

ESF-20

VOLUNTEER MANAGEMENT

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VOLUNTEER MANAGEMENT

PRIMARY AGENCY: City of Battlefield

SUPPORT AGENCIES: Springfield-Greene County Office of Emergency Management
The American Red Cross
Health Department/Community Heroes

I. PURPOSE

To establish and implement a working strategy for efficiently channeling offers of volunteer assistance in the aftermath of natural or man-made disasters or emergency situations occurring in the City of Battlefield.

II. SITUATIONS AND ASSUMPTIONS

A. Situations

1. The City of Battlefield is subject to many different types of events that create the potential for a major disaster (see **Hazard Mitigation Plan**).
2. Media coverage of disasters and emergencies can trigger large numbers of people wanting to volunteer their help, which can lead to some volunteer agencies becoming overwhelmed.
3. The City of Battlefield has the responsibility to utilize volunteer resources during disasters or emergencies when such resources can aid in a more effective and efficient relief and recovery operation.

B. Assumptions

1. People as a whole are kind and want to do something to help those affected by the disaster.
2. Volunteer service offers could potentially come in from around the State, the Country or the World, should a catastrophic disaster affect the city.
3. In a disaster, local government, local volunteer groups and agencies may be overwhelmed and unable to effectively manage a sizable amount of (unsolicited) volunteer service offers.
4. In some cases the number of spontaneous volunteers may be directly related to the increased media attention that the emergency situation receives, rather than the magnitude of the disaster.
5. Personnel within the City of Battlefield may be able to manage volunteers during a disaster/event. The Springfield-Greene County Office of Emergency Management (OEM) has outlined positions and duties below that can be assigned in a Volunteer Coordination Center that the City of Battlefield may utilize to manage volunteers in the disaster/event. [**Concept of Operations; A. Organizational Strategies: Volunteer Resources; 4. Volunteer Coordination Center (VCC)**].

6. If the incident becomes too large for the City of Battlefield to manage, the OEM can activate the Volunteer Coordination Center (VCC) at the request of the city

III. CONCEPT OF OPERATIONS

A. Organizational Strategies: Volunteer Resources

The purpose of this section is to provide guidance to local officials for the coordination and dispensation of local volunteers. This guidance is not meant to be all-inclusive. It only provides an important first step in the efficient management of a much under-utilized resource. To be effective, many of the elements of this plan must be undertaken before a disaster happens.

1. Definition

Recognizing that volunteer groups are approached and coordinated in different ways, it is necessary to establish categories for these groups. For planning purposes, there are four categories of volunteers: Professional, Traditional Affiliated, Spontaneous from Within the Affected Area and Spontaneous from Outside the Affected Area.

a. Professional

These volunteers are emergency personnel from either within the City of Battlefield or jurisdictions outside of the response area. Professional personnel are certified or licensed, and include physicians, EMTs, nurses, fire fighters, and law enforcement. Often regulatory agencies within the affected area may waive or relax local certification requirements when there is a need for professionally trained volunteers from outside the area.

b. Traditional Affiliated

These volunteers are attached to a recognized voluntary agency (e.g. The Red Cross, CERT, and Salvation Army) from either Greene County or jurisdictions outside of the response area. They are pre-trained for disaster response by the agency with which they are associated. This group forms the core cadre for paraprofessional and non-professional volunteers. Faith based groups or volunteers that are affiliated and/or untrained would also play a role in disaster response.

c. Spontaneous From Within the Affected Area

Living within the affected area, these volunteers generally feel motivated by a degree of community ownership of the disaster. They have no association with recognized voluntary agencies and may have no formal training.

d. Spontaneous From Outside the Affected Area

These volunteers are not from within the impacted area and have no prior affiliation with recognized voluntary agencies. They may or may not have had formal training. A pragmatic approach dictates whether local volunteers or outside-the-area volunteers are used in a given situation.

2. **Description of the Voluntary Agency System**

There are several recognized agencies using volunteers in emergency response and recovery. Each agency has established procedures for managing, recruiting, training, and using volunteers. Common among these agencies are systems that include: written enrollment, background checks, liability arrangements, formal training programs, command and supervision, and planning and organization.

