because of their absence for CDEM duties in a declared emergency, whether or not their employer had consented to that absence. (This provision does not, however, require the employer of a person absent on CDEM duties to pay him or her any remuneration while they are absent from their employment.)

The CDEM Act does not specify *particular* duties or obligations of territorial authorities toward CDEM volunteers. Nor does it prescribe any requirements (codes of conduct, training standards, and so on) of CDEM volunteers.

The intent of the legislation is for CDEM organisations to determine the CDEM needs of their region, and how best to meet those needs. This includes identifying which roles/functions are best filled by full-time staff, and which activities are appropriate for volunteers. This Best Practice Guide, issued by the Ministry of Civil Defence & Emergency Management, serves to establish sector best practice.

Coverage only relates to declared emergencies

The CDEM Act only protects CDEM personnel, including volunteers, during declared states of emergency. In other words, the provisions of the CDEM Act cover CDEM personnel acting in a declared Civil Defence emergency situation, but not in a non-declared emergency situation.

A non-declared emergency raises no legal issues under the CDEM Act. CDEM Groups are not liable for the actions of CDEM volunteers or any CDEM personnel in a non-declared emergency, nor are they expected to provide compensation under the CDEM Act.

It is important that CDEM volunteers, who may have less CDEM training than paid employees, are aware of their legal position, particularly the difference between a declared and non-declared emergency. A volunteer's protection during a non-declared emergency is patchy. For example, a CDEM volunteer will be covered for accident and injury by ACC, but not for losses or damage to their property (vehicles, equipment, and so on). In practice, these property losses could be off-set by insurance cover.

It is useful for all CDEM personnel to understand the legal difference between a declared and a non-declared emergency.

6.2 Employment Relations Act (2000)

Section 6 of the Act – 'Meaning of Employee' – specifically excludes volunteers.

Section 6: 'Meaning of employee'

- (1) In this Act, unless the context otherwise requires, employee ...
 - (c) excludes a volunteer who
 - (i) does not expect to be rewarded for work to be performed as a volunteer; and
 - (ii) receives no reward for work performed as a volunteer.

Volunteers do not have any employment rights in a legal sense, so when organisations are involving volunteers, they do not have to follow any of the provisions of the ERA in terms of good faith bargaining, unfair dismissal and so on.

Many organisations utilise some of the positive aspects of employment relations for their volunteers (such as job descriptions, supervision and performance appraisal) but these are best-practice tools only – they do not carry any legal weight in this situation. It is recommended that where organisations utilise aspects of employment relationships for their volunteers, they should keep the process and language quite distinct from their paid relationships (for example, by using the term 'volunteer assignment description' rather than 'job description').

6.3 Human Rights Act (1993)

The Human Rights Act uses an expanded definition of 'employment' that does include volunteers. The Act applies to "employees, voluntary workers, people seeking work, contract workers, (independent contractors) and in some contexts the clergy", and thus applies to a number of people who are not covered by other employment legislation, such as the Employment Relations Act (2000).

Discrimination is only unlawful when it occurs on one of the prohibited grounds and in one of the prohibited areas of public life. Prohibited grounds include race, gender, and disability. Prohibited areas of public life include employment.

Given that volunteers are defined as employees under the Human Rights Act, this means that organisations that involve volunteers must make sure that their selection of volunteers is not based on the prohibited grounds of discrimination. The selection process for volunteers should be based on areas such as skills, experience and qualifications, rather than issues such as race, gender or disability.

6.4 Health and Safety in Employment Act 1992 (incorporating the 2002 amendment)

The Health and Safety in Employment Act states that:

...“a volunteer:

- (a) means a person who -
 - (i) does not expect to be rewarded for work to be performed as a volunteer; and
 - (ii) receives no reward for work performed as a volunteer; and
- (b) does not include a person who is in a place of work for the purpose of receiving on-the-job training or gaining work experience.”

To summarise the coverage to volunteers provided by this Act: all volunteers are covered by a general duty of care, but enforceable duties are only owed to volunteers who are *employees* in all but name. This means spontaneous volunteers are excluded.

It is important to remember that 'duty of care' implies training, equipping and briefing *all* those involved in your work activities, or work place, including spontaneous volunteers.

