

National Park Service
U.S. Department of the Interior



How to Succeed With Volunteers-In-Parks

60-Minute Module Series

SAFETY MANAGEMENT Training Guide

**National Park Service
Volunteers-In-Parks Program**



HOW TO SUCCEED WITH VOLUNTEERS-IN-PARKS

60-Minute Module Series

Program Preparation
Program Planning
Motivation
Needs Assessment
Designing Jobs
Recruitment
Interviewing
Orientation
Training
Safety Management
Supervision
Delegation
Performance Reviews
Recognition

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INTRODUCTION

The National Park Service spends millions of dollars annually to cover the costs of on-the-job injuries and illnesses suffered by paid staff and volunteers. Many of these expenditures and much of this pain and suffering can be avoided through an effective safety management program. Our resolve must be strong and ongoing. All volunteers for the National Park Service have the right to expect a safe, healthy, work experience.

Volunteers receive the same benefits and protection as paid employees under the Federal Employees Compensation Act (5 USC, Chapter 81), the Federal Tort Claims Act (28 USC, 2671-2680), and 16 USC, 181 (d), and are considered to be federal employees for these purposes. We take volunteers seriously and we take volunteer injuries seriously. We must make the prevention of volunteer injuries our highest priority.

It is the responsibility of volunteer managers and supervisors to be aware of and to document any potential hazards and safety requirements associated with volunteer jobs. It is also the responsibility of volunteer managers and supervisors to provide all appropriate safety training and equipment for volunteers, at the same level provided for paid staff for similar work.

Failure to provide for the safety needs of volunteers significantly increases NPS risk for potential violations of federal health and safety regulations. This may lead to the escalation of injuries and costs associated with worker compensation claims, increases in NPS exposure to tort claim liability, and unnecessary exposure of volunteer managers, supervisors, and volunteers to personal liability.

Good safety management will help to ensure that our volunteers spend their valuable time in a work environment that is both healthy and productive.

PURPOSE AND LEARNING OBJECTIVES

The **Purpose** of this module is to establish safety management as a critical element in any volunteer program.

Learning Objectives

Upon completion of this module, participants will be able to:

1. Articulate NPS policies and procedures relating to safety management and explain why they are important.
2. Identify and evaluate potential risks in volunteer tasks through a job safety analysis.
3. Discuss how safety management concerns can be applied to specific jobs and how to take proactive and preventive measures.
4. Explain workers compensation, tort claims and government property loss/damage procedures as they related to volunteers.
5. Take specific actions to help ensure the personal security and safety of volunteers, and of paid staff who work with volunteers.

GENERAL NOTES TO TRAINER

1. This workshop is in a suggested format. Feel free, however, to personalize it to meet your park needs.
2. Safety management is all about prevention. Be sure to stress the important benefits of avoiding the injuries, down time, financial cost, extra paperwork, and liability problems associated with safety lapses. Stress also the much more desirable alternative of providing a productive and healthy experience for our valuable volunteer work force.
3. The advantages of good safety management, as applied to the Volunteers-In-Parks Program, are many. The challenge for the trainer is to successfully present the rationale for the program, to offer suggestions on implementation, and to impart a sense of personal responsibility that can be passed along to both paid staff and volunteers in order to ensure success.
4. General principles of safety management are important, but they must never take the place of safety training that relates to specific work assignments.
5. Along with work habits, the personal safety and security of each volunteer must be ensured. Interpretive Competency “Module III: Personal Safety and Security” is an excellent resource.