- a. Community Emergency Response Team (CERT)
- b. The American Red Cross (ARC)
- c. Community Heroes (Health Department)
- d. AmeriCorps
- e. The Salvation Army
- f. Other volunteer organizations

3. **Volunteer Management Assumptions**

The following is a list of underlying assumptions for the management of volunteers responding in a disaster situation:

- a. There is an established and verified need for volunteers.
- b. Agencies accept and manage their own volunteers.
- c. Affiliated volunteers are preferable and may be required.
- d. Spontaneous volunteers will be assigned to an existing voluntary agency or organized group.
- e. Each volunteer agency is responsible for screening and authorizing their volunteers to become active members and representatives of their agency. The methodology utilized for this process is at the discretion of each agency and in compliance with their internal policies.
- f. Agencies will not discriminate in the employment of volunteers; age, race, gender, physical ability, or religion.
- g. Equal access to volunteers should be exercised among communities in need.
- h. Equal access to volunteers should be exercised among all agencies.
- i. Volunteers come from within the affected area, as well as from regional, state, national, and international origins.
- j. Recruitment of volunteers may be needed, especially where unique skills are needed and can be readily met through volunteer resources.
- k. Volunteers deserve to be treated with dignity and respect, as well as recognizing the competence and spirit they bring to the response and recovery effort.
- l. Voluntary agencies must be collaborative and inter-dependent. One organization depends upon another for resources and referrals. Therefore, a strategic distribution of volunteers is necessary.
- m. Successful recovery efforts in a community impacted by a disaster normally will require the use of volunteers.

4. **Volunteer Coordination Center (VCC)**

The type of disaster/event will determine the number of volunteers needed for an effective response. If the disaster/event occurs within the City of Battlefield, city officials can designate a volunteer coordination area along with a Volunteer Coordinator. At the request of the City of Battlefield, the OEM can activate the Volunteer Coordination Center (VCC).

The establishment of a VCC has proven to be a key element to the successful management of volunteers and requested volunteer services. In disaster response, two needs are inevitably created: 1) volunteer management and 2) volunteer services. Volunteer management includes; effectively organizing all types of volunteers identified above, registering them and assigning them to a participating agency. Volunteer services include efficiently meeting requests submitted by private citizens as it relates to the disaster.

The VCC is designed to bring these two elements together, providing an avenue where willing citizens can effectively and safely help those impacted by a disaster.

- a. The City of Battlefield will determine the location of the VCC on an “impacted area” basis. The location of the VCC will be determined by which area of the county is the most affected.
- b. Identified volunteer agencies will be represented at the VCC by their respective liaisons.
- c. Identified needs that can be filled by volunteers will go through the VCC and then disseminated to the appropriate agency.
- d. Spontaneous volunteers will be required to report to the VCC for registration and assignment to a volunteer agency (**see Volunteer Coordination Center, Appendix 3**).
- e. Personnel for the VCC include:
 - Volunteer Coordinator
 - EOC Liaison
 - Volunteer Agency Liaisons
 - Damage Assessment Team Liaison
 - Phone Bank Supervisor
 - Front Desk Greeters
 - Registration Personnel
 - Volunteer agency representative
 - ID Badge Maker Personnel
 - Safety Instructors
 - Runners
 - Phone Bank Operators
 - Security Personnel

5. **The VCC will be capable of serving in two capacities: 1) Coordination center and 2) Mobilization center.**

a. **Coordination Center**

As a coordination center, the VCC will meet the two needs identified above which are volunteer management and volunteer services. With all identified volunteer agencies from the community represented at the VCC, the center will serve as a hub for all volunteer service requests and join them with all available volunteer resources.

b. **Mobilization Center**

As a mobilization center, the VCC can also serve as a central location for the professional or affiliated volunteers to come together and receive their mission assignments. This is not required if established volunteer agencies have other pre-designated locations for mobilization. The VCC will also accommodate spontaneous volunteers by providing registration and agency assignment.

