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STRATEGIES FOR NON-TRADITIONAL EMERGENCY VOLUNTEERS

A RISK-BENEFIT FRAMEWORK FOR DECISION-MAKING

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Cover: Stakeholders assess risks and benefits of alternative strategies, by Andrew McCullough



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MAIN MESSAGES

- A high level Risk-Benefit framework has been designed that can assist decision-makers in emergency management organisations (EMOs) to identify and consider potential benefits and risks of alternative strategic options for 'non-traditional' emergency volunteers in response and recovery phases. The framework combined recent research with input from two stakeholder workshops.
- *Non-traditional emergency volunteering* is any type of volunteering that is: 1) Focused on contributing to emergency prevention, preparedness, response, and/or relief and recovery, and 2) Involves volunteers who are not 'traditional' emergency management volunteers affiliated with EMOs. This includes but is not limited to spontaneous volunteering. Other examples are community-based disaster risk management, volunteering via extending groups, and employer supported volunteering.
- There are six broad strategic options included in the Risk-Benefit framework: 1) **Do Nothing**, 2) **Curtail**, 3) **Contain**, 4) **Select**, 5) **Adapt**, and 6) **Enable**. They represent broad types of strategies that would guide the selection and implementation of more specific activities. The framework includes potential risk/benefit tables populated for each of these options.
- Adopting a strategy other than **Do Nothing** does not mean that an EMO would necessarily directly manage the activity of non-traditional volunteers. **Select** and **Adapt** type strategies involve direct management, while **Curtail**, **Contain** and **Enable** type strategies would involve communication activities and, for the **Enable** strategy, also capacity building for self-organised volunteers.
- The framework can assist decision-makers in two main ways.
 - First, it maps out a wider range of potential risks and benefits than are likely to be immediately evident to EMOs. It thus enables a more complete, better-informed basis for making decisions.
 - Second, it leads decision-makers to consider more diverse options than a simple 'do or don't' approach.
- As the Risk-Benefit framework is a high level framework meant to apply broadly across a diverse range of non-traditional volunteering, it cannot be used as a prescriptive decision making tool. Rather, it is a guide to enable more informed and complete risk-benefit decision making. The value and impact of the Risk-Benefit framework will depend greatly on how it is used, by whom, and for what specific purposes.
- This report presents the first and second versions of the framework. The framework may be further refined in future, subject to ongoing research and stakeholder interest. Key steps would be user testing and evaluation, and the specification of more targeted risk/benefit tables for key types of non-traditional volunteering.



EXECUTIVE SUMMARY

Introduction and context

This report presents a Risk-Benefit framework that can assist decision-makers in emergency management organisations (EMOs) to identify potential benefits and risks of alternative strategies for 'non-traditional' emergency volunteers. The framework was developed primarily from stakeholder input in two workshops, combined with recent research.

Non-traditional emergency volunteering includes any type of volunteering – formal and informal - that is: 1) Focused on contributing to disaster and emergency prevention, preparedness, response, or relief/recovery and 2) Involves volunteers who are not traditional emergency management volunteers affiliated with EMOs.

Different strategies for non-traditional volunteers bring different sets of potential benefits, challenges and risks for communities, volunteers, and EMOs. Not all of the potential consequences of different options will be immediately evident to a particular organisation at a particular point in time. Without decision support EMOs may perceive greater risks with non-traditional emergency volunteers and voluntary organisations and overlook or downgrade potential benefits due to unawareness, unfamiliarity, or risk aversion.

Results and implications

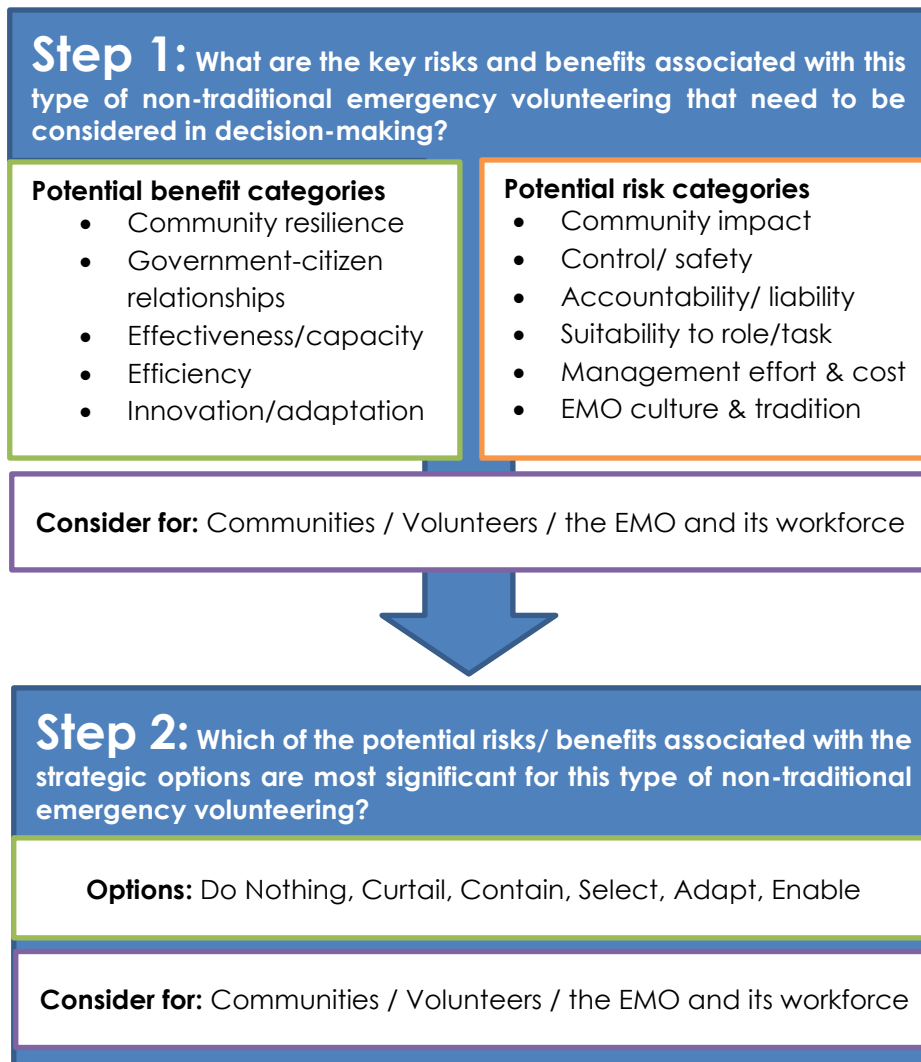
The Risk-Benefit framework considers six strategic options for EMOs to plan for non-traditional emergency volunteering that occurs in response and recovery phases:

Increasing EMO engagement, acceptance & organisational change	Enable	EMOs support or build capacity of self-organised volunteers and emergent/extending voluntary groups.
	Adapt	EMOs adapt management systems to embrace non-traditional forms of emergency volunteering.
	Select	EMOs selectively manage specific, low-risk volunteering that requires minimal change to existing management systems.
	Contain	EMOs seek to reduce volunteering risks through information and communication, on-site safety management, or diverting people to low risk volunteering pathways with other EMOs.
	Curtail	EMOs dissuade, stop or exclude volunteers, including referring them to recruitment pathways for traditional EM volunteers.
	Do Nothing	EMOs have no plans in place.

Adopting a strategy other than **Do Nothing** does not mean that an EMO would necessarily directly manage the activity of non-traditional volunteers. **Select** and **Adapt** type strategies involve direct management, while **Curtail**, **Contain** and **Enable** type strategies would involve communication activities and, for the **Enable** strategy, also capacity building for self-organised volunteers.

Of all the strategic options considered in the framework, the **Enable** option is likely to be the most confronting to EMOs. Self-organised volunteers that are not affiliated with, or overseen by, an EMO are widely viewed from within the established emergency management system as extremely risky, undesirable and a potential threat. However, some of the most impactful and significant examples of non-traditional emergency volunteering in a post-disaster setting in recent years have been self-organised and emergent. Thus, considerable opportunity to maximise benefits of more emergent and innovative forms of volunteering could be missed if this strategic option is not also considered.

The framework includes potential risk/benefit tables populated for each of the six strategic options. Many of the items included are conditional on the particular risks and benefits that are assessed, or assumed, to be associated with a specific type or instance of non-traditional emergency volunteering. As such, a two-step risk-benefit assessment is needed:





The framework can assist decision-makers by mapping out a wider range of potential risks and benefits than are likely to be immediately evident to EMOs. It thus enables a more complete, better-informed basis for making decisions. Second, it leads decision-makers to consider more diverse options than a simple 'do or don't' approach.