WORKSHOP OUTLINE

Transparency Handout	Section	Method of Presentation	Time
T-1 T-2	Introduction Learning Objectives Key Concepts	Presentation	5 minutes
T-2 T-3	Concept 1 Safety management is essential.	Presentation Discussion	10 minutes
T-2 T-4	Concept 2 All volunteer managers must be able to identify potential safety risks.	Presentation Discussion Group Activity	20 minutes
T-2 T-5	Concept 3 All volunteer managers need to know how to handle a volunteer injury or emergencies.	Presentation Discussion	10 minutes
T-2 T-6	Concept 4 The personal security and safety of volunteers and others must be paramount	Presentation Discussion	10 minutes
T-2	Summary/Wrap-Up/Evaluation	Summary Remarks	5 minutes

TOTAL TIME: 60 minutes

TRAINER'S NOTES

INTRODUCTION

Time: 5 minutes

T-1: Learning Objectives

H-1: Key Concepts

T-2: Key Concepts

Introduction

Introductory Exercise

Ask participants to list some elements of risk relating to volunteers. Some examples might be injury to self and others, health concerns, tort claims.

Read purpose of safety management and summarize learning objectives.

This training is based on **three Key Concepts**.

Show Transparency with all concepts on it. Indicate that each concept will be examined during the workshop, together with relevant material.

CONCEPT 1

Time: 10 minutes

Safety management is essential for all volunteer program managers and supervisors.

T-2: Key Concepts

H-1: Key Concepts

T-3: Volunteer Statistics

H-2: Volunteer Statistics

H-3: Actual Park Volunteer Injuries/ Health Problems

The health and safety of our paid staff and VIPs is a vital concern to the National Park Service. Currently, the number of job-related injuries and illnesses is unacceptably high. We must improve.

Ask

“How many volunteers are there in the NPS?”

“How many are injured annually?”

Discuss statistics and situations.

Conclusion:

Volunteer managers and supervisors need to aggressive in taking responsibility for volunteer health and safety.

Ask:

“Who is responsible?” as a transition to Concept 2.

The answer is “WE ALL ARE.”

As volunteer managers and supervisors we have an especially important role in the prevention of accidents.

CONCEPT 2

Time: 20 minutes

All volunteer managers and supervisors must be able to identify and minimize potential safety risks related to volunteer tasks.

T-2: Key Concepts

H-1: Key Concepts

T-4: Job Safety Analysis (JSA) Summary

H-4: Job Safety Analysis

Exercise:

Review the volunteer job description from the Designing Jobs module for any possible changes to decrease safety concerns. That could include job design (safety training, special equipment, personal security, etc.) or changes in recruitment, screening, interviewing, training, supervision, orientation, etc. Note that the potential risk could be to the volunteer, to co-workers, or to park visitors.

Group exercise:

Break class into small groups. Pick one job from the group and do a job safety analysis (JSA).

Discuss:

With the entire class discuss conclusions of JSA.

Were there any surprises, revelations, etc.?

What changes would you recommend to eliminate/minimize risks to the volunteer?

CONCEPT 3

Time: 10 minutes

All volunteer program managers and supervisors need to know how to handle a volunteer injury or emergency situation.

T-2: Key Concepts

H-1: Key Concepts

**T-5: Handling
Volunteer
Emergencies**

**H-5: Handling
Volunteer
Emergencies**

Ask:

“Have you ever had a volunteer injured in your park?”

What happened? Select one participant’s experience.

Summarize the standard procedures for handling an emergency and processing an OWCP claim. Refer to H-5.

Note: For these purposes, OWCP considers a volunteer an employee.

CONCEPT 4

Time: 10 minutes

The personal security and safety of volunteers, and of paid staff who work with volunteers, must be paramount.

T-2: Key Concepts

H-1: Key Concepts

T-6: Minimizing Personal Risk

Introduction

In national park settings today, potential risks, related to physical and mental violence are real. The threat may come from the natural environment, or from a coworker, a volunteer, or a park visitor.

Ask participants: Have you, or a coworker, or one of your volunteers, ever found yourselves alone in your park, in a dangerous or life-threatening situation? How did this happen? What could have been done to prevent it or to minimize the threat?

Personal risk can be minimized in a variety of ways, including:

1. Designing jobs to be safe
2. Teaming up with the right partner
3. Providing appropriate training
4. Avoiding risk
5. Reporting even “minor” incidents
6. Other

Reminder:

Personal security and safety begins with personal responsibility.