6. Volunteer Coordination Team

The Volunteer Coordination Team will work at the front of the Operations Room at the VCC. This team will work cohesively to coordinate all incoming volunteer requests then quickly and appropriately assign the requests to volunteer agencies. Each member of the coordination team will work under the direct supervision of the Volunteer Coordinator. The Volunteer Coordinator may initially fulfill all roles of the coordination team, but as the incident grows, team responsibilities will be delegated by the Volunteer Coordinator.

a. Volunteer Coordinator (VC)

- Oversee the operation of the Volunteer Coordination Center.
- Designate room locations for different stations.
- Will activate VCC with prepared supply box; see that the correct stations and corresponding supplies are distributed. **(See Appendix 3)**.
- Work under the direction of the City of Battlefield.
- Coordinate with a liaison from each volunteer agency represented at the VCC.
- Coordinate with Donations Coordinator.
- Brief and assign tasks to staff and volunteers of the VCC.
- Monitor the operation and makes changes when necessary.
- Maintain all signed records of safety training provided to volunteers.
- Track all expenses incurred at the VCC **(see Appendix 3)**.
- Maintain all time records of staff working in the VCC.
- Maintain all time records of VCC volunteers.

b. EOC Liaison

- Work under the direction of the Volunteer Coordinator.
- Work at the Battlefield EOC.
- Proficiently maintain communication between the EOC and VCC.
- Communicate volunteer requests generated from EOC operations to the Volunteer Coordinator.
- Provide updated reports of volunteer activities and damage assessment teams to the Situation Unit Leader of the EOC Planning Section.
- Coordinate ongoing volunteer operations with the Operations Section Chief.

c. Volunteer Agency Liaison

- Coordinate all incoming requests submitted by other volunteer agencies to the coordination team.
- Make volunteer assignments to affiliated agencies with approval from the Volunteer Coordinator.

d. Damage Assessment Team Liaison

- Coordinate all incoming assessment reports from dispatched Damage Assessment teams.
- Submit all volunteer requests identified by the teams to the Volunteer Coordinator.
- Coordinate all assignments to the Damage Assessment teams, dispatching them to affected areas with approval from the EOC.

- e. VCC Phone Bank Supervisor
 - Manage all phone messages acquired by phone bank operators.
 - Coordinate all volunteer requests from the phone bank with the coordination team.
 - Oversee proper training and staffing of the VCC phone bank.

7. **Other VCC Staff**

- a. Front Desk Greeters
 - Located at the VCC's entrance.
 - Expresses appreciation and thanks to the volunteers for their time.
 - Give each volunteer a Volunteer Instructions Sheet (**see Appendix 3**).
 - Find out if they are affiliated with any Volunteer organization.
 - Direct affiliated or unaffiliated volunteers to the next appropriate desk.
- b. Registration Personnel
 - Provide any unaffiliated volunteer with a Volunteer Registration Form (**see Appendix 3**).
 - Review Waiver Form (**see Appendix 3**).
 - Answer any questions.
 - Directs volunteers through to assigned organization.
- c. Volunteer Agency Representative
 - Fulfill identified needs as able.
 - Receive and organize volunteers assigned to agency.
 - Coordinate with the Volunteer Coordinator
 - Fill out "Request for Volunteers" forms and submit to the Volunteer Coordinator (**see Appendix 3**).
- d. ID Badge Maker Personnel
 - Review Disaster Volunteer Referral Form for necessary information for the ID Badge.
 - Make identification badges for all volunteers without one.
 - Instruct volunteers in proper placement of badge.
 - Explain that the ID badge is required to work in disaster scene.
 - Create and/or design new badges for groups not previously organized in database.
- e. Safety Instructors
 - Review Safety Training information with volunteers.
 - Encourage everyone to attend a debriefing at the end of the shift.
 - Distribute snack bags, water, gloves, etc.
 - Answer any questions.
 - Direct volunteers to exit area.
- f. Runners
 - Carry information from one station to another within the VCC.

- Support each station with necessary supplies.
 - Respond to requests manifested by posted desktop flags.
- g. Phone Bank Operators
- Answer volunteer related calls; direct them to come to the VCC for registration and assignment.
 - Complete a Request for Service form and insure submission to the Volunteer Coordination team.