As the Risk-Benefit framework is a high level framework meant to apply broadly across a diverse range of non-traditional volunteering, it cannot be used as a prescriptive decision making tool. Rather, it is a guide to enable more informed and complete risk-benefit decision making. The value and impact of the Risk-Benefit framework will depend greatly on how it is used, by whom, and for what specific purposes.

Approach

The research and development that supports the framework involved four steps. An initial Risk-Benefit framework was proposed. Risks and benefits of the strategic options included were then assessed by stakeholders in two workshops. In response to this input, the framework was revised, and risks and benefits updated accordingly.

As part of the workshops, stakeholders identified potential benefits and risk of non-traditional emergency volunteering for response, and immediate relief/recovery phases. Their input aligned well with research on citizen responses to disaster. Potential benefits fell into five categories shown in the diagram above under Step 1. Potential risks fell into six categories, also shown above.

Stakeholder input was combined with recent research to populate risk/benefit tables for the six strategic options, sorted for three key stakeholder groups: communities (impacted by a disaster), non-traditional emergency volunteers, and EMOs (including their traditional, emergency management volunteers). These tables support Step 2 of the two-step risk-benefit assessment shown above.

Further research and next steps

The framework may be further refined in future, subject to ongoing research and stakeholder interest. Key steps would be user testing and evaluation, and the specification of more targeted risk/benefit tables for key types of non-traditional volunteering.



END USER STATEMENT

Andrew McCullough, *People and Culture, NSW SES*

Over the last twelve months the NSW SES has been working to develop a flexible volunteering model. We've identified that communities want to volunteer in different ways: people have increasingly busy work and family lives so we're developing a flexible volunteering model to enable more diverse group of community members to volunteer with the NSW SES.

We're utilising research from the Bushfire and Natural Hazards CRC to guide us in that journey, and to help develop and enable our flexible volunteering model. We're using different elements of the research to pilot the model in communities across the state. As part of the project we're developing ways to work more closely with spontaneous volunteers, corporate volunteers as well as different ways to engage the community to becoming more resilient and learn about emergency management.

The NSW SES is looking to lead in this space - and this has only been possible with the help of the research from the CRC.



GLOSSARY

Community resilience	The National Strategy for Disaster Resilience [1] describes characteristics of disaster resilient communities, individuals and organisations as: “functioning well while under stress; successful adaptation; self-reliance; and social capacity” (p.5).
Community-based disaster risk management (CBDRM)	CBDRM reorients disaster management around principles of community participation, ownership and capacity-building.[2]
Digital/ virtual volunteering	“Completed, in whole or in part, using the Internet and a home, school, telecenter, or work computer or other Internet-connected device, such as a smartphone (a cell phone with Internet functions) or personal digital assistant (PDA).”[3]
DRC Typology	A fourfold typology of organised response to disasters developed in the 1960s by the Disaster Research Centre at the University of Delaware. The typology identifies four types of organisation based on a classification of tasks (regular and non-regular) and structure (old or new): 1) established, 2) expanding, 3) extending, and 4) emergent. [4-7]
Emergency management organisations (EMOs)	Governmental and non-governmental organisations that have recognised roles in the relevant state and territory, district or municipal emergency management and recovery plans. Includes both established and expanding groups/organisations.
Emergent groups	New groups that form in response to a disaster event, usually informal in structure and often involve informal volunteering.[5, 6] Increasingly digitally-enabled. [8]
Episodic volunteers	“Individuals who engage in one-time or short-term volunteer opportunities.”[9]
Established groups/ organisations	“involve routine tasks performed through existing structures”, e.g. fire authorities, emergency services [4, 6]
Expanding groups/ organisations	“undertake regular tasks through new structures. These are typically volunteer associations or groups whose core activities are non-emergency related but have latent emergency functions.” [4, 6]
Extending groups/ organisations	A group without a prior emergency management role that extends its volunteer activities into that area in response to an event or an increase in risk awareness, e.g. sporting clubs, community associations.[4, 6]
Formal volunteering	“Takes place within organisations (including institutions and agencies) in a structured way.”[10]
Informal volunteering	“Acts that take place outside the context of a formal organisation.”[10]
Non-traditional emergency volunteering	Any type of volunteering that is: 1) Focused on contributing to emergency prevention, preparedness, response, or relief/recovery and 2) Involves volunteers who are not traditional emergency management volunteers affiliated with emergency management organisations (EMOs).



<p>Spontaneous volunteering</p>	<p>“Those who seek to contribute on impulse—people who offer assistance following a disaster and who are not previously affiliated with recognised volunteer agencies and may or may not have relevant training, skills or experience.”[11] May or may not, depending in usage of the term, include informal volunteering and volunteering within the communities impacted by a disaster.</p>
<p>Traditional emergency management volunteering</p>	<p>Formal, accredited volunteers who are affiliated with emergency management organisations (EMOs) in ongoing, high-commitment response and relief/recovery roles.</p>
<p>Traditional volunteering</p>	<p>Involves “a lifelong and demanding commitment” to an organisation, and is underpinned by “traditional” collective and altruistic values and devotion to community service.[12]</p>
<p>Volunteering</p>	<p>“Any activity in which time is given freely to benefit another person, group or organization.”[13] “Time willingly given for the common good and without financial gain.”[10]</p>



1. INTRODUCTION

This report presents a Risk-Benefit framework that can assist decision-makers in emergency management organisations (EMOs) to identify potential benefits and risks of alternative strategies for 'non-traditional' emergency volunteers. It also outlines the process used to develop the framework.

The framework was developed by researchers at RMIT University as a part of the *Out of Uniform: Building community resilience to disasters through non-traditional emergency volunteering* project of the BNHCRC. This project aims to support the development of more inclusive volunteer strategies in the emergency management sector through reviews of the state of research knowledge in this area, case studies of non-traditional emergency volunteering on-the-ground, and the development of this Risk-Benefit framework.

2. CONTEXT

Volunteering is defined here according to the Volunteering Australia definition:

*"time willingly given for the common good and without financial gain."*¹⁰

This definition includes both formal and informal volunteering (i.e. with and without association with a formal organisation). This contrasts with past mainstream definitions that focused more narrowly on formal volunteering only. [4] Broader definitions like the one above are more inclusive of the range of ways that people help others before, during and after disaster events.

Importantly, this definition also include short- as well as long-term volunteering, in recognition of a decrease in the 'traditional' model of volunteering through regular, high commitment engagement with a single organisation, and an increase in more diverse, fluid, digitally-enabled and episodic ways of volunteering in the 21st century. [14]

EMOs rely largely on the traditional model of volunteering. Consequently, their existing volunteer base is under increasing pressure in light of the transformation of modern volunteering. Management strategies based solely on the traditional volunteering model exclude the potentially large number of people who are motivated to volunteer before, during and after emergencies in other, unaffiliated (with EMOs), less ongoing and/or more informal ways. Failure to plan for this wider range of 'non-traditional' emergency volunteers could result in important opportunities being missed to build community resilience and help strengthen Australia's disaster resilience more broadly. There is also a risk that EMOs will be left behind as new voluntary groups and community-based organisations pursue their own ways to get involved in disaster management.

The topic of non-traditional volunteering and the transformation of modern volunteering styles is a relatively new concern for most EMOs, and there is little published research on its implications for emergency and disaster management. At the same time, however, there is mounting support amongst EMOs for developing more inclusive and flexible volunteer models, and planning for non-traditional forms of emergency volunteering. [16-18]



2.1. WHAT IS NON-TRADITIONAL EMERGENCY VOLUNTEERING?

Non-traditional emergency volunteering is defined as much by what it does not include as it is by the diverse activities that it does include. It includes any type of volunteering – formal and informal - that is:

1. Focused on contributing to disaster and emergency prevention, preparedness, response, or relief/recovery and
2. Involves volunteers who are not traditional emergency management volunteers affiliated with EMOs.

Traditional emergency management volunteers are the formal, accredited volunteers affiliated with EMOs, involved in ongoing, high-commitment response and immediate recovery roles. This encompasses the Emergency Management Australia definition of a 'voluntary emergency worker':

“A volunteer worker who engages in emergency activity at the request (whether directly or indirectly) or with the express or implied consent of the chief executive (however designated), or of a person acting with the authority of the chief executive, of an agency to which either the State emergency response or recovery plan applies.” [19]

These volunteers are 'traditional' in two senses. They are the 'traditional' volunteer base of EMOs, and they fall within the 'traditional' volunteering model of regular, high commitment volunteering with a single organisation.

