

DISASTER RECOVERY FUNCTION 7

RESOURCE MANAGEMENT:

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DRF 7

RESOURCE MANAGEMENT

“DONATIONS”

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DRF 7

RESOURCE MANAGEMENT

DONATIONS

PRIMARY AGENCY: **Office of Emergency Management**
 7th Day Adventist

SUPPORT AGENCIES: **Convoy of Hope**
 Salvation Army
 American Red Cross

I. PURPOSE

This DRF was designed to give the local officials the ability to accept, manage, and distribute donations from concerned groups or citizens during the Recovery Phase after a Natural or Human Caused Disaster for the Springfield-Greene County area. Resources may include such things as goods and materials, services, personnel, financial resources, facilities and other resources. These resources may come from a variety of sources, both solicited and unsolicited.

II. SITUATIONS AND ASSUMPTIONS

A. Situations

1. Disasters have the potential to trigger large amounts of media coverage which can overwhelm the abilities of local agencies to coordinate and control donated goods and services.
2. The management of unsolicited goods and services is crucial to an efficient response and recovery operation.
3. Local government acknowledges the outpouring of donations can overwhelm the ability of local agencies and organizations to be effective responders.
4. Local government has the responsibility in a disaster to respond to offers of unsolicited donated goods or services in order to ensure an efficient response and recovery operation.
5. Private resources are available in the region to assist with food acquisition activities.
6. Outside resources are available to assist should all local resources become committed.

B. Assumptions

1. People as a whole are kind and want to do something to help disaster victims.
2. Unsolicited donations of goods and services potentially could come in from around the State, the Country or the World, should a disaster affect the city/county.
3. In a disaster local government and local agencies and organizations may be adversely affected and may not be able to cope with a sizable flow of donated goods and services.

4. Goods may be donated that are not needed by disaster victims or responders. Receiving and sorting unneeded goods or services or disposing of large quantities of unneeded goods can be a lengthy and costly process.
5. In some cases the amount of donated goods and services may be more affected by the media attention than the magnitude of the disaster.
6. Most personal donations are given with little expectation of return other than the personal satisfaction of giving. However, some donations and services may be unusable, have “strings attached” or not really be donations at all. They may:
 - a. Be given with an expectation of compensation, publicity, or tax write-off.
 - b. Be items that are out-of-date (i.e. expired food stuffs or pharmaceuticals) unusable (broken furniture, dirty or torn clothing) or unsuitable (food that requires refrigeration, winter coats in August, etc.)
 - c. Be provided illegally as a ruse in a fraudulent process to obtain money from disaster victims.
 - d. Be offered at a “discount” to disaster victims, with no real savings.
 - e. Be offered in limited quantity as a deception to simply show an “association” with government or disaster relief as a basis for future advertising claims.
7. Donated goods may arrive in an area day or night without warning. Upon arrival, delivery drivers will want to know where they should off-load their cargo and will most likely expect personnel to be provided for unloading.
8. Donations will frequently arrive unsorted and with minimal packaging and markings. Donations may be packed in boxes, crates, barrels, garbage bags, pallets or bins.
9. Cash donations allow responders flexibility to address the most urgent needs and serves to stimulate the local economy and eliminate the logistical problems associated with in-kind or tangible donations.
10. Donors may want to:
 - a. Know what is needed in the disaster area—cash, goods, and/or services.
 - b. Know how they should transport their donation to the local area, or if there is someone who can transport it for them.
 - c. Start a “drive for donations” to help disaster victims, but have no knowledge of what to do and how to do it.
 - d. Earmark their donation for a specific local group or organization, such as a church, fraternal society, or social service agency, or want to know to whom, specifically, received their donation.
 - e. Have their donation received by a local official and/or receive a letter of appreciation or public recognition.
 - f. Want to be fed and provided with lodging if they are providing volunteers.
11. Disaster victims may:
 - a. Desire immediate access to donations before they are sorted and ready to be disseminated at appropriate distribution points.
 - b. Believe that the donations have not been or are not being distributed fairly if they do not have information on the process of distributing donations.
 - c. Have unmet needs which can be satisfied by additional donations.