8. **VCC Flow System for Volunteers (see VCC Volunteers Flowchart, Appendix 3)**

- a. Greeted at reception desk
- b. Registration & Orientation Station
- c. Agency Coordination
- d. Identification badge
- e. Safety briefing
- f. Exit to affiliated agencies

9. **VCC Flow System for Requests (see VCC Requests Flowchart, Appendix 3)**

All requests for volunteer services will channel through the VCC. Service requests may come in a variety of ways including:

- From the EOC Disaster Hotline
- Through volunteer agencies represented in the VCC
- Through EOC Operational personnel
- Through Damage Assessment teams in the field

Every request will be channeled in the specified manner identified (**see Appendix 3**). All requests received at the VCC will be coordinated by the Volunteer Coordination team. The Volunteer Coordination team is responsible for fulfilling the requests through delegation and assignment with the represented volunteer agencies.

10. **Shared Database**

A common data recording form should be used by agencies recording information on volunteer service offers.

11. **Liability**

- a. Voluntary agencies will assume any liability related to their volunteers, and consider appropriate insurance coverage such as a liability clause in their corporate insurance policy.
- b. Greene County will oversee all registered Greene County Community Emergency Response Team (CERT) members acting under the direction and control of the OEM.
- c. Applicable Good Samaritan and volunteer liability laws provide limited immunity for medical professional volunteers. Such volunteers must act within their range of competency and training and receive no compensation.
- d. All medical professionals must operate within Missouri's requirements for licensing reciprocity. Other professionals must similarly meet licensing or reciprocity requirements. Each department and credentialing institution sets forth the requirements for professionals under their jurisdiction.

B. Actions to be Taken by Operating Time Frames

1. Mitigation

- a. Primary and support agencies will work to develop and maintain a list of available support services.

2. Preparedness

- a. Maintain database for managing volunteers.
- b. Voluntary agencies will coordinate with local chapters and groups to determine availability of personnel.
- c. Primary and support agency personnel will participate in disaster operations training.
- d. Primary and support agency personnel will keep communication lines open with attendance at relevant meetings a priority.

3. Response

- a. Activate plan and notify all voluntary agencies of activation.
- b. Contact ESF-20 team members and place on stand-by.
- c. Request activation of the phone bank if necessary and other local or “800” numbers.
- d. If the VCC is activated, a Liaison will be present in the EOC as primary point of contact.
- e. Maintain records of expenditures and in-kind donations received.
- f. Respond to requests for services.
- g. Maintain records of volunteer hours associated with governmental assistance for potential federal reimbursement.

4. Recovery

- a. Provide continued assistance as needed.
- b. Complete all documentation requirements and turn into appropriate personnel
- c. Scale back response operations and initiate preparations for demobilization.

IV. ORGANIZATION AND ASSIGNMENT RESPONSIBILITIES

A. Primary Agency:

City of Battlefield

- 1. Implement procedures for information concerning volunteers and where the volunteer coordination will be located.
- 2. Coordinate representation of each volunteer agency.
- 3. Support the Volunteer Coordinator (VC) in coordination with the various volunteer agencies.
- 4. Support the VC in structuring volunteer assignments so that they can be managed in a systematic manner.
- 5. Provide any supplies or resources needed by the VC.
- 6. Support the VC in the dispatch of volunteers as needed.
- 7. Review and revise priority area designations as needed.
- 8. Review and assess damage information to establish priorities of services.
- 9. Keep accurate time records of volunteers.

10. Coordinate with **ESF-15 (Public Information)** for the development of public information announcements including providing instructions for private individuals and groups desiring to volunteer their persons for disaster related activities.

B. Support Agencies:

Springfield-Greene County Office of Emergency Management (OEM)

The OEM will participate as a support agency if the City of Battlefield becomes overwhelmed by the size or complexity of the incident and if requested by the city. For example, OEM can offer the following if requested:

1. Activation of the Volunteer Coordination Center
2. Activation of the Phone Bank
3. PIO Assistance and public information dissemination
4. Coordinate activation of CERT

American Red Cross

1. Coordinate volunteer activities through the VCC when activated.
2. Communicate all necessary volunteer needs to the Volunteer Coordinator.
3. Keep an accurate accounting of the flow of goods from donors to recipients.