Notably, what constitutes 'non-traditional' emergency volunteering is not fixed. It can change over time as approaches to volunteer management shift, such that volunteer activity and voluntary organisations that are considered to be outside the established emergency management system may become more accepted and hence mainstreamed in the future. Furthermore, many traditional emergency management volunteers take part in, support or lead non-traditional volunteering efforts. This blurs the lines between what is a 'traditional' and 'non-traditional' emergency volunteer.

Figures 1 and 2, over page, map out the current terrain of traditional and non-traditional emergency volunteering in Australia. Figure 2 also provides recent examples.

As Figure 2 shows, non-traditional emergency volunteering can occur before, during or after an emergency event, and it is extremely diverse. Non-traditional volunteering should not be equated only with 'spontaneous volunteering' but rather the wider and more diverse range of ways that citizens, communities and voluntary organisations seek to address disaster risk through formal and informal voluntary action outside of the traditional emergency management volunteering model.

FIGURE 1: THE CURRENT TERRAIN OF 'TRADITIONAL' EMERGENCY VOLUNTEERING IN AUSTRALIA

	BEFORE	DURING <i>(Response, immediate relief & recovery)</i>	AFTER <i>(Longer-term recovery)</i>	Examples
Traditional volunteering with established EMOs	Formal, volunteering in regular, trained, long-term roles with EMOs that have key disaster management roles before, during and after events, and are permanently structured to deliver these roles.			Traditional emergency management volunteers affiliated with state government emergency service agencies and emergency management - focused NGOs, e.g. fire authorities, SES, Surf Life Saving Australia, St John Ambulance Australia, Australian Red Cross
Traditional volunteering with expanding EMOs	Formal volunteering in regular, trained, long-term roles with environmental, faith-based and community service NGOs that mobilise as needed for disaster relief and recovery.			Traditional volunteers with environmental, faith-based, community service NGOs that mobilise for disaster relief and recovery, e.g. Conservation Volunteers Australia team leaders, Habitat for Humanity team leaders, St Vincent de Paul Society, Lions Club, Samaritan's Purse site management teams, Adventist Development and Relief Agency (ADRA)

Note: the terminology of 'established' and 'expanding' organisations is based on the DRC typology. [4, 6, 20] See Glossary.

FIGURE 2: THE CURRENT TERRAIN OF 'NON-TRADITIONAL' EMERGENCY VOLUNTEERING IN AUSTRALIA

	BEFORE	DURING <i>(Response, immediate relief & recovery)</i>	AFTER <i>(Longer-term recovery)</i>	Examples
Informal helping / volunteering		Helping family, friends, neighbours etc via social networks, no organisational affiliation or management (unlikely to self-identify as 'volunteers')		Neighbourhood post-flood clean-up efforts, community support for local fire brigades and SES units, social and cultural norms of community obligation and service in many CALD communities
Community-based disaster risk management (CBDRM)	Community-based risk reduction, preparation and planning, response and/or recovery by and for communities at-risk, often in partnership with governments.			Be Ready Warrandyte (BRW), Wye Rural Fire Brigade Auxiliary, Emerald Emergency Support Team, Community On-Ground Assistance, Elwood Flood Action Group, Community Fireguard, Community Fire Units etc
Extending group volunteering	May extend into community-based preparation prior to disaster event	Voluntary response by existing community groups, businesses etc that have no prior disaster management roles	May evolve into established organisations	Be Ready Warrandyte, environmental and conservation groups, sporting clubs, professional associations, Landcare, Country Women's Association etc
Spontaneous volunteering	May be pre-registered where available	Offer assistance individually or in groups to EMOs and other helping organisations (may be from within or outside the communities impacted)	May be mobilised for longer-term recovery if offers are registered	Elements of the Brisbane Mud Army, BlazeAid, Emergency Volunteering CREW, elements of Samaritan's Purse domestic disaster relief, elements of Conservation Volunteers Australia disaster recovery, some local government relief centre volunteering
Emergent group volunteering	May emerge in response to needs identified prior to a disaster event	Respond to (perceived) need via self-organised emergent groups (may be digital or digitally-enabled)	May evolve into more established orgs	Blazeaid, Firefoxes, Shoeboxes of Love, Baked Relief, Tassie Fires We Can Help, Community On-Ground Assistance (COGA), Walking Forward Disaster Relief Team, Cyclone Yasi Update (Note: some have evolved into established orgs)
Digital volunteering networks/entrepreneurs & volunteered geographic information (VGI)	May be pre-planned/networked	Often organised via loose, horizontal networks	May continue particularly if legitimated by EMOs	VOST Victoria, Tassie Fires We Can Help, Cyclone Yasi Update, Emergency Wiki 2.0, Bushfire Connect
Skills-based volunteering	Established/expanding orgs seek out (or are approached by) volunteers with specific skills for short-term, project-based engagements (individuals or groups)			Canberra Mappers, Random Hacks of Kindness, social entrepreneurs, animal rescue
Employer-supported (and corporate) volunteering	When supported by pre-established partnerships and agreements	Via formal corporate employee volunteering programs, or informal community involvement of smaller local businesses.	When supported by pre-established partnerships and agreements	Mobilisation for flood response by mining companies, local business involvement in CBDRM, corporate volunteering in partnership with NGOs and community groups, e.g. Community On-Ground Assistance (COGA), Habitat for Humanity, Conversation Volunteers Australia.
Episodic/ casual volunteering with established & expanding organisations	Formal, short-term or casual volunteering with EMOs (More common in expanding organisations e.g. relief/recovery NGOs)			Some support roles for specific brigades, units; community action teams proposed for NSW SES; some volunteers with Conservation Volunteers Australia, Habitat for Humanity

Notes: 1. Darker blue indicates primary activity phase. Lighter blue indicates secondary or less common activity phase/s. 2. The types of volunteering included above are not mutually exclusive. There are many areas of significant overlap, e.g. digital and skills-based volunteering, spontaneous volunteering and emergent groups, CBDRM and extending volunteerism.

2.2.WHY IS A RISK-BENEFIT FRAMEWORK NEEDED?

Given the diversity of non-traditional emergency volunteering, and the various barriers that exist for EMOs to engage with it, such as organisational culture, and safety, accountability and liability concerns[4], making decisions about strategic options can be complex and difficult.

Different strategies for non-traditional volunteers bring different sets of potential benefits, challenges and risks for EMOs and other helping organisations, communities and volunteers. It is therefore necessary for EMOs to carefully consider the possible implications of alternatives for engaging with a particular case or instance of non-traditional emergency volunteering within the specific context of the organisation, its structure, responsibilities and activities, and in light of community needs.

Significantly, not all of the potential consequences of different options will be immediately evident to a particular organisation at a particular point in time. This is especially so for consequences that may arise for other key stakeholder groups, and for flow-on consequences that are longer-term and reach beyond an organisation's own specific areas and phases of function and responsibility. Examples of important flow-on consequences that may be overlooked are longer-term community resilience outcomes, positive and negative consequences of non-engagement, and subsequent consequences in other phases of the emergency management cycle. **Furthermore, without decision support EMOs, particularly those rooted in command-and-control structures and cultures, may perceive greater risks with non-traditional emergency volunteers and voluntary organisations and overlook or downgrade potential benefits due to unawareness, unfamiliarity, or risk aversion.**

3. IMPLICATIONS

The revised Risk-Benefit framework considers six strategic options for EMOs to plan for non-traditional emergency volunteering that occurs in response and recovery phases, including a 'Do Nothing' option (see Figure 3).

