



**District Disaster Management Authority (DDMA), Koraput**

**Expression of Interest (EoI)  
Preparation of Village Disaster Management Plan (VDMP:  
DDMA/OSDMA Program for Enhancing Community Resilience  
Year: 2022-23**

**Last Date** : 16 .02.2023

**Date & Venue of Opening of EoI** : 17 .02.2023 at 4.00 PM  
at the Office Chamber of  
ADM Koraput

**Mode of Submission  
Post/Courier** : Speed Post/Registered

**To Whom Address** : The ADM-cum= CEO,  
DDMA, Koraput, Emergency  
Section, Collectorate,  
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**DDMA, Koraput** : It is a statutory body  
formed as per the Disaster  
management Act - 2005

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# **PROGRAM FOR COMMUNITY RESILIENCE**

## **Guidelines for Preparation of Village Disaster Management Plan (VDMP)**

**Phase –II (2022-23)**



**OSDMA**

**Odisha State Disaster Management Authority (OSDMA) 9<sup>th</sup>  
Floor, Rajiv Bhawan,  
Unit-5, Bhubaneswar-751001**

## 1. Introduction

Community participation and community ownership in disaster risk management is one of the key factors in reducing vulnerabilities of people and minimizing disaster loss. Communities, being the first responder and having more contextual familiarity with hazards and availability of resources at the local level are in a better position to plan and execute immediate rescue and relief actions provided they are properly trained and involved in the planning process. Realizing the importance of community involvement in disaster management it has been decided to prepare Village Disaster Management Plan (VDMP) in the state by involving the respective communities of the village. The plan will address the preparedness, response and mitigation strategies developed by the community with well-defined roles and responsibility.

The Village Disaster Management Plan is required with a view to create an effective and realistic approach, authentic and accurate data base, full proof documentation and rehearsal in the community in the shortest possible time with minimum simple orders and procedures so that the people will get maximum benefit. The plan will be helpful for ensuring speedy approach for rescue, rehabilitation in the aftermath of a disaster. The plan will guide the community at the time of disaster preparedness as well as at the time of relief operations and recovery, providing courage to the community to face the eventuality more effectively.

Village Disaster Management Plan (VDMP) is a document prepared by the village community themselves based on their own hazard, vulnerability, risk, resource and capacity analysis, containing village profile supported by maps, emergency response and disaster risk reduction plans, listing out activities and pin-pointing responsibility of the Village Disaster Management Committee (VDMC), Disaster Management Team (DMTs) and the community at normal times, before, during and after a disaster in order to save lives, livelihood and property and integrating it into the long term sustainable village developmental plan. All the activities in the emergency response plan are so well deliberated, practiced, and synchronized that they take place simultaneously in minimizing loss of time.

The State Executive Committee, constituted under the provisions of the Disaster Management Act 2005, decided to prepare the VDMP at the community level for enhancing community level disaster preparedness. In the first phase (2019-2020) 10,000 villages of Odisha were taken up for preparation of VDMP and the programme was facilitated by the District Disaster Management Authorities (DDMAs) with support of local NGO partners. While the onset of COVID-19 Pandemic in 2020 delayed the initiative the targeted village communities managed to complete the process of preparation of VDMP by end of 2021. Considering the need and the success of the VDMP programme in the first phase, the State Executive

Committee (SEC) has decided to extend the programme to further 10,000 villages in the Second Phase. Rest of the villages of the state will be covered in a phased manner. The purpose of preparation of Village Disaster Management Plan will always be to provide an opportunity for the local communities to evaluate their own situation based on their experience and formulate a plan to manage disasters at the local level. Under the approach, the local community not only build institutions and develops plan but also takes the responsibility for its implementation and integration into the development plans of the village.

## 2. Objectives

The development of disaster management plan at the village level aims at building the capacity and resilience of the community to equip them with knowledge and skills so that management of various hazards becomes a way of life for them. The document will help the local community to prepare for, respond to and recover from any disaster effectively. The specific objectives of the VDMP are to:

- involve the local community in the disaster management planning process.
- create a plan that will enable the immediate deployment of available resources in an organized manner during any emergency.
- create a plan that will allow for quick and immediate response in the event of a disaster at the community level.
- ensure ownership within the community
- link the VDMP to the long-term development plan of the village/community.

