



HUMAN RESOURCES & VOLUNTEER MANAGEMENT

A shared approach

A report undertaken on behalf of the
Volunteer Strategy for South Australia
December 2018

VOLUNTEERING
Strategy
FOR SOUTH AUSTRALIA

2014 – 2020



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Introduction

There are endless reasons why volunteering is critical to our society but if 'voting with your feet' says something then it must be positive with 5.8 million individuals over the age of 15 formally volunteering in 2014 (ABS 2015). Volunteering activities present identifiable benefits economically and socially to the community, with formal volunteering contributing an estimated 743 million hours to the Australian economy in 2014. (ABS 2015) However overall, there has been a reported decline in formal volunteering activities over the past 5 years. (ABS 2015)

There are significant changes happening in the community sector driven by technology, client directed funding models, increased competition, demographic and social trends. Volunteers are being asked to contribute more than ever before and volunteer involving organisations (VIO) are being asked to do more with their scarce resources (Volunteering Australia 2016). Now more than ever organisations must unite the efforts of all those working on their behalf, paid or voluntary if they are to be sustainable.

This effort is partly recognised through how volunteer involvement is managed within organisations. Anecdotally there can often be a disconnect between organisation and volunteers, the management systems and staffing. Despite volunteer workforce having similar characteristics to a paid workforce, there are also significant differences. Understanding these similarities and differences is important in appreciating the interaction between Human Resource management (HRM) and Volunteer Management (VM).

HR departments in medium to large organisations are a key partner with the volunteer workforce and have an important role in supporting volunteering involvement. The relationship between HRM and VM is crucial for setting the 'tone' and enabling a culture in which volunteering is acknowledged as 'good for business'.

This report outlines the research undertaken through the Volunteering Strategy for SA, Working Group One which has examined the relationship between HRM and VM in VIO's, and draws some conclusions on improvements or practices in organisations. For this approach to be successful it needs to be underpinned by the National Standards for Volunteer Involvement 2015 and tailored to the individual needs of the organisation.

Research Report Project Team members and stakeholders

Research Report team members: Roxanne Withers (Project Lead), City of Playford; Peter Heyworth, Northern Volunteering SA; Golda Munro, Girl Guides SA.

Stakeholders include the Volunteering Strategy Partnership Board, Volunteering SA&NT, organisations and individuals who participated in this research. Thanks to Volunteering SA&NT for editing and publishing the report. Cover and design by Robyn Haworth.

Project Objectives

- Develop an understanding of the perceptions/attitudes towards volunteering by Human Resource (HR) personnel in large Volunteer Involving Organisations (VIO)
- Understand similarities and differences between Human Resource Management (HRM) and Volunteer Management (VM)
- Provide recommendations of what a shared approach could look like considering culture, collaboration and systems.

Methodology

- **Literature review** — A brief literature review was conducted to provide context and understand previous work undertaken in this area
- **Survey** — An online survey 'HR & Volunteering – Integration is good for business' was distributed across the sector targeting senior HR professionals in large volunteer involving organisations
- **Case studies** — Four organisations were selected to give a representation of those covered in the State Volunteer Strategy. Working group members interviewed staff responsible for Human Resource Management & Volunteer Management
- **Review of VET competencies** around HRM & VM.

Literature Review

What is Human Resource Management?	What is Volunteer Management?
<p>Human Resource Management (HRM) is a strategic approach to managing employment relations which emphasizes that leveraging people's capabilities and commitment is critical to achieving sustainable competitive advantage or superior public services. This is accomplished through a distinctive set of integrated employment policies, programmes and practices, embedded in an organisational and societal context.</p> <p>The Nature of Contemporary HR — John Bratton</p>	<p>Volunteer Management (VM) is, at its core, selecting and supervising volunteers. Yet it is also much more than that. Volunteer Management is a key position in the leveraging of an organisation's resources, on par with fundraising/development and human resources. Volunteer Management is the gateway to the community, providing citizens with opportunities to become more involved in local issues and global causes, and serving as a grassroots source of public relations and marketing. Volunteer Management ensures that there is community buy-in of an organisation's mission, thereby strengthening an organisation's credibility in the eyes of the public. Volunteer Management is the guardian of well-being, for volunteers and constituents, and for the organisations involving them.</p> <p>Universal Declaration on the Profession of Leading and Managing Volunteers</p>

Similarities & Differences between Human Resources Management and Volunteer Management


What both HRM & VM definitions outline is the management of people-resources to deliver on the organisations strategic objectives. Both consider recruitment, selection and induction; training, roles and responsibilities; systems and policies. The professionalisation of volunteering over the past two decades driven by an increased pressure to promote management accountability has inundated the day-to-day management of non-profit organisations. (Cunningham, 2010; Cunningham & James 2009) This has seen a greater emphasis placed on organisations to implement HRM practices in the management of their volunteers.

However are HRM practices similar enough to be transferred to VM while remaining effective?

The management of volunteers — what can human resources do? A review and research agenda (Alfes, Antunes & Shantz 2017) presented a comprehensive overview of existing studies on the relationship between HR practices and volunteering outcomes in not for profit organisations. The research used the ability — motivation — opportunity (AMO) model that proposed that organisations are best served by an HR system that attends to employee's *ability* (A) provide volunteers with the necessary competences to carry out role requirements (i.e. recruitment, selection, training & development); (M) to engage in discretionary effort (formal and informal rewards) and by creating opportunities (O) for employees to contribute (i.e. job design, teamwork and positive social interactions at work) (Lepak, Liao, Chung, & Harden, 2006; Purcell, Kinnie, Hutchinson, Rayton & Swart 2003).

Some of the unique differences between paid staff and volunteers that were noted in the research:

- Volunteers are driven by a moral and emotional connection rather than monetary therefore organisations rely on the 'rewarding experience of volunteering' to enhance motivation
- Volunteers benefit from greater independence and flexibility in how work is carried out
- They both differ with regards to intrinsic needs which influences attitudes and behaviours (Boezeman & Ellemers, 2009).



It was concluded that the majority of research to date has explored how individual HR practices have influenced volunteer outcomes without questioning whether HR practices may exert a synergistic impact on volunteers. (Alfes, Antunes & Shantz 2017) “Putting HR into context ensures that researchers move away from a ‘one size fits all’ toward a more tailored approach which takes into account that the management practices developed for volunteers need to match the volunteering environment to be effective. While best practices can give a first hint at which HR tools are likely to make a difference, they need to be adapted to the specific setting in order to deliver their full potential”.

Volunteer Management perspective

VM literature (Curley & Ellis 2010) describes the challenge of where volunteering fits in the organisational structure. As a result we have volunteer programs that:

- Operate out of the executive leadership units of organisations
- Are integrated in human resources or personnel departments
- Are an adjunct of fundraising and development offices
- Are sub units of field or program service departments
- Don’t directly connect to any other part of the organisation.