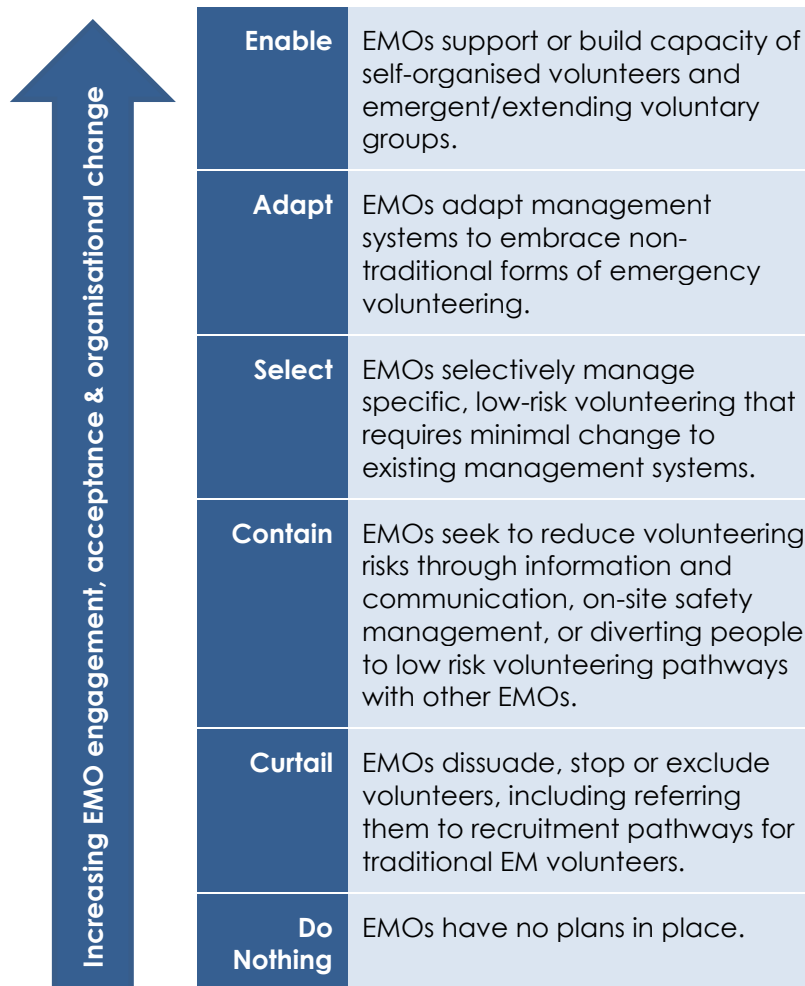


FIGURE 3: THE REVISED RISK-BENEFIT FRAMEWORK STRUCTURE

The framework can support decision makers to consider more options than a simple “do” or “don't” approach towards engaging with non-traditional emergency volunteering. Adopting a strategy other than **Do Nothing** does not mean that an EMO would necessarily manage non-traditional emergency volunteers directly. Only two of the options outlined here involve such direct management: **Select** and **Adapt**. For the other three options of **Curtail**, **Contain** and **Enable**, some type of planning would be needed before disaster events, and communication plans would need to be enacted during events, but there would be no direct management of non-traditional emergency volunteers by the EMO. Instead, planning and activities would focus on communicating with potential and actual volunteers before, during and after events. In the case of **Enable** type strategies, capacity-building initiatives are also likely to be pursued.

The Risk-Benefit framework includes potential risk/benefit tables for each of the strategic options. Significantly, many of the items included in the tables are conditional on the particular risks and benefits that are assessed, or assumed, to be associated with the specific type or instance of non-traditional emergency volunteering that is under consideration. As such, a two-step risk-benefit assessment is needed (see Figure 4).

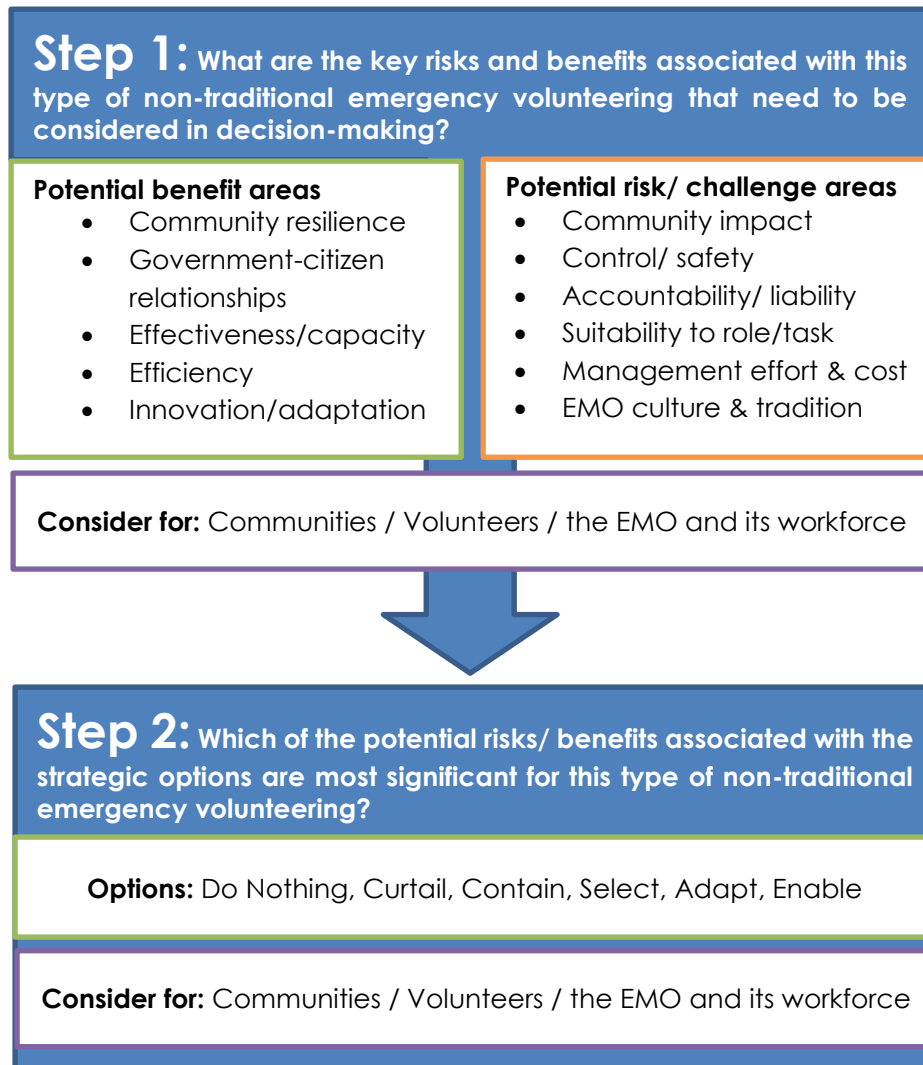


FIGURE 4: TWO STEP RISK-BENEFIT ASSESSMENT OF STRATEGIES FOR NON-TRADITIONAL EMERGENCY VOLUNTEERS

Step 1 is supported in this report by the tables in **section 5.1** (page 21) that present stakeholder perspectives on potential risks and benefits of non-traditional emergency volunteers.

Step 2 is supported by the risk/benefit tables for the six strategic options included in **section 5.3** (page 26).

The framework is intended as a high-level map of potential risks and benefits to consider in decision-making, rather than as a prescriptive tool for decision-making. Not all the items included will be relevant for every case, form or context of a volunteering effort. Consequently, no specific recommendations are provided on which strategic options are the most appropriate, and no weighting of items has been included.

EMOs are likely to adopt different strategic options for different types of non-traditional emergency volunteering, depending on their assessments of the particular risks and benefits involved.

All planning and engagement options other than **Do Nothing** would benefit from a coordinated inter-organisational approach, with agreements in place between EMOs, including local governments, regarding aspects such as roles and messaging. In addition, coordination could lead to different EMOS adopting different but mutually supportive strategies. For example, a response agency might adopt a '**Contain**' strategy towards spontaneous volunteers that includes diverting potential volunteers to another organisation, such as a local government, that have adopted a '**Select**' or '**Adapt**' type strategy for that type of volunteering and have appropriate plans in place to manage them.

