STANDARD OPERATING PROCEDURES
FOR
ESF # 6 DONATIONS
UTTAR PRADESH

SUBMIITED TO
UTTAR PRADESH ACADEMY OF ADMINISTRATION & MANAGEMENT
SECTOR-D, ALIGANJ, LUCKNOW

DRAFT

INTEGRATED MANAGEMENT GROUP, LUCKNOW

Preface

Emergency management operations necessarily consist of many diverse processes. These processes are broadly classified based on the nature of the essential functions they help perform. The HPC on Disaster Management has envisioned 14 different functions that support any emergency management operations and has called them Emergency Support Functions (ESF). This document presents the Standard Operating Procedures (SOPs) relating to ESF 5 Donations.

A SOP is a set of instructions, covering those features of the ESF that can be standardized without loss of effectiveness. SOPs are detailed written instructions on step to take and decisions to make at different stages in carrying out a task, creating a procedural infrastructure to ensure consistent. If SOPs are correctly drawn this consistency assures on quality and compliance issues.

For developing the SOPs for any function one function one needs to understand all activities forming parts of that function; how those activities are undertaken; and by whom. Those who undertake the activities are the functionaries who will be using the SOP. Their input on how the job should be performed give an essential perspective as it also incorporates the confines of the regulatory environment.

These SOPs have been developed after interacting with the agencies that play significant roles in this ESF, taking into account the relevant provisions of the Disaster Management Act; guidelines and executive instructions on the subject issued by different organs of the government, and the resources available for carrying out the ESF. We have also drawn from the best practices in DRM followed across the globe.

The SOPs start with the key objective of the ESF, identify the essential functions required to achieve that objective and lay down the operational guidelines for carrying out the ESF before spelling out the procedures for all agencies involved in the ESF.

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Executive Summary

Donations play an important role in emergency management as they often are of critical help in providing immediate relief. Reports of human sufferings move people to make donations. ESF Donations is essentially about coordinating the responders' and donor's efforts. Its key functions are:

a. Minimise the mismatch between the donations needed and donations received
b. Receive and store (stage) donations and direct their movements
c. Screen the offers of voluntary services and get their best use
d. Dispose unutilized donations

The Primary Agency for ESF Donation is the Department of Revenue (Scarcity) headed by Relief Commissioner. The Support Agencies mentioned in UPAAM's aforesaid letter are: Banks, Financial institution, Corporate sector, and Funding Agencies. Theses agencies often come forward with financial donations in times of disaster. However support agencies are also needed for assisting the primary agency in other areas. Considering all three kinds of donation – cash, kind, voluntary service offer – the following agencies need to be added to the list of support agencies: Commercial Taxes department (for ensuring that in-kind donations do not attract State taxes at the point of entry), Transport department, Police, BSNL, Voluntary Agencies, Pollution Control Board (guidance in disposal of unused donations that need to be disposed off), Urban Local Bodies and ESF 13 Media. The role of all the support agencies are briefly described in Chapter 4: Concept of Operations.

Modern society encourages the natural human instinct of extending a helping hand to those in need by treating certain types of donations as deductible expenses for estimating taxable income. The increasing importance attached to corporates' social responsibilities has given a further boost to donations pouring during disasters.

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In India individual donations often take from of donation one day's salary towards meeting the response expenses. Many charitable institutions in India donate cash from their own sources and also raise funds from public. Many others come up with offers in kind-tents, plastic sheets, food items, clothing, medicines and offer of voluntary service. Cash is remitted to the relief funds and in-kind donations are usually sent to the Relief Commissioner of the State affected by calamity. Relief Commissioner's office directs the goods / articles to the affected district for their use in response operations,

An important dimension of the donations environment is that the State *does* not *seek* donations, though accepts donations made by well meaning- individuals or organizations. Often during disaster management many non-State agencies (for instance Red Cross) mange diverse operations. Such non-State agencies may seek donations of specific articles / goods / equipment, which may be offered by donors. ESF Donations provides the coordination needed between the donor community and non-State responders.

Foreign aid is intricately linked to foreign policy. Therefore, any offer of donations from foreign countries, if received directly at the State level, must be referred to the Central Government who will take a view after weighing foreign policy implications.

Finally, donations are best used for needs unmet from State's resources. The need for donated goods and services arises from needs that are not covered in the State's assessments. *Voluntary agencies working in the disaster area are best suited to conduct the donations needs assessment,* with assistance of local government officials.

ESF Donations will undertake the following activities
1. Assessing the donation needs: Donations needs assessment will be conducted jointly by local emergency managers and voluntary agencies' representatives. ESF 5 will track the changing needs.

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2. Attending to the enquiries of the donor community: ESF 5 will deploy a tem (size depending on the level / extent of emergency) to attend to donors' enquiries. A toll free phone or in major disasters a series of phones (phone bank) may be needed installed to answer donation related queries. A page may be added to State web site to record donations.

3. Receiving and staging in-kind donations: At present in-kind donations arriving at State capital are diverted to the affected district(s). in major disasters ESF 5 may set up a central facility may be needed to receive, do quality checks, accept, store and send to the districts based on their need.

4. Distribution of in-kind donations: ESF 5 will need to transport donations to other reception centres or to the sites of operations by coordinating with ESF Transport. At times, transportation may even require protection against possible looting. Distribution also requires coordination with all emergency managers and prioritization of requests.

5. Helping a voluntary agency (emergency responder) in seeking donations: though State will not seek donations but ESF 5 will its network with donor community and will also coordinate with ESF 13 Media in seeking the donations required by any voluntary agencies engaged in operations.

6. Disposal of unutilized donations: Some unutilized in-kind donations will definitely be left requiring to be disposed off correctly. The Material Handling Section at Reception Centre will also undertake this activity.

7. Screening volunteers and assigning them to sites: Voluntary services provide a great support to the response managers. But all spontaneous unsolicited offers of voluntary service cannot assigning them to sites after issuing IDs.

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8. Coordination among the Voluntary Agencies: Coordination is required in selecting the VAs, accepting their volunteers, taking their help in assessing donation needs and finally in meeting those donations needs. Considering the importance of this activity and also as most of the L0 processes relate to this activity, ESF 5 will have a dedicated Donations Coordination Team with its own team leader.

Organisational Structure of ESF 5:
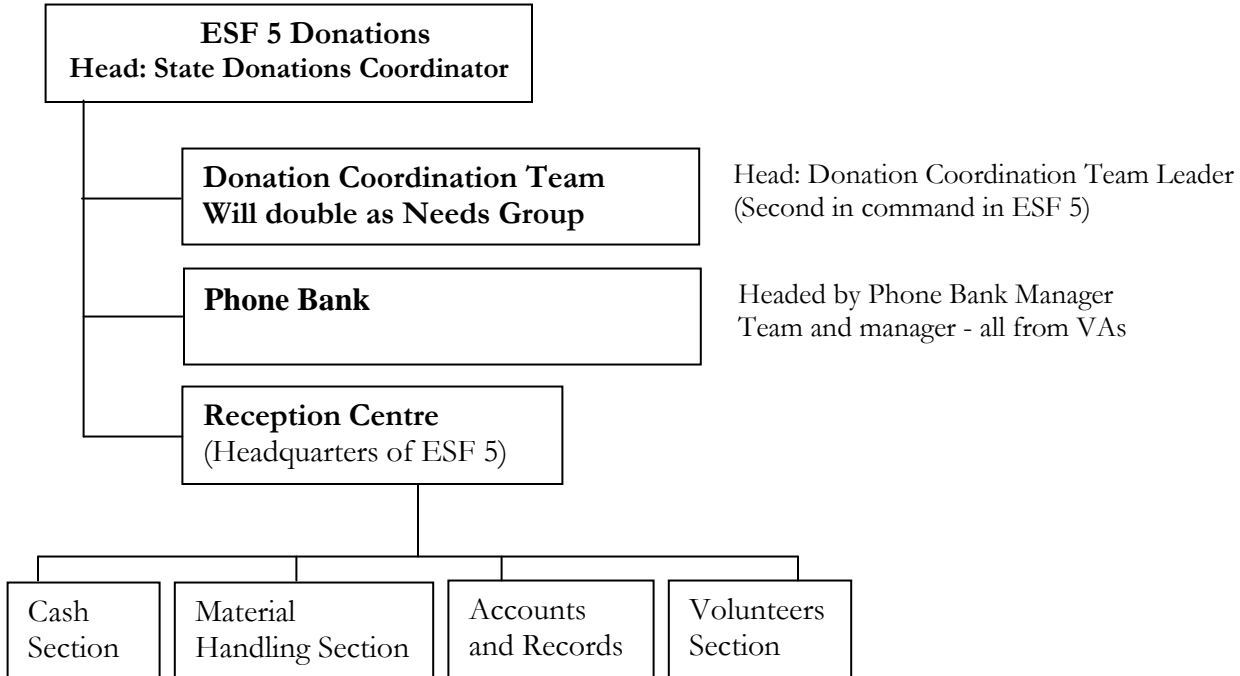
The Head of ESF 5 is designated State Donation Coordinator (SDC). SDC and Donations Coordination Team Leader- the second in command will be drawn from the Revenue (Scarcity) Department. All other positions shall be filled with volunteers affiliated at 23, as under:

Activity		Persons per shift	No of shifts	Total requirement
Security check post at Reception Centre	:	2	3	6
Cash section cum enquiry	:	1	1	1
Material handling section	:	4	3	12
Phone Bank section	:	6	1	6
Accounts & Records	:	1	2	2
Volunteers section	:	2	2	4
Needs Group	:	2	1	2

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List of abbreviations

CMRF	Chief Minister's Relief Fund
CSO	Civil Society Organisations
CSR	Corporate Social Responsibility
DCT	Donations Coordination Team
DCTL	Donations Coordination Team Leader
DDC	District Donations Coordinator
DM	District magistrate
DMA	Disaster Management Act
DMP	Disaster Management Plan
DRM	Disaster Risk Management
DRMP	Disaster Risk Management Project
EOC	Emergency Operations Centre
ESF	Emergency Support Function
GoI	Government of India
HPC	High Powered Committee
MHA	Ministry of Home Affairs
NCCM	National Centre for Calamity Management
NGO	Non Governmental Organisations
NIDM	National Centre for Calamity Management
PMRF	Prime Minister's Relief Fund
PSU	Public Sector Undertaking
SDC	State Donations Coordinator
SOP	Standardised Operating Procedures
UNDP	United Nations Development Programme
UPAAM	UP Academy for Administration and Management
VA	Voluntary Agency

Chapter 1: Introduction

1.a About this Document

This document, laying down the SOPs for ESF Donations has been prepared as a deliverable, vide, UPAAM letter no 258 dated the 22nd May 2009. The basic inputs for the document are the HPC Report, the provisions of the Disaster Management Act; guidelines & executive instructions on the subject issued by MHA, Relief Code and other such instructions issued by GoI or GoUP, existing systems / mechanisms and instruments for DRM. The SOPs take into account the historical backdrop of the role of private donations in disaster management and the existing governance structures. It has also drawn inputs from the generic SOPs prepared by NIDM.

This document lays down operational guidelines so as to provide comprehensive inputs for the ESF; depicts intra-departmental layers & organic links for coordination, both vertical & horizontal interaction; shows inter-departmental coordination between concerned line departments; provides stage-wise activity flow (vertical and horizontal –simultaneous & sequential); identifies triggers that would set off chain of activities of agencies / players concerned; enunciates agency-wise obligations; gives a checklist of activities for pre (prevention/surveillance / warning / mitigation), during (rescue & relief) and post-Disaster (rehabilitation & resettlement) Action Plan; and also gives such references as would be required for carrying out the procedures.

It has been prepared by interacting with all the departments/agencies that have a role in this ESF; reviewing various existing SOPs; understanding the current operating procedures and practices and discussions with Academy staff and functionaries of GoI-UNDP project on DRMP in UP.

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1.b Standard Operating Procedures for Emergency Support Functions

The first articulation of Emergency Support Function (ESF) in India, as of many other concepts related to disaster management, was made by the HPC constituted by GoI with Shri J C Pant as Chair. HPC has observed that managing an emergency situation requires accomplishing diverse tasks simultaneously and identified 14 ESFs to accomplish these tasks while responding to an emergency situation. HPC envisaged that in the immediate aftermath of a major disaster (emergency situation), the EOC / NCCM would take stock of the situation and identify requirements and mobilise and deploy resources to the affected area to assist the State in its response actions under the fourteen ESFs.

One agency, based on its authorities, resources and capabilities, HPC envisaged, would be designated as the primary agency for one ESF. This agency in Centre would coordinate directly with its functional counterpart State agency to provide the assistance required by State. The designated primary agency would be supported by one or more support agencies (secondary agencies). Primary agency would be responsible for managing the activities falling under its ESF and would ensure that the *mission is accomplished*. The primary and support agencies would *have the authority* to execute response operations to directly support the state needs. HPC, however, did not identify the primary agencies for each ESF, it did name though the ESF's and listed *some responsible agencies*.

S40 of the Disaster Management Act stipulates that the DMP of every department of State Government shall lay down, inter alia, "the roles and responsibilities of the department of the State in the event of any threatening disaster situation or disaster and emergency support function it is required to perform" as also the "present status of its preparedness to perform such roles or responsibilities or *emergency support function*".

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The Status Report on Disaster Management in India, released by MHA in Aug 2004, has observed (para 4.10): "It is seen that the relevant departments start constituting teams/mobilizing resources only after the crisis/disaster has struck, leading to delays. The relevant departments/agencies have been asked to draw up Emergency Support Function (ESF) Plans and constitute response teams and designate resources in advance so that response is not delayed. Ministries/ Departments have drawn up their ESF Plans and communicated it to MHA. States have also been asked to take similar steps. Similarly States have been advised to finalize pre-contract/agreement for all disaster relief items so as to avoid delays in procuring relief items after disaster situations."

At another place the Status Report describes the objectives of Standard Operating Procedures (SOP) as "making the concerned persons understand their duties and responsibilities regarding disaster management at all levels". It prescribes that all departments and agencies shall prepare their own action plans in respect of their responsibilities, under the standard operating procedures for efficient implementation.

It appears that SOP mentioned in the Status Report is general SOP and not SOP for ESF, which seems to have been referred to as *ESF Plans*. This document lays down SOPs for an ESF, as required by UPAAM. The SOP's of a department / agency will thus constitute a list of processes to be undertaken to fulfill that department / agency's ESF.

Since this document describes suggested standard operating procedures, it is useful to underline the relationship between processes, functions and procedures. Processes are a group of related activities performed to produce an end result. Functions are performed on a continual basis, an emergency support function, thus, will be performed till the emergency situation persists. Processes, on the other hand, have a specific beginning and an end point marked by the delivery of a desired output. *Related processes, in proper sequence constitute procedure*. A procedure is designed to deliver the

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objective of a function. To lay down SOPs for an ESF first the objectives of that ESF need to be articulated and the processes are then designed to deliver those objectives.

1.c ESF 5 : Donations

Donations play an important role in emergency management. **Donations often are of critical help in providing immediate relief to victims** The responders may not have all required resources with them and may be forced to seek donations. On the other hand reports of human sufferings naturally move many people to contribute to ameliorate the victims' conditions. Thus, during emergency management there are requests for donations, there also are arrivals of donations and quite often the two do not exactly match. It has been seen that this mismatch can be minimized by effective coordination between responders and donors. This is a key function of ESF 6. Further, as the donors are not usually aware of the locations where the donations may be required, another key function is to coordinate the movement of donated articles / goods to the sites where they can be best used.

Donations can come in the form of cash or kind. In-kind donations can be goods / articles or offers of voluntary service. Co-opting volunteers to work at sites is a sensitive task. It involves judgment on the potential volunteer's usefulness – his/her skill, need of that skill and finally it also entails taking a call on his / her moral uprightness as regions / people affected by disasters are vulnerable to pillage, looting and worse.

Thus, ESF Donations is essentially about coordinating the responders' and donor's efforts. Its key functions as described above are:

   a. Minimise the mismatch between the donations needed and donations received
   b. Receive and store (stage) donations and direct their movements
   c. Screen the offers of voluntary services and get their best use
   d. Dispose unutilized donations
   e. Record keeping

1.d Primary Agency

The Primary Agency identified for ESF Donations is the Department of Revenue (Scarcity) headed by Relief Commissioner. Its functions / authorities, resources and capabilities make it the most appropriate for the responsibility of the primary agency. Relief Commissioner's office provides the relief assistance to districts for distribution among people affected by disasters. It follows the relief standards decided for this purpose and distributes resources to the districts on the basis of reports received from them.

1.e Support Agencies

The Support Agencies mentioned in UPAAM's aforesaid letter are:

- Banks,
- Financial institutions,
- Corporate sector, and
- Funding Agencies

These agencies often come forward with financial donations in times of disaster. However support agencies are required for assisting the primary agency in many other areas. A lot of donations are received in kind i.e. goods / articles / equipment. The above noted agencies may not be of much help to the PA in sorting, organizing, transporting and distributing the donations. Many voluntary service organizations (and many individuals too) make offers of voluntary service in emergency management. Considering all three kinds of donations the following agencies need to be recognized as playing substantial roles in assisting the PA in ESF 5 and added to the list of support agencies:

- Commercial Taxes department
- Transport department

- Police
- BSNL
- Voluntary Agencies
- Pollution Control Board
- Urban Local Bodies
- ESF 13 Media

The roles of all the support agencies are briefly described in Chapter 4: Concept of Operations.

Chapter 2: The Donations Environment

Lending a helping hand to people in distress is a natural instinct. Making donations in times of disasters is a manifestation of that instinct. This is further encouraged by tax laws. In almost all jurisdictions cash donations made to non-profit tax exempt organizations are tax deductible (either full or partly) on the tax returns of individuals or corporates. Recently, the increasing importance attached to corporates' social responsibilities has given a further boost to donations pouring during disasters.

As would be expected, the quality and quantity of donations reflect the economic conditions of the community making donations. In India individual donations often take form of donating one day's salary towards meeting the response expenses. The amount collected from the employees is often matched by an equal amount (or more) by the employer firm and the money is usually sent to the PMRF or the CMRF of the affected State. Many charitable institutions in India donate cash from their own sources and also form funds raised from public. Other such organizations often come up with offers in kind – tents, plastic sheets, food items, clothing, medicines and offer of voluntary service. Members of public make donations to these charitable organizations in cash or often in kind.
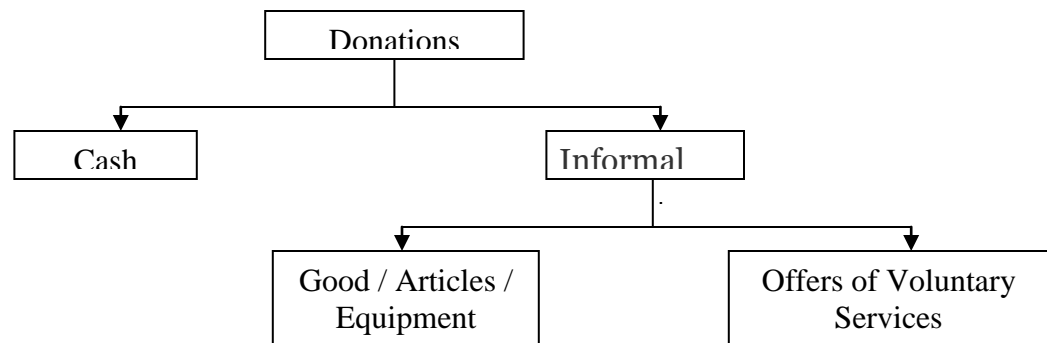
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Cash is remitted to the relief funds and in-kind donations are usually sent to the Relief Commissioner of the State affected by calamity. Relief Commissioner's office directs the goods / articles to the affected district for their use in response operations.

At district level the government does not maintain any account of cash donations received. Such donations are referred to the CMRF. This is in contrast to a practice encouraged earlier whereby "the District Officers" were instructed to park cash donations received during any natural calamity in treasuries in a personal ledger account named Natural Calamity Relief Fund. The following paragraphs are quoted from Chapter III of the Relief Code of the State:

> **"(27) Natural Calamities Relief Fund-** Natural Calamities Relief Fund should be opened in each district not only for the purpose of providing relief during the times of floods but for relief of distress of a fire or other natural calamities. Only voluntary subscriptions received from the public for relief work in the districts are credited to the fund. The amount sanctioned by Government for gratuitous relief from State revenues however will not be credited to the fund. The District Officers may receive local donations for such relief work and keep them in "Personal Ledger Account" in the Treasury in the name of "Natural Calamities Relief Fund" and utilize the same on relief works in the district. Withdrawals from the fund can be made by the District Officers, if and when necessary, by means of cheque on the treasuries. The audit of this Personal Ledger Account will be done by the staff of the Examiner, Local Fund Accounts.

> "(2) The District Officer may also form a small Standing Committee in the district consisting of local MLAs, representatives of voluntary relief

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organizations and important local workers to advise on incurring expenditure out of the Natural Calamities Relief Fund.

"(3) A quarterly report should be sent to the Government giving the following information:

       (a) Closing balance at the beginning of the last quarter

       (b) Total contributions received during the last quarter

       (c) Amount spent during the three months

       (d) Balance at the credit of the fund."

Such a mechanism to park and use donations received at district level offers some obvious benefits and its reintroduction (if the instructions have since been withdrawn) or revival (if the instructions have merely fallen out of use over the years) should be considered.

Another important dimension of the donations environment is that the State *does not seek* donations. Government of India is capable of meeting all resources required for disaster response and GoI expressly prohibits seeking of donations. This however precludes acceptance of donations made by well meaning persons – individuals or organizations. Thus State, though never actively canvassing for donations, is free to accept donations coming voluntarily.

Often during disaster management many non-State agencies (for instance Red Cross or CSR wings of large corporates / PSUs) manage diverse operations. These (non-State) agencies engaged in response operations may seek donations of specific articles / goods / equipment. Such resources may be offered by donors. This calls for close coordination between the donor community and responders. ESF Donation provides this coordination.

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It is useful to distinguish between received in donations received in response to requests for specific donations made by some non-State agency engaged in emergency operations and donations that are not in response to any appeal. The former type is called *designated donations.* All other donations not meant for any specific emergency managing agency's use are called undesignated donations.

Donations may at times come from other countries i.e. not from voluntary agencies located in foreign countries but from foreign governments. As foreign aid is an important instrument of the foreign policy of any sovereign state, making and receiving such donations are intricately linked with the diplomatic relationship between the two countries. Any such offer, if received directly at the State level, must be referred to the Central Government who will take a view after weighing foreign policy implications.

Finally, donations are best used for needs unmet from State's resources. Needs may remain unmet (from State's resources) because of the procedural reasons or because of the priorities decided by State in response efforts. Here donations have the most effective role to play. This raises the importance of the Donations Needs Assessment. Donations Needs Assessment is not to be confused with any preliminary damage assessment conducted for purposes of determining the level of governmental assistance needed within the affected area. State's Emergency Management officials identify immediate life saving operations, infrastructure damage, mass feeding, etc. The need for donated goods and services is needs that are not covered in the aforesaid assessments. *Voluntary agencies working in the disaster area are best suited to conduct the donations needs assessment,* with assistance of local government officials.

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Chapter 3: Objectives and Scope

3.a Objectives

A standard operating procedure is a set of instructions having the force of a directive, covering *those features of operations that lend themselves to a definite or standardized procedure without loss of effectiveness.* SOPs improve performance and organizational results. Typically they are detailed written instructions on chronological steps to take and decisions to make in carrying out a task or function. Thus the fundamental objective of SOPs is to achieve uniformity of the performance of a specific function. By documenting the way activities are to be performed to facilitate consistent conformance SOPs control a process to obtain a desired pre-determined outcome.

The objective of this document is to provide a complete reference detailing the procedures for performing a single function. It creates a procedural infrastructure to ensure consistent performance. The consistency ensures that each time the activity is undertaken the organisation can be certain of performance as also of legal issues.

These SOPs support the operation, organization, and tasks related to collection, processing and dissemination of public information in case of emergency situation caused by any disaster in State of Uttar Pradesh. These will ensure an accurate information flow from the emergency site to the news media and while conveying all that is required fro smooth running of DRM operations, these will eliminate faulty, inappropriate information from being relayed.

3.b Scope

These SOPs are intended for the Primary Agency and all Support Agencies named in this document. The SOPs are permanent in nature i.e. they will remain always operational. Any particular section would get activated when the situation covered by that section arises, and would get deactivated when the situation ceases to be so. The

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SOPs are extensive, in as much as they cover all conceivable contingencies. At the same time they are precise seeking performance of specific activities. Nevertheless, these SOPs do not preclude the Primary Agency or Support Agencies from undertaking any other activity that may relate to this ESF but are not covered under the SOPs.

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Chapter 4: Concept of Operations & Planning Assumptions

4.a Activities of ESF Donations

ESF Donations will undertake the following activities

1. Assessing the donation needs
2. Attending to the enquiries of the donor community
3. Receiving and staging in-kind donations
4. Distribution of in-kind donations
5. Helping a voluntary agency (emergency responder) in seeking donations
6. Disposal of unutilized donations
7. Screening volunteers and assigning sites
8. Coordination among the voluntary agencies

4.a.i. Assessing the donation needs

The conduct of a Needs Assessment is essential to the efficient management of donated goods and services. Donations needs assessment must be conducted separately from any other assessments to determine the extent of damage resulting from the disaster. It is best conducted with the assistance of one or more local emergency management representatives, local Volunteer Coordinator(s), if available and voluntary agencies' representatives, seeking input from all to determine what is needed and what is NOT needed. This input is helpful in preventing unneeded donations and spontaneous volunteers arriving at the disaster area and should be well publicized through EFS 13 – Media.

The needs list will keep on changing during emergency management. Some needs will be met and some new ones will arise. ESF 6 will have a Needs Group, which will be responsible for tracking and identifying the unmet need for goods, services and/or volunteers and to conduct surveys, when appropriate, to ascertain unmet needs. This

Group will refer the identified unmet needs to the ESF 6 Headquarters for evaluation and follow through.

4.a.ii Attending to the enquiries of the donor community

Whether donations are accepted or not, a donor's enquiry must be met with grace and promptness. The on rush of enquiries will depend on the level of emergency and extent of affected area. Depending on these two factors a team will need to be put in place to attend to such enquiries. If it is decided to create a dedicated a web site or a page on the State web site, it will be possible to accept and record thereon donation enquiries and generate structured reports for action. In all cases a toll free phone may be installed to answer donation related queries. If major disasters a series of phones (phone bank) may be needed with a phone bank manager to ensure its proper functioning. Active support of BSNL would be needed for creating and activating this entire facility for attending to donors' enquiries.

4.a.iii Receiving and staging in-kind donations

At present any in-kind donations arriving at State capital are diverted mid way (or transported on arrival) to the affected district(s). In major disasters affecting more than one district it would be appropriate to maintain a central facility in Lucknow for receiving in-kind donations. In all districts, too, similar facilities will be required. Such a reception centre will receive in-kind donations, do quality checks, accept, store and record the details. The donations shall be transported to the district reception centres based on the inputs of the Needs Group. Both at capital and in districts the reception centres will require staging (temporary storing) areas, and an accounting / record keeping wing. Thus, Reception Centres form another major component of the ESF 6.

4.a.iv Distribution of in-kind donations

Distribution of donations from the Reception Centres wither to other reception centres or to the sites of operations to response managers will be done by the Reception Centre itself but will need coordination with ESF Transport. At times transportation of certain donation items may require protection against possible looting and Reception Centres may need to coordinate with Police for escorts. Distribution requires coordination with all emergency managers and prioritization of requests.

Coordinating VAs **SAs:** VAs	Attending donors' enquiries **SA:** BSNL	Assessing the donation needs **SAs:** Line Deptts, VAs
Dispose unutilized donations **SAs:** ULBs, PCB	**ESF 5: DONATIONS**	Distribution of donations **SAs:** Police, Transport,
Screening and placing volunteers **SAs:** Police	Helping VAs seek donations **SAs:** ESF 13 Media,	Receiving donations **SAs:** Comm Taxes
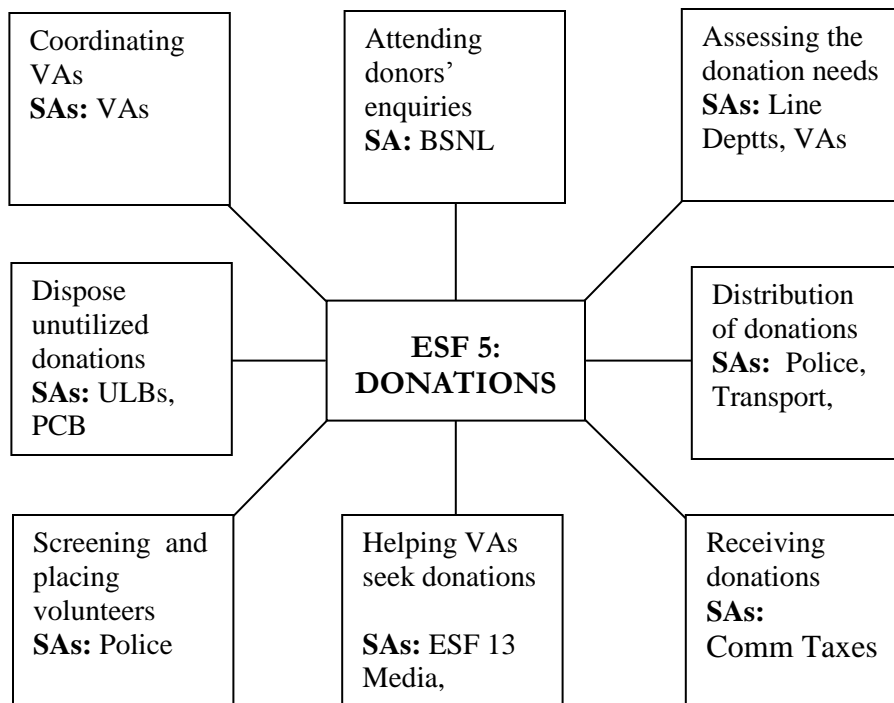
Activities of ESF 5, in addition to collection of cash donations for CRMF

4.a.v Helping a voluntary agency (emergency responder) in seeking donations
State will not seek donations but some of the voluntary agencies engaged in emergency management operations may be in urgent need of articles / goods / equipment that are not available with State. ESF 5 will use its own network with donor community and will also coordinate with RFS 13 Media in seeking the required donations.

4.a.vi Disposal of unutilized donations

In spite of the best coordination quite a large amount of unutilized in-kind donations may be left with the EFS 5 or with the emergency managers at sites. Such unutilized donations must be disposed off correctly. All such material that are still usable should be returned to the Reception Centres and ESF 5 will contact such no-profit service organizations as may use those materials. Such materials as are not usable would be required to be disposed off while complying with the pollution control legislations and solid waste disposal regulations of the ULB. This task will also be done by the Material Handling Section at the Reception Centre.

4.a.vii Screening volunteers and assigning them to sites

ESF 5 will receive many offers for voluntary services. Some of the offers may be from trained personnel such as doctors, paramedics, rescue experts, while some others may be for pure *shramdaan*. During disaster management when all resources get stretched volunteers provide a great support to the response managers. But accepting spontaneous unsolicited volunteers is fraught with risks; for example allowing volunteers from known communal organisations to work among riot victims may delay the peace process. ESF 5 will maintain an inventory of acceptable voluntary organisations, their specific expertise and will accept such volunteers as would be affiliated with these Vas, with proper identification papers. Volunteers will be assigned the operation sites by ESF 5 based on the requests received from the emergency managers / VAs engaged in emergency management or from the inputs of the Needs Group. This task will belong to the Coordination Group, another important constituent of EFS 5.

4.a.viii Coordination among the Voluntary Agencies

This is perhaps the most important activity of ESF Donations as it forms the backbone of the ESF. The coordination is required in selecting the VAs for association during emergency management, accepting their volunteers to work under other managers if needed, helping them seek specific donations, taking their help in assessing donation needs and finally in meeting those donations needs. Considering

the importance of this activity and also considering the fact that most of the L0 processes of this function

relate to this activity, ESF 5 will have a dedicated Donations Coordination Team with its own team leader.

4.b Organizational Structure of ESF 5

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┌─────────────────────────────────┐
│        ESF 5 Donations          │
│ Head: State Donations Coordinator│
└─────────────────────────────────┘
        │
        │   ┌──────────────────────────────────┐     Head: Donations Coordination Team Leader
        ├───│ 1. Donations Coordination Team   │     (Second in command in ESF 5)
        │   │ 2. Needs Group*                  │
        │   └──────────────────────────────────┘
        │
        │   ┌──────────────────────────────────┐     Headed by Phone Bank Manager
        ├───│ 3. Phone Bank                    │     Team and manager - all from VAs
        │   └──────────────────────────────────┘
        │
        │   ┌──────────────────────────────────┐     * In most cases there will be no separate Needs
        └───│ 4. Reception Centre              │     Group. The Donation Coordination Group will
            │ (Headquarters of ESF 5)          │     also assess needs.
            └──────────────────────────────────┘
                     │
         ┌───────────┼───────────┬───────────┐
    ┌────────┐  ┌──────────┐ ┌─────────┐ ┌──────────┐
    │ Cash   │  │ Material │ │Accounts │ │Volunteers│
    │ Section│  │ Handling │ │  and    │ │ Section  │
    │        │  │ Section  │ │ Records │ │          │
    └────────┘  └──────────┘ └─────────┘ └──────────┘
```

During emergencies manpower requirement may become intense. It is therefore appropriate that ESF 5, which is mostly involved with VAs be largely manned by *volunteers*. The suggested organizational structure is shown in the schematic. The head of the ESF is designated as the State Donations Coordinator (SDC). The main composing groups of the ESF are: Donations Coordination Team (DCT), Needs Group (may not be separately required in all emergencies), Phone Bank (need based, may not be required in all emergencies) and the Reception Centre. Reception Centre has four sections – Cash Section, Material Handling Section, Volunteers Section and Accounts & Records. Reception Centre will also have adequate storage space for anticipated arrivals of in-kind donations.

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SDC's second in command is Donations Coordination Team Leader. Like the SDC the DCTL too shall be nominated by the Relief Commissioner from amongst the permanent employees of the State Government. All other positions shall be filled with volunteers affiliated with accredited VAs.

The following schematic gives on overview of ESF 5 Operations:

ESF 5: Donations
Overview of Processes
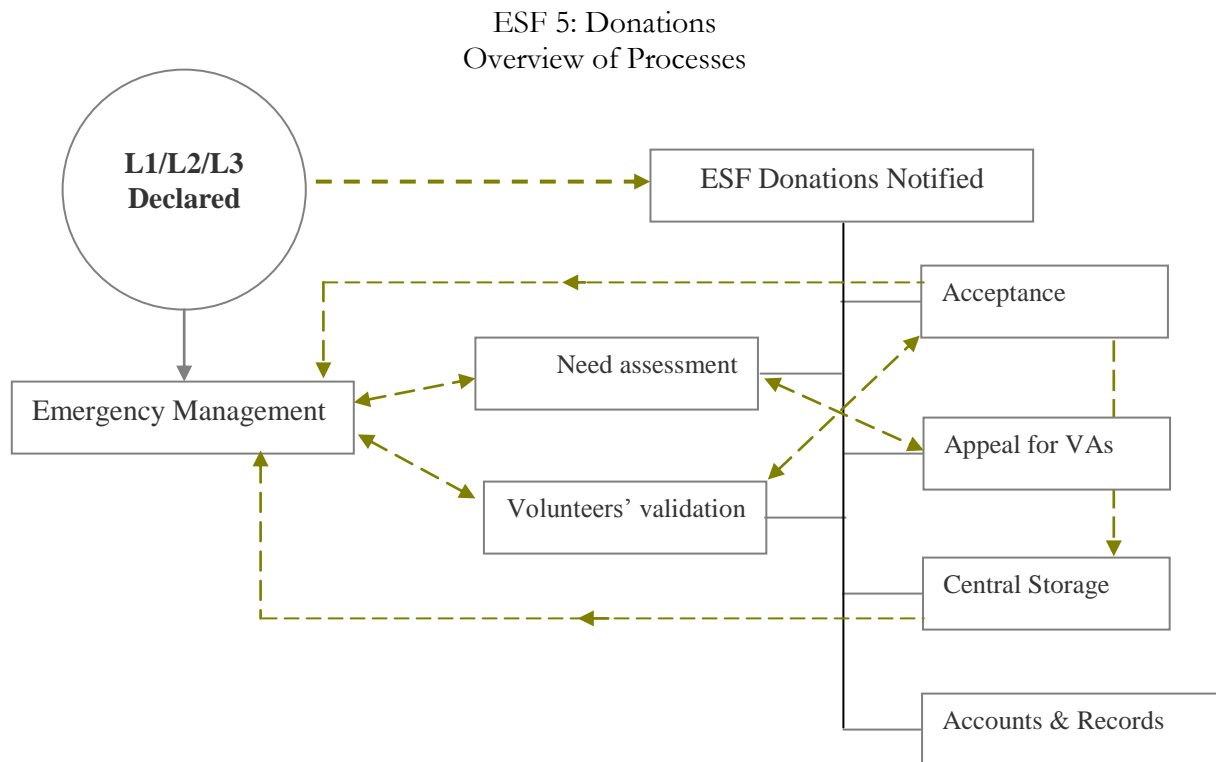
4.c Personnel Requirements

Personnel requirement of ESF Donations are as under:

Activity		Persons per shift	No of shifts	Total requirement
Security check post at Reception Centre	:	2	3	6
Cash section cum enquiry	:	1	1	1
Material handling section	:	4	3	12
Phone Bank section	:	6	1	6
Accounts & records	:	1	2	2
Volunteers section	:	2	2	4
Needs Group	:	2	1	2
			Total	23

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4.d Planning Assumptions

1. A major, severe or catastrophic disaster will create the need to coordinate solicited and unsolicited donated goods, funds and/or volunteer services.

2. A united and cooperative effort by state, and local governments, volunteer organizations, the private sector and the donor community is necessary for the efficient and effective channeling of offers from the donor community.

3. Cash donations are preferable to unsolicited (undesignated) in-kind donations or material donations. But designated donations are preferable to cash donations because the designated donations, in response to requirements, meet the need immediately whereas cash must be deposited with the CMRF and can be used only with due process.

4. Unsolicited donations of goods and services can be expected, as it is impossible to stop donation collection drives that occur immediately on reports of a disaster. Thus, certain donations management response activities may be necessary *even before the declaration of a disaster* or emergency.

5. Donations, especially perishable goods, must be managed to ensure that materials are properly received, safeguarded, documented and distributed in a manner that will not cause panic, hoarding, or waste.

6. Distribution will be based on priority of needs. Public health concerns will be properly addressed before food items are distributed to disaster victims.

7. District, affected by a disaster, will establish their own Reception Centres.

8. In L2 / L3 disasters the PA' office in Lucknow will centrally coordinate donations and Reception Centres to receive and dispatch arriving donations will be established and operated by the district(s).

9. Non-useful and unwanted donations can be expected and may have to be disposed of in a *manner agreeable to all charitable organizations providing disaster relief.*

10. Charitable and religious groups will offer assistance in a number of areas.

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11. Telephone numbers will be established and highly publicized for individuals wishing to donate money or services for response / recovery activities (i.e. Red Cross)

12. ULBs may establish local disaster donation funds separate from the charitable organizations offering assistance.

13. All efforts will be made to utilize the donations given as disaster relief for the purposes they were intended.

14. Volunteers not affiliated with any organized relief group may offer their services but <u>will not be allowed</u> to go directly to the disaster site.

15. Persons and organizations wishing to donate goods/services will be encouraged to register with the PA in the district or with the State PA

16. Immediately following the disaster, local agencies providing relief, *will assess the needs of all affected/unaffected areas to include goods, volunteers, and services and will communicate those needs to PA*

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Chapter 5: The Procedures

5.a Procedure for Preparedness (L0) Activities

5.a.i Creating the ESF Donations Team

a. Revenue (Scarcity) Department of GoUP shall nominate two persons of appropriate seniority for the positions of the head and second in command of ESF 5. The head will be designated as State Donations Coordinator (SDC) and the second in command as Donations Coordination Team Leader (DCTL).

b. Revenue (Scarcity) Department will cause nomination of one person in each district for District Donations Coordinator by the Collector.

c. SDC and DDC will closely interact with the VAs operating in their areas. They will

    i. Prepare a list of all VAs (it includes NGOs, CSOs, trade forums, charitable organisations etc)

    ii. Ascertain their core capabilities (rescue, fund raising, voluntary service, healthcare…etc)

    iii. Encourage them to form a firm alliance by entering into agreement to provide voluntary services in the areas in which they have competence (sample agreement placed at Annexure 1).

d. In particular SDC and DDC will seek to create the their Disaster Coordination Team by choosing team members from amongst the VAs. Normally the estimated manpower requirement for ESF Donations is 23. SDC / DDC will ensure identification of at least 40 suitable candidates from the names forwarded by the VAs.

e. SDC and DDC will also contact local colleges to get suitable personnel for their (ESF 5's) core teams from amongst NSS members registered at the colleges.

5.a.ii Creating the infrastructure required for the ESF Donations

SDC and DDC will identify suitable premises for the Reception Centres which will also serve as the headquarters for ESF Donations. The following facility and equipment list is considered to be ideal and is suggested for planning:

a. Approximately one thousand (1000) square feet of usable office space with sufficient lighting, heat and/or cooling (disasters can occur anytime of the year), electrical outlet capacity and sanitation facilities;

b. In addition to the usable office space, a separate room of approximately four hundred (400) to eight hundred (800) square feet in size for use as a **break room** for use by Reception Centre personnel to take periodic rest periods equipped with appropriate casual furniture;

c. Staging (temporary storage) space of approximately 10,000 square feet equipped with slotted angle racks for keeping sorted articles and sufficient ground space for movement of lorries as close to the Reception Centre as possible

d. At least eight desks, two for accounts and record, one each for security check up, inward mails / cash section, SDC, DCTL, Phone Bank Manager, and volunteer section;

e. Three telephones – one to become toll free during emergencies for receiving donation enquiries and one for the use of the Centre, and one for use at the staging area

f. One fax (cum printer) with independent line and three computers of which at least one with internet connection for sending / receiving e-mails and a generator set of at least 5kVA;

g. One long desk where a phone bank of up to 6 phones can be set up, if needed, with six chairs;

h. One or more folding table(s);

i. One display board(s) of approximately 4' x 8' in size;

5.a.iii Ensuring the communications infrastructure for Reception Centre

SDC shall contact Bharat Sanchar Nigam Limited (BSNL) to ensure activation of the communication infrastructure of the Reception Centre at the shortest notice. As these facilities are for use only during emergencies, BSNL should be requested to provide the temporary connections immediately on request. SDC will seek from BSNL the following facilities:

a. Four telephone connections (one for fax) for regular use of the Reception Centre and Staging Area;

b. An inter-com system connecting all desks and the break room which can accept incoming calls from outside.

c. One phone to be made toll free. Since many enquiries will be of common nature, SDC shall install a voice activated response system in this phone that can answer all commonly asked questions without the need of any team member coming to the phone.

d. Up to six telephone connections with one number (hunting line) for use by Phone Bank

5.a.iv Training & Mock Drills

a. All the forty candidates identified for the Donations Coordination Team shall be trained in the L2/L3 procedures described in this document. Their training shall be for all activities that would make them mutually replaceable so that their services can be utilised anywhere in EFS 5.

b. SDC / DDC will organise at least one mock drill a year at irregular interval. The objective of the mock drill is to

c. Ensure that the ESF Donations Team gets organised and operational immediately on declaration of a disaster situation

d. To test the level of coordination with the Voluntary Agencies

e. To test how long it takes to get the telephone lines operational (coordination with BSNL)

f. To ensure that the all team members are conversant with all the processes

g. For a mock drill to be effective detailed scenarios need to be prepared in advance and it must have support of the senior functionaries of State Government. The release of information will be gradual as they would be known in a disaster situation and at times some information released earlier may turn out to be incorrect, again as happens so often in real life disaster situations. For drill to be effective selected information should be released to those role players who would have been privy to such information. The activities undertaken by ESF 5 and the outcomes thereof should be recorded and compared with the procedures to be followed in the given scenario. This comparison would indicate the level of preparedness of the team and also its weak points.

h. After the mock drill the SDC shall personally undertake an in-depth response analysis. He shall discuss the outcome of the response analysis with the team in a training session to highlight the weaknesses and how to overcome them. (The mock drill shall involve the SA's too and their responses too shall be subjected to analysis as those of the PA's .)

5.a.v Partnerships for Other Resources

a. DCTL shall enter into agreements with competent local laboratories for *urgent testing* of food grains etc against presence of the insecticides and mustard oil against the common harmful adulterants. This may be required if grains are received as donations from unconfirmed sources or unbranded loose mustard oil is offered as donations

b. DCTL shall finalise the format of photo ID card to be issued to the volunteers and will ensure sufficient stock of blank ID cards.

5.b L2/L3 Procedures

5.b. i Warning Phase

<u>For Primary Agency</u>

a. SDC / DDC, immediately on declaration of a disaster situation, shall inform the Donations Coordination Team (DCT) through the Voluntary Agencies <u>and</u> directly to of the anticipated or actual occurrence of a disaster event necessitating activation of the ESF

b. Inform the Department of Commercial Taxes for arranging for express clearances of lorries bringing donations through their check posts highway entry points into the State.

c. DCT shall notify the pre-identified voluntary agencies and request them to keep themselves in readiness for participating in response operations and ask them for the list of volunteers available immediately.

d. SDC will assign duties to the DCT and with the help of the Needs Group determine initial donations needed

e. DCTL shall notify BSNL for activation of Reception Centre telephones, including the toll free number At this stage Phone Bank need not be activated unless it is feared that the disaster situation will be severe and response operations will take place for longer than one week

f. SDC shall cause suitable editing of pre-recorded messages in the voice activated response system of the toll free phone to describe the current position and donation needs

g. DCTL shall inform the SCR / EOC / IC the donation phone number(s)

h. DCTL shall request EFS 13 Media for release of a message for public on the line of Annexure 2.

For Support Agencies:

For Voluntary Agencies : Voluntary agencies that have functional expertise in different aspects of emergency management shall notify their members to be ready to join operations and prepare lists of volunteers available with them. They will update this list on daily basis.

For Commercial Taxes Department : Commercial Taxes Department shall consider, depending on the flow of traffic, setting up a desk exclusive for lorries carrying donation goods at its check post(s).

For BSNL: BSNL, on receiving request from DCTL shall activate the telephones of the Reception Centre including the one that is toll free. BSNL shall also get ready to install a 6 line hunting number Telephone Bank facility for the Reception Centre.

For Police : As all volunteers need to be checked for acceptable antecedents, PA will forward names of all registered volunteers to Police who will do a check to assess their suitability for participating in emergency operations.

5.b.ii Impact Phase

5.b.ii.1 Roles and Responsibilities of the State Donations Coordinator (SDC)

SDC shall be an officer of eh State Government, perhaps a staff member of the Revenue (Scarcity) Department. SDC shall be responsible for the following:

- SDC shall have a comprehensive knowledge of local, State and Central emergency management systems as well as of the service capabilities of the various voluntary agencies.
- During the activation of the ESF 5 the SDC shall serve as the link between the EOC and ESF 5. To this end the SDC shall

- Represent and speak on behalf of the volunteer and donations policy in all EOC policy decisions;
- Communicate all policy decisions to the ESF 5 team;
- Represent the ESF 5 team in all EOC coordination issues;
- Communicate needs identified in the EOC to the Needs Group of ESF 5;
- Chair all coordination meetings with voluntary agencies

Following restoration of L0, the SDC shall continue to coordinate the DCT until all donations related activities are completed.

5.b.ii.2 Checklist for Disaster Coordination Team Leader (DCTL)

DCTL shall use the following checklist to determine satisfaction of performance of the ESF Donations.

- Maintain a log of all donation activities.
- Keep informed of the general status of events in the disaster area by reading all Situation Reports
- Review staffing patterns for donations management and determine correct levels of support to ensure replacement personnel for succeeding shifts. Keep in touch with the Voluntary Agencies for additional personnel resources.
- Maintain briefing materials on the status of donations in order to supply information to ESF 13 Media, upon request.
- Report on the status of the donations situation as requested by the EOC.
- Confer and coordinate with local emergency managers and learn their points of contact for donations.
- Discuss and outline roles and responsibilities and an action plan

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- Establish and keep current a listing of voluntary agencies participating in the donations management response efforts, their points of contact with phone numbers, services specialities and location of their respective distribution centres and storage facilities.
- Ensure that all calls from donors including those donors that register their names through the toll- free number are recorded and followed up in a timely manner.
- Refer all donation offer calls to the toll-free number unless it involves some extra-ordinary or sensitive matter or issue. In such circumstance refer all such call to the phone bank manager for expeditious handling.
- Provide briefings to all DCT members prior to any change of staff.
- Coordinate with the EOC, Dept. of Comm Taxes to ensure that donated goods entering the State are not unreasonably delayed in being delivered to the appropriate reception centre(s).
- Assure that transportation routes are defined and information is provided to drivers of trucks carrying such donated goods.
- If needed, coordinate with Police for escorts to assure the timely delivery of donated goods to reception centres.
- Establish and keep current a listing of all referral numbers and other information known about donated transportation services and ensure donors are given accurate information about the availability of such services for the transportation of offered goods.
- Maintain a current list of voluntary agencies which are receiving specific types of donated goods
- Coordinate between the unsolicited donations operations and agencies that may be soliciting specific goods.
- Provide the SCR / EOC / IC with current information, as requested.
- Visit distribution centres to ensure communications and operating needs are being met.

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- All needs assessment information from field visits should be relayed back to the EOC through SDC.

5.b.ii.3 Donations Coordination Team

Donations Coordination Team (DCT) shall consist of representatives of voluntary agencies. It shall assist DCTL in coordinating with the VAs active in response operation. The primary duties of the Donations Coordination Team (DCT) is to coordinate needs with resources; resolve conflicts between needed donations and donation offers; and to serve as liaison to the various voluntary agencies. For these purposes, it shall maintain a perpetual status of donation needs and offers received, and shall contact the likely donors for unmet needs. It shall be the objective of the Coordination Group to match offers of goods and services with existing needs: identify potential needs; and keep a check on donation offers which cannot be utilized for eventual disposal. Its specific activities are:

- Coordinate with the EOC, local emergency managers and voluntary agencies to determine donation needs.
- Coordinate users for unsolicited goods, services and volunteers.
- Accept and process interim phone inquiries and donation offers until a phone bank is established.
- Return calls to prospective donors and either accept or decline donation offers.
- Establish and maintain a donations data base.
- Establish and maintain a log of principle donations activities.
- Prepare situation reports as required, at the minimum, once daily.
- Develop and maintain a listing of needed goods, services and volunteers.
- Resolve conflicts that may arise in incoming donations and/or distribution of donations.
- Organise transport of donation goods to operation sites with help from ESF Transport

- Its shall be responsible for arranging the shipments of designated donations to the voluntary agencies for whom such donations are received to avoid confusion or misdirection of designated relief goods
- DCT shall also undertake the activities related to the Needs Group if no separate Needs Group is considered necessary.

During a large-scale disaster, the State EOC is the central coordinating point for all disaster response activities. The EOC staff shall manage all requests for assistance, provide resources, track damage assessment reports and issue public information announcements. The SDC should in constant touch with the State EOC

5.b.ii.4 Reception Centre

The Reception Centre shall consist of four units: the Phone Bank, Accounts and Records, Cash Section and Material Handling Section. In addition the facilities created for the Reception Centre shall also house the Needs Group and the Donations Coordination Group and serve as headquarters for ESF 5. A Reception Centre Supervisor (RCS) shall be chosen from amongst the representatives of the voluntary agencies to coordinate the activities of the Centre.

Phone Bank

- The phone bank shall be comprised of up to six assigned phone sets (the number to be determined by the magnitude of the disaster event and the response of the donor community) with operators. The phones will have only one number and call will be diverted to the free phone set.
- The phone bank shall be supervised by a Phone Bank Manager who shall be responsible for training, coordinating and scheduling the operators and assuring that all needs of the phone bank are met.
- The Phone Bank Manger shall be responsible for the set up and maintenance of a tracking board of donation offers and unmet needs.

- The phone bank operators shall answer all incoming calls for donation offers and shall record such offers of goods, services and volunteers on forms prescribed for such purposes.
- The phone bank operators shall alert the RCS of any call requiring special attention.
- The Phone Bank Manager shall pass the *completed donation offer* to the Accounts & Records.

Accounts & Records Group (ARG)

- ARG shall consist of two persons from voluntary agencies.
- ARG shall record:
  - All offers for donations made either on toll free phone or on the Phone Bank,
  - All donations made against such offers
  - All donations received without an offer being first made
  - All donations dispatched from the facility with the names of the recipient
  - Receipt of such dispatches
- Thus, ARG shall be in a position to produce details of
  - Outstanding offers of donations
  - Total donations received
  - Donations dispatched
  - Donations held in the staging area
- ARG will make records in a simple password protected computerized accounting system capable of generating full details of all entries made including the identities of the team members that made the entries.

Needs Group (*if required separately*)

- The Needs Group shall be responsible for tracking and identifying the unmet need for goods, services and/or volunteers and to conduct surveys, when appropriate, to ascertain unmet needs. Identified unmet needs shall be referred to the Coordination Group for evaluation and follow through. Reports shall be prepared and forwarded to the DCTL, as necessary.

5.b Detailed Procedures

5.b.i Procedures for Handling Donation Calls

The following procedures shall be followed for the handling of calls until the phone bank is established:

- Encourage the prospective donor to consider a monetary donation <u>directly</u> to any of the volunteer agencies active in the disaster response efforts. Inform that the State does not have any cash contributions fund other than CMRF, which is <u>not a platform for funding only this disaster</u> and all undesignated cash donations shall be credited to the CMRF
- Reception Centre shall receive cheques / drafts in favour of the following voluntary agencies engaged in response operations.
- Receipt will be given by Reception Centre as cheque for Rs ----- received meant for *****; (give the name of the VA) and the donor shall be informed that the final receipt shall be issued by the VA after realization of cheque along with a certificate for tax submitting with tax returns

5.b.i Procedures for phone operations

- The phone bank shall be activated *when the magnitude of a disaster event is sufficient in scale to warrant its activation.* In collaboration with the EOC / IC, State Donations

Coordinator shall take this decision. He will also decide on the number of phone operators to work on Phone Bank.

- At least one operator of the phone bank should be conversant with English.
- ESF Media will release donation solicitation information to the public, including the telephone numbers.
- SDC and DCTL shall function as the liaisons to the phone bank manager.
- All operational decisions shall be made by the phone bank manager, who will be a pre-identified person from a VA.
- Phone Bank Manager shall inform representatives of voluntary agencies of the operational plan for the phone bank and will obtain contact numbers for voluntary agencies participating in the donation solicitation efforts.

DCT / Needs Group shall provide written briefs (more than once a day if the position changes) to the phone bank operators on the needed donations for informing the prospective donors. DCT / Needs Group shall also give a priority list of critical item - stocks fast dwindling or not available.

In general the phone bank operators shall follow the **priority order** described below:

a. Goods / articles / equipment required by any Voluntary Agency engaged in response operation should be top priority. Phone bank operator will inform the prospective donor of the requirement with the name of the VA that will be using / distributing and the operation site where it is required.

b. Next would be cash designated for a VA which is engaged in emergency management operations

c. Next will be articles / goods on the needs list

d. Next will be cash not designated i.e. not meant for any specific VA (such cash will be credited to the CMRF)

e. Offers of articles / goods on Not Needed list shall be politely declined

DCT / Needs Group will keep the phone operators informed of::

- Priorities of donations
- What are needed and what are NOT NEEDED

- ▪ Which voluntary agencies are participating in the donations solicitation efforts:
- ▪ Which specific policies and/or restrictions are in place governing the transport of donated goods that may be coming from outside the State
- ▪ What specific types of volunteers may be needed to assist response and recovery efforts

Periodically during the operation of the phone bank, the phone bank manager shall re-check with DCT / Needs Group to make certain that all is functioning properly including the toll free number, timeliness of the recording of needed and unneeded goods and the accuracy of the message given to prospective donors. Modification to the message shall only be made in consultation with the DCTL

Phone Bank Operator Checklist

Each phone bank operator shall be provided with the following guides for use while answering calls of donation offers:

- ▪ Written phone response for informing callers emphasizing the priorities of donations;
- ▪ List of needed donations and unneeded goods
- ▪ List of voluntary agencies participating in the donation solicitation efforts;
- ▪ Appropriate forms for listing donation offers;

Procedures for the Phone Bank Operators

The following is offered as a checklist for use by phone bank operators when taking calls from prospective donors:

a. Answer all call with - "Donations Hotline, this is (your name), how may I help you, madam/ sir"?

b. Be polite at all times. Remember that you are representing your voluntary agency and the State. Always speak positively and never offer personal opinions or judgments. A professional presentation is important. Do not speak in a casual manner nor make clever comments;

c. Do not make any commitments for anyone else or for the State. If you are unable to respond affirmatively to the caller take that caller's name and phone number so you or the Phone Bank Manager can call back with an appropriate response;

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d.   Record details of any donation offer made – name of the donor, particulars of donations (cash or details of in-mind donations such as 200 quintals of wheat for example), from where the donations are coming (for example Indore), how soon will the shipment start, which route the shipment will take, its entry point for State of UP etc. Confirm the particulas with the donor and inform them that the donation offer is noted.

e.   Forward the donation offer to the ARG and to the DCT

f.   Do not engage in idle conversation with the caller, this will tie up the phone lines unnecessarily.

g.   Follow up with the caller after some time, depending on the time / date of shipment to check on the status of the offer and inform DCT

h.   Track the offer till the donations are received

i.   Refer all calls from the media to the Public Information Center;

j.   Do not make any promises or guarantees nor commit any voluntary agencies to any obligation for transportation

k.   Advise callers that once a donation has been forwarded to the emergency managers, *you do not know the status of such donated goods / articles*;

l.   Record all calls received or made (for tracking the offers).

m. Do not make any other outgoing calls without consulting the Phone Bank Manager.

5.b.iii Procedures for Handling offers of Cash Donations

a.   Inquire of the caller if he/she wishes to make a cash donation to the relief efforts for the disaster. Always remember that a cash donation is most effective if the offer is made for a VA engaged in emergency operations. Ask the caller if he/she wishes to directly donate to a specific voluntary agency. If so, provide the phone number and/or mailing address of that agency to the caller;

b.   If the caller wishes to make a cash donation but does not have a specific voluntary agencies' member agency in mind, recite the list of voluntary agencies to the caller so he/she may make a choice. *Remember that the State cannot accept cash donation*s except for credit to CMRF.

5.b.ivProcedures for handling In-kind Donations

An in-kind donation is an offer of goods or services in lieu of a cash offer.

- If the caller wishes to make an in-kind donation of unspecified goods, advise the caller of the items listed on the "needs list", and whether it is considered to be a critical or a priority item. If offered donations match with the needs list, accept the offer , record and note to track the offer

- If the offered donations in on NOT NEEDED list, politely inform the caller and decline the offer and inquire if he/she wishes to substitute another type of good that may be needed.. If not, advise the caller that his/her offer is recorded and if such good is later determined to be needed, the caller will be contacted.

- <u>If the donation offer is not on the needs list but also not on the "not needed" list</u>, accept the offered donation, record the offer and note to track it.

5.b.v Procedures for Responding to Spontaneous Offers of Volunteer Services

- Inquire of the caller offering volunteer services, if he/she/they are affiliated with one of the voluntary agencies. If so, provide the caller with the phone number of that agency and advise the caller to make contact with that agency for coordination of offered volunteer services.

- If the caller is with an organized group but not affiliated with a voluntary agency engaged in emergency management operations, take the caller's name and phone number and advise the caller that he/she/they will be contacted by a voluntary agencies to determine sponsorship for utilization of the volunteer services.

- *If the caller is an individual with no affiliation with any agency, respectfully suggest that he/she make contact with a voluntary agencies' member agency to seek affiliation and sponsorship in offering volunteer services.*

- In all circumstances, advise callers NOT to go to the disaster area unless and until they have been instructed to do so by the voluntary agencies' member agency providing sponsorship.

5.b.vi Guidance in Response to Persons Seeking Disaster Assistance/Information

- Should the Donations Phone Bank be contacted by a disaster survivor seeking assistance the Phone Bank Operator shall refer such a caller to the Helpline

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- A caller wishing to ascertain information on the whereabouts of a disaster victim shall be referred to the Helpline

5.b.2 Procedures for Handling Donations arrived at Reception Centre

The work flow at Reception Centre is depicted in a schematic.

- All incoming articles – envelope or a truck load of supplies will pass through security check

- Details of arrivals will pass on to the DCT who will check the donor's name against a list of such donors from whom no donations can be accepted

- If the donor's name is cleared the donation will pass on to the Cash Section or to the Material Handling Section or to the Volunteers Section.

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OFFER / DONATION

SECURITY → DCT

DCT → Checks offeror / donor

Checks offeror / donor → Not acceptable → **Regret**

Checks offeror / donor → Acceptable

Acceptable → Cash

Acceptable → Kind

Cash → Designated

Cash → Undesignated

Designated → **Accept for VA**

Undesignated → Check if donor can reconsider

Check if donor can reconsider → **Accept for CMRF**

Check if donor can reconsider → **Accept for VA**

ARG

Kind → Volunteers

Kind → Material

Volunteers → Check affiliation with a VA

Check affiliation with a VA → Unaffiliated → **Regret**

Check affiliation with a VA → Affiliated

Affiliated → Check on VA

Check on VA → Not acceptable → **Regret**

Check on VA → Acceptable → **Accept & direct where needed**

Material → **Needed** / Not needed

Needed → **Accept & direct where needed**

Not needed → **Regret**

DCT thinks may be needed in future

Record the offer; Request to hold; else ARG & Staging Area

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Cash Section Procedures

1. If the donor (donor's representative) has come in person and the cash donation is being made to the State, Cash Section will suggest the donor to reconsider (it for reasons detailed in Section**** earlier) making donation in favour of one of the VAs engaged in response operations. Donor will be given the list of VAs and will also be advised if any specific article / good / equipment is urgently needed.

2. If the donor agrees to make cash donations to the VA, accept the instrument (cheque / draft) and issue a receipt reading "Received……….. for ****** (name of the VA)". Pass on the details to the ARG

3. If the donor insists on making donations to the State, accept for credit to CMRF, issue a receipt and pass on the details to the ARG

4. Deposit in bank all instruments received for credit to CMRF and inform details to Department of Revenue (Scarcity)

5. Dispatch all instruments received on behalf of VAs to their offices

6. Collect bank statements from bank(s) regularly, check the credit of deposited instruments and inform Department of Revenue (Scarcity)

7. Maintain full records including acknowledgment of receipts obtained from VAs' offices and banks.

8. At the end of operations prepare a bank reconciliation statement and submit to Department of Revenue (Scarcity)

Procedures for Material Handling Section

1. Compare the incoming article / good with the Needs List and Not Needed List.

2. If the contents of the consignment are on Needs List, conduct a quality check. Details of quality check procedures are given in Annexure 3.

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3. If it is on Needs List and meets quality check, accept, pass on the details to ARG for issue of acknowledgment and inform DCT for directing the consignment to the operation site where it is needed.

4. If it is on Not Needed List, regret and return the consignment.

5. If it is on neither list, accept or reject after conferring with DCTL. If accepted keep the contents of the consignment in staging area and inform details to ARG who will record the arrival and issue acknowledgment to donor.

6. In any case the vehicle (truck / lorry) bringing in the consignment should not be released till the final decision is taken about acceptance of the consignment

Processes for Material Handling

Incoming materials

Need check

Not clear

Not needed - Regret

Confer with DCTL

Needed

Material Movements

Quality check

Not acceptable - regret

Acceptable

Inform ARG

- Only against challans from ARG

- Only to destination specified by DCT

- Only through transport arranged by DCT

- Confirm ARG

To DCT for directing to site

To staging area

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DRAFT SOPs FOR ESF # 6- DONATIONS

Procedure for the Volunteers Section

1. Only such volunteers will be accepted as are affiliated with an accredited VA. DCTL finalises such VAs based on their history, credibility and capabilities.

2. Offers of voluntary service from persons not affiliated with any Voluntary Agency are not to be accepted.

3. Exceptions can be made in case of volunteers, who have been trained under any District Disaster Management Plan in UP. In such cases the credentials of the volunteers must be confirmed with the District magistrate of the concerned district.

4. Volunteers Section will record full particulars of the accepted volunteer as per Annexure 4 and issue a photo ID before directing him to DCT for eventual deployment.

Procedure for Accounts & Records Group

ARG shall keep records in a computerized environment that will be capable of giving the following information on a click:

   i. Offers received from different donors but donations not yet reached
   ii. Total donations received
   iii. Total donations dispatched to different districts / operations sites
   iv. Donations held in temporary storage facility
   v. Total cash received
   vi. Cash deposited with CMRF
   vii. Cash received on account of Vas

Accounts will be kept in a password-protected system. Since the system requirement is quite simple, a suitable system may be developed either by ESF personnel or by a suitable local consultant.

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APPEAL

Chart-1

Appeal

| Preliminary assessment of resources needed for <u>emergency management</u> |

| Modest | Moderate | Large |

Modest
- No appeals to be made
- Voluntary offers to be accepted as per policy

Moderate
- Meetings with corporates & CSOs

Large
- Meetings with corporates & CSOs
- Appeal by State

Process transfers to ESF Media

- Coordinate their fund raising programmes
- Coordinate their donations in kinds to avoid surplus of some materials and paucity of some others

- Drafting of appeals
- Media plan

Chart-2

ESF DONATIONS & VOLUNTEERS
OVERVIEW OF PROCESSES

ESF Donations & Volunteers
Overview of Processes

L1/L2/L3
Declared

ESF Donations Notified

Acceptance

Need assessment

Appeal

Emergency Management

Volunteers' validation

Central Storage

Accounts & Records

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Chart-3

ACCEPTANCE / REGRET

Acceptance

Offerors / Donors

donations
- Full particulars of donations

- Deployment

cards

Organis

- Date(s) of receipt of

Cash

Kind

contact; organisation

for ID

photographs

site where

details –

- Date;

Names

ation;

for

- Arrange

skills)

(special

Appeals

- Date of

Accept, account & direct where needed

Note: **Accept conditional donation (monetary or kind) only if:**
1. *The donation offer meets an unique need that is otherwise difficult to meet.*
2. *The donation offer is very big.*
3. *The condition is acceptable.*

In addition to record of

materials received

- Appeals & outcomes

ACCOUNTS & RECORDS OF DONATIONS Chart-4

Processes for Accounts

▪ Incoming monies

- ▪ Date; Organisation; Conditions if any
- ▪ Envelopes to be opened by two persons; deposit in CMRF
- ▪ Payee CMRF else seek to change
- ▪ Reconcile with CMRF

▪ Volunteer offers

- ▪ Date; Organisation; Names (special skills)
- ▪ Arrange for photographs for ID cards
- ▪ Deployment details – site where sent

▪ Appeals & outcomes

Informal Appeals
- ▪ Date of contact; organisation
- ▪ Date(s) of receipt of donations
- ▪ Full particulars of donations
In addition to record of materials received

Formal Appeals
- ▪ Dates of appeal
- ▪ Name(s) of supplicant(s)
- ▪ Names of mass media

Processes for Store

▪ Incoming materials

- ▪ Date; Source; Particulars of materials
    - o Broad categories
    - o Details
- ▪ Disposal – stored or despatched
- ▪ Obtain Confirmation from site

▪ Material Movement

- ▪ Date
- ▪ Material details – quantities etc
- ▪ Moved to – (site name)
- ▪ Seek confirmation from site and place on record

INTEGRATED MANAGEMENT

Chart-5

MATERIAL HANDLING

Material Handling

```
                    ┌─────────────────────────┐
                    │    Incoming Material     │
                    │ (Everything from envelope│
                    │      to truckloads)      │
                    └─────────────────────────┘
                                 │
                                 ▼
              ┌──────────────────┐        ┌──────────────┐
              │  Security check  │◄ - - ►│  SA: Police  │
              └──────────────────┘        └──────────────┘
                    │           │
          ┌─────────┘           └─────────┐
          ▼                               ▼
┌──────────────────────┐      ┌──────────────────┐
│ Envelopes and small  │      │  Bulk packets to │
│  packets to Accounts │      │   Central Store  │
└──────────────────────┘      └──────────────────┘
                                       │
                                       ▼
                    ┌──────────────────────────────────────┐
    ┌───────────┐   │ 1. Test expiry of all medicines      │
    │ SA: Health│◄ -│ 2. For all food material test whether │
    └───────────┘   │    a)  Fit for human consumption, if not│
                    │    b)  Fit for livestock             │
                    └──────────────────────────────────────┘
                              │              │
                    ┌─────────┘              └──────────┐
                    ▼                                   ▼
         ┌──────────────────┐              ┌──────────────────────┐
┌──────────────┐│ If needed at a site -│   │ If not needed at present –│
│ESF           │◄│   DESPATCH        │   │ store for future use     │
│Transportation││                   │   │ *Follow policy of*       │
└──────────────┘└──────────────────┘   │ *minimum storage*        │
                                        └──────────────────────────┘
```

Agreement with VAs

(For manpower for running the Reception Centre)

In an effort to provide support and stability to the community based disaster management programme of the Government of UP, the Relief Commissioner and ******** (name of the VA) enter into the following agreement:

1. ******** will provide to the ESF 5 Donations of the State Disaster Management Authority, **** (enter number) community based volunteers to coordinate the flow of incoming donations goods.

2. ******* will provide volunteers for management of the warehouse in receiving, sorting, packing and inventorying and dispatching donated goods. **** will provide teams of 4-8 persons, for up to three shifts as needed for this purpose.

3. The Office of the Relief Commissioner shall provide adequate office and warehouse space for these operations.

This agreement may be terminated by either party with sufficient notice which will not adversely affect the operations.

ANNEXURE 2

Draft notice for release by ESF Media

Because of the ************ (insert the disaster event such as floods / earthquake etc) reported in the news channels many well meaning organisations / individuals are enquiring about making voluntary donations. While it is too early to make a full needs assessment, Disaster Management Department has set up a toll free phone number 0522-******* where the donor community can make enquiries to learn about the type of donations that may be more useful in responding to the situation.

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Suggested Procedure for Quality Check of in-kind Donations

1. Any unwashed clothing will not be accepted. While examining clothing articles it will be kept in mind that though used clothes are welcome, rags are NOT.

2. Samples of plastic sheet, tarpaulin etc should be checked to see that they are of the required thickness (as mentioned in consignment details)

3. Any medicines, to be acceptable, must have at least 3 months to expire.

4. Food articles:

> i. Grains: Source from where the grains have come should be checked. Grains sample should be checked against insecticide percentage. Large scale food poisoning leading to deaths have been reported (abroad) when wheat grains preserved for seed were distributed during a disaster. Tying up with local reputed laboratories for urgent testing is one of the L0 activities of the ESF. The list of such a lab will be available from DCTL.
>
> ii. Packed processed food: Check for expiry date and look for *puffing of containers* or *leakages*. Reject any suspicious material.
>
> iii. Unbranded mustard oil: Get tested in lab before accepting.

5. Equipment: Usually only new or certified refurbished equipment should be accepted lest the staging area may become a junk yard. In special cases used equipment may be accepted when offered by a reputed donor as a designated donation.

Required Details of Accepted Volunteers

1. Name

2. Full address

3. Identity proof: Driving license, Voter id card, Ration card, Photo ID issued by an elected representative / Gazated Officer (provided ESF 5 has specimen signature of that elected representative or officer)

4. Name of the Voluntary Agency with which affiliated

5. Evidence of affiliation that was produced

6. Confirmation from the VA –

   - Written (comparison with existing list)
   - Verbal (over telephone) – give the name of the person who confirmed

7. Reasons for accepting if not affiliated with an accredited VA:

   - If a registered volunteer with any District – details of confirmations obtained
   - Any other reason

DRAFT SOPs FOR ESF # 6- DONATIONS

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