Volunteers **not** covered by enforceable duties **are** covered by Section 3 D of the Act, which says the employer 'should take all practicable steps to ensure the health and safety of the volunteer while he or she is doing the work activity, in particular by taking hazards into account when planning the work activity'.

Keeping volunteers safe

The Act specifies a number of such practical steps that can be taken to keep people safe, and reflect principles of good practice. The Labour Department Occupational Safety and Health Service document - *Working Safely for Your Community: Health and Safety Guidelines for Community and Voluntary Organisations* - provides a useful checklist of those steps:

- Having a safe working environment, through reviewing your workplace, and identifying and managing hazards effectively
- Providing and maintaining your facilities so that people at work can be both healthy and safe

- Ensuring that your machinery and equipment are designed, made, set up, and maintained to be safe for people at work
- Ensuring that your systems of work do not lead to people being exposed to hazards in or around their place of work
- Providing people in your workplace with good information about the hazards that they may come across in their workplace
- Providing your employees and volunteers with good training and supervision
- Involving your employees and volunteers in health and safety planning and decisions
- Developing procedures for dealing with emergencies that might arise while people are at work.

6.5 Privacy Act (1993)

The Privacy Act 1993 deals with personal information. Personal information is defined as ‘information about an identifiable individual’ (i.e. any detail relating to a specific living natural person). The Privacy Act imposes limits on the gathering, storage, usage and disclosure of personal information by agencies. CDEM groups and local authorities, therefore, must adhere to the requirements of the Privacy Act.

All organisations that involve volunteers must ensure that their volunteers are observing the requirements of the Privacy Act while carrying out their voluntary work. To help ensure this, volunteers should be briefed on the need to be careful and discrete with personal information.

Detailed information and checklists in regard to requirements are available at www.privacy.org.nz/people/peotop.html

Privacy issues case study

An example of the kind of issue that can arise in regard to privacy issues is outlined in RAPID volunteer packages. It has been adapted and included below. It highlights the kind of issues that can arise if volunteers are not fully aware of their obligations in regard to personal information.

“Aroha helped out during a non-declared emergency. She was not part of the CDEM organisation in her area, but she wanted to assist anyway, so she turned up on the day at the CDEM headquarters. She volunteered to help for two hours to clear debris from the roads, which included some large, unwieldy branches, and was thanked for her involvement.

David also offered to help, but he was turned away from the volunteer situation because he was told ‘the work is a bit physical at the moment’. As he was leaving, he noticed some papers lying around the office, visible to the public, with some personal information about his niece, including her address and phone number. He thought that the group should have taken better care of this information. He was upset about the information being visible and told people in his community, which led to some negative feelings about the CDEM organisation locally.”

6.6 Injury Prevention, Rehabilitation and Compensation Act

Volunteers should be made aware of their coverage under the Injury Prevention, Rehabilitation and Compensation Act 2001 through ACC. The issue is especially important for volunteers who are not currently in paid work.

If volunteers are injured in the course of their voluntary work, and have to take time off their paid work for longer than one week after the accident, they are eligible for weekly compensation. This is because accidental injuries that occur in the course of voluntary work are classified as non-work injuries. A CDEM volunteer in this situation would receive weekly ACC compensation based on their pre-injury employment earnings. As with other non-work injuries, the first week would not be paid by either their employer or ACC.

However, if volunteers are injured in the course of their voluntary work, and they are not in any paid work, they are not eligible for weekly compensation. This is because they have not 'lost' any weekly income. They may be entitled to other assistance, which can be sought through Work and Income.

All volunteers, spontaneous and otherwise, must be informed of their coverage under the Injury Prevention, Rehabilitation and Compensation Act 2001. Given that CDEM volunteers will be involved in potentially dangerous situations, CDEM organisations may wish to consider insurance cover for volunteers.

7. Further Information

This is a brief discussion of related legislation and more information can and should be sought from territorial authorities.

RAPID training packages that relate to volunteer management and other useful resources are listed in Annex A.

Section 7: The operational box

An operational box is a useful tool to assist those who may have to manage spontaneous volunteers. A comprehensive collection of documentation, developed in advance as part of your planning process, will facilitate management of spontaneous volunteers and ensure your CDEM organisation has the tools to maximise their use.