Of all the strategic options considered in the framework, the **Enable** option is likely to be the most confronting to EMOs. Self-organised volunteers that are not affiliated with, or overseen by, an EMO are widely viewed from within the established emergency management system as extremely risky, undesirable and a potential threat. However, self-organised volunteering also has considerable potential benefits that may not be adequately recognized by EMOs. Examples are building community resilience, fostering innovation, responsiveness and adaptability to meet community needs that are not being met elsewhere, and providing psychosocial support to those impacted by disaster. Furthermore, some volunteer leaders and voluntary organisations have considerable capacity to manage volunteers safely and appropriately, and not all potential volunteers, particularly when emergent and informal volunteering is involved, will accept management, oversight or coordination from an EMO.[23]

Notably, some of the most impactful and significant examples of non-traditional emergency volunteering in a post-disaster setting in recent years have been self-organised and emergent. Recent examples include the Student Volunteer Army following the Christchurch earthquakes, [24] the Tassie Fires We Can Help Facebook network,[25] and the formation of Blazeaid.[26] Thus, considerable opportunity to maximise benefits of more emergent and innovative forms of non-traditional emergency volunteering could be missed if support and capacity-building for self-organised volunteering are not also considered. A model of engagement for EMOs to learn from in this respect exists in the Amstelland Safety Region in the Netherlands,[15] with another example, focused on partnerships with self-organised digital volunteer networks, is being jointly investigated at the moment in Canada and the United States.[8, 27]

4. APPROACH

The approach adopted to develop the Risk-Benefit framework had four steps:

1. **Initial proposal** - An initial four-option structure for the Risk-Benefit framework was proposed by the research team and described in a short briefing paper.[28]
2. **Stakeholder input** – Risks and benefits of the four options were assessed by stakeholders in two workshops. Potential risks and benefits of non-traditional emergency volunteering as an activity in itself were also identified.
3. **Framework revision** - In response to stakeholder input, the framework was revised from the initial four-option structure to the six-option structure.
4. **Risks-benefits updated** - The risks and benefits identified by stakeholders for the initial four options were reviewed and adapted to the new six options structure of the revised framework. Additional risks and benefits identified through research undertaken in the *Out of Uniform* project were also added.

4.1. INITIAL PROPOSAL

The structure for the Risk-Benefit framework initially proposed by the research team is shown in Figure 5. The four options – **Ignore**, **Resist**, **Accept/Tolerate**, and **Embrace** – were chosen to represent a progressively increasing degree of engagement with, and acceptance of, non-traditional emergency volunteers, and also of organisational change that would be required by the EMO involved.

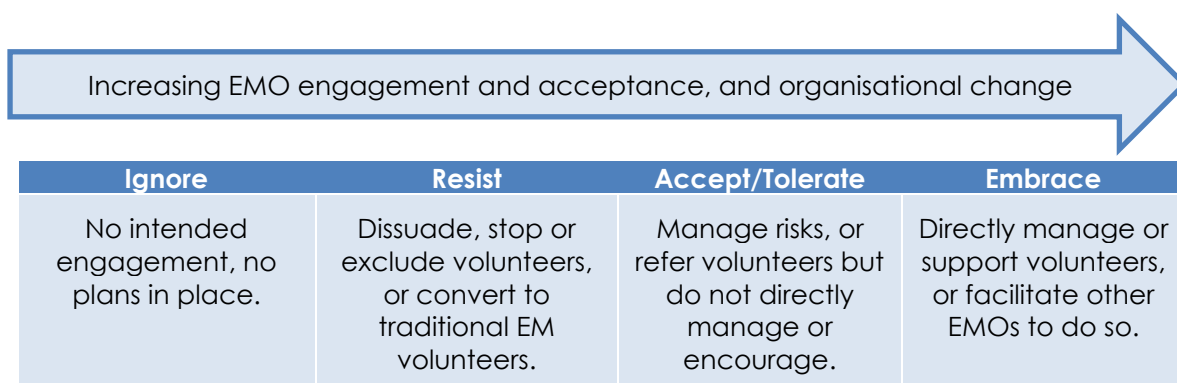


FIGURE 5: PROPOSED FRAMEWORK STRUCTURE

4.2. STAKEHOLDER INPUT

A stakeholder risk-benefit assessment using the four-option structure was undertaken in two workshops. The purpose of the workshops was to test the utility and applicability of the proposed framework structure as well as to populate risk/benefit tables for the four options.

The workshops were loosely modelled on the SWOT Analysis method [29, 30], but in an abridged format that was more accessible and less time intensive for participants. Workshops were organised around three questions (see Table 1),

with participants working in groups to provide answers. The workshops were cumulative, with the second workshop reviewing and building on the outputs of the first.

Question 1	What are some of the Risks and Benefits of 'non-traditional' volunteering following a disaster event?
Question 2	What might these engagement strategies look like ? What assumptions might they be based upon?
Question 3	What Benefits/Opportunities and Risks/Barriers are involved with each strategy?

TABLE 1: QUESTIONS POSED IN STAKEHOLDER WORKSHOPS

The first workshop was in Melbourne on October 5th, 2016. Participation was by invitation, with participants selected due to their experience with non-traditional volunteering or volunteer management in EMOs. All members of the Australian Fire and Emergency Services Council (AFAC) Volunteer Management Technical Group (VMTG) were invited. On the day, 19 people participated. They were affiliated with a range of organisations that included:

- Australian Institute for Disaster Resilience (AIDR)
- Country Fire Authority (CFA)
- NSW State Emergency Service (NSW SES)
- Emergency Management Victoria (EMV)
- Macclesfield Recovery Group
- National Animal Rescue Groups of Australia (NARGA)
- Victoria Emergency Service Association (VESA)
- Victoria State Emergency Service (Vic SES)
- Volunteering Victoria
- Walking Forward Disaster Relief Team
- Yarra City Council

EMO-affiliated participants included both paid staff (i.e. volunteer managers) and volunteers. Overall, 11 participants took part in the workshop as paid emergency management staff, and eight as volunteers. Participants were asked to focus on non-traditional volunteering in the immediate aftermath of an emergency or disaster.

The second workshop was conducted on October 25th, 2016 as part of a bi-annual meeting of stakeholders of the South Australian State Recovery Office (SRO). 16 participants were involved from the following organisations:

- Adventist Development Relief Agency (ADRA)
- BlazeAid
- Conservation Volunteers Australia (CVA)
- Habitat for Humanity
- Lions Club
- Livestock SA
- Mormon Helping Hands
- Australian Red Cross
- Samaritan's Purse
- South Australian Veterinary Emergency Management (SAVEM)

- Schools Ministry Group
- Shoe Boxes of Love
- South Australian State Recovery Office (SRO)
- St Vincent De Paul
- Uniting Communities
- Volunteering SA/NT

Participants in the Adelaide session focused on volunteering in post-event relief and recovery, particularly their recent experiences with the Sampson Flat and Pinery fires in South Australia in 2015.

There were some differences in responses between the two workshops that were predominantly due to the different phases being considered (response in Melbourne and immediate relief/recovery in Adelaide).

4.3.REVISING AND UPDATING THE FRAMEWORK

As a result of the stakeholder workshops, the proposed Risk-Benefit framework was revised and the risks and benefits amended and expanded. This review also incorporated findings of research from the *Out of uniform* project that included:


- A review of research on informal volunteerism in disasters and emergencies[4, 31]
- A review of major trends in volunteering and implications for emergency management in Australia[14, 32]
- Three case studies of non-traditional emergency volunteering: a) community-led bushfire preparedness, Be Ready Warrandyte[33], b) community-led recovery, Community On Ground Assistance[34], and c) centralized coordination of spontaneous volunteers by volunteering peak bodies, the EV-CREW model[35].

5. RESULTS

5.1.POTENTIAL BENEFITS AND RISKS OF NON-TRADITIONAL VOLUNTEERING - STAKEHOLDER PERSPECTIVES

The following tables show the potential benefits (see Table 2) and risks/challenges (see Table 3) identified by stakeholders for response, relief and recovery phases. Their responses align well with research on the risks and benefits of citizen responses to disaster.[4] They are also reflective of a resilience-based approach to disaster management, as per the National Strategy for Disaster Resilience.[1]

These tables support **Step 1** of the two-step risk-benefit assessment:



Step 1: What are the key risks and benefits associated with this type of non-traditional emergency volunteering that need to be considered in decision-making?

Some key points to note regarding the benefits and risks identified:

- A given characteristic can be assessed as a risk or a benefit depending on people's assumptions about, knowledge of, or experiences with, non-traditional volunteering. This includes assumptions about what kinds of tasks non-traditional volunteers would do, under what conditions, and how organised or well-managed they would be. As one workshop participant noted, for example, innovation can present benefits and/or risks, and not all innovation is necessarily an improvement.
- Assessments of the capacity of non-traditional emergency volunteering to help build community resilience in disaster-affected depended on whether the volunteers were assumed to be members of a disaster-affected community (insiders) or external to it (outsiders). In general, Melbourne workshop participants tended to see non-traditional emergency volunteers as more likely to be insiders with local knowledge, while Adelaide workshop participants tended to see them as outsiders with little local knowledge, although not unanimously. Again, this likely reflected participants' different experiences and roles in disaster management, and the different phases being considered (response in Melbourne and relief/recovery in Adelaide).
- Additionally, there was a broad difference in where people drew a line around what constitutes 'the community' with respect to a disaster event. Some workshop participants focused more narrowly on the particular geographic community that was directly impacted, and thus were more likely to see volunteers as outsiders. Meanwhile, others had a broader focus on citizens or the public more generally and hence were more likely to see volunteers as insiders.