The ‘HR & Volunteering – Integration is good for business’ survey reflected that this is indeed the case in South Australia. The responsibility for VM was not allocated to a specific area of the organisation regardless of the size or context of the workforce (paid & volunteer).

The literature review indicated that the inconsistent approach to volunteer management and where it fits within an organisation could be attributed to volunteering still being viewed in a traditional sense which focuses on a service delivery model. The Tracking What Works Report (Kenny, McNevin, Hogan 2007) describes this as the placement of volunteers in positions that deliver services, generally to ‘disadvantaged’ members of the community. It emphasizes a distinction between the ‘altruistic’ giver and ‘needy’ receiver and does not capture the range of motivations that prompt individuals to volunteer.

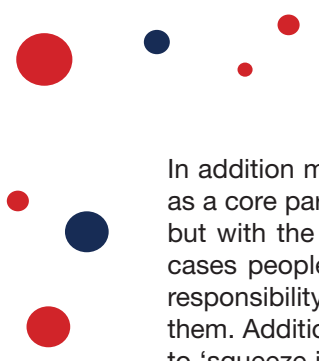
(Creyton, M 2004) explains that a contemporary view of volunteering sees itself as:

- Recognising that working with volunteers is building community
- Working with individuals rather than managing human resources
- Involving volunteers as integral to organisational process rather than be consulted as additional group
- Valuing process as well as the outcome.

Further to this The Tracking What Works Report continues to explain that “the voluntary activity encompasses community participation or engagement; active citizenship; community development”. With this view it sees organisations focusing on the outcomes arising from voluntary activity rather than the act of volunteering itself.

This contemporary view of volunteering provides many challenges when applying a HR approach due to the diversity and motivation of the volunteer workforce. (Curley & Ellis 2010) “There are few boundaries in volunteering with ages ranging from 5 – 95, backgrounds from school students to CEO’s; motivated by wanting to make friends, improve mental health, help others or change the world. In a majority of volunteer involving organisations the volunteer numbers exceed paid staff working in most cases working far fewer hours in a variety of ways from short term, single day and virtual service.”

(Curley & Ellis 2010) suggest the difference in recruitment where HR seeks to find the ‘one perfect candidate’ as directed by someone else only when the funds for paying wages are assured. Whereas volunteer management is continually reaching out to community members to contribute their time and skills in all sorts of roles and quite often needing to be creative in how this is achieved to match the motivations of the individual.



In addition many people responsible for volunteer involvement do not have this recognized as a core part of their role as they are primarily engaged to deliver programs and/or services but with the support of large number of volunteers. (Ellis, S. 2010) explains that “in many cases people are ‘anointed’ into the leadership of volunteers; they did not seek the extra responsibility and felt that they had little or no option when their administrator offered to them. Additionally, they continue to view their original job description as their priority and try to ‘squeeze in’ the volunteer program as their secondary set of tasks.” This occurs in many areas such as education, tourism, environment and health. This is often as a result of funding where the cost of volunteer involvement is not factored in and recognized. With significant reforms in Aged Care & Disability where the focus is on individualised funding there is a growing concern that there will be a huge impact on the aged care sector if the definition of the ‘formal workforce’ is not extended to include volunteers.

The complexities of contemporary volunteer participation along with a greater focus on risk management have seen the professionalisation of the voluntary sector over the past 15 – 20 years. This has been supported by the introduction of the National Standards for Volunteer Involvement and nationally accredited training courses in volunteer management but only at a Certificate IV level.

Shared Approach

South Australia has been leading the way in developing the relationships between paid staff and volunteers with the following work being undertaken:

- Agreement between Volunteering SA & NT & SA Unions - ASU (2008)
- Volunteer Management in Local Government Toolkit (2012).

The Australian Services Union and Local Government Volunteer Managers Network jointly funded by the Local Government Research and Development Grant developed the ‘Volunteer Management in Local Government Toolkit’ (toolkit), in recognition of the complexity of issues impacting upon both volunteers and paid staff.

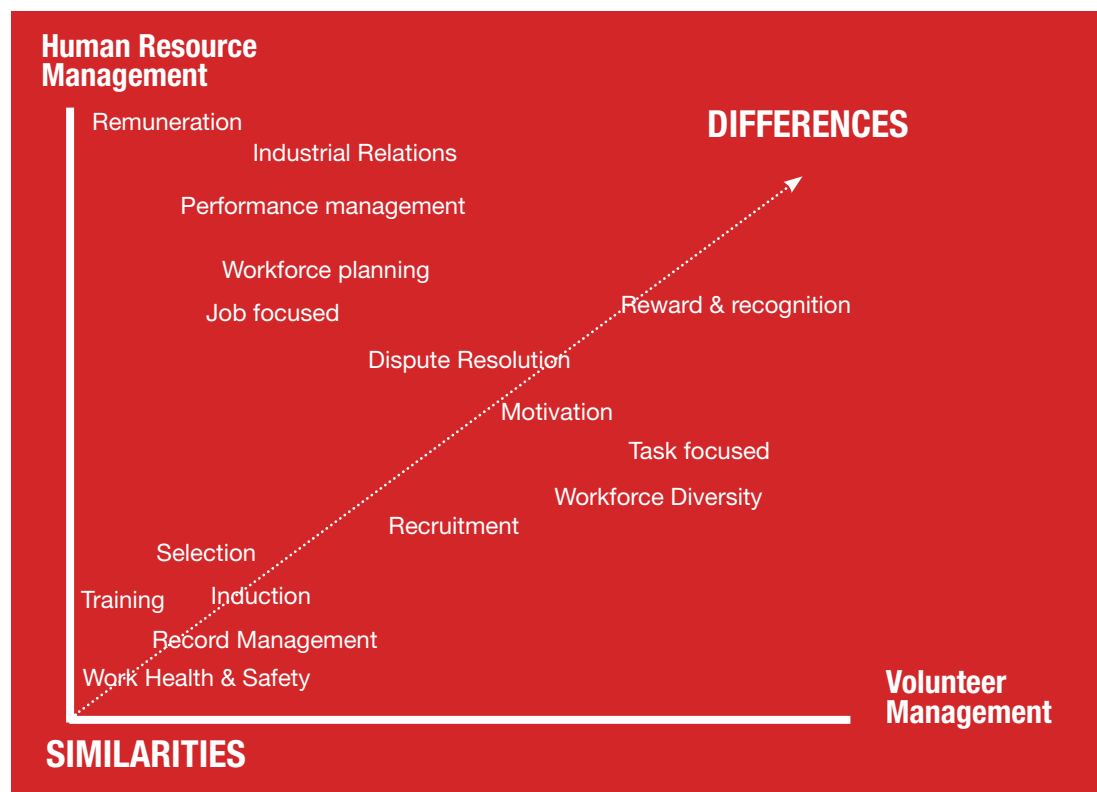
The Volunteer Program Management Paradigm (Heyworth & Withers 2012) developed for the toolkit, focuses on the critical factors to be considered to achieve a high level of mutuality between volunteers and paid staff; the extent to which the organisation as a whole has ownership of the volunteer program and how this is expressed in supporting volunteering outcomes. These factors include:

1. The Culture of the organisation — High level strategic recognition of the respective roles of HR & VM in meeting the purpose of the organisation is embedded at all levels throughout the organisation. This needs to be reflected throughout the organisation as described by Schein (2004) in three distinct levels:
 - a. artifacts & behaviours (tangible, overt or verbally identifiable elements)
 - b. espoused values (organisations stated values and rules of behavior)
 - c. underlying assumptions (deeply embedded, taken for granted behaviours which is usually unconscious, but constitute the essence of culture).
2. Rationale for volunteer involvement — understanding the role of volunteering as an active component in community strengthening/ development and how it links to the strategic direction of an organisation.
3. The perception of risk — taking a positive and broad view of risk in order to mitigate the potential for industrial issues, health & safety, loss of productivity and customer confidence in the organisation.

Comparison

The following diagram compares similarities and differences of the HRM & VM functions typically undertaken in large volunteer involving organisations. It commences at the intersection with similarities such as work health & safety, record management and training

and then moving outwards to those areas that tend to be specific to the respective functions such as remuneration, industrial relations and workplace diversity.



Summary

The literature highlights a growing emphasis on organisations to implement HRM practices in the management of their volunteers as a result of the increased pressure to meet strategic objectives and promote organisational accountability.

There have been many studies to understand whether or not this has been effective with HR researchers concluding that more work needs to be undertaken in how HRM practices are adapted to the volunteering context given the complexities of contemporary volunteering.

While there are many similarities in the management of people-resources such as recruitment, selection and induction; training, roles and responsibilities; systems and policies there are significant differences that need to be considered. These differences in volunteering are driven by an intrinsic and emotional connection rather than monetary. Therefore VIO need to also rely on the 'rewarding experience' of volunteering which focuses on the outcomes arising from the activity rather than just the act of volunteering itself.

What has been identified in addition to the HRM systems and processes are several critical factors to encourage a high level of mutuality between volunteers and paid staff. These factors include culture and the extent to which the organisation as a whole has ownership of the volunteer program; clear understanding of the role of contemporary volunteering and links to the strategic objectives of the organisation; which if achieved will ultimately lead to a positive view of risk and open up many opportunities.



Survey of HR professionals in Volunteer Involving Organisations

The survey looked at the interrelationship between the Human Resources Department and the volunteer workforce. It was divided into three sections:

1. Role of the HR Department and the person completing the survey
2. Volunteer Program Management
3. Relationship between HR personnel and the Volunteer Program Management

There were 74 responses to the survey. The majority of respondents 61% were from across Government, 31% Not for Profit/Charity, 8% representing educational institutions and business.

The survey results reflected that the **responsibility for strategic development of volunteering** sat in a diversity of areas within the organisation: Team Leader 16%, Volunteer Manager 21% Program Coordinator 18% and Other 45% responses include Chief Operations Manager, School Principal, Elected Members, Management Committee, Board & General Manager, CEO, Directors, No-one.

Further analysis did not indicate that there was any consistent approach within a particular sector and that it was just as varied within government departments and not-for-profits.

The **responsibility for day to day management of volunteers** varied across a number of roles: Team Leader 36%, Volunteer Manager 27%, and Program Coordinator 37%.

In comparison HRM was allocated to a designated department with the following being reported. When asked does your organisation have a Human Resources Department or equivalent: Yes 73%, No 17% and Other 10%.

Respondents were asked to rate the top (3) **three reasons the organisation involved volunteers**. Of the answers proposed, 45% of first preferences were for 'Crucial to the organisation in meeting its mission to better serve the community'; followed by 25% first preferences with 70% responses in total for 'Build relationships with the community in which you work and contribute to.' **Respondents saw interaction and contribution to the community as the key for involving volunteers.**


In comparison at the lower end of the survey results 12% of first preferences 25% selections in all were 'To save money' and 15% of first preferences (17% of total selections) in response to 'Not sure haven't considered the role of volunteers in the organisation'.

This positive view of volunteer involvement could be attributed to the fact that (Q17) in which of the following documents are **volunteers acknowledged** with 77% strategic plans, 56% business plans. Further to this it dropped off in the acknowledgements within 37% of Mission/ vision statements, and 35% of values statements.

Overall the HR department has a lesser role in the management of volunteers with respondents (Q15) indicating that the primary area of involvement is providing advice and direction to staff managing volunteers 77% and policy development 61% in comparison with day to day management of volunteers 23%.

Interestingly Q6 - 73% of survey respondents indicated that they had not undertaken **any accredited training in volunteer management as part of their qualifications** with 67% not having undertaking any further professional development. Qualifications with a specialisation in Human Resources Management do not include any competency around volunteer management (see later discussion). This is an area of deficit particularly for the NFP/NGO sector which is the primary focus for volunteer effort and particularly when HRM sees its primary role in VM as providing advice and direction to the staff who manage volunteers.

In terms of **policy coverage for volunteers** (Q16) few organisations have shared policies for both staff and volunteers, with the exception of Work Health Safety 71%, Screening 60% and Risk Management 56%. **The development of volunteer roles through a clearly defined**



process (Q20) was managed by 70% of volunteer managers or equivalent as compared with 11% managed by HR and 19% adhoc with no defined process.

When asked **which benefits are extended to volunteers and staff** (q18), reimbursement for expenses, and recognition for length of service was similar for both staff and volunteers, with other benefits generally only extended to staff. Note there were only 29 responses to this question and where the staff were offered the benefit (e.g. flu vax) only about 25% of organisations also offered the benefit to volunteers. The main reason given for not extending benefit to volunteers (Q19) was budget limitations (65%), followed by volunteers not considered equivalent to paid staff (44%).

In response to (Q21) **What happens if there is a lack of clarity between paid and volunteers? How is the situation managed?** From the 36 responses it was indicated that this doesn't occur very often where there are clearly defined volunteer roles supported by the appropriate policies and procedure. Responses include **"Policy statements clarify delegations of responsibilities. Policy statement regarding implementation of new procedures and dispute resolution processes, J&P descriptions of all roles; clearly addressed within policy, volunteers and work placements are to support a paid position not replace a paid position"**.

When the situation does occur it was resolved by the volunteer manager and/or in discussion with HR/Senior Management. Responses include **"through the volunteer manager; monitored by manager volunteer programs and HR; advice is sought from HR; HR assists and guides conversation to ensure it is actually a paid or volunteer role"**.