III. CONCEPT OF OPERATIONS

A. General

1. Local Government does not intend to supervise the process by which donations are collected. Voluntary agencies are considered the primary recipients, managers, and distributors of donated goods and services. However local government has the ultimate responsibility for managing disaster response and recovery.
2. The Springfield-Greene County will stress to the donor the preference for cash donations; however, if the donor wants to donate an in-kind good, local government will provide a system to connect the donor with the organization needing that particular donation.
3. The ultimate goal for local government in managing donated good is to prevent transportation arteries from becoming clogged, prevent voluntary agencies from being overwhelmed with donations, and to prevent worthwhile materials and goods, donated out of kindness, from being unnecessarily destroyed.
4. The goals in donation management are as follows:
 - a. The Donations Coordinator (DC) will determine, with advice and consultation from support agencies, what the areas and categories of greatest need for donations and services are.
 - b. Determine which phase of activation will be required.
 - c. Work with Public Information (**DRF 3 PIO**) to communicate clearly and effectively to the public that unsolicited goods should not be shipped directly to the disaster site; mass quantities of unneeded items serve to clog transportation arteries that are already seriously stressed.
 - d. With the advice and consultation from support agencies, publicize items that are needed during the disaster and provide a hotline for those seeking to donate.
 - e. Working with support agencies, maintain a complete database to assure: prompt response to donors; prompt allocation of donations; and tracking of donations until it is received by the disaster victim or response agency.

B. Organizational Strategy: Donations Management

The Emergency Operations Center (EOC) and the DC will determine the level of staffing needed based upon the level of donations. The DC will advise the EOC with ongoing donation activities, levels, staff, space and other requirements.

1. Activation of Donations Management Function

During activation of the EOC, the DC will serve as the liaison to the EOC from the Donations Coordination Team. The DC will:

- a. Represent and speak on behalf of donations policy in all EOC decisions;
- b. Communicate all policy decisions to the team;
- c. Represent the team in all EOC coordination issues;
- d. Work with EOC Management to produce appropriate news releases;
- e. Communicate needs identified in the EOC to the Needs group;
- f. Communicate and coordinate with the SEMA Donations Coordinator, and chair all coordination meetings with VOAD groups.

Donations management will remain flexible to appropriately address different sizes of disasters. Three phases of donations management, each suited to the particular scope of the disaster, allows the necessary flexibility. These phases are as follows.

- a. **Donations Management - Phase I:** This phase will be used in disasters that are small, limited or localized in nature. This would correspond generally with a Level III activation of the Emergency Operation Center (EOC). Donations are few and sporadic. In this phase, the DC or an Emergency Management Official would handle any matters regarding donations or provide donations management guidance to Emergency Management Director if necessary.
- b. **Donations Management - Phase II:** This phase is for disasters that range from small to large. The EOC is activated to a Level II or II. A state declaration and a federal declaration of a disaster are very possible. Based on the activity of donations, one to several people can manage the donations process without activating the entire plan. Some functions and or positions may be combined within this plan to fit the needs of the disaster or personnel on hand. See below for a brief description of Phase III operations.
- c. **Donations Management - Phase III:** This phase is for very large or catastrophic disasters or disasters that generate a great amount of media attention or public interest.

2. **Acceptance of Donations**

- a. **Unsolicited or unneeded donations**

Springfield-Greene County and the DC will attempt to limit the amount of unsolicited or unneeded donations being accepted. Receiving and sorting unneeded goods or services or disposing of large quantities of unneeded goods can be a lengthy and costly process.
- b. **Goods and Materials**
 - Donated goods may arrive in an area day or night without warning. Upon arrival, delivery drivers will want to know where they should off-load their cargo and will most likely expect personnel to be provided for unloading. Oftentimes it will be impossible to initially identify if the goods and materials arriving are solicited or unsolicited. As a result, it may be very difficult not to receive or accept some unsolicited goods and materials.
 - Upon activation of the Donations Management ESF, the DC will establish a facility early for staging and/or warehousing anticipated donated items. The primary facility for Greene County is Convoy of Hope.
 - All goods and materials that arrive in Springfield-Greene County, both solicited and unsolicited will be accepted and received by the Donations Coordination Team at Convoy of Hope or other established facility.
 - This facility will act as the central location to receive, sort, organize, inventory, repackage if necessary, and temporarily store donated items and other goods.
 - An inventory list of donated goods will be created and submitted to the Operations Section of the EOC at minimum daily.

c. **Services**

- During a disaster event there is a high likelihood that offers for donated services, both solicited and unsolicited will arrive from across the region and possibly the country.

- **Unsolicited Services**
 - Offers for unsolicited services will be passed to the Operations Section of the EOC.
 - The Operations Section will coordinate with all Springfield-Greene County ESFs to determine if the service is a valid need that should be accepted.
 - If the Operations section determines that the service is not needed, the offer for donated service will not be accepted.
 - The vendor/organization offering the donated service will be tracked in the Finance/Admin Section of the EOC so that they can be contacted if the need arises in the future for this service.

- **Solicited Services**
 - Offers for solicited services will be passed to the Operations Section of the EOC which will accept the offer if it is determined that the service adequately meets the need that was requested.
The Operations Section will coordinate with the organization/vendor offering to donate the services requested and assign them to a lead agency from the corresponding ESF to perform the service.

d. **Personnel**

Volunteer personnel, both solicited and unsolicited, willing to donate their time could potentially come in from around the State, the Country or the World, should a disaster affect Springfield-Greene County. The type of disaster or event will determine the number of volunteers needed for an effective response. In an event where a large number of volunteer personnel are needed, the Springfield-Greene County Office of Emergency Management will activate the Volunteer Coordination Center (VCC).

e. **Financial Resources**

- The Springfield-Greene County emphasizes the preference for financial/cash donations.
- Springfield-Greene County makes no distinction between solicited and unsolicited financial donations and will facilitate acceptance of all financial resources that may be donated.
- Springfield-Greene County will connect the donor with one of the ESF partner non-profit organizations that assist with local response/recovery operations.

f. **Facilities**

- During a disaster Springfield-Greene County may be presented with offers of donated facilities.
- **Unsolicited Facility Donations**
 - Unsolicited offers for donated facility use will be passed to the Operations Section of the EOC.
 - The Operations Section will coordinate with all Springfield-Greene County ESFs to determine if the facility is suitable to meet an identified need.
 - If the Operations section determines that the facility is not needed, the offer for the donated facility will not be accepted.
 - The vendor/organization offering to donate the facility will be tracked in the Finance/Admin Section of the EOC so that they can be contacted if the need arises in the future for use of this facility
- **Solicited Services**
 - Solicited offers for donated facility use will be passed to the Operations Section of the EOC which will accept the offer if it is determined that the facility adequately meets the need that was requested.
 - The Operations Section will coordinate with the organization/vendor offering to donate the facility requested and connect them to a lead agency from the corresponding ESF that needs the facility.
 - The EOC Finance/Admin Section will coordinate with Springfield and/or Greene County legal services on any contracts that may be required for usage of the donated facility.

3. **Management of Donations**

a. **Goods and Materials**

- All goods and materials that arrive in Springfield-Greene County, both solicited and unsolicited will be accepted and received by the Donations Coordination Team at the established facility.
- This facility will act as the central location to receive, sort, organize, inventory, repackage if necessary, and temporarily store donated items and other goods.
- The Donations Coordination Team will maintain a database for the tracking and inventory of all donated goods and materials.
- An inventory list of donated goods will be created and submitted to the Operations Section of the EOC at minimum daily.
- All requests for distribution of donated goods and services will be routed through the DC and the Donations Coordination Team.
- The Donations Coordination Team will work with support agencies, to maintain a complete database to assure:
 - prompt response to donors;
 - prompt allocation of donations; and
 - tracking of donations until it is received by the disaster victim or response agency.

b. **Services**

- Services that are donated to Springfield-Greene County will be managed by the corresponding ESF to which that service has been assigned.
- ESF agencies utilizing donated services will be required to track and monitor the services performed and submit all applicable documentation associated with that service to the EOC (i.e. duty logs, injury reports, personnel associated with that service, consumables used)

c. **Personnel**

- Personnel donations will be managed by the VCC, which will handle the coordination of professional, traditional, affiliated, and spontaneous volunteer personnel.
- The VCC will be responsible for effectively organizing all types of volunteers identified above, registering them and assigning them to a local participating volunteer agency.

d. **Financial Resources**

- Neither Springfield, nor Greene County will have direct control or management of financial resources that are donated.
- Donations of Financial Resources will be managed by the ESF partner non-profit organizations that assist with local response/recovery operations according to their policies and standard operating procedures.

f. **Facilities**

- Facilities that are donated to Springfield or Greene County will be managed by the corresponding DRF agency to which that facility has been assigned.
- DRF agencies utilizing donated facilities will be required to track and monitor all applicable costs that may be associated with the facility and submit all documentation to the EOC (i.e. utility costs, repairs, renovations).
- The responsible DRF may be required to assign a facility manager to ensure that operations at the donated facility are in compliance with any contracts or regulatory codes that may be in place.

4. **Distribution of Donations**

a. **Goods and Materials**

- All goods and materials that arrive in Springfield-Greene County, both solicited and unsolicited will be accepted and received by the Donations Coordination Team at the established facility.
- This facility will act as the central location to distribute goods and materials as assigned by the EOC which will be coordinate with ESFs to assess unmet needs.

- **Bulk Distribution:**
Bulk distribution refers to items that are acquired in bulk or large quantities and given to disaster victims. Examples may include ice, water, canned goods, dry goods, grains, fresh produce, toiletry items, first aid supplies, work gloves, cleaning supplies, clothes, essential household items such as dishes, pots, pans, lanterns, water containers, blankets, cots, linens and tents.
 - The system for bulk distribution must be coordinated with donations management because bulk distribution largely relies upon donated goods to sustain itself.
 - Distribution sites, and to a lesser degree staging areas, are the prime locations for bulk distribution items. There are various methods for physically handing over bulk items to people in a disaster area.
 - The best method for doing so should be determined by the current situation and the agencies assigned to bulk distribution.
 - The EOC and the DC will help coordinate bulk distribution and donations management operations.

b. **Services**

- Services that are donated to Springfield or Greene County will be distributed to DRFs through the Long Term recovery Committee.
- Distribution of donated services will be prioritized by need.

c. **Personnel**

Personnel donations will be distributed through the VCC to local non-profit partnering agencies.

d. **Financial Resources**

- Neither Springfield nor Greene County will have direct control or management of financial resources that are donated.
- Donations of Financial Resources will be distributed to and managed by the Long Term Recovery Committee's partner non-profit organizations that assist with local recovery operations according to their policies and standard operating procedures.

e. **Facilities**

- Facilities that are donated to Springfield or Greene County will be distributed through this DRF.
- Distribution of donated services will be prioritized by need.

5. **Additional Planning Considerations**

a. **Planning Components for Managing Goods**

Other components that must be considered as the Donations Management operation is established are as follows:

- Administration
- Risk management
- Receiving and unloading
- Materials handling
- Storage
- Shipping
- Accountability
- Security

Donations management officials should have expertise in planning and training in these components.

b. **Transportation**

Critical needs items should not be delayed. Other less critical items if designated and belonging to a voluntary agency should be allowed to proceed to their destination. Pending special direction by local government, voluntary agencies expecting relief items they have solicited, purchased, or for which they have coordinated delivery should be allowed to immediately direct their shipments to their own established facilities. These goods should be treated like other shipments of goods being directed to the disaster area with specific and urgent missions.

Drivers should have contact with personnel at their destinations and should be carrying support documentation. Sponsors of designated goods should also be responsible for recruiting labor to unload their shipments. Shipments of designated relief goods should be well marked with the name of the voluntary agency.

State control over traffic traveling to the disaster area will affect vehicles shipping relief goods. Control/check points can be used to regulate trucks entering the disaster area through inspection of the cargo manifest and to check to see if the shipment is needed and expected by a particular voluntary agency. Trucks will be expected to have name and contact information for recipients of the shipment. The State may direct relief good shipments to a particular staging or distribution areas. Escort support may be needed.

6. **Phone Bank**

- a. The EOC, American Red Cross, and 211 will coordinate management of donor phone calls through their respective phone banks.
- b. Calls can generally be classed into four types:
 - Donors providing a donation, starting a “drive”, or wanting to know how best to donate.
 - Vendors wanting to provide services or materials at a reduced cost to the disaster victim.
 - Drivers, en route to the disaster area, desiring to know where they should deliver their cargo, and who will off-load it.
 - Persons, including disaster victims, seeking disaster related information.

7. **Unmet Needs**

- a. During the recovery process, after all the disaster relief organizations, state and/or federal government have provided monetary and other assistance to disaster victims, there still may be individuals and families who, for various reasons need additional help in recovering from the disaster.
- b. The Long-Term Recovery Committee a sub-committee under the Greene County COAD is a group of representatives (from community based relief organizations, established disaster relief agencies, clergy, council of churches, local foundations, local business, etc.) who meet together to consider individual cases where the victims’ needs are significantly greater than the assistance already provided.
- c. An “unmet needs request” is submitted to the committee by an “advocate agency” for that particular unmet needs case.

Once the advocate agency has submitted the request, that agency will present the individual case to the committee. The committee will review the case and decide whether his or her agency can provide additional assistance on top of what has already been provided.

C. **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.
- b. Primary and support agency personnel will participate in disaster operations training, including training in donations management.

2. **Preparedness**

- a. Create and maintain a database for managing available resources and donations.
- b. Develop a mechanism by which to control transportation of goods into the city/county and transportation to the Staging and Distribution areas.
- c. Pre-develop or maintain a list of known items needed for each type of risk.
- d. Develop plan for proper disposal of unwanted/unused items. Review what was disposed of last time and determine if the waste could have been minimized.

3. **Response**

- a. Activate plan and notify all voluntary agencies of activation.
- b. Contact volunteer members and place on stand-by.
- c. Activate the phone bank and other local or "800" numbers.
- d. Maintain records of expenditures and in-kind donations received.
- e. Provide tanker of potable water with appropriate hose connection to EOC as warranted.

4. **Recovery**

- a. Start drawing back response operations and initiate the preparations for demobilization.
- b. Continue the hotline and warehouse/distribution operations until needs are met for all disaster victims.
- c. Work with the Long-Term Recovery Committee to assess continuing needs of agencies involved in recovery and work with PIO to communicate those needs.

5. **Demobilization**

- a. Demobilization is an issue of obvious timing. Throughout the disaster the Donations Management operation will be gearing up or winding down. As calls for donations begin to come in less and less, hours will naturally be reduced. As donations drop off, the large reception center can be closed and consolidated with the staging areas or even the distribution centers. It is important, however, not to "dump" unwanted useless items on to the distribution centers.
- b. As demobilization gets well underway survey the inventory and determine where items can be used most quickly and efficiently. If an item is unwanted or unneeded evaluate whether the item is worth storing for the future or if proper disposal is best. Additionally, remember that just because a disaster relief organization cannot use the item, it does not mean the item is unusable.

IV. ORGANIZATION AND ASSIGNMENT RESPONSIBILITIES

A. Primary Agency:

Office of Emergency Management

1. Review and assess damage information to establish priorities of supplies.
2. Arrange for distribution of goods.
3. Keep an accurate accounting of the flow of goods from donors to recipients.
4. Establish other staging areas as needed.
5. Coordinate with Public Information (**DRF 3**) for the development of public information announcements including providing instructions for private individuals and groups desiring to donate items or services, and location of distribution points for pick-up of donated goods by victims.
6. Review and revise priority area designations as needed.
7. Coordinate with liaison from Convoy of Hope.

Seventh-Day Adventist

Provide a comprehensive process that organizes the giving, receiving and distribution of both solicited and unsolicited donated goods.

B. Support Agencies:

Convoy of Hope

1. Provide support for agencies on solicited and unsolicited goods and volunteers.
2. Provide a liaison between the EOC and donating agencies.
3. Provide EOC with donations status and availability.
4. Coordinate the warehousing and distribution of donated durable and non-durable items, including food.
5. Coordinate with private and public agencies to receive donated items.
6. Assist in transporting food supplies, water and ice into the disaster area(s).

Salvation Army

1. Coordinate with warehousing and distribution points for durable and non-durable goods.
2. Establish and maintain liaison with EOC.

American Red Cross:

Implement procedures and staff a telephone call in point for information concerning volunteers and donations of goods if requested.

C. State Support Agency:

State Emergency Management Agency

Works with the Statewide Volunteer Coordinator to assess the need for donations management and work with the MOVOAD organization to provide assistance.

D. Federal Support Agency:

Federal Emergency Management Agency

FEMA supports the State Donations Coordinator and voluntary organizations through:

- a. Assisting with the Donations Coordination Team and Donations Coordination Center.
- b. Assisting with technical and managerial support.
- c. A national network of information and contacts to assist donations specialists.
- d. Providing donations management software and communications support.

V. DIRECTION AND CONTROL

- A.** The chief elected officials for each jurisdiction has overall responsibility for recovery activities. The goal for this COAD planning effort is to have a coordinated management system among all affected jurisdictions.
- B.** Springfield-Greene County OEM is responsible for the coordination of recovery efforts among City/County departments and outside agencies.

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 DRF. The use of reports will vary according to the type of emergency involved.
2. Federal resources will be needed to execute this donations management plan. Donations Coordination Team Requests for Federal Assistance (RFAs) are likely. The costs of RFAs are split among Federal, State and local government. The proportions of cost sharing vary. Typically the Federal share of the cost is 75%. When such RFAs are needed, the Donations Coordination Team will develop an RFA based upon policy, operational needs and available Federal Resources. The Donations Coordination Team Leader will endorse the RFA and forward it on through the SEMA chain of command for processing.
3. Records of purchases, rentals, agreements, loans, etc., will be maintained, organized and monitored by the DCT.
4. Each agency is responsible for maintaining its own records of expenditures for later reimbursement.

B. Operational Equipment Supplies and Transportation

1. OEM will provide "normal" amounts of office supplies to personnel of other agencies assigned to work in the EOC and the Donations 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 DRF. If the equipment or physical capabilities of the EOC are not sufficient for a particular organization to meet its mission, this fact will need to be brought to the attention of the OEM Director.
3. Each organization is responsible for furnishing its own transportation requirements for direction and control activities.

C. Logistical Support

Logistical support for the Donations Coordination Center must be coordinated through the Donations Coordination Team Leader.

VIII. DRF DEVELOPMENT AND MAINTENANCE

- A.** This DRF was developed by the Office of Emergency Management with the supporting documentation developed by participating departments/agencies.
- B.** This DRF will be reviewed and updated annually. The Office of Emergency Management and the Donations Coordinator will instigate this review. Necessary updates will be accomplished by the responsible agencies.

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DONATIONS MANAGEMENT

APPENDICIES

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APPENDIX 1

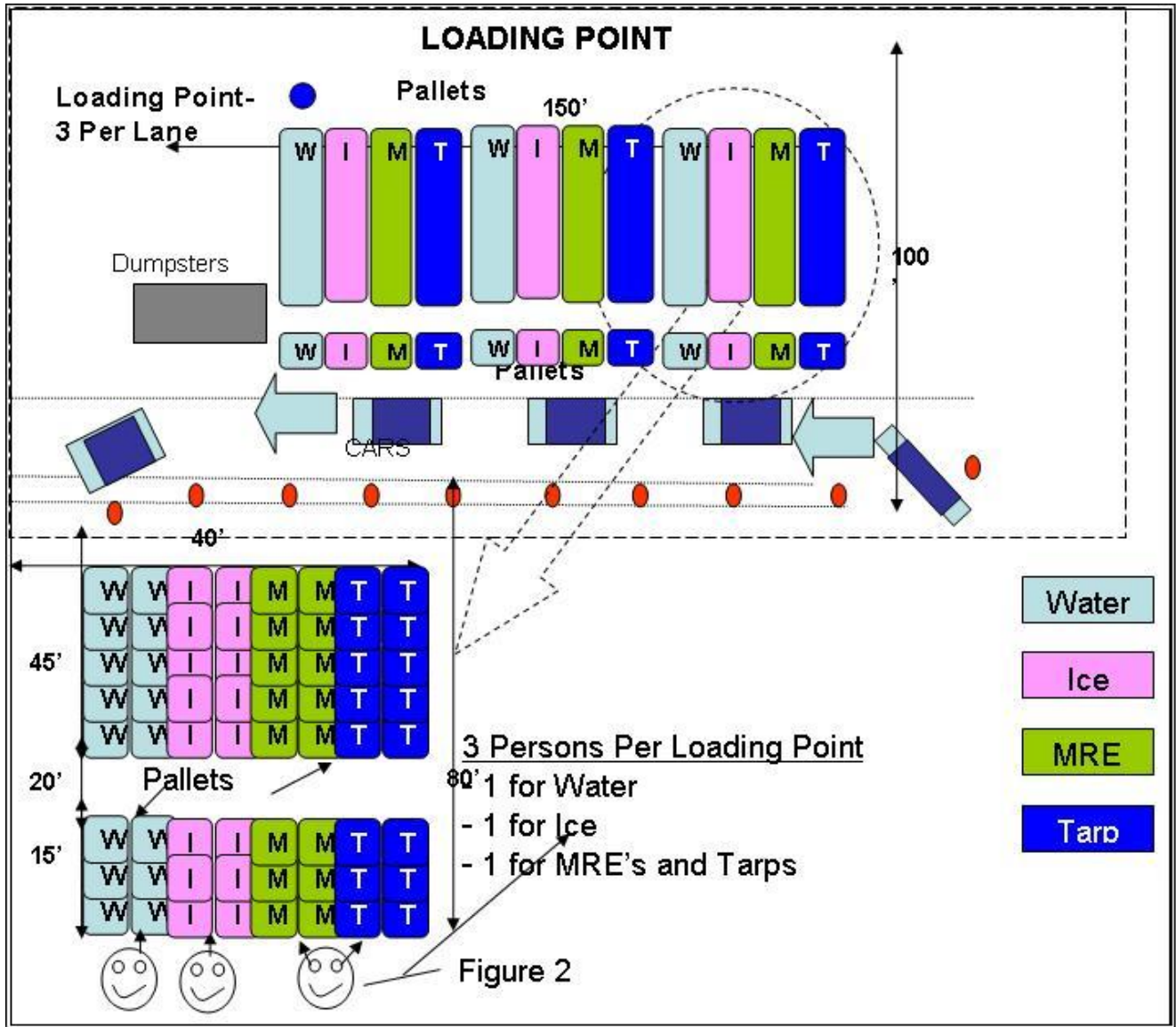
POINTS OF DISTRIBUTION (POD)

- The critical planning factor for ordering commodities is “**distribution**” capability, not people without power.
- Distribution planning must be a priority with local governments for the commodities mission to be successful.
- All levels of government must understand the distribution point concept.
- A Type III distribution point (DP) with one supply lane can serve 1,660 cars or 5000 people in one day.
- A Type II Distribution Point has two lanes
- A Type I Distribution Point has four lanes

APPENDIX 2

ATTACHMENT A

POINTS OF DISTRIBUTION (POD) FOOTPRINT



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RESOURCE MANAGEMENT

“VOLUNTEERS”

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DRF-7

RESOURCE MANAGEMENT

VOLUNTEERS

PRIMARY AGENCY: Office of Emergency Management

SUPPORT AGENCIES: Schweitzer United Methodist Church
The American Red Cross
Health Department

I. PURPOSE

To establish and implement a working strategy for efficiently channeling offers of volunteer assistance in the aftermath of natural or human caused disasters or emergency situations occurring in the Springfield-Greene County area.

II. SITUATIONS AND ASSUMPTIONS

B. Situations

1. Springfield-Greene County 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. Local government has the responsibility to utilize volunteer resources during the recovery period (short or long term) when such resources can aid in a more effective and efficient relief and recovery operation.

C. 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/county.
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.

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 can be utilized during the recovery process.

1. Definition

Recognizing that volunteer groups are approached and coordinated in different ways, it is necessary to establish categories for these groups. For recovery efforts, four categories of volunteers may be available: 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 Greene County 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.

e. Minors

No individual under 18 years of age will serve as a volunteer for the Springfield-Greene County Office of Emergency Management. Partner, volunteer agencies may utilize minors in accordance with their own internal policy.

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

There are several recognized agencies using volunteers in the recovery process. 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. AmeriCorps
- d. The Salvation Army
- e. Other volunteer organizations

3. **Volunteer Management Assumptions**

The following is a list of underlying assumptions for the management of volunteers during the recovery process:

- 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 the recovery phase. In an event where a large number of volunteers are needed, the Springfield-Greene County Office of Emergency Management will 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 the Recovery Process, 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 Springfield-Greene County OEM 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.
- e. Personnel for the VCC may 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 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 depending on the longevity of the recovery process, 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.
- Work under the direction of the OEM.
- 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.
- 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 Springfield-Greene County Emergency Operations Center (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 or Planning Section Chief 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 main entrance.
 - Expresses appreciation and thanks to the volunteers for their time.
 - Give each volunteer a Volunteer Instructions Sheet.
 - 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 2)**.
 - Review Waiver Form **(see Appendix 2)**.
 - 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 2)**.
- d. 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.

- e. 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.

- f. 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**

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

9. **VCC Flow System for Requests**

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. 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. The information recorded for unaffiliated volunteers will be placed in a common database and maintained at the Office of Emergency Management.

11. **Liability**

- a. Voluntary agencies will assume any liability related to their volunteers, and are responsible for considering appropriate insurance coverage such as a liability clause in their corporate insurance policy.
- b. Personnel volunteering for the Springfield-Greene County OEM will not be provided any Worker's Compensation coverage. All volunteers will waive their right to make a claim if injured by signing the Springfield- Greene County Volunteer Release and Waiver of Liability Agreement (see Appendix 4).
- c. In the event that AmeriCorp is utilized to manage volunteers in Greene County, the AmeriCorp Volunteer Release and Waiver of Liability Form may be utilized in addition to the Springfield-Greene OEM Volunteer Release and Waiver of Liability Agreement.
- d. Springfield - Greene County OEM will oversee all registered Greene County Community Emergency Response Team (CERT) members.
- e. 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.
- f. 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

2. **Mitigation**

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

2. **Preparedness**

- b. Maintain database for managing volunteers.
- c. Train VCC volunteers to complete job descriptions outlined.
- c. Voluntary agencies will coordinate with local chapters and groups to determine availability of personnel.
- d. Primary and support agency personnel will participate in disaster operations training.
- e. 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.
- f. Activate the phone bank and other local or "800" numbers.
- g. If the VCC is activated, a Liaison will be present in the EOC as primary point of contact.
- h. Maintain records of expenditures and in-kind donations received.
- i. Respond to requests for services.
- j. 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. Assign Damage Assessment Teams
 - d. Provide volunteers to assist with Donations Management.
 - e. Provide clean-up to the affected area i.e..tree removal.

V. ORGANIZATION AND ASSIGNMENT RESPONSIBILITIES

B. Primary Agency:

Office of Emergency Management

1. Determine the optimum location for the VCC, coordinate with the Volunteer Coordinator directly and/or through the established volunteer liaison located in the EOC.
2. Implement procedures and staff a telephone disaster hotline for information concerning volunteers and where the VCCs will be located.
3. Coordinate representation of each volunteer agency at the VCC.
4. Support the Volunteer Coordinator in coordination with the various volunteer agencies.
5. Support the Volunteer Coordinator in structuring volunteer assignments so that they can be managed in a systematic manner.
6. Provide any supplies or resources needed by the Volunteer Coordinator
7. Support the Volunteer Coordinator in the dispatch of volunteers as needed.
8. Coordinate with **DRF 3, PIO** for the development of public information announcements including providing instructions for private individuals and groups desiring to volunteer for the recovery process.
9. Review and revise priority area designations as needed.
10. Review and assess damage information to establish priorities of services.

C. Support Agencies:

Schweitzer United Methodist Church

1. Establish and coordinate activities within the Volunteer Coordination Center (VCC).
2. Establish and maintain liaison with EOC.
3. Coordinate with American Red Cross and OEM in the warehousing and distribution points for durable and non-durable goods.
4. Work with American Red Cross and OEM to place volunteers in needed areas.

American Red Cross

1. Coordinate volunteer activities through the VCC when activated.
2. Communicate all necessary volunteer needs to the Volunteer Coordinator.
3. Coordinate the warehousing and distribution of donated durable and non-durable items, including food.
4. Coordinate with private and public agencies to receive donated items.
5. Keep an accurate accounting of the flow of goods from donors to recipients.
6. Establish other staging areas as needed.

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)

E. 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.

VI. DIRECTION AND CONTROL

- A. The recovery process and overall direction and control will be from the Office of Emergency Management however, both affiliated and non-affiliated volunteers will staff this DRF.
- 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

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

B. Operational Equipment Supplies and Transportation

1. OEM 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 DRF. 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 COAD Chair.
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. DRF DEVELOPMENT AND MAINTENANCE

A. This DRF was developed by the Office of Emergency Management with the supporting documentation developed with the COADs participating departments/agencies.

C. This DRF will be reviewed and updated annually. The Office of Emergency Management and the Volunteer Coordinator will instigate this review. Necessary updates will be accomplished by the responsible agencies.

DRF 7
APPENDICIES

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APPENDIX 1

VOLUNTEER COORDINATION CENTER

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

APPENDIX 2

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