The hazard specific preparedness, prevention & mitigation and response activities to be carried out by the Village Disaster Management Committee and the Disaster Management Teams during different stages of the disaster management cycle must be highlighted in the plan. Collector-cum-Chairman of the District Disaster Management Authority (DDMA) to decide on any difficulties/arising out of implementation of VDMP. Key Players Concerned with Plan Development

The plan will be made by the members of the Village Disaster Management Committee (VDMC) involving the community irrespective of class, creed, gender and occupational status, supported and facilitated by resource persons from NGOs, multi-lateral aid agencies and government officials. These persons have the requisite knowledge and skill to mobilise & motivate the community, facilitate the meetings and participatory processes for preparation of the plan.

### 3. Step Wise Action Points for Preparation of VDMP

- i. Official Communication from OSDMA to the Districts on the modalities of the Programme
- ii. State level orientation of District Emergency Officers and District Project Officers of OSDMA on the modalities of the programme.
- iii. Finalization of the list of vulnerable villages by the Districts as per laid down criteria and target and communication of the same to OSDMA in the prescribed format.
- iv. Constitution of District Level Selection Committee with approval of Chairman, DDMA preferably comprising the following members
  1. ADM (Chairperson)
  2. District Emergency Officer
  3. Additional Project Director (Finance), DRDA
  4. District Project Officer, OSDMA
  5. Deputy/Assistant Collector, Nizarat
- v. Floating of advertisement in at least two Odia News dailies as well as in the district website and notice board inviting Expression of Interest (EOI) from eligible Non-Government Organization in the prescribed format (Annexure –II) for programme implementation.
- vi. Scrutinizing the applications and finalisation of the list of NGOs by the district level committee as per laid down criteria (Refer-section-6) for carrying out the programme.
- vii. Issuance of work orders to NGOs, allotment of villages and signing of MoU (MoU format at Annexure-III).
- viii. Release of the approved initial Funds (1<sup>st</sup> tranche) to NGOs by the DDMA as per prescribed schedule of payment (Refer Section 14.3).
- ix. One-day district level orientation of Partner NGOs along with concerned District and Block Level Officials
- x. One-day block level orientation for all stakeholders including the partner NGO, Sarapanch and Panchayat Executive Officer of the concerned Gram Panchayat.
- xi. Mobilization of the village community, formation of Village Disaster Management Committee (VDMC) and Task Force in the Village meeting and Preparation of VDMP as per process (Refer Section- 9).
- xii. Submission of Draft copy of the VDMP by NGO Partner to the concerned VDMC.
- xiii. Approval of the VDMPs at Palli Sabha.
- xiv. Submission of 3 final copies of VDMP, by the NGO – one copy each to the VDMC, Gram Panchayat and DDMA along with

- (5)
- scanned PDF Copy.
- xv. Submission of Action plan in the prescribed format (Annexure-IV) by the Partner NGO for organizing training for VDMC & DMTs.
  - xvi. Funds (2<sup>nd</sup> tranche) to be released by the DDMA as per the guidelines (Refer Section 14.3).
  - xvii. NGO partner to impart training to Village Disaster Management Committee (VDMC) and Disaster Management Team (DMT) as per module given at (Annexure-V) and (Annexure -VI).
  - xviii. Submission of village wise Report (Annexure-VII) and Photographs of the training programme of VDMC & DMT
  - xix. Funds (3<sup>rd</sup> tranche) to be released by the DDMA as per the guidelines mentioned (Refer Section -14.3).
  - xx. Creation of the on-line database of VDMPs by the DDMA with support from OSDMA.

#### 4. Selection of Village

As per communication sent to the districts vide **OSDMA letter No. 2021 dated 19.08.2021**, the No. of villages for the second phase for each district will be equal to the no of villages selected in the First Phase (Annexure -VIII). For selection of villages, prioritization has been made based on the vulnerability criteria of different disasters in each district. The tentative no. of villages per districts has been finalized under 4 criteria, such as:

- i. 38-40% of the total villages of the districts which are vulnerable to cyclone, flood, tsunami, drought and other disasters
- ii. 22-25% of the total villages of the districts which are vulnerable to cyclone, flood, drought and other disasters
- iii. 13-14% of the total villages of the districts which are vulnerable to flood, drought and other disasters
- iv. less than 10% of the total villages of the districts which are vulnerable to drought and other disasters

The District Authority will finalise the list/name of villages. Selection of villages should be based on hazard, risk and vulnerability analysis and following factors may be taken into active consideration:

- i. Vulnerability of the village to different disasters like flood, cyclone / landslide, tsunami, drought, epidemics etc.
- ii. Past occurrence and impact of the disasters in the village.
- iii. Other vulnerabilities of the village like social, economic, livelihood insecurity, drinking water scarcity, etc.
- iv. Left out village/s (if any) of a particular Gram Panchayat covered in the first phase may be taken in the second phase so as to cover the entire Gram Panchayat.

After finalization of the list of vulnerable villages, the district should send the same (both soft and hard copy) to OSDMA in the format – prescribed below for creation of database. In case of any issues during implementation, the DDMA has the authority to replace village/s, under intimation to OSDMA.

Sl No	Name of the Block	Name of the Gram Panchayat	Name of the Village	Hazards in the Village	Remarks (If any)

### 5. Involvement of NGO Partner

Local NGOs will be involved to facilitate the entire process of VDMP, starting from community mobilization, constitution of VDMC and DMTs, identification of hazards, data collection and compilation, developing the plan, training & orientation etc. NGO partners will be selected at the district level following a transparent selection procedure.

#### 6.1 Eligibility Criteria for selection of NGO Partner

- i. NGO should have been registered under the Societies Registration Act, 1860 or a State amendment thereof or the Indian Trust Act, 1882 or the Religious and Charitable Institutions Registration Act, 1920.
- ii. On the date of filling application, NGO should have completed at least 5 years from the date of registration.
- iii. **“Disaster Management”** should be one of the objectives in the Memorandum of Association of the NGO.
- iv. NGOs should have worked in the field of disaster management.
- v. NGO should have an operational bank account for at least three years preceding the date of filing of application.
- vi. The NGO should be located and working in the same district for at least 3 years.
- vii. The NGO should be working with beneficiaries in rural areas even if the NGO headquarters is located in an urban area. / The area of operation of the NGO must be rural (meaning thereby a village included within the jurisdiction of a Gram Panchayat).
- viii. The NGO should not be black listed or put under FAS (Further Assistance Stopped) category by any Central/State Government Ministries/ Departments/ Agencies or any National/ International Funding Organization.

- ix. NGO should not have defaulted either in works or in financial progress in any of their work with the State/ District Administration.
- x. NGOs those who have failed to comply the instructions of DDMA for preparation of VDMP in the first phase may not be considered.
- xi. Local NGOs should be given preference
- xii. The turnover of the NGO for the last 3 years should be at least Rs. 3 lakh per year.
- xiii. NGO should comply with the requirement of Income- Tax / GSTIN or should have applied for the same.
- xiv. Members of the NGO Selection Committee or their family member should not be the office bearers of the NGO applying for the programme.
- xv. The NGO's Board Members should not have any history of criminal offence against them

## 6.2 Documents to be submitted along with the application form

Copies should be attested by the President/ Secretary of the Organization

- i. Copy of the relevant registration certificate
- ii. Bye-law or MoA of the NGO.
- iii. Latest composition of the Managing Committee/ Executive Body
- iv. Annual Reports of the Organization for last 3 Years
- v. Copies of last three years' audited statements of accounts
- vi. Documents relating to PAN number and exemption order under 12 -A, if any.
- vii. Bank pass book reflecting the transactions for the last three years.
- viii. Certificate from the Bank Manager stating that the account is operative for last three years.
- ix. The application should be submitted accompanied by a resolution of the organization duly signed by the sitting members of the Executive Body/ Managing Committee of the NGO
- x. Letters on award of Assignment/ Project to the NGO
- xi. NGO should submit an undertaking wrt point no. VIII of eligibility criteria of NGO selection (6.1).

## 6.3 Selection Criteria of NGOs:

A Committee at the district level under the chairmanship of ADM will be formed for selection of NGOs (Refer Clause - iv of Section 4 ("step wise action points on preparation of VDMP"). The NGOs fulfilling the eligibility criteria and having completed application forms along with all relevant documents will be shortlisted for the assignment. The overall marking criteria will be as follows:

Sl. No.	Selection Criteria	Indicators	Distributio nof Scores
1	Organizational Capacity and Experience	Experience in implementing Socio-Economic Development Projects in rural areas.	20
2	Government Partnership	Experience in implementing rural development programmes schemes and projects of the State/ Central Government.	20
3	Relevant Technical Experience	Experience and successful implementation of VDMP programme in the first phase	25
		Experience in implementing OSDMA- UNDP Disaster Risk Reduction (DRR)/ Disaster Risk Management (DRM) Project or UNDP-GoI Community Resilience Programme or Community Based Disaster Management Programmes of NIDM or NDMA.	10
		Experience in Implementation of CBDM or similar disaster management programmes of any other reputed National or International Organisations	10
4	Experience in working with Panchayati Raj Institutions (PRIs)	Implementation of programmes involving Panchayati Raj Institutions (PRIs)	15

#### 6.4 Engagement of NGOs:

- i. The district authority will engage number of NGOs from the panel as per requirement based on the target number of vulnerable villages.
- ii. The district authority may call for a meeting with selected NGOs for allotting the vulnerable villages for implementation of the programme.
- iii. The district authority may take into account the working area of the NGO and its preference at the time of allotting villages of a particular area.
- iv. NGO should preferably be allotted with appropriate number of villages for better implementation of the programme and ensuring timely completion. Under no circumstances one NGO is to be allotted

with more than 100 villages or less than 30 villages in a district. However, the DDMA may take a decision on allotting minimum no. of villages to the NGO.

- v. Under no circumstances villages under one Gram Panchayat to be allotted to different NGOs.
- vi. The district authority will issue work orders to the NGO clearly mentioning the number and name of the Villages allotted to the NGO.
- vii. The NGO is to sign a MoU within 7 days from the issuance of work order.
- viii. After signing of MoU the District Administration to release 20% of the total amount finalized against the NGO (@Rs. 5000/- per village X No. of villages)
- ix. After signing of the MoU the NGO is to implement the programme in coordination with District Authority, respective Block Administration and GramPanchayats.
- x. The NGO to complete the works as defined within 12 months from the date of signing of MoU.
- xi. The remaining 80 % of the agreed amount to be released to the NGO as per the schedule (Refer Section 14.3) for completion of the VDMP process in the allotted villages and completion of training & orientation programme.
- xii. If an NGO fails to complete the task or withdraw in between, then the organization is liable to refund the amount to the DDMA. DDMA should not entertain such NGO(s) for any other disaster management activities in future. DDMA may also remove the non-performing NGO(s) and re-allot the target among other selected NGO(s).
- xiii. VDMPs are prepared by VDMC and community members. The partner NGO always plays the role of facilitator only. The partner NGOs are not supposed to mention their name and put organization logo in the VDMP.

**6. Monitoring & Review**

**7.1 State level**

A State Level Review meeting will be held once in two months under the chairmanship of Executive Director/Chief General Manager, OSDMA to assess the progress of preparation of Village Disaster Management Plan. The district will submit monthly Progress report in the prescribed format (Annexure- IX).

The OSDMA Officials will make field visit to review and monitor the progress of VDMP programme from time to time.

**7.2 District level**

A District Level Monitoring Committee will be constituted under the Chairmanship of District Collector involving the following members.

- a. Collector (Chairman)
- b. ADM
- c. PD, DRDA
- d. District Emergency Officer (Convener)
- e. Concerned BDOs
- f. Concerned Tahasildar
- g. District Project Officer, OSDMA

The Chairperson of the Committee may decide to add other officials as per requirement. The Committee shall be responsible for monitoring the implementation of VDMP. The district monitoring committee will be convened to review the progress of VDMPs at least once in every month.

As per approval of the chairman, the Committee members also to make field visits to monitor the progress of Village Disaster Management Plan (VDMP) from time to time

**7.3 Block Level**

The Concerned Block Development Officer to conduct regular meetings with partner NGOs & Concerned Gram Panchyats for smooth implementation of the of Village Disaster Management Plan.

**7. Village level activities for preparation of VDMP**

The following activities are to be undertaken by the partner NGOs for preparation of VDMP at the village level:

- i. Mobilization of village community by the Partner NGO prior to the date of village consultation meeting.
- ii. Organization of the meeting as per scheduled date and time.
- iii. Brief Orientation by the NGO in the meeting on the VDMP Programme and aims and objectives of formation of Village Disaster Management Committee (VDMC) and Disaster Management Teams (DMTs). (Refer Section -10)
- iv. Nomination of VDMC members by the community and constitution of VDMC.
- v. Nomination of DMT members by the community and constitution of DMTs. (Refer Section -11)
- vi. Recording of the proceedings/ minutes of the meeting in the meeting register and finalization of the Date for 1<sup>st</sup> meeting of the VDMC.
- vii. First meeting of the VDMC facilitated by the partner NGO. The

members of all the Disaster Management Teams also to remain present in the meeting.

- viii. Brief orientation by the NGO in the meeting on the roles and responsibilities of VDMC and DMT Members.
- ix. Followed by discussion on the preparation of Village Disaster Management Plan, Hazard, Risk Vulnerability and Capacity Analysis (HRVCA) of the Village and preparation of the response plan of the villages including other aspects like safe evacuation route and safe shelter for the village and proposed works for disaster prevention and mitigation.
- x. Recording of the proceeding of the meeting in the VDMC register.
- xi. Conducting the participatory activities, collection of Primary and secondary data as per the requirement.
- xii. Discussion on the mitigation activities (Structural/Non-Structural) to be taken up to reduce the disaster risk in the village.
- xiii. Compilation of all relevant information and discussion on the same in the VDMC meeting
- xiv. Preparation of the VDMP as per prescribed format with maps and annexures, by the Partner NGO.
- xv. Submission of the VDMP by Partner NGO to VDMC
- xvi. Coordination with the Gram Panchayat to hold the Palli Sabha meeting
- xvii. Discussion on the VDMP in the Palli Sabha meeting and approval of the same.
- xviii. Recording of the proceedings of the Palli Sabha meeting.
- xix. Approved VDMP to be kept at the Village level.
- xx. Submission of approved copies of the VDMP along with Proceedings of the Palli Sabha to Gram Panchayat and District Disaster Management Authority (DDMA) by the Partner NGO. The Scanned PDF copy of the Document to be submitted to the DDMA for uploading in the database.
- xxi. Chalk out an Action plan for organizing training for VDMC & DMTs in consultation with the VDMC and submission of the same to DDMA.
- xxii. NGO partner to impart training to Village Disaster Management Committee (VDMC) and Disaster Management Team (DMT) as per given module.
- xxiii. Submission of village wise training report and photographs of the training programme of VDMC & DMT.

## **8. Methodology for preparing VDMP**

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**8. Methodology for preparing VDMP**

The plan will be prepared by VDMC with active participation of community members and other stakeholders including School Teachers, PRI Members, WSHGs local Government functionaries, CBOs/ NGOs and Others. The main contents of the VDMP would be as follows:

- i. Declaration
- ii. Introduction
- iii. Village profile and situational analysis
- iv. Hazard, Risk, Vulnerability, and Capacity Assessment
- v. Mitigation and Preparedness plan
- vi. Response Plan
- vii. Contact Details
- viii. Annexures (Social Map, Vulnerability Map, Resource Map, Evacuation Route Map, Roles & Responsibility of VDMC & DMTs)

The following methodology will be adopted for preparation of Village Disaster Management plan.

- i. Situational Analysis-Topographic features and Demographic detail (House,land, field, forest, water bodies and infrastructures)
- ii. Review and analysis of past Disaster- loss of life, livelihoods & Damage to property
- iii. Hazard Exposure – Natural & Human Induced hazards. Seasonality & occurrence.
- iv. Vulnerability Analysis- Physical, Social, Economic & Environmental
- v. Resource Identification-Existing Resources: Safe shelter, natural barrier, safewater and Sanitary facility, food/grain stock/ware houses, health services, communication facilities, skilled manpower etc.
- vi. Formation of Disaster Management Teams-Warning, R & E, First Aid, Water & Sanitation, Relief& Food, Damage Assessment.
- vii. Disaster Preparedness
- viii. Linkage with various government institutions and NGOs for preparation and effective use of the plan

### **9.1 Village profile**

The village profile will be highlighted keeping different information. The

village profile can be described using the following information

- Origin of the settlement (Village) and coordinates (longitude and latitude)
- Distance to the Gram Panchayat Head Quarter
- Villages/ places/ forest/ rivers/ sea/ hills/ hillocks/ elevated land/ inclines/ low lying areas/ high tide lines etc. surrounding the village in the North, South, East, and Western directions.
- Nearest water bodies and distance from sea/rivers
- Major Disaster in the past

**9.2 Situational Analysis**

The situational data will be collected from field from different sources and discussion among community. The situation profile would include information like population, sex ratio, geographical area, temperature, rainfall, agricultural land, cropping pattern, livelihood pattern, education, economy, occupation, rivers, road, industries, hospitals, schools, temples, drinking water sources, and other critical infrastructure. The following information would be mentioned for the current situation of the village

- Demography Profile
- Housing Pattern:
- Natural resources in the village, for e.g. Lands and fields, Forests/ Trees, ponds etc.
- Land holding and cropping pattern
- Different livelihoods practiced in the village, for e.g. agriculture, livestock, fishing, seed collection, weaving, wage labour work and so on
- Irrigation facilities of farmers, Drinking water facility etc.
- Industries and financial institutions

**9.3 Hazard Analysis**

It refers to prioritizing disasters based on its frequency and analysis of the estimated losses. This will be carried out by taking the losses that had incurred during various disasters in the past. Group discussions with the elderly population, and youth will be held focusing on the hazard exposure and disasters faced by the community in the last twenty years. It will be useful in understanding the nature, intensity and behavior of the past disasters and hazards. Besides, data from different sources will be used for hazard analysis.

A seasonal calendar will be developed by the community on the basis of the frequency and time of the occurrence of the hazard. Hazard Matrix tools will be developed for gathering comprehensive information about the past hazards.

**9.4 Vulnerability Analysis**

The process of vulnerability analysis aims to highlight the susceptibility of the population and infrastructure to the impact of different disasters. Data will be collected on vulnerable population, viz. pregnant women, lactating mothers, widows, woman headed household, children, old aged, Persons with disability, critically ill, people living in unsafe locations and houses, etc.

The community would also be asked to identify the vulnerable infrastructure like Kutcha houses, weak public infrast ructure in low lying areas, areas near the water bodies such as the sea and river, livestock, livelihood assets such as boats and nets, looms, cottage industries, and other important infrastructure like drinking water resources, roads, electric infrastructure etc. susceptible to disaster damage.

**9.5 Resource Analysis**

Resource analysis focuses on identifying locally available assets and resources that can be utilized for disaster response by the community during and after disasters. The local community has a lot of inbuilt strength and capacity for handling the disasters. It is important to capture the capacity and strength of the community in resource analysis. Apart from infrastructure and funds, it could be individuals with specific skills, local institutions and people’s knowledge as all these have the capacity to create awareness and bring about changes in the community. Resource analysis is therefore not limited to a map depicting the available resources but also plotting of the distribution, access and its use by taking into consideration prevailing sensitiveness within the village. Thus assessment of resources would involve two components: a. Human Resource Assessment and b. Material Resource Assessment