In response to (Q 23) **If there was one thing you could change tomorrow to enhance the relationship between staff and volunteers what would it be?** There were 27 responses with the majority indicating the need for volunteer involvement to be acknowledged within the organisation from a strategic level through to the day to day relationship. Responses include **"Team meetings that include both paid and volunteers; create a strategic and working connection between the two groups; Embed the requirement for staff to volunteer to the Council community as part of their job to build connection to the WHAT they do to WHO they do it for, understand what the volunteers do and break down the stigma and stereotype of the community they work within; share corporate induction."**

Volunteer Strategy for SA Project Team 1

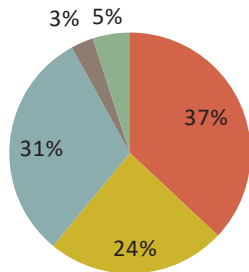
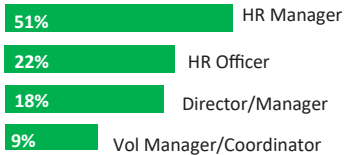
HUMAN RESOURCES & VOLUNTEER MANAGEMENT

'A SHARED APPROACH' Survey Key Findings April 2016

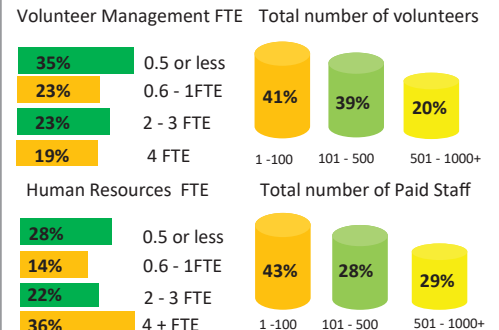
74 responses from volunteering involving organisations

About

Respondents



- Federal/State Government
- Local Government
- Not for Profit/Charity
- Educational Institution



Strategic Development

#1 reason for having volunteers is to meet the organisations mission to **"Better serve the community"**

#2 Build relationships with the community



Volunteer Management Training



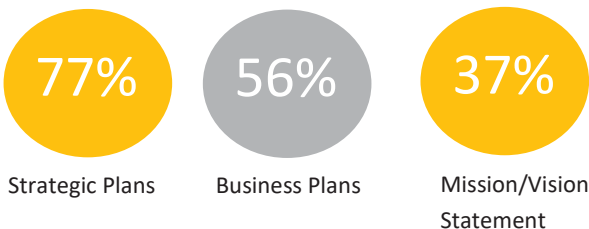
Training

73% not undertaken any Volunteer Management training as part of their qualifications

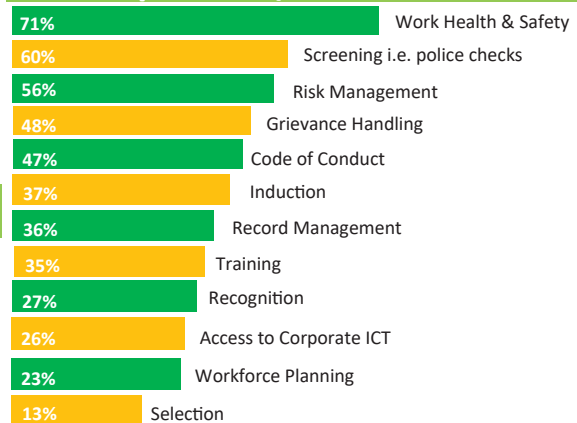


67% not undertaken any professional development in Volunteer Management

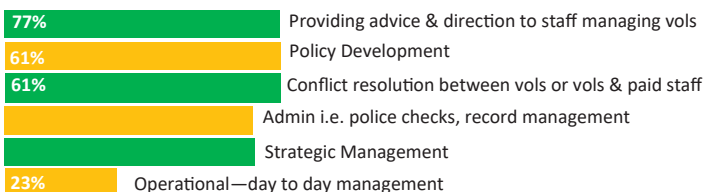
Volunteer acknowledgement



Shared policies (Staff & Volunteers)



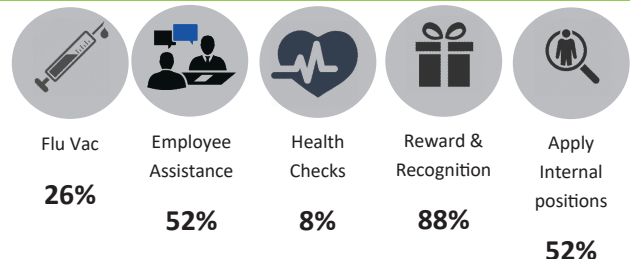
Role of HR in volunteer management




Day to Day management of volunteers



Benefits extended to volunteers





CASE STUDIES



Case Studies

A series of case studies were conducted with the aim to qualitatively explore the interrelationship between the Human Resources Department and volunteer workforce in large volunteer involving organisations from the following sectors:

Local Government — In SA, it is estimated that Local Government in South Australia involves over 11,000 volunteers with the primary objective to:

- develop and strengthen the links between councils and their communities
- provide personal development opportunities for individuals
- tap into the skills, experience, talents, energies, ideas and knowledge of people in the communities
- enable councils to extend and expand services (LGA SA).

State Government — Aims to maintain a high volunteering participation rate in South Australia, through the Volunteering Strategy for South Australia 2014-2020.

Not for Profit — The Australian community sector - sometimes referred to as the not-for-profit sector, nonprofit sector, third sector, or social sector - encompasses a broad range of organisations that are neither commercial nor governmental, all pursuing a range of charitable purposes through service delivery, grant making and other activities which advance health, education, social welfare and religion. It includes entities of all sizes - hospitals, community services, universities, sports clubs, religious groups, day care centres, recreation clubs, environmental groups, job-training centres, family counseling agencies, and many more.

This was aimed at understanding what a collaborative approach might look like and how this might benefit the organisation in meeting its strategic objectives. Interviews were conducted where possible with the Human Resource Manager and Volunteer Manager, with questions based on the following themes.

1. Context of the organisation and the role of volunteers and HR in the organisation
2. Strategic recognition of volunteers
3. Day to day management of volunteers
4. Relationships in the management of volunteers – when do HR get involved?
5. Policy and systems as applied to volunteers
6. Understand organisational culture and its interaction with volunteers
7. Future developments of involvement with volunteers

6 Volunteers play a significant role. Without volunteers we couldn't deliver most programs. We are also about engaging local volunteers to build local community — indirect benefit to build community. Especially with Holden closure — need higher levels of resilience to make changes in next few years.


Senior HR Manager

Case study

City of Playford (Local Government) SA

Photo Credit: City of Playford





City of Playford (CoP) has significant volunteer participation with 590+ involved in the planning and delivery of services across a broad range of areas including graffiti removal, social inclusion, transport, social support, environment, youth initiatives, men's health, reference groups, community development activities, libraries, food co-ops and community centres.