SUMMARY/WRAP UP/EVALUATION

Time: 5 minutes

T-2: Key Concepts

H-1: Key Concepts

Time permitting, review the Key Concepts of the module

END 60-MINUTE TRAINING

SUGGESTIONS FOR EXPANDED ACTIVITIES

1. Conduct full job safety analyses on actual volunteer jobs in the park. Follow-up with proposals for any needed changes to procedures, job training, safety training, etc., that would help eliminate, or at least minimize, health and safety risks to volunteers and others.
2. Discuss specific injuries/accidents/health problems relating to volunteers that actually occurred in the park, and come up with specific proposals that would help minimize the risk of such incidents happening again.

RESOURCES

1. McCurley, Steve and Rick Lynch. *Volunteer Management: Mobilizing All The Resources of the Community*, Heritage Arts Publishing, 1996. Available from www/energizeinc.com or www.pointsoflight.org/catalog
2. Vineyard, Sue and Steve McCurley. "Protecting Volunteers from Blood-Borne Pathogens: New OSHA Requirements," *Grapevine*, March/April, 1993. Available from www.pointsoflight.org/catalog
3. Graff, Linda. *Better Safe...Risk Management in Volunteer Programs and Community Service*. Available from www/energizeinc.com; www.pointsoflight.org/catalog
4. Interpretive Competencies; "Module 111, Personal Safety and Security"
<http://www.nps.gov/idp/interp/>
5. Director's Order 50A: Worker's Compensation Case Management
6. Director's Order 50B: Safety and Occupational Health Reference Manual
7. Departmental Manual, Part 485 ,Chapter 14: Job Hazard Analysis
8. *Safety And Health for Field Operations*, addendum to RM 50B. Available on InsideNPS; www.nps.gov/riskmgmt/; select "Safety and Health Handbook"
10. National Park Service Intranet Web Site: InsideNPS
<http://www.nps.gov/riskmgmt/>
www.nps.gov/riskmgmt/SMISMAIN.HTM
11. Department of the Interior Web Site: DOINet
<http://safetynet.smis.doi.gov/>
12. National Safety Council Web Site
(JHA form)
<http://www.nsc.org/>

TRANSPARENCIES

Guide to Transparencies

- T-1:** Learning Objectives
- T-2:** Key Concepts
- T-3:** Volunteer Statistics
- T-4:** Job Safety Analysis Summary
- T-5:** Handling Volunteer Emergencies
- T-6:** Minimizing Personal Risk

Learning Objectives

1. Articulate NPS policies and procedures and why they are important.
2. Identify and evaluate potential risks through a job safety analysis.
3. Discuss safety management risks related to specific jobs and how to take preventative measures.
4. Explain workers compensation, tort claims and government property loss/damage procedures.
5. Help insure the personal security and safety of volunteers and those working with volunteers.

Key Concepts

Concept 1

Safety management is essential for all volunteer program managers and supervisors.

Concept 2

All volunteer managers and supervisors will identify and minimize potential safety risks related to volunteer tasks.

Concept 3

All volunteer program managers and supervisors need to know how to handle a volunteer injury or emergency situation.

Concept 4

The personal security and safety of volunteers, and of paid staff who work with volunteers, must be paramount.

Volunteer Safety Statistics

Job Safety Analysis Summary

Four basic steps of JSA

1. Select a job to be analyzed
2. Separate the job into its basic steps
3. Identify the hazards associated with each step
4. Control each hazard

Handling Volunteer Emergencies

When an incident occurs:

1. Secure the scene
2. Provide needed medical attention
3. Insure that the incident is reviewed/investigated
4. Report the incident
5. Complete appropriate forms

Minimizing Personal Risk

1. Design jobs to be safe
2. Team up with the right partner
3. Provide appropriate training
4. Avoid risk
5. Report even “minor” incidents
6. Other

HANDOUTS

Guide to Handouts

H-1: Key Concepts

H-2: Volunteer Statistics

H-3: Actual Park Volunteer Injuries

H-4: Job Safety Analysis (JSA) Summary

H-4(1): JSA Form

H-4(2): Instructions for JSA Form

H-5: Handling Volunteer Emergencies

Key Concepts of Safety Management

The purpose of safety management is to minimize or eliminate work-related risks for volunteers.