Your operational box should include the documents detailed below. There may be others specific to your organisation, which should also be included:

Document required	Example template provided in Annexes
Spontaneous Volunteer Job Description	✓
Spontaneous Volunteer Task and Equipment Listing	✓
Key Communications Messages (pre-drafted)	✓
Listing of coordination support agencies	
Listing of potential locations for volunteer reception centres	
Details of potential staff requirements for volunteer reception centres	
Outline floor Plan for a volunteer reception centre	✓
Volunteer identification guide/SOPs	✓
A diagram of lines of communications in regard to spontaneous volunteers in your organisation.	
Spontaneous volunteer registration form	✓
Brief spontaneous volunteer interview example template	✓
A short briefing sheet for use during an orientation session	✓
A brief volunteer assignment description	✓
Fact sheet – responsibilities in regard to care/OSH	✓
Debriefing guide – shift debrief	✓
Detailed debriefing guide	
A list of organisations to which you could refer spontaneous volunteers following your event.	

Consider the likely size of your operations and make sure adequate amounts of documentation are available, or that you will have access to a photocopier to print extra forms etc. You should also include any other stationery items you are likely to need – e.g., pens, paper, staplers and stamps.

Annex A: Resources regarding legal issues in volunteering in New Zealand.

Publications that will assist with your work

New Zealand Federation of Voluntary Welfare Organisations. *Risk Management: Managing Legal Risks for Voluntary Organisations* (1998, with later additions). Available from NZFVWO – email admin@nzfwo.org.nz; telephone (04) 385 0981 or visit www.nzfwo.org.nz

At the time of writing, the Federation and the Office for the Community & Voluntary Sector were drafting a new, free resource on legal liability, called *Keeping it Legal: E Ai Ki Te Ture*. It will be available from the Office's website www.ocvs.govt.nz

Training resources

RAPID training packages regarding volunteer management are available. General packages include:

- Administer a CDEM volunteer section
- Recruit, Appoint and Support Volunteers
- Knowledge of Volunteer Framework in NZ

A package specifically designed to address issues relating to spontaneous volunteers compliments this guideline:

- Manage Spontaneous Volunteers in an Emergency.

More information is available on: www.rapid.org.nz

Websites

The following websites provide further assistance with legislation that applies to volunteers:

- Civil Defence Emergency Management Act: www.mcdem.govt.nz
- Employment Relations Act: www.ers.dol.govt.nz
- Human Rights Act: www.hrc.co.nz
- Health and Safety in Employment Act: www.workinfo.govt.nz
- Privacy Act: www.privacy.org.nz
- Accident Compensation Corporation: www.acc.co.nz

Specific information about volunteers is available at:

- www.acc.co.nz/claimscare/making-a-claim/volunteer-workers--your-guide-to-acc-cover/
- Volunteer Reimbursement - Inland Revenue Department: www.ird.govt.nz
- Volunteer Drivers (Land Transport New Zealand) www.ltsa.govt.nz/factsheets/18.html

Annex B: Spontaneous Volunteer Coordinator Job Description

Purpose	Assess and allocate spontaneous volunteers during an emergency and to plan for and develop the resources necessary for SV management.
Reports to	Welfare Centre Supervisor
Functional Relationships	Welfare Centre Supervisor, spontaneous volunteers
Knowledge / Experience	<p>In order to fulfil their role, a spontaneous volunteer coordinator must have basic skills and knowledge including:</p> <ul style="list-style-type: none"> • Knowledge of CDEM processes and procedures • Local knowledge • Personal management skills • Legislation knowledge • Basic logistics knowledge • Office procedure skills • Hazard and risk management skills and knowledge
Personal Attributes	<p>A spontaneous volunteer coordinator should have personal attributes that will enable them to undertake the job such as:</p> <ul style="list-style-type: none"> • The ability to effectively deal with all types of people from different socio-economic backgrounds, cultures etc • Ability to act professionally under stress
Training	A spontaneous volunteer coordinator must participate in welfare training on a regular basis.
Responsibilities during an activation	<ul style="list-style-type: none"> • Assessment of 'on the day' volunteers • Allocation of volunteers to role within the response and recovery activities • Maintenance of volunteer documentation • Acknowledgement of volunteer assistance
General Responsibilities	<ul style="list-style-type: none"> • Participate in ongoing welfare training as required • Be involved in the planning and development of resources for spontaneous volunteer management