Culture

Volunteering is identified as addressing many areas of Council's strategic directions of Prosperity, Liveability & Happiness. This includes but is not limited to:

- improving the employability of local people
- social connections
- civic participation
- delivering learning opportunities through local facilities
- community spirit
- sense of identity and preservation of natural environment.

This is reflected in many of Council's strategic documents including the Playford Community Vision 2043, Annual Business Plan, Youth, Healthy Ageing, Community Access and Inclusion and the Volunteer Plan 2011 – 2016. The links to Council Strategic plans ensure that volunteers are recognized as key partners in the delivery of the Council Plan.

Council employs a Volunteer Strategic Development Officer that sits within the Community Services department with responsibility for providing a strategic and coordinated approach to volunteering in terms of policy, planning, promotion and volunteer management in accordance with relevant City of Playford plans. This position also works to develop and promote volunteering across the broader region with businesses, community organisations and clubs. The position works alongside volunteer coordinators in an advisory role and has no direct reports. In addition there is an externally funded volunteer coordinator with responsibility for recruitment, selection, induction, training and rostering based in a large community centre with approx. 260 volunteers.

This along with a comprehensive volunteer management framework based on the National Standards for Volunteer Involvement, clear policies and procedures; reporting based on Results Based Accountability Framework help embed a positive view of volunteering into the organisational culture.

In our last volunteer satisfaction survey 87% respondents reported that they


“...feel like their work contributes to the organisations goals” this demonstrates how connected volunteers are to the overall organisation.

Volunteer Strategic Development Officer

However it's important to note that the 'magic' happens as there is a strongly embedded culture of trust and appreciation of what volunteers contribute which is acknowledged through the attitudes of staff and volunteers. This is reflected in how they interact through sharing resources such as work spaces and training; access to programs such as employee assistance and reward & recognition.

Collaboration

The Volunteer Strategic Development Officer (VSDO) and Human Resource Manager (HRM) both have a responsibility for workforce planning in their respective areas to understand current and future needs. Work is also being undertaken to understand the impact of the National Disability Insurance Scheme (NDIS) and Aged Care reforms on the role of volunteers. The other area of growth is the number of volunteers seeking volunteer opportunities as a pathway to employment.



HR & VSDO have a positive relationship with the unions with processes in place for discussions if there are any 'grey' areas of volunteer involvement as well as a decision making process to support the development of new volunteer roles.

This is supported by the Council's Volunteer Management Policy & guidelines which clearly defines who is and who isn't a volunteer as follows:

Volunteers working on behalf of Council will be defined as individuals who:

- provide their services of their own free will
- do not receive any monetary reward (out of pocket expenses are not regarded as monetary reward)
- benefit the community and themselves by participating in volunteer programs
- complement, but do not replace or threaten the livelihood of, paid workers in designated positions only.

The following persons, for the purpose of the Policy, are **not** considered volunteers:

- People on work placement and work experience programs
- Students undertaking volunteering as a part of the education curriculum
- Elected Members of Council
- Persons receiving payment outside of the volunteer reimbursement framework.

Previously there had been lack of clarity regarding 'unpaid' placements such as work experience and work for the dole which was deflected to the volunteer program. However HR has now introduced a 'Pathways to Employment' Program which has a dedicated staff member who works closely with the VSDO but with clear accountabilities.

HR are working towards a more integrated approach to make sure systems flow smoother rather than staff and volunteers processes replicating each other. Example: HR brought Information Communication Technologies (ICT), VSDO and Managers to work through a resolution which has resulted in a shared process where volunteers are provided access to ICT systems when required to fulfil their duties.

🗨️ **The process of integration is not currently intentional but the future focus is about changing process e.g. why have separate staff and volunteer recognition events, staff training has some positions vacant then why not offer positions provided to volunteers, need to use systems interchangeably to create cross functionality.**

Senior HR Manager

One example of where HR would play a role in volunteer management would be:

In managing complaints involving volunteers including performance management the VSDO will work with the Manager of the area acting as an adviser (not authority), guiding them through the process. However serious complaints such as bullying between paid staff and volunteers would default to HR to work with the Manager.

There may be some issues requiring cross department involvement such as governance or work health & safety. There is minimal conflict between paid staff and volunteers with an approach to resolve any conflict early as possible and provide avenues for discussion through volunteer team meetings, suggestion boxes and surveys.

The successful relationship is underpinned by clear accountabilities, adequate resourcing, service standards and ongoing communication.

Systems & processes

The following diagram shows where the accountability lies for the various areas of volunteering within the organisation, however in reality there is overlap, and a reasonable degree of integration.

Council has a Volunteer Strategy & Development program which is managed within the Community Services department by a designated position. This position has responsibility for providing a strategic and coordinated approach to volunteering in terms of policy, planning, promotion and volunteer management. The day to day management is undertaken by the Program Coordinators. HR provides advice and support as required.

Human Resources	Volunteer Strategic Development Officer	Program Coordinators
HR Advice	Strategic Development	Recruitment, Selection, Role Induction & Screening
Screening Support	Volunteer Management Policy & Procedures	Day to Day Management
	Corporate Induction & Training	Record Keeping
	Reporting	Reward & Recognition
	Corporate Reward & Recognition	
	Conflict Resolution	

Only difference between volunteers and paid staff is that volunteers tend to have the emotional connection they pick your organisation because you tick their box.

- People, Culture & Safety Assistant

Case Study


Animal Welfare League SA (Not for Profit)

Photo Credit: Animal Welfare League SA



The role of HR is to ensure the organisation is doing the right thing by the people and that the people are doing the right thing by the organisation — getting a balance.

People & Culture



The Animal Welfare League (AWL) cares for approximately 12,000 dogs and cats each year without any direct Government funding supported by 400 volunteers in a variety of roles in shelters, adoption centres, ReTAILS Thrift Stores, community events and fundraising. The organisation receives a great deal of interest from the public wanting to volunteer for many different reasons whether it is to help the animals find a 'fur-ever' home, meet new people and a considerable number of volunteers see it as a pathway to employment gaining a valuable understanding of the industry.

Culture

Volunteer Management moved to Human Resources several years ago where there has been a focus on the creation and recruitment of vital roles and organising ongoing learning and training for both staff and volunteers. More than 4300 hours have been contributed to the AWL by volunteers in the past year which equates to more than \$1.2 million in time. The AWL had seen a 22% increase within the volunteer program.

The CEO attends the volunteer welcome induction and spends at least 30 minutes creating a valuable connection with the volunteers.

Many staff have been recruited through the volunteer pool as they have the opportunity to apply for internal positions. This can impact on the culture of the workplace as staff may feel threatened even though it's a level playing field supported by a merit process. The organisation offers a lot of training for staff and volunteers which tends to get snapped up by volunteers as they are keen to improve their skills and knowledge.