Community resilience

- Build community resilience, ownership and social capital, empower communities/ citizens
- Build individual resilience, satisfaction, responsibility, capacity amongst the volunteers
- Enable more people to get involved, contribute and benefit from volunteering

Government-citizen relationships

- Build relationships, trust and understanding between communities/citizens and EMOs
- Build networks and communication between communities and EMOs

Effectiveness and capacity

- Increase human resources available/larger pool of volunteers
- Fills potential needs
- Are motivated and enthusiastic to help
- Know community needs better than EMOs, have valuable local knowledge
- Can tap into local knowledge, skills, diversity and innovativeness of community
- Increase diversity of people, skills etc. involved
- Reduce burden on traditional EM volunteers (e.g. non-traditional volunteers can undertake less skilled tasks in safer environments)
- Can lead to future involvement in affiliated volunteering (promotes EMOs/ presents recruitment opportunities)
- EMO business continuity can benefit

Efficiency

- Reduce human resource and operating costs for helping organisations (e.g. volunteer labour, faster service provision)
- Maximize investment in training traditional EM volunteers (e.g. they can focus more heavily on roles/tasks that need specific training)

Innovation and adaptation

- More innovative than established organisations
- React and adapt faster than established organisations
- Not as restricted by bureaucracy

TABLE 2: POTENTIAL BENEFITS OF 'NON-TRADITIONAL VOLUNTEERING - STAKEHOLDER INPUT

Community impact

- Quality and quantity of service to community may be inconsistent
- Activities may be counterproductive to community needs
- Community dissatisfaction with volunteers, potential for conflict

Control and safety

- Are unknown entities that EMOs cannot control, e.g. unknown skills, tools, gear etc.
- Do not have appropriate training, induction etc.
- Challenge of keeping volunteers and others safe
- Volunteer physical and psychological wellbeing and care not addressed

Accountability and liability

- Raises insurance and liability issues, uncertainties

Suitability to role/task

- Mismatch between skills, abilities and tasks, and the needs of helping organisations/ communities
- Limitations in what types of people volunteer
- Overestimate their own capacity to assist
- Not aware of, or sensitive to needs of the people impacted
- Motivated for spurious reasons, e.g. disaster tourists
- Organisation driven to accept volunteers that are not well suited to a job because there is a need in front of them during emergency times
- Managing expectations

Management effort and cost

- Numbers overwhelm communities and helping organisations
- Management costs and workload increase

EMO culture and tradition

- Threaten culture and tradition of EMOs and affiliated volunteers
- Dilute traditional volunteer base
- Competition or conflict with EMO volunteers

TABLE 3: POTENTIAL RISKS/CHALLENGES OF 'NON-TRADITIONAL VOLUNTEERING' - STAKEHOLDER INPUT

5.2. STAKEHOLDER FOUR-OPTION RISK-BENEFIT ASSESSMENT

Table 4, over page, presents a summary of the combined results of stakeholder input to the initial four-option Risk-Benefit framework (**Ignore**, **Resist**, **Accept/Tolerate**, and **Embrace**).

There were a number of discussion points raised in the workshops regarding the risks and benefits identified:

- Non-traditional emergency volunteering is inevitable and if not planned for it will still occur but will be uncoordinated and unsupported. This poses greater risks for communities, volunteers and EMOs. Consequently, the **Ignore** option was not recommended for EMOs overall.
- **Ignore** and **Resist** strategies – as broad and singular strategies (see more below), are not aligned with a resilience-based approach to disaster management but are more reflective of an authoritarian, command-and-control approach to disaster management.
- There are potential financial and reputational costs for EMOs if they choose to **Ignore** or **Resist** non-traditional volunteering that need to be factored into decision-making.
- If an **Accept/Tolerate** approach involves an EMO referring or directing potential volunteers elsewhere, the EMO potentially just diverts or passes on any issues to other organisations to deal with rather than resolving them. However, it could also activate alliances if volunteers are referred to other organisations that are a better fit for them.
- The **Embrace** option involves potentially significant management cost and workload, for example, dealing with unsuitable people such as 'disaster tourists'. However, people who don't 'fit the mould' may be an asset and excluding or diverting them too soon can be a missed opportunity.
- The **Embrace** option raises risks for volunteers of psychological impacts if they are not prepared for what they might see and encounter, and so there are psychological duty of care issues for EMOs.
- The risks of having volunteers without emergency management training do not necessarily have to be managed in a centralized way. Other experienced volunteers, such as team leaders or volunteer 'buddies', can guide them. Good on-site management is critical for risk management.
- The majority of stakeholders are wary of self-organised volunteers. They may be accepted if they are aligned with the values and guidelines of a parent organisation but may otherwise be 'too' self-organised, which can raise governance issues.
- Non-traditional volunteers may not want to be 'embraced' by EMOs and may resist it.
- There is more scope for embracing non-traditional emergency volunteers in recovery compared to response as it is not as time or safety critical. Overall, most risks and benefits are time and context sensitive.



	Ignore	Resist	Accept/Tolerate	Embrace
Description	<i>No intended engagement, no plans in place</i>	<i>Actively dissuade, stop or exclude volunteers</i>	<i>Reduce risks, or refer volunteers but do not directly manage or engage</i>	<i>Directly manage or support volunteers, or facilitate other EMOs to do so</i>
Benefits	<ul style="list-style-type: none"> Externalize/avoid volunteer management problems Maintain agency focus and avoid workload increase No liability No immediate financial cost 	<ul style="list-style-type: none"> Externalize/ avoid volunteer management problems Maintain agency focus and avoid workload increase No liability No immediate financial cost Reduced risk of injury Opportunity for other organisations Opens space for innovation by self-organised, emergent groups 	<ul style="list-style-type: none"> Good for EMO reputation/ trust, e.g. recognising offer Innovation and motivation Additional voluntary workforce Some coordination of activities Recruitment opportunities Trusted conduit for communication Opportunity for guidance, assistance, education Occurs on EMOs terms Facilitate alliances and build capacity of other organisations 	<ul style="list-style-type: none"> Build community resilience, ownership, leadership Increased resources and capacity Better relationships, collaboration and communication Planning and coordination of activity Tap into local knowledge and networks Innovation and motivation Supports diversity and inclusion Recruitment opportunities Earlier transition to recovery
Risks	<ul style="list-style-type: none"> Uncoordinated and unsupported volunteering Duplication of effort Reputation and relationship damage Human resource loss Longer-term financial cost (reputation management & staffing) Loss of local knowledge and specialised skills Not aligned with resilience-based approach Loss of recruitment opportunity 	<ul style="list-style-type: none"> Reputation and relationship damage Uncoordinated and unsupported volunteering Not aligned with resilience-based approach Financial cost (short and long-term) Human resource loss Loss of recruitment opportunity, skills Loss of EMO relevance Out of scope of EMO roles 	<ul style="list-style-type: none"> Opportunity to harness full potential/resources of volunteers lost Potential to offend, damage reputation Resourcing and workload increase or diversion Liability Other management challenges, i.e. information-sharing Potential for division between non-traditional and affiliated volunteers 	<ul style="list-style-type: none"> Screening, monitoring and tasking Volunteer safety and wellbeing Management cost and workload Trust/control/responsibility Liability and insurance Reputation damage Mismatched expectations Responsibility for psychological wellbeing Mismatch with needs, roles May not want to be embraced Sensitivities in dealing with people impacted

TABLE 4: SUMMARY OF COMBINED STAKEHOLDER RISK-BENEFIT ASSESSMENT



5.3. REVISED SIX-OPTION FRAMEWORK

The stakeholder workshops raised a number of issues with the structure of the proposed framework. In response, the structure of the Risk-Benefit framework was revised to include the six strategic options of: **Do Nothing**, **Curtail**, **Contain**, **Select**, **Adapt** and **Enable** (as shown in Figure 3 on page 15).

The key changes made were:

- Negative language (e.g. **Ignore**, **Resist**) was removed
- The **Accept/Tolerate** strategy was renamed (now **Contain**) and its scope more clearly specified
- The **Embrace** strategy was divided into three more clearly articulated and specific strategies to better reflect varying degrees of organisational change and levels of EMO control of, and acceptance of non-traditional volunteering (now **Select**, **Adapt**, **Enable**).