Concept 1

Safety management is essential for all volunteer program managers and supervisors.

We cannot emphasize this point enough. Volunteer managers and supervisors must accept responsibility for health and safety of their volunteers.

Concept 2

All volunteer managers and supervisors must be able to identify and minimize potential safety risks related to volunteer tasks.

On an on-going basis, identify and evaluate potential risks related to volunteer tasks that may affect the volunteers, the paid staff, or park visitors. Follow NPS safety management policies and procedures and adapt the preventative techniques of job design, screening, training, and supervision to address and minimize those risks. Where appropriate, a job safety analysis must be performed. Consider the personal safety and the safe work habits of each volunteer to be paramount.

Concept 3

All volunteer program managers and supervisors need to know how to handle a volunteer injury or emergency situation.

Where appropriate, volunteer managers, supervisors, and volunteers should be currently certified in First Aid and CPR. Park emergency procedures should be known by all park employees and volunteers. The procedures for handling volunteer injuries are **the same** as those for paid staff.

Concept 4

The personal security and safety of volunteers, and of paid staff who work with volunteers, must be paramount.

In national parks today, potential personal risks, related to physical and mental violence, are real. The threat may come from the natural environment, or from a co-worker, a park visitor, or even from a volunteer. To minimize risk: design jobs to be safe by careful recruitment and task planning; team up with the right partners to make sure they are trustworthy and compatible; provide appropriate training to improve skills; avoid risk by eliminating potential dangers; report even “minor” incidents so they can be dealt with early.

Volunteer Safety Statistics

Numbers of injuries and money (loss) figures

Actual Park Volunteer Injuries

Include actual injury cases from parks

Job Safety Analysis (JSA)

Four basic steps of JSA

- I. Selecting the job to be analyzed
 - Prioritize jobs
 - Accident frequency
 - Accident severity
 - Judgement and experience
 - New jobs, non-routine jobs, job changes

 - Prepare job safety analysis worksheet
2. Separate the job into its basic steps
 - Walk around inspection
 - Make list of basic job steps in the operation
3. Identify the hazards associated with each step of the job
 - List the hazards that are possible in each step
 - a. struck against
 - b. struck by
 - c. contact with
 - d. contacted by
 - e. caught in
 - f. caught by
 - g. caught between
 - h. fall – same level
 - i. fall below
 - j. overexertion
4. Controlling each hazard
 - Less hazardous way to do the job
 - Physical conditions
 - Change job procedures
 - Change frequency of performing job
 - Personal protective equipment

Instructions for Completing the Job Hazard Analysis Form

Job Safety Analysis (JSA) is an important accident prevention tool that works by finding hazards and eliminating or minimizing them before the job is performed, and before they have a chance to become accidents. Use JSA for job clarification and hazard awareness, as a guide in new employee training, for periodic contacts and for retraining of senior employees, as a refresher on jobs which run infrequently, as an accident investigation tool, and for informing employees of specific job hazards and protective measures.

Set priorities for doing JSAs: jobs that have a history of many accidents, jobs that have produced disabling injuries, jobs with high potential for disabling injury or death, and new jobs with no accident history.

Select a job to be analyzed. Before filling out this form, consider the following: The purpose of the job What has to be done? Who has to do it? The activities involved How is it done? When is it done? Where is it done?

In summary, to complete this form you should consider the purpose of the job, the activities it involves, and the hazards it presents. If you are not familiar with a particular job or operation, interview an employee who is. In addition, observing an employee performing the job, or "walking through" the operation step by step may give additional insight into potential hazards. You may also wish to videotape the job and analyze it.