Collaboration

The value of volunteering is viewed differently across the organisation with some departments not having an understanding of what volunteers do and the contribution that volunteers make. Supervisors of volunteers undertake leadership training but not specific to volunteer management as the organisation doesn't want to differentiate between paid staff and volunteers as it creates confusion.

Training for staff and volunteers continues to be a focus with many new courses run throughout the year to ensure staff and volunteers have the necessary skills and support the AWL needs as we continue to grow and change.

Systems and processes

The day to day management is undertaken by the program supervisors/managers with the responsibility for the volunteer management framework undertaken by the People & Culture Team.

Human Resources	Supervisor / Manager
Recruitment, Selection & Induction	Day to Day Management
Training	Rostering
Volunteer Management Policy & Procedures	Record Keeping
Work Health & Safety	Develop new roles
Recognition	


6 The culture at St Johns is that we are all volunteers.
HR Manager

Case Study

St John Ambulance SA (Not for Profit)

Photo Credit: St John Ambulance SA





St John Ambulance SA is a volunteer based NFP organisation, primarily funded through its own commercial activities. St John provides services to the community through the delivery of first aid, training, social inclusion and youth development programs.

St John SA as part of St John Australia is part of the global humanitarian movement the Order of St John which works to improve the health and wellbeing of people across the world. St John SA has been established and serving South Australians for over 125 years. St John has 4 strategic aims which outline the range of services they provide:

- To be the leader in first aid education and products
- To be the leading provider in the fields of community first aid response and event medical services
- To be a respected and valued community service provider
- To build stronger communities through quality volunteers.

As an indication of the services provided, the following statistics were presented in the St John Australia SA Inc. Annual Report 2016/17.

2,509	Events and emergencies attended
14,302	Patients treated
477	Community Care clients
9,673	School children First Aid trained

Culture

ST John SA has approximately 100 staff and 1500 volunteers. It is governed by a Board of Management which is made up of volunteers. The organisation can be categorised as Volunteer led and (mostly managed) with paid staff providing support in areas such as HR, administration and assistance warehousing, education and asset management.

ST John adult volunteers are arranged within areas or regions and are managed by volunteer area managers / regional superintendents. A state superintendent oversees all managers and there is an overall State Commissioner. In addition, ST John SA has a Cadet Division with 668 youth members/ volunteers, managed by a volunteer Cadet Manager. The community care program is managed by a paid Community Care Program Coordinator.

Paid staff report through to a CEO. The CEO and State Commissioner, report through to a Board which is made up of volunteers. In summary overall management is by volunteers.

There is a strong interaction between staff and volunteers. Within the office, there are desks set aside for volunteers. Staff sit on volunteer committees and vice versa.

Collaboration

There is a joint recruitment team, made up of HR and volunteers, called Recruit, Induct, Train (RIT). The RIT sit in on all interviews, and assist in the induction and 6 month probation period. After that, the volunteers are assigned to a division and divisional manager.

Paid staff job descriptions include a statement that they are there to look after volunteers. Some of the service delivery is changing with paid people in roles previously done exclusively by volunteers. This includes first aid and emergency treatment at major events, where some paid staff are being used. This means some accountability changes will be required. HR is responsible for managing the performance/complaint process with the final decision making made by the Commissioner.

Systems & processes

As much as possible all policies cover paid and volunteer staff however some of the policies are historical, and some are driven from the national organisation.

Human Resources	Managers of volunteers (unpaid)
Oversee Recruitment, Selection & Induction process	Recruitment Support
Volunteer Management Policy & Procedures	Day to Day Management
Performance Management	Rostering
Compliance—screening, WHS	
Advice	
Reporting	

“Positive parental, family and community engagement is a significant contributor to successful engagement, attendance and learning achievement for all students and children”


Senior Policy and Project Officer

Case Study

Department for Education (State Government)

Photo Credit: SA Department for Education





The Department for Education is recognised as possibly the largest provider of volunteers in South Australia and it is conservatively estimated that the economic benefit of the contribution of volunteers to its education and care sites is over \$11 million per year. There is an estimated 25,000 volunteers working in department preschools, schools and care sites, all of whom make a significant contribution to the education and wellbeing of thousands of South Australian children and department staff each year.

Culture

The Department for Education released an updated volunteer policy in October 2016 which outlines its commitment to making sure its volunteers are encouraged and supported and their contribution is acknowledged and valued. It also sets out the requirements for recruitment, induction and management of volunteers to comply with relevant legislative and policy obligations.

This policy is supported by the departments Volunteer Procedure and the 'Guideline of the Commissioner for Public Sector Employment – Volunteers.' The Commissioners guideline applies to all public sector agencies and is intended to cover all volunteering to the State/ Crown (with the exception of specific categories that are covered by legislation (i.e. SES and CFS) including volunteering to the State via a public school or preschool and recognises that volunteers:

- provide services as a volunteer of their own free will and for the common good to both the volunteer, public sector and community
- perform as a volunteer without financial gain
- are not to perform functions that should be provided by employees (with exception to volunteers performing duties under the Fire and Emergency Services Act 2005) and
- provide an important role in the delivery of government services to the community.

The Department for Education employs a Senior Policy and Project Officer – Volunteers, responsible for policy, resource development and providing policy advice and support to education leaders. This position is supported by a fixed term Project Officer to assist with the rollout of recommendations that were made through a Change Review project. These positions sit within the Engagement and Wellbeing directorate, Early Years and Child Development division.

There are no specific volunteer coordination roles at a site level. The accountability for management of volunteers sits with the department site leader (usually the Principal or Preschool Director) who may choose to delegate to another staff member. It is a requirement through the departments Volunteer Policy to have a nominated contact person for volunteers. The department site leader is responsible for making sure that the Volunteer Policy is implemented, managing all the day to day aspects based on the minimum policy requirements. They can go above and beyond these requirements if needed.

Collaboration

In 2015, the department approved a change review project in recognition of the increased workload for staff in schools, preschools and care sites to effectively involve volunteers. In addition the development of volunteerism both within Australia and globally was going through significant changes including how people volunteer and the requirements to manage them. The change review project was undertaken during 2015-2016 in consultation with a large number of stakeholders including education and care leaders, teachers and staff, volunteers, students and unions. As a result, a change review team developed 25 recommendations to improve system support to help staff to better involve volunteers. The overarching aim of this review was to improve on the system supports already in place to better involve volunteers. During 2016-2018 all of these 25 recommendations were implemented.

In the Department for Education, volunteer management is seen as a separate function to Human Resources however the change review process recognised some improvements

that could be achieved working collaboratively. This included implementing better ways to integrate volunteer management into more efficient departmental human resource strategies which included volunteer inductions, work health and safety and screening support.