Springfield-Greene County Health Department/Community Hero's

1. Assist with volunteer needs through Community Heroes program
2. Recruit, train and maintain volunteers according to the Greene County Health Department Volunteer Recruitment and Retention Plan.
3. Assist in the processing of all spontaneous unaffiliated volunteers through the County Volunteer Coordination Center (VCC)

C. State Support Agency:

State Emergency Management Agency

Works with the Statewide Volunteer Coordinator to assess the need for volunteer management and to provide any assistance needed.

V. DIRECTION AND CONTROL

- A.** For incidents that have reached an emergency classification overall direction and control will be from the EOC.
- B.** When a classified emergency occurs, normal operating procedures will be altered as necessary to ensure adequate direction and control.

VI. CONTINUITY OF OPERATIONS

The key purpose of Continuity of Operations planning is to provide a framework for the continued operation of critical functions. When implemented, these plans will determine response, recovery, resumption, and restoration of Department/Agency services.

COOP Plans for the Departments/Agencies present a manageable framework, establish operational procedures to sustain essential activities if normal operations are not feasible, and guide the restoration of the critical functions of the Department/Agencies functions. The plan provides for attaining operational capability within 12 hours and sustaining operations for 30 days or longer in the event of a catastrophic event or an emergency affecting the department.

VII. ADMINISTRATION AND LOGISTICS

A. Record Keeping

1. All requests for assistance, all general messages and all reports will be handled using the procedures and format set forth in this ESF. The use of reports will vary according to the type of emergency involved.
2. Each agency is responsible for maintaining its own records of expenditures for later reimbursement.

B. Operational Equipment Supplies and Transportation

1. The City of Battlefield will provide "normal" amounts of office supplies to personnel of other agencies assigned to work in the EOC and the Volunteer Coordination Center. Unusual or extraordinary amounts must be secured by the individual organization.
2. The EOC has been adequately equipped to meet the needs of the procedures outlined in this ESF. If the equipment or physical capabilities of the EOC are not sufficient for a particular organization to meet its mission this fact is to be brought to the attention of the Emergency Management Director.
3. Each organization is responsible for furnishing its own transportation requirements for direction and control activities.

C. Logistical Support

Logistical support for the Volunteer Coordination Center must be coordinated through the Volunteer Coordinator.

VIII. ESF DEVELOPMENT AND MAINTENANCE

- A.** This ESF was developed by the City of Battlefield in coordination with the OEM and with the supporting documentation developed by the American Red Cross, FEMA, SEMA and the participating departments/agencies.
- B.** This ESF will be reviewed and updated annually. The OEM and the City of Battlefield, working with the VC, will instigate this review. Necessary updates will be accomplished by the responsible agencies.
- C.** Tests, exercise and drills will be conducted regularly. The results of these activities will be incorporated in this ESF when so indicated.

IX. REFERENCES

- A.** American Red Cross: Local Disaster Volunteers, ARC 30-3054 (September 1999).
- B.** American Red Cross: Disaster Services Spontaneous Volunteer Management, ARC 30-3054, Annex M (July 2003)
- C.** American Red Cross: Coordinator of Disaster Volunteers, ARC 30-3054 Annex L (November 2000)
- D.** Missouri Revised Statutes: Chapter 44.
- E.** State Emergency Operations Plan, as amended (October 2003).
- F.** Greene County VCC Guidebook.