Here's how to do each of the three parts of a Job Safety Analysis:

SEQUENCE OF BASIC JOB STEPS	POTENTIAL HAZARDS	RECOMMENDED ACTION OR PROCEDURE
<p>Examining a specific job by breaking it down into a series of steps or tasks, will enable you to discover potential hazards employees may encounter.</p>	<p>A hazard is a potential danger. The purpose of the Job Safety Analysis is to identify ALL hazards- both those produced by the environment or conditions and those connected with the job procedure.</p>	<p>Using the first two columns as a guide, decide what actions or procedures are necessary to eliminate or minimize the hazards that could lead to an accident, injury, or occupational illness.</p>
<p>Each job or operation will consist of a set of steps or tasks. For example, the job might be to move a box from a conveyor in the receiving area to a shelf in the storage area. To determine where a step begins or ends, look for a change of activity, change in direction or movement.</p>	<p>To identify hazards, ask yourself these questions about each step: Is there a danger of the employee striking against, being struck by, or otherwise making injurious contact with an object? Can the employee be caught in, by, or between objects? Is there potential for slipping, tripping, or falling? Could the employee suffer strains from pushing, pulling, lifting, bending, or twisting?</p>	<p>Begin by trying to: 1) engineer the hazard out; 2) provide guards, safety devices, etc.; 3) provide personal protective equipment; 4) provide job instruction training; 5) maintain good housekeeping; 6) insure good ergonomics (positioning the person in relation to the machine or other elements in such a way as to improve safety).</p>
<p>Picking up the box from the conveyor and placing it on a hand truck is one step. The next step might be to push the loaded hand truck to the storage area (a change in activity). Moving the boxes from the truck and placing them on the shelf is another step. The final step might be returning the hand truck to the receiving area.</p>	<p>Is the environment hazardous to safety and/or health (toxic gas, vapor, mist, fumes, dust, heat, or radiation)?</p>	<p>List the recommended safe operating procedures. Begin with an action word. Say exactly what needs to be done to correct the hazard, such as, "lift using your leg muscles." Avoid general statements such as, "be careful."</p>
<p>Be sure to list all the steps needed to perform the job. Some steps may not be performed each time; an example could be checking the casters on the hand truck. However, if that step is generally part of the job it should be listed.</p>	<p>Close observation and knowledge of the job is important. Examine each step carefully to find and identify hazards the actions, conditions, and possibilities that could lead to an accident. Com-piling an accurate and complete list of potential hazards will allow you to develop the recom-mended safe job procedures needed to prevent accidents.</p>	<p>List the required or recommended personal protective equipment necessary to perform each step of the job. Give a recommended action or procedure for each hazard. Serious hazards should be corrected immediately. The JSA should then be changed to reflect the new conditions. Finally, review your input on all three columns for accuracy and completeness. Determine if the recommended actions or procedures have been put in place. Re evaluate the job safety analysis as necessary.</p>

Handling Volunteer Emergencies

When an incident occurs:

1. Secure the scene
2. Provide for needed medical attention
3. Insure that the incident is thoroughly reviewed and/or investigated as required.
(check with park staff for procedure)
4. Report the incident (check with park staff for procedure)
5. If medical attention was necessary, complete the appropriate forms
(including CA1, CA2, CA16 or CA17 as needed) and submit through existing
park personnel procedures.

Note: CA1 and CA2 are done on-line as part of filing a OWCP claim. OWCP claims will be needed to be filed to authorize payment for treatment. Filing an OWCP Claim must be done in a timely manner, or claims may be denied. To initiate a OWCP claims some personal information will be needed on the volunteer, i.e., Social Security number. It is strongly suggested that emergency information is requested from volunteers and kept within their personnel folder.

OWCP Forms:

CA1: Federal Employee Notice of Traumatic Injury and Claim for Continuation of Pay/Compensation

Note: On-line SMIS Employment code for volunteers is "11"

CA2: Federal Employee Notice of Occupational Disease and Claim for Compensation

Note: On-line SMIS Employment code for volunteers is "11"

CA16: Authorization for Examination and/or Treatment

Available a hard copy only. Needed to authorize medical treatment at a care facility or doctor's office

CA17: Continuation of Duty