Systems & processes

The primary responsibility for the strategic development of volunteering and provision of the volunteer management policy and procedure sits with the Senior Policy and Project Officer based within the department. The day to day management of volunteers is undertaken by the school, preschool and care sites. HRs primary role is to assist with the screening requirements and provide volunteer policy advice on work health and safety including inductions for volunteers.

Human Resources	Senior Policy and Project Officer	Education sites
Compliance — Work, Health & Safety, Screening & Inductions	Strategic Development	Recruitment, Selection & Screening
	Volunteer Management Policy & Procedures	Induction & Training
	Advice	Day to Day Management
	Reporting	Record Keeping
	Recognition	Recognition
		Work Health & Safety
		Reporting

Human Resource and Volunteer Co-ordination Qualifications

One method of comparison between HRM and VM is through the comparison of qualifications designed to prepare individuals for work in these particular fields. Whilst many HR Managers have a bachelor's degree, the Certificate IV level of the Australian Qualifications Framework has been selected for comparison purposes because this is the highest volunteer management qualification currently available in the Vocational Education and Training (VET) sector. There are only a handful of Registered Training Organisations (RTO's) delivering this qualification nationally and only one RTO (NV Education & Training Services – NVETS RTO 40831) providing an Advanced Diploma of Community Sector Management with a specialisation in volunteer management.

The two qualifications for comparison are the CHC44015 Certificate IV in Coordination of Volunteer Programs and BSB41015 Certificate IV in Human Resources.

There are some key similarities between each qualification such as:

- Gaining an understanding of organisational systems including policy and procedures
- Work health and safety implementation
- Policy review
- An understanding of ethical frameworks
- Selection / induction and recruitment
- Developing networks.

Both focus on workforce development although Volunteer management seems to have a wider focus.

There are also significant differences such as:

- Volunteer management has a strong client focus; team leadership; wider scope of legislation on volunteers although this is implied in some HR components
- Human resources has a strong focus on industrial relations
- Diversity in the workforce.

It should be noted the Human Resource Certificate has one fewer subjects at 6 core and 4 elective units while the volunteer Coordination qualification has 7 core and 4 electives.

CHC44015 Coordination of Volunteer Programs	BSB41015 Certificate in Human Resources
<p>This qualification reflects the role of workers who are responsible for the coordination of volunteers within a program or organisation. Volunteer coordinators provide ongoing management and support to volunteers and are the main point of contact for volunteers.</p> <p>At this level, workers will generally be autonomous and are required to supervise and lead volunteers in projects or teams. These workers may be employed in a range of industry sectors and in a complex, regularly changing context. Work may be in either a volunteer or paid capacity.</p>	<p>This qualification is suitable for individuals working in a range of human resources management positions. Job roles could include human resources assistants, human resources coordinators, human resources administrators and payroll officers.</p> <p>Workplace responsibilities would be determined at a workplace level. Some smaller business may require employees to work across all aspects of human resources. In larger companies, individuals may just have responsibility for a singular aspect of human resources such as remuneration.</p>

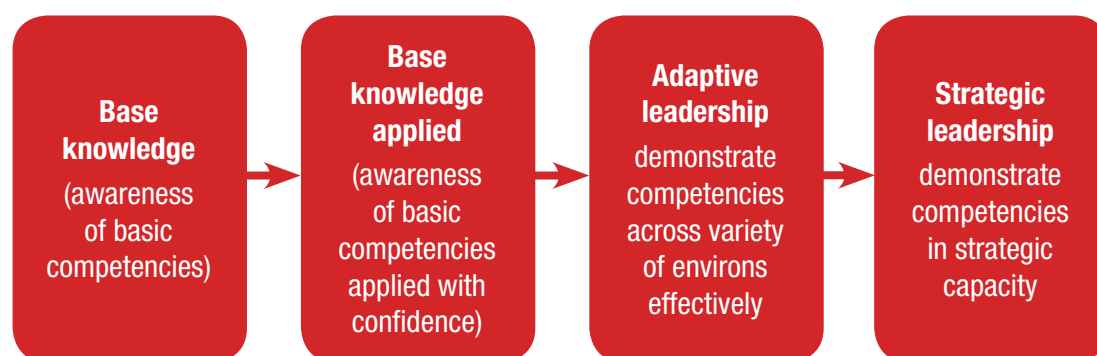
Job analysis

Volunteer managers can have responsibility for anywhere from 5-10 volunteers up to hundreds or even thousands of volunteers across multiple sites and multiple programs. They are frequently expected to work in conjunction with other staff who may themselves manage groups of volunteers although they may not have the title Volunteer Coordinator. Volunteer managers are expected to display competence in a wide range of skills such as planning, marketing, stakeholder engagement, grant writing or fundraising and policy / systems development. Their role will typically include significant levels of staff and client contact alongside volunteers

Workforce role and competency analysis

There has been minimal formal work done on the analysis of skills required by VM to competently complete their jobs. While AAMoV (The Australasian Association of Managers of Volunteers), the professional association for volunteer managers has completed some initial work in this area, it has not been published. The New Zealand competencies framework developed by Volunteering New Zealand in 2013 has been published.

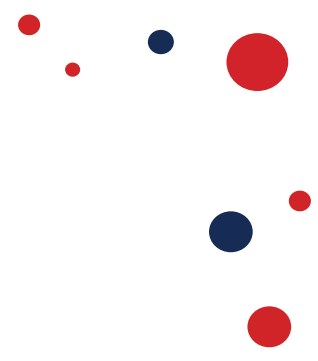
The New Zealand framework developed a model of skills application from base level competencies and an awareness of them through to the strategic application of these skills across the organisation. (Competencies for Volunteer Managers, Volunteering New Zealand 2013, p2)



The Competencies acknowledge VMs display a wide range of skills demonstrated at varying levels within the organisation depending upon the level of responsibility.

The Framework acknowledges VMs are involved in and expected to be competent in a wide range of skills. This is supported by various skills and role analysis completed by NVETS (unpublished skills and job role analysis – NV Education and Training Services - NVETS) including:

- Recruitment and selection
- Placement and support
- Volunteer workforce development
- Rewards and recognition
- Establishing systems and processes, including policy frameworks
- Internal advocacy for resources
- Strategic leadership covering multiple areas and departments within an organisation
- Grievance, discipline

- 
- Training and development of training materials
 - Marketing and fundraising
 - Team management and sometimes multi-site / multi program management
 - Work health and safety
 - Risk management
 - Significant diversity in all areas e.g. gender, age, cultural, disability and so on.