Annex C: Spontaneous volunteer coordinator action checklist

Personal details:	
Name	
Work Phone	
Home Phone	
Cell Phone	
<i>Direct report to: Welfare Centre Manager</i>	
Responsible For Managing:	
<ul style="list-style-type: none"> • Welcoming volunteers 	
<ul style="list-style-type: none"> • Assessment of spontaneous volunteers 	
<ul style="list-style-type: none"> • Appointment of tasks to volunteers 	
<ul style="list-style-type: none"> • Declining volunteers who are not required 	
<ul style="list-style-type: none"> • Welfare of team members 	
Readiness	
<input type="checkbox"/>	Participate in welfare training on a regular basis as appropriate
<input type="checkbox"/>	Create a list of items that will be required when activated
<input type="checkbox"/>	Be familiar with the activation procedure
<input type="checkbox"/>	Keep contact details up to date
On Activation	
<input type="checkbox"/>	Inform family of intentions
<input type="checkbox"/>	Assemble all personal items required
<input type="checkbox"/>	Report to the designated welfare centre
<input type="checkbox"/>	Liase with the welfare manager and other staff on the layout of the centre as appropriate
<input type="checkbox"/>	Set up volunteer registration desk at main public entrance

Equipment Required	
<input type="checkbox"/>	CD Jerkins / Armbands
<input type="checkbox"/>	Table and chairs
<input type="checkbox"/>	Pens
<input type="checkbox"/>	Spontaneous volunteer registration forms
On-going	
<input type="checkbox"/>	Ensure that all spontaneous volunteers register
<input type="checkbox"/>	Ensure security of welfare centre
<input type="checkbox"/>	Manage spontaneous volunteer interviews, their role appointments and handover to task supervisors
<input type="checkbox"/>	Manage polite declining of spontaneous volunteers who are not required
<input type="checkbox"/>	Maintain regular liaison with the Centre Supervisor regarding priorities of roles to be filled
On Termination	
<input type="checkbox"/>	Ensure area is clean and tidy
<input type="checkbox"/>	Forward documentation to EOC
<input type="checkbox"/>	Carry out debriefing and evaluation process
<input type="checkbox"/>	Thank all volunteers for their assistance
<input type="checkbox"/>	Arrange for an appropriate letter of appreciation to be sent to all volunteers by Controller / Mayor etc
<input type="checkbox"/>	Offer volunteers an opportunity to become members of their local Civil Defence organisation, where appropriate

Annex D1: Spontaneous volunteer, desk based tasks

Tasks	Useful Skills	Resources Required
Accommodation <ul style="list-style-type: none"> • Fill in forms • Update lists and information boards • Log keeping 	Legible handwriting	Forms Pens Paper/log books
Administration <ul style="list-style-type: none"> • Registration forms (filing, passing onto Red Cross, listing urgent needs) • Delivering equipment to sections • Putting up and maintaining signs • Updating information boards • Registering staff, giving out jerkins • Maintain toilets • Call in next shift • Log and process visitors 	Legible handwriting	Pens Forms Jerkins Phones
Communications <ul style="list-style-type: none"> • Operating phones and faxes • Operating radios • Log Keeping 	Radio operator experience	Phones Faxes Radios Quiet area
Personal Services <ul style="list-style-type: none"> • Welcome and greet evacuees • Provide emotional support • Direct to specialist staff 	Counselling Multiple languages	
Registration <ul style="list-style-type: none"> • Fill in forms • Deliver forms to Administration • Log keeping 	Legible handwriting Multiple languages	Pens Desk by main entrance

Annex D2: Spontaneous volunteer, active tasks

Tasks	Useful Skills	Resources Required
Catering <ul style="list-style-type: none"> • Check special dietary requirements • Prepare and serve meals • Provide on-going light refreshments • Maintain kitchen and dishes • Rubbish disposal 	Catering experience	Kitchen facilities Food Water Plates etc
Clothing <ul style="list-style-type: none"> • Issue clothing etc • Record keeping • Stack and sort deliveries 	Physical strength	
Entertainment <ul style="list-style-type: none"> • Supervise activities for children • Play with children • Operate electronic equipment 		
First Aid <ul style="list-style-type: none"> • Provide First Aid to team members • Provide First Aid to other affected people 	Current medical qualifications (and registration if applicable) required	Medical cache Quiet area
Runners <ul style="list-style-type: none"> • Escort people • Pass on information • Deliver forms etc 	Physical fitness Good memory for names	
Security <ul style="list-style-type: none"> • Monitor entrances and exits • Direct traffic and people • Patrol car park 	Diplomatic manner	Radio to contact centre manager Cell phone to contact Police