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VOLUNTEER MANAGEMENT

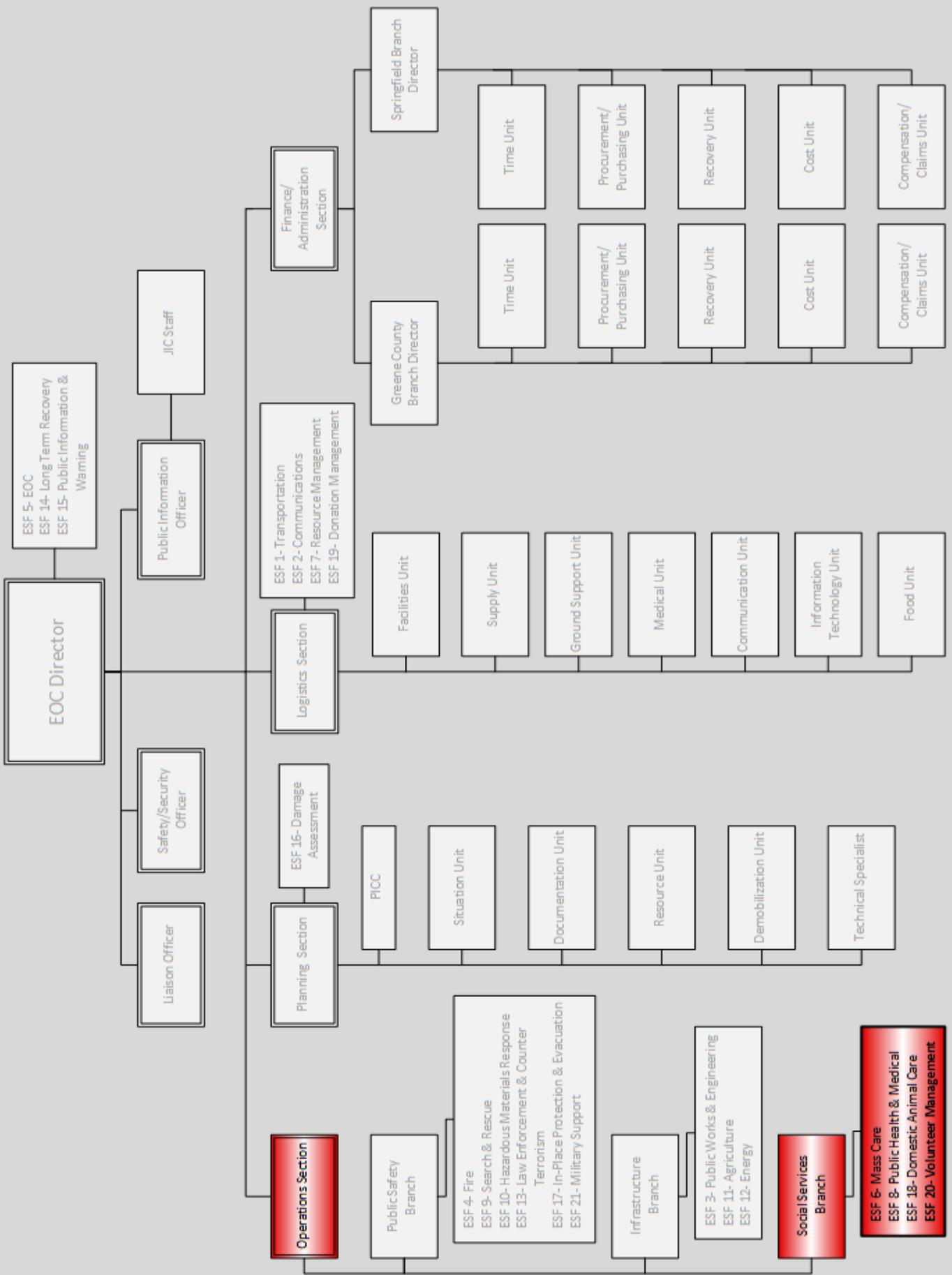
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APPENDIX 1

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APPENDIX 2 ORGANIZATIONAL CHART



APPENDIX 3

VOLUNTEER COORDINATION CENTER

If the OEM activates the Volunteer Coordination Center (VCC) at the request of the City of Battlefield, this is the guideline for how the center will be managed. The City of Battlefield may utilize this to activate and manage their own VCC as well.

(Due to the size of this plan, a copy is on file at the Office of Emergency Management and Schweitzer United Methodist Church)

APPENDIX 4

VOLUNTEER RELEASE AND WAIVER OF LIABILITY AGREEMENT

SPRINGFIELD-GREENE COUNTY OFFICE OF EMERGENCY MANAGEMENT VOLUNTEER PROGRAM

The undersigned, being at least eighteen years of age, and in consideration for acceptance, approval and participation in the Springfield-Greene County Office of Emergency Management Volunteer Program, does hereby agree to this consent, waiver, and release of liability.

It is my desire to further the work of Springfield-Greene County Office of Emergency Management by performing services as a Volunteer, specifically as a Volunteer in Emergency Disaster Services. I undertake to perform said services as a Volunteer without compensation and that, in performing said services, I acknowledge that I am not acting as an employee of the Springfield-Greene County Office of Emergency Management, Greene County, Missouri or the City of Springfield, Missouri.