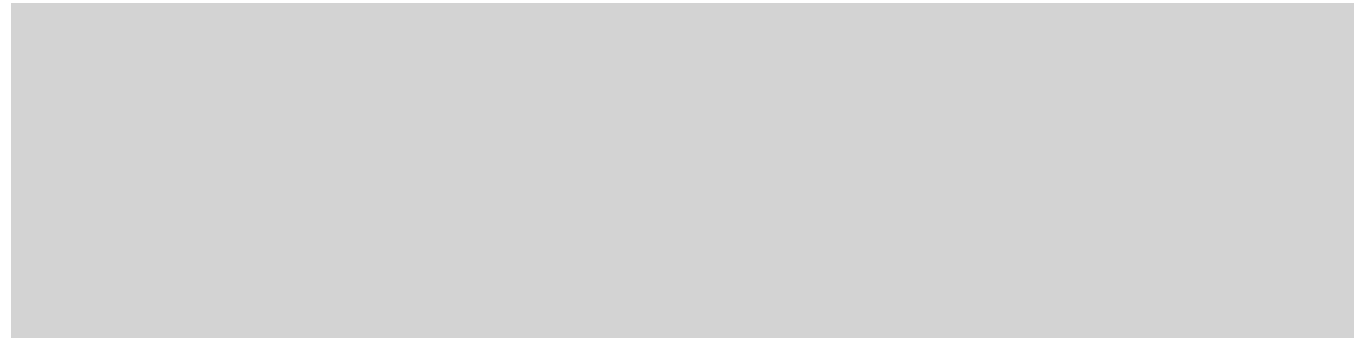
An area frequently underrepresented in this role is that of budgeting and finance.

This diversity of role is clearly demonstrated when reviewing Australian qualifications in the Vocational Education and Training (VET) sector.

Workforce analysis and skills forecasting is currently undertaken by the Australian Industry and Skills Committee through Service Skills Organisations utilizing the resources and industry contacts of a number of Industry Reference Committees. These reports commonly target major industry skill sets and predict where training has occurred and potential areas of growth may occur in the future. This in turn assists in the formulation of government policy and the development of Vocational Education and Training (VET) Sector Training Packages which are administered on a national level through Registered Training Organisations.

The review of qualification around VM will not occur in this context for several years to prepare for the redevelopment of VM qualifications. However, the current VET qualification framework contains qualifications at Certificate IV level only despite the focus of some VMs at a higher level, for example in providing oversight to hundreds of volunteers in a multi-site capacity.

The following analysis of the Certificate IV in Coordination of Volunteer Programs and Certificate IV in Human Resources provide a base level comparison.



Certificate IV Level Qualifications

CHC44015 Certificate IV Coordination of Volunteer Programs			BSB41015 Certificate IV Human Resources		
Unit code	Title	Element	Unit Code	Title	Element
CHCVOL003	Recruit, induct and support volunteers	Plan and develop a volunteer recruitment program Select and induct volunteers Develop and implement volunteer support systems	BSBHRM405	Support the recruitment, selection and induction of staff	Plan for recruitment Plan for selection Support selection process Induct successful candidate
CHCVOL004	Manage volunteer workforce development	Review and develop volunteer program policies and systems Develop a volunteer workforce plan Develop strategies to enhance the volunteer workforce Implement opportunities for volunteer management team development	BSBHRM403	Support performance-management processes	Review performance management infrastructure Promote performance management system Recommend improvements to performance management system in response to collated data
CHCCOM002	Use communication to build relationships	Communicate with clients and co-workers Address communication needs Facilitate meetings	BSBLDR402	Lead effective workplace relationships	Collect, analyse and communicate information and ideas Develop trust and confidence as leader Develop and maintain networks and relationships Manage difficulties into positive outcomes
BSBLDR403	Lead team effectiveness	Plan to achieve team outcomes Lead team to develop cohesion Participate in and facilitate work team Liaise with management			

CHC44015 Certificate IV Coordination of Volunteer Programs			BSB41015 Certificate IV Human Resources		
Unit code	Title	Element	Unit Code	Title	Element
HLTWHS003	Maintain work health and safety	Contribute to workplace procedures for identifying hazards and controlling risks Implement policies and procedures into work team processes Support consultation, cooperation and communication	BSBWHS401	Implement and monitor WHS policies, procedures and programs to meet legislative requirements	Provide information to the work team about WHS policies and procedures Implement and monitor participation arrangements for managing WHS Implement and monitor organisational procedures for providing WHS training Implement and monitor organisational procedures and legal requirements for identifying hazards and assessing and controlling risks Implement and monitor organisational procedures for maintaining WHS records for the team
CHCLEG001	Work legally and ethically	Identify and respond to legal requirements Identify and meet ethical responsibilities Contribute to workplace improvements	BSBHRM404	Review human resources functions	Review policy and procedures frameworks Apply ethical framework
CHCDIV003	Manage and promote diversity	Research diversity in the workplace Foster diversity Adapt communication strategies Contribute to workplace diversity and procedures	BSBWRK411	Support employee and industrial relations procedures	Communicate and implement organisation's industrial relations policies and procedures Assist in minimising industrial relations conflict Enhance industrial relations



Conclusions

The key findings from our research are outlined below:

- No one approach works as each organisation is different
- There is common ground that VM & HR management professionals can benefit from sharing with each other, while acknowledging that there are some key differences
- The recruitment, development and motivation of people are key to both HRM & VM and the sustainability of volunteer involving organisations
- HR Managers view their primary role in volunteer management as providing advice and direction to staff managing volunteers
- Volunteer involvement is generally acknowledged by HR professionals as a positive way for community to contribute to their organisation
- Human Resource Management qualifications don't address volunteer management and further professional development in this area is not seen as a priority
- Human Resources Management follows a stronger systems model
- Volunteer involvement is predominately managed independently of the HR department.

Recommendations

1. Organisations involving a significant volunteer workforce must acknowledge the importance of volunteer management and ensure volunteer managers are provided with appropriate training and support underpinned by the implementation of the National Standards for Volunteer Involvement.
2. Human Resource Managers have an adequate understanding of volunteer management particularly if they have a key role in providing advice and direction to staff managing volunteers and is reflected in their accountabilities.
3. Human Resource Managers and Volunteer Managers in an organisation work together in the development of policies and processes for the management of volunteers.
4. Human Resource Managers and Volunteer Managers develop a shared vision of how the two management approaches work together addressing:
 - Effective use of human resources across the organisation
 - Shared principles of volunteers not taking over paid roles
 - Acknowledgement of the complexities around the management of volunteers that differ to HRM e.g. recruitment, diversity of the workforce, motivation
 - Acknowledgement of shared principles, competencies and skill sets.
5. The uniqueness of volunteering is understood and reflected in the culture of the organisation and is measured in workforce engagement surveys including paid staff and volunteers.
6. Universities and RTOs involved in the training of Human Resource Managers to provide core or elective volunteer management subjects as part of the qualification.
7. All staff with accountabilities for volunteer management have it included as a key performance indicator within their job description.

6 The interrelationship between volunteers and salaried staff is the single biggest pitfall to volunteer program success, unless steps are taken early to encourage teamwork.

- Ellis 1999

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