Annex E: Key communications messages for spontaneous volunteers

Example Public Information Message – Request for Volunteers via Radio Stations

Due to the recent flood emergency in the (*your name here*) area, Civil Defence is requesting volunteers who are able to assist in the following areas:

- Basic administration tasks
- Care of the elderly
- Catering

If you are able to assist, please report to:

The Emergency Operations Centre
100 Main Street
Town Central

At 12:15pm Tuesday. Or telephone (04) 473 7363

Although this work will be based indoors all volunteers should be prepared for the weather, so warm clothing, suitable footwear and a waterproof jacket are advised.

Volunteers will also need to bring their own lunch and drinking water. All other equipment will be provided.

Volunteers reporting to the Emergency Operation Centre will be briefed and then transported to their worksite. Volunteers will be returned to the Emergency Operations Centre at the end of their shift.

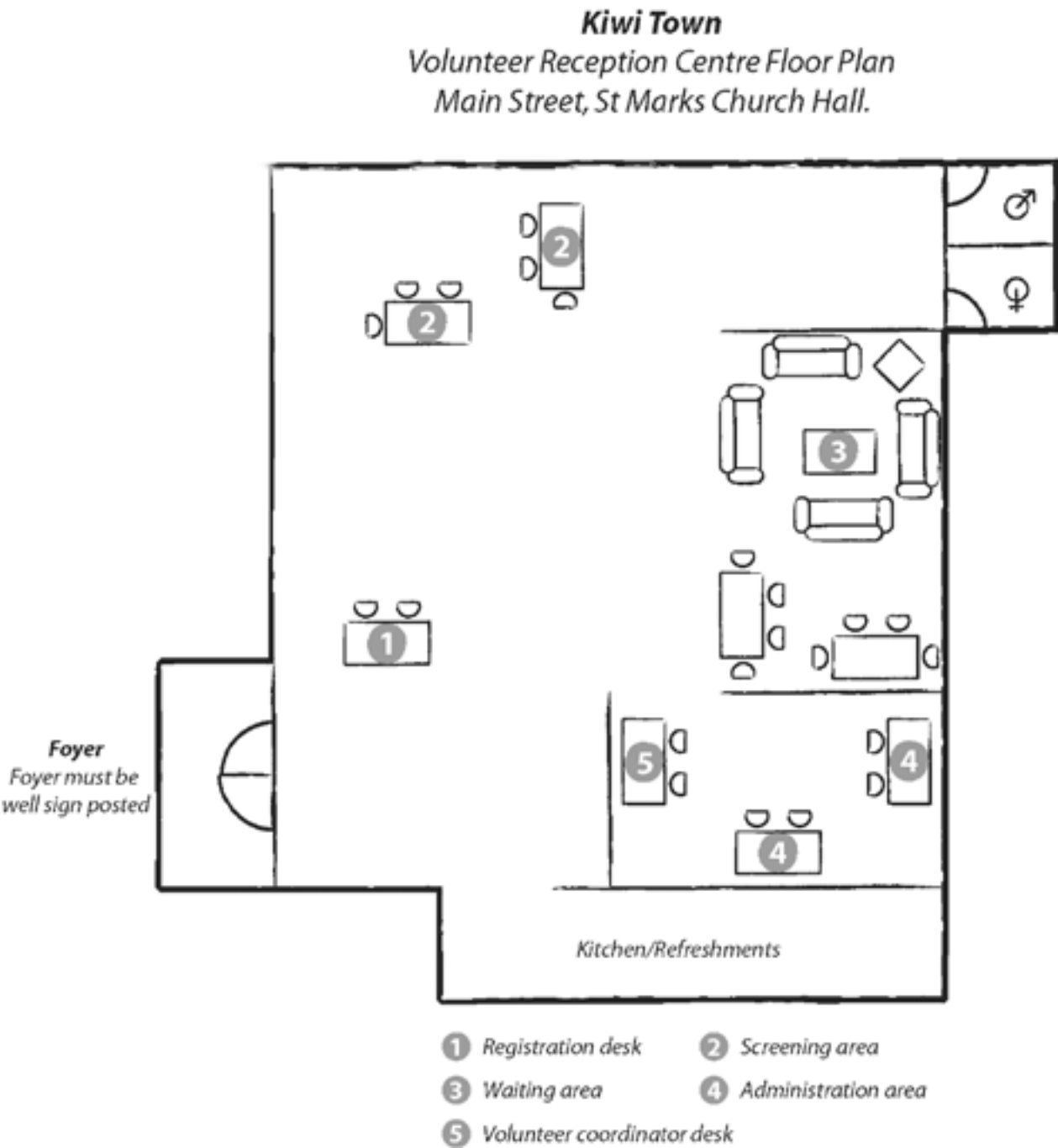
Example Public Information Message – no volunteers needed