The populated risk/benefit tables for the six strategic options included in the revised framework are provided on the following pages (Tables 5-10). The potential risks and benefits included are sorted for the following key stakeholder groups:

- **Communities** (impacted by a disaster, including businesses),
- **Volunteers** (non-traditional emergency volunteers, including volunteers from inside and outside the community impacted), and
- **EMOs** (including their traditional, affiliated emergency management volunteers).

These tables support Step 2 of the two-step risk-benefit assessment:

Step 2: Which of the potential risks/ benefits associated with the strategic options are most significant for this type of non-traditional emergency volunteering?

Options: Do Nothing, Curtail, Contain, Select, Adapt, Enable

Consider for: Communities / Volunteers / the EMO and its workforce



	Potential Benefits	Potential Risks/Challenges
<p>Do Nothing</p> <p><i>EMOs have no plans in place.</i></p>	<p>EMOs</p> <ul style="list-style-type: none"> Externalize/avoid volunteer management problems Maintain agency focus and avoid workload increase No liability No immediate financial cost, potential cost savings in human resources Reduced burden on traditional EM volunteers <p>Volunteers</p> <ul style="list-style-type: none"> Enable space for: <ul style="list-style-type: none"> Volunteer capacity, satisfaction, responsibility, social capital to build <p>Community</p> <ul style="list-style-type: none"> Surge capacity increased - more people assisting response/recovery means it is more effective, faster Enable space for <ul style="list-style-type: none"> Self-organisation, innovation, and adaptation to meet community needs not filled by EMOs or others Community resilience to increase/be reinforced, e.g. social capital, community ownership, community cohesion Psychosocial support for people impacted Volunteers are faster to assist than EMOs and/or stay for longer, extending period of time that community is supported 	<p>EMOs</p> <ul style="list-style-type: none"> Reputation and relationship damage Human resource loss Longer-term financial cost (reputation management & staffing) Loss of local knowledge and specialised skills Not aligned with resilience-based approach Loss of recruitment opportunity Duplication of effort Volunteer activities put EMO staff/volunteers at risk of injury <p>Volunteers</p> <ul style="list-style-type: none"> Physical injury or death Psychological damage Negative experience discourages future volunteering Insurance and liability issues <p>Community</p> <ul style="list-style-type: none"> Volunteers absorb resources available to assist impacted community, or hinder response/recovery efforts Activities are counter to community needs, have negative impacts (e.g. property damage, 'disaster tourists') Negative experiences lead to community conflict, fragmentation

TABLE 5: POTENTIAL BENEFITS AND RISKS/DISADVANTAGES OF 'DO NOTHING' STRATEGY



	Potential Benefits	Potential Risks/Challenges
<p>Curtail</p> <p><i>EMOs dissuade, stop or exclude volunteers, including referring them to recruitment pathways for traditional EM volunteers.</i></p>	<p>EMOs</p> <ul style="list-style-type: none"> Externalize/avoid volunteer management problems Maintain agency focus and avoid workload increase No liability No immediate financial cost Reduced burden on traditional EM volunteers <p>Volunteers</p> <ul style="list-style-type: none"> Reduced risks of injury, death, or psychological damage <i>(if participation in volunteering decreases)</i> <p>Communities</p> <ul style="list-style-type: none"> Reduced risk of volunteers absorbing EMO resources or undertaking activities counter to community needs <i>(if participation in volunteering decreases)</i> Enable space for self-organisation, self-reliance, innovation, and adaptation <i>(if uncoordinated and unsupported volunteering occurs elsewhere)</i> Enable space for other helping organisations to tap into the benefits of volunteers 	<p>EMOs</p> <ul style="list-style-type: none"> Reputation and relationship damage Financial cost Human resource loss, reduced surge capacity Not aligned with resilience-based approach Loss of recruitment opportunity where potential volunteers are disengaged Loss of EMO relevance (other organisations will harness opportunities) Out of scope of EMO roles (to curtail volunteering) <p>Volunteers</p> <ul style="list-style-type: none"> Injury, death, or psychological damage <i>(if uncoordinated and unsupported volunteering occurs elsewhere)</i> Psychological and social benefits of volunteering lost <i>(if participation in volunteering decreases)</i> Opportunity to learn about risk and disaster management lost <p>Communities</p> <ul style="list-style-type: none"> Volunteers absorb EMO resources, undertake activities counter to community needs, and/or community conflict arises from negative experiences <i>(if uncoordinated and unsupported volunteering occurs elsewhere)</i> Physical and psychosocial support to community is curtailed <i>(if participation in volunteering decreases)</i> Speed and effectiveness of emergency management response is curtailed by loss of surge capacity Community resilience benefits from volunteering are lost, e.g. social capital, community ownership, community cohesion

TABLE 6: POTENTIAL BENEFITS AND RISKS/DISADVANTAGES OF 'CURTAIL' STRATEGY



	Potential Benefits	Potential Risks/Challenges
<p>Contain</p> <p><i>EMOs seek to reduce volunteering risks through information and communication, on-site safety management, or diverting people to low risk volunteering pathways with other EMOs.</i></p>	<p>EMOs</p> <ul style="list-style-type: none"> • Good for EMO reputation/ trust, e.g. recognising offers to help • Innovation and motivation • Additional voluntary workforce, surge capacity • Recruitment opportunities • Conduit for communication with the public, opportunity to provide guidance, assistance, education • Volunteering occurs on EMOs terms • Facilitate alliances and build capacity of other organisations (where volunteers are diverted) <p>Volunteers</p> <ul style="list-style-type: none"> • Some coordination/management of activities occurs to reduce risks • Access to information, education, guidance • Recognition of willingness/offer to help <p>Communities</p> <ul style="list-style-type: none"> • Some coordination/management of activities occurs to reduce risks • Some community resilience benefits from volunteering, e.g. social capital, community ownership, community cohesion • Some benefits for speed and effectiveness of emergency management realised • Some physical and psychosocial support received • Reduced risk of volunteers absorbing EMO resources, undertaking activities counter to community needs, and/or community conflict arising from negative experiences with volunteers 	<p>EMOs</p> <ul style="list-style-type: none"> • Opportunity to harness full potential/resources of volunteers lost • Potential to offend, damage reputation • Resourcing and workload increase or diversion • Liability • Other management challenges, i.e. on-site logistics • Potential for division between non-traditional and affiliated volunteers <p>Volunteers</p> <ul style="list-style-type: none"> • Limited opportunities for psychological and social benefits from volunteering • Reduced opportunity to build capacity for self-organisation, self-reliance, innovation, and adaptation <p>Communities</p> <ul style="list-style-type: none"> • Some risk of volunteers absorbing EMO resources, undertaking activities counter to community needs, and/or community conflict arising from negative experiences with volunteers • Speed, innovation, responsiveness, adaptability of volunteers to meet community needs reduced

TABLE 7: POTENTIAL BENEFITS AND RISKS/DISADVANTAGES OF 'CONTAIN' STRATEGY



	Potential Benefits	Potential Risks/Challenges
<p>Select</p> <p><i>EMOs selectively manage specific, low-risk volunteering that requires minimal change to existing management systems.</i></p>	<p>EMOs</p> <ul style="list-style-type: none"> • Increased human resources and capacity in selected areas • Harness contribution of skilled volunteers for specific organisational needs, i.e. targeted matching of skills and needs/roles • Planning and coordination of volunteer activity on EMOs terms • Minimal liability and insurance issues • Minimal changes to existing management systems required • Increased awareness of, support for, benefits of non-traditional emergency volunteers amongst staff and traditional EM volunteers • Increased capacity of EMO to manage/accommodate more diverse volunteers • Develop facilitative partnerships with other organisations, e.g. businesses, professional associations etc <p>Volunteers</p> <ul style="list-style-type: none"> • Supported and insured by EMO, e.g. occupational health and safety, psychological wellbeing • Receive recognition of contribution • Access to skills development and training • Rewarding volunteering experience • Psychological and social benefits from volunteering <p>Communities</p> <ul style="list-style-type: none"> • Some benefits for speed and effectiveness of emergency management realised • Some physical and psychosocial support received • Some community resilience benefits 	<p>EMOs</p> <ul style="list-style-type: none"> • Opportunity to harness full potential/resources of volunteers lost • Some management workload increase <p>Volunteers</p> <ul style="list-style-type: none"> • Benefits for volunteers limited to small group • Reduced opportunity to build capacity for self-organisation, self-reliance, innovation, and adaptation through wider/self-organised volunteering <p>Communities</p> <ul style="list-style-type: none"> • Limited community resilience benefits • Risk of other, uncoordinated volunteers absorbing EMO resources, undertaking activities counter to community needs, and/or community conflict arising from negative experiences with volunteers • Speed, innovation, responsiveness, adaptability of volunteers to meet community needs reduced