Acknowledgment and Assumption of Risk

I recognize that the Volunteer Program will involve physical labor and may carry a risk of personal injury. I further recognize that there are natural and manmade hazards, environmental conditions, diseases, and other risks, which in combination with my actions can cause injury to me. I hereby agree to assume all risks which may be associated with or may result from my participation in the Program, including, but not limited to, transportation to and from volunteer sites, extinguishing small fires, providing disaster medical care (e.g. controlling bleeding, treating shock, treating sprains and fractures, opening airways, transporting patients, etc.), performing light search and rescue activities (e.g. cribbing and leveraging, victim extrication, transportation, etc.), and other similar activities.

I recognize that these Volunteer Program activities will involve physical activity and may cause physical and emotional discomfort. I state that I am free from any known heart or other health problems that could prevent me from participating in any of the activities associated with this Program. I further state that I am sufficiently physically fit to participate in the activities of this Program. I accept the responsibility to refuse any work assignment that I feel would jeopardize my health, believe to be illegal, or feel that I am not qualified to perform.

Insurance

I also understand that The Springfield-Greene County Office of Emergency Management does not assume any responsibility or obligation to provide financial or other assistance, including, but not limited to medical, health, workers compensation, or disability insurance, in the event of injury, illness, death or property damage.

The Springfield-Greene County Office of Emergency Management does not carry or maintain, and expressly disclaims responsibility for providing any health, medical, workers compensation, or disability insurance coverage for the Volunteer Program. EACH PARTICIPANT IS EXPECTED AND ENCOURAGED TO CARRY PERSONAL LIABILITY OR HEALTH INSURANCE PRIOR TO REGISTERING AS A PARTICIPANT IN THE VOLUNTEER PROGRAM.

- I certify that I have medical insurance to cover the cost of any emergency or other medical care that I may receive for an illness or injury.
- I certify that if I do not have medical insurance, I will be personally responsible for the cost of any emergency or other medical care that I receive while participating in the Program or as a result of it.

Waiver and Release of Liability

I agree to release the Springfield-Greene County Office of Emergency Management, Greene County, Missouri, the City of Springfield, their respective agencies, departments, officers, employees, agents, and all sponsors and/or officials and staff of any said entity or person, their representatives, agents, affiliates, directors, servants, volunteers, and employees (hereinafter referred to collectively as "Parties Released") from the cost of any medical care that I receive while participating in this Program or as a result of it.

I further agree to waive, release, and discharge the Parties Released from any and all liability, claims, demands, actions, and causes of actions whatsoever, for any loss, claim, damage, injury, illness, attorney's fees or harm of any kind or nature to me or my property arising out of any and all activities associated with participating in this Program or as a result of it.

I further agree to hold harmless, and hereby release the above mentioned Parties Released from all liability, negligence or breach of warranty associated with injuries or damages claimed by me, my family, estate, heirs, or assigns from or in any way connected with participating in this Volunteer Program.

Consent

In the event of injury while participating in any and all activities associated with the Program, I consent to receive any emergency medical aid, anesthesia, and/or medical treatment or operation if, in the opinion of the attending physician, such treatment is necessary.

I, the undersigned participant, affirm that I am at least 18 years of age and am freely signing this agreement. I have read this form and fully understand that by signing this form I am giving up legal rights and/or remedies which may otherwise be available to me regarding any losses I may sustain as a result of my participation. I agree that if any portion is held invalid, the remainder will continue in full legal force and effect.

Photographic Release

I hereby grant unto Greene County all rights to any and all photographic and video images made during my service to Greene County for internal use or reasons of publicity.

I HAVE CAREFULLY READ AND UNDERSTAND THE CONTENTS OF THE FOREGOING LANGUAGE AND I SPECIFICALLY INTENT IT TO COVER MY PARTICIPATION IN THE VOLUNTEER PROGRAM SPONSORED BY THE SPRINGFIELD-GREENE COUNTY OFFICE OF EMERGENCY MANAGEMENT.

Volunteer signature: _____ Date: _____

Drivers License # _____

Emergency Contact Information

Contact Person: _____

Relationship to volunteer _____

Contact phone number _____

Collected by: _____ on ____/____/____ at ____ am/pm

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