The (*your name here*) council would like to thank all those who have offered their assistance during the current flooding event.

Although no volunteers are required at this stage, potential volunteers should stay tuned to their radio, as help may be needed later if the rain continues. We will keep you advised of any developments.

Thank you for offering to help your community.

Annex F: Outline floor plan for a volunteer reception centre



Annex G: Example CD volunteer badge.

<i>insert council logo</i>	This is to certify that

	is appointed as a

The individual named overleaf is volunteering for the (<i>insert Council Name</i>) and should be given every assistance	
Sig of CD Official: _____	
Sig of appointee: _____	
ID issued: ____/____/____ Expires: ____/____/____	
Induction briefing Completed <input type="checkbox"/>	Health & Safety briefing completed <input type="checkbox"/>

Annex H: Spontaneous volunteer registration form

Personal Details

Name: _____

Address: _____

Contact number: () _____

Skills/Preferences

Please put a tick in the box(es) alongside the particular skills that you have, or the role that you would have a preference for and note any relevant experience where applicable.

Role	Relevant Experience (if any)
Administration	
Care of Children	
Care of Elderly	
Catering	
Interpretation - please specify language:	
Medical Training	
Other - please specify:	
Radio Operating	
Physical Labour	

Role in Civil Defence response

I hereby accept the role of _____ for such time as I may be rostered during the time that the Civil Defence Response is operating.

I realise the importance of not disclosing any personal details relating to people that I may assist, and undertake not to pass on personal information to any other person(s) other than those required to have it to perform their role in the response.

I acknowledge that I will work under the direction of Civil Defence staff at all times.

Signed:

Date: ____/____/____

Office purposes only	
Time and date duty commenced	

Annex I: Spontaneous volunteer interview example template

With thanks to Red Cross Volunteer Management 1999

Why do you want to help?

This question may help you screen out unsuitable volunteers. Go with your intuition if you are uneasy about the individual but can't figure out why

What skills and training have you had in the last few years?

Use prompts to find skills that correspond with hospitality (cooking, serving) medical (first aid, nursing), office experience (administration, filing, computer), industrial (warehouse, forklift, inventory control). Try to determine whether skills are at a basic, intermediate or advanced level.

Are there any jobs that you would prefer not to do, or are unable to do?

Do you have any medical conditions or allergies that we should know about?

What type of work do you enjoy yourself?

For yourself:

What skills would this person bring?

What tasks would this person be best suited for?

What factors would you consider in placing this person? (age, energy level, ability to communicate, personality traits such as energy and patience)

Annex J: Spontaneous volunteer orientation briefing sheet (3 page)

Background Information	Introduction	Introduce yourself. Thank volunteers for their time contributing to the community.
	Locations involved <ul style="list-style-type: none"> • national / regional / district event • detail locally affected areas / towns / streets 	
	Description of a) the event <ul style="list-style-type: none"> • number and degree of affected people • extent of utility and property damage 	
	b) its cause <ul style="list-style-type: none"> • briefly describe 	
	c) the outlook <ul style="list-style-type: none"> • aftershocks? • weather forecast • expected duration of event • any major anticipated complicating / simplifying factor 	
	Response activities a) What is happening here <ul style="list-style-type: none"> • role of centre • numbers of affected we can expect • expected duration of centre's operation 	
	b) What is happening elsewhere <ul style="list-style-type: none"> • Other agencies, e.g. Police Fire (Urban, Rural) Council staff Contractors Incoming support 	
	Description of d) the event <ul style="list-style-type: none"> • number and degree of affected people • extent of utility and property damage 	
	e) its cause <ul style="list-style-type: none"> • briefly describe 	
	f) the outlook <ul style="list-style-type: none"> • aftershocks? • weather forecast • expected duration of event • any major anticipated complicating / simplifying factor 	

	Response activities c) What is happening here <ul style="list-style-type: none"> • role of centre • numbers of affected we can expect • expected duration of centre's operation 	
	d) What is happening elsewhere <ul style="list-style-type: none"> • Other agencies, e.g. Police Fire (Urban, Rural) Council staff Contractors Incoming support 	
	Description of g) the event <ul style="list-style-type: none"> • number and degree of affected people • extent of utility and property damage 	
	h) its cause <ul style="list-style-type: none"> • briefly describe 	
Task Allocation	Overview <ul style="list-style-type: none"> • Provide a description of each of the elements of the centre. 	
	Specific tasks <ul style="list-style-type: none"> • Task individuals to perform their specific roles 	
Administration and Logistics	Shift schedules	
	Reporting for work <ul style="list-style-type: none"> • who to • where • transport arrangements 	
	Logging <ul style="list-style-type: none"> • how to log in / out • where to log in / out 	
	Breaks <ul style="list-style-type: none"> • Who to talk to • Usual frequency • Usual duration 	
	Location of facilities <ul style="list-style-type: none"> • Food and drink • Smoking areas • Task areas • Toilets Personal logistics <ul style="list-style-type: none"> • Clothing needs, e.g. boots, weatherproof • Equipment briefing 	

Command and Communications	Who is in charge <ul style="list-style-type: none"> • Structure of centre • Name of immediate superior and overall manager • Location of immediate superior 	
	Specific tasks <ul style="list-style-type: none"> • Task individuals to perform their specific roles 	
	Communications <ul style="list-style-type: none"> • How to contact supervisor, manager • Relevant phone numbers, radio frequencies 	
	Identification <ul style="list-style-type: none"> • ID cards • Jerkins 	
	Safety <ul style="list-style-type: none"> • Importance of safety • Hazards, eg stress, affected persons • Health and Safety checklist 	
	Client Confidentiality <ul style="list-style-type: none"> • Describe policy for volunteers • Who to report to for advice 	
	Media <ul style="list-style-type: none"> • Standard response • Who is entitled to speak to media • Who to refer media to 	
	Diversity <ul style="list-style-type: none"> • Aversion to charity • Differing family structures • Awareness of overgeneralising 	
Site Specific	Equipment Briefing	
	Hazard Briefing	
Last Comments	Acknowledge and thank volunteers	

Annex K1: Volunteer assignment description – sandbagging

Purpose	To directly assist our community through the creation and maintenance of flood defences.
Reports to	Name Role
Functional Relationships	Team members, supervisor, volunteer manager, Civil Defence officials, Council contractors, property owners
Tasks	<div> <div> <ul style="list-style-type: none"> • Fill sandbags • hold open bags whilst others fill • load sandbags onto pallets / vehicles / wheelbarrows • transport sandbags • place sandbags • compact sandbags • dig trenches • lay polythene. </div> <div> <p>Tick to show consent</p> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </div> </div>
Skills required	Physical Fitness <input type="checkbox"/>
Performance Measures	Supervisor will check in each shift to see how you are managing with your role. <input type="checkbox"/>
Equipment Required	Provide & wear own <ul style="list-style-type: none"> • heavy shoes <input type="checkbox"/> • Warm and weatherproof clothing <input type="checkbox"/> Use provided <ul style="list-style-type: none"> • Shovels, gloves, goggles <input type="checkbox"/>
Hazards	Use correct lifting technique. Be aware of dangers of working near moving and possibly contaminated water. <input type="checkbox"/> Personal hygiene; wash hands before eating. <input type="checkbox"/> Dehydration and exhaustion; drink water and have regular rest breaks. <input type="checkbox"/>
Volunteer Signature	
Volunteer Name	
Date, time and shift duration	

Annex K2: Volunteer assignment description – cordon control

Purpose	To assist our community by establishing and maintaining a cordon around an incident. This will create a safe and secure environment for the public and emergency responders.
Reports to	Name _____ Role _____
Functional Relationships	Team members, supervisor, emergency services, Civil Defence officials, general public
Tasks	<div style="text-align: right;">Tick to show consent</div> <ul style="list-style-type: none"> • To remain at a specified location to prevent access by unauthorised persons <input type="checkbox"/> • Wear identification at all times <input type="checkbox"/> • Work in pairs where possible <input type="checkbox"/> • Stop all foot and vehicle traffic <input type="checkbox"/> • Explain reason for cordon, assess whether person is authorised to enter <input type="checkbox"/> • Maintain log of access <input type="checkbox"/> • Communicate with others using radios and cell phones <input type="checkbox"/>
Skills required	Communication, patience, reliability. Ability to work in an isolated area. <input type="checkbox"/>
Performance Measures	Supervisor will check in each shift to see how you are managing with your role. <input type="checkbox"/>
Equipment Required	Provide & wear own <ul style="list-style-type: none"> • Snacks and drinking water <input type="checkbox"/> • Warm and weatherproof clothing <input type="checkbox"/> Use provided <ul style="list-style-type: none"> • Hi visibility vests, identification, lighting equipment, clipboard and pens <input type="checkbox"/>
Hazards	Working near traffic <input type="checkbox"/>
Volunteer Signature	
Volunteer Name	
Date, time and shift duration	

Annex K3: Volunteer assignment description – catering team member

Purpose	To assist our community by providing emergency responders and affected people with food and drink
Reports to	Name _____ Role _____
Functional Relationships	Team members, Supervisor, responders, emergency services, Civil Defence officials, displaced persons, general public.
Tasks	<div style="text-align: right;">Tick to show consent</div> <ul style="list-style-type: none"> • Serve prepared food <input type="checkbox"/> • Prepare food <input type="checkbox"/> • Make and serve hot and cold drinks <input type="checkbox"/> • Provide and maintain hand washing facilities <input type="checkbox"/> • Clearing up and cleaning of kitchen and dining areas <input type="checkbox"/>
Skills required	Food handling, personal hygiene <input type="checkbox"/>
Performance Measures	Supervisor will check in each shift to see how you are managing with your role. <input type="checkbox"/>
Equipment Required	Provide own & wear when appropriate <ul style="list-style-type: none"> • Warm and weatherproof clothing <input type="checkbox"/>
Hazards	Long hair must be tied up <input type="checkbox"/> Knives <input type="checkbox"/> Heat / cooking surfaces <input type="checkbox"/> Slipping <input type="checkbox"/> Working in improvised or unfamiliar environment <input type="checkbox"/>
Volunteer Signature	
Volunteer Name	
Date, time and shift duration	

Annex L: Health and safety fact sheet

Purpose	To ensure we follow good health and safety practices by identifying, eliminating, isolating and minimising hazards.
Supervisor's Details	Name _____ Role _____
General Note	You are being given this information so that the health and safety of yourself and others is not put at risk during your time assisting your community.
Do you know	<div style="text-align: right;">Tick to show consent</div> <ul style="list-style-type: none"> • Where the emergency exits are? <input type="checkbox"/> • Who here is trained in first aid? <input type="checkbox"/> • Where the First Aid kit is? <input type="checkbox"/> • What the actual and potential hazards of this place are? <input type="checkbox"/> • The results of any monitoring of those hazards? <input type="checkbox"/> • Who to report to if an accident or near miss occurs? <input type="checkbox"/>
You have a responsibility to follow good health and safety practices by	<ul style="list-style-type: none"> • Wearing the required personal protective equipment <input type="checkbox"/> • Taking steps to change the situation if you think an unsafe practice is being carried out, by yourself or others <input type="checkbox"/> • Making your workplace safe. If you cannot, inform your supervisor. <input type="checkbox"/> • Following our procedures for reporting <ul style="list-style-type: none"> o Accidents and near misses <input type="checkbox"/> o Illness and injury <input type="checkbox"/> o Hazards <input type="checkbox"/> • Co-operating with the monitoring of workplace hazards and others' health <input type="checkbox"/>
Volunteer Signature	
Volunteer Name	
Date, time and shift duration	

Annex M: Example debriefing checklist

Thank you Be sure to thank every group that is attending the debriefing for their support. (e.g. catering, reception, personal support, etc).
Positives Ask the group for ideas that went well.
Negatives Ask the group for areas of improvement.
Future Supporters Ask the group of any people who would be willing to assist in the future and give contact details for this purpose.
Goodbye Give a final thank you and wish your volunteers a safe journey home.