TABLE 8: POTENTIAL BENEFITS AND RISKS/DISADVANTAGES OF 'SELECT' STRATEGY



	Potential Benefits	Potential Risks/Challenges
<p>Adapt</p> <p><i>EMOs adapt management systems to embrace non-traditional forms of emergency volunteering.</i></p>	<p>EMOs</p> <ul style="list-style-type: none"> • Increased resources and capacity, faster and more effective response • Better relationships, reputation, collaboration and communication with communities/public • Volunteering occurs on EMO's terms • Tapping into local knowledge and networks • Harness innovation and motivation of volunteers • Support diversity and inclusion in EMOs • More diverse recruitment pathways for traditional EM volunteers • Additional voluntary workforce, surge capacity • Increased capacity of EMO to manage more diverse volunteers • Aligned with resilience-based approach <p>Volunteers</p> <ul style="list-style-type: none"> • Psychological and social benefits from volunteering • Supported and insured by EMO, e.g. occupational health and safety, psychological wellbeing • Rewarding volunteering experience • Access to information, education, guidance on disaster risk, safety <p>Communities</p> <ul style="list-style-type: none"> • Community resilience benefits, e.g. social capital, community ownership, community cohesion • Physical and psychosocial support from volunteers • Earlier transition to recovery • Management of volunteers occurs to reduce risks • Speedier and more effective emergency response • Reduced risks of volunteers absorbing EMO resources, undertaking activities counter to community needs, and/or community conflict arising from negative experiences with volunteers 	<p>EMOs</p> <ul style="list-style-type: none"> • Multiple management challenges <ul style="list-style-type: none"> ◦ Screening, monitoring and tasking challenges ◦ Volunteer safety and psychological wellbeing ◦ Management cost and workload ◦ Liability and insurance issues ◦ Mismatch between skills, expectations of volunteer and needs, roles of EMO • Requires significant organisational change, including culture change <ul style="list-style-type: none"> ◦ Organisational trust/control/responsibility issues ◦ Resistance from EM volunteers, staff, or conflict between new and traditional volunteers • Reputation damage arising from volunteer activity that is difficult to control/manage <p>Volunteers</p> <ul style="list-style-type: none"> • May not want to be managed by EMOs • Reduced opportunity to build capacity for self-organisation, self-reliance, innovation, and adaptation through wider/self-organised volunteering <p>Communities</p> <ul style="list-style-type: none"> • Inadequately trained/aware volunteers, e.g. sensitivities in dealing with people impacted • Reduce community resilience where overwhelmed by external assistance • Mismatch between rights/benefits for communities and volunteers • Mismatch between skills/contributions of volunteers and community needs

TABLE 9: POTENTIAL BENEFITS AND RISKS/DISADVANTAGES OF ' ADAPT' STRATEGY



	Potential Benefits	Potential Risks/Challenges
<p>Enable</p> <p><i>EMOs support or build capacity of self-organised volunteers and emergent/extending voluntary groups.</i></p>	<p>EMOs</p> <ul style="list-style-type: none"> Better relationships, reputation, collaboration and communication with communities/public, volunteers Increased resources and capacity, faster and more effective response Assistance targeted to community needs, adaptive, innovative Volunteers have greater capacity to complement EMO activity Reduced burden on EM staff and volunteers Aligned with resilience-based approach Cost savings, more efficient response Reduced management burden, cost <p>Volunteers</p> <ul style="list-style-type: none"> Psychological and social benefits from volunteering Increased opportunity to build capacity for self-organisation, self-reliance, innovation, and adaptation Access to information, guidance on disaster risk, disaster management needs Better able to self-assess capacity to undertake tasks Greater capacity to work safely and contribute to combined EM effort Rewarding volunteer experience More diverse range of volunteers able to be involved and to assist in more diverse range of ways <p>Communities</p> <ul style="list-style-type: none"> More people, skills, resources assisting response/recovery, e.g. surge capacity Greater self-organisation, innovation, and adaptation enabled to meet community needs not filled by EMOs Community resilience increased/ reinforced Greater psychosocial support for people impacted Reduced risks from uncoordinated, unsupported volunteering 	<p>EMOs</p> <ul style="list-style-type: none"> Reputation damage arising from volunteer activity that is difficult to control/manage, or perception that EMO's need assistance Reduced opportunity to recruit to traditional EM volunteering Volunteering does not occur on EMO's terms Resistance from EM volunteers, staff, or conflict between new and traditional volunteers Public accountability issues of relinquishing control <p>Volunteers</p> <ul style="list-style-type: none"> Reduced coordination and management by experienced EMOs Greater responsibility for safety, risk management, coordination; government transfers responsibility to volunteers Greater intensity of commitment required from leaders Liability Financial and management cost/burden Increased government expectations of volunteer contributions <p>Communities</p> <ul style="list-style-type: none"> Inadequately trained/aware volunteers, e.g. sensitivities in dealing with people impacted Reduced community resilience where overwhelmed by external assistance Mismatch between rights/benefits for communities and volunteers Mismatch between skills/contributions of volunteers and community needs

TABLE 10: POTENTIAL BENEFITS AND RISKS/DISADVANTAGES OF 'ENABLE' STRATEGY

6. ADDITIONAL RESOURCES

Out of uniform project resources

- <http://www.bnhcra.com.au/research/resilient-people-infrastructure-and-institutions/248>

Selected non-traditional volunteering research

- Barraket, J, Keast, R, Newton, CJ, Walters, K, James, E, 2013. *Spontaneous volunteering during natural disasters*. Queensland University of Technology, Brisbane.
- Clark, M (2016) *Spontaneous volunteers. Community participation in disaster response and recovery*. The Conference Board of Canada, Ottawa. <http://www.conferenceboard.ca/e-library/abstract.aspx?did=7875>
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- Saaroni, L (2015) Managing spontaneous volunteers in emergencies: A local government perspective. *Australian Journal of Emergency Management* 30, 56-59.
- Scanlon, J., I. Helsloot and J. Groenendaal (2014). "Putting it all together: Integrating ordinary people into emergency response." *International Journal of Mass Emergencies and Disasters* 32(1): 43-63. <http://www.ijmed.org/articles/649/>
- Stallings, R. A. and E. L. Quarantelli (1985). Emergent citizen groups and emergency management. *Public Administration Review* 45: 93-100. <http://www.jstor.org/stable/3135003>

Key policy and management resources

- ANZEMC (2015) *National spontaneous volunteer strategy*. Australia-New Zealand Emergency Management Committee, Melbourne. <https://www.emv.vic.gov.au/our-work/volunteers-in-emergency-management/national-spontaneous-volunteer-strategy/>
- Australian Red Cross, 2010. *Spontaneous volunteer management resource kit*. Commonwealth of Australia, Australian Red Cross, Canberra. <https://www.dss.gov.au/our-responsibilities/communities-and-vulnerable-people/publications-articles/spontaneous-volunteer-management-resource-kit>
- EMV (2016). *Community-based emergency management overview*. Melbourne, Emergency Management Victoria. <http://fire-com-live-wp.s3.amazonaws.com/wp-content/uploads/20160303044558/Community-Based-Emergency-Management-Overview.pdf>
- Volunteering Queensland's Emergency Volunteering portal (EV-CREW) - <http://www.emergencyvolunteering.com.au/qld>



7. FURTHER RESEARCH AND NEXT STEPS


Subject to ongoing research and stakeholder interest, the Risk-Benefit framework may be tested and further refined in future.

Key areas to target for future research, testing and refinement are:

- **Testing and documenting** the framework with applied case studies and evaluating its applicability for EMO decision making with stakeholders
- **Refining the framework** by developing targeted risk/benefit tables for key types of non-traditional emergency volunteering

8. REFERENCES

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4. Whittaker, J., B. McLennan, and J. Handmer, *A review of informal volunteerism in emergencies and disasters: Definition, opportunities and challenges*. *International Journal of Disaster Risk Reduction*, 2015. **13**: p. 358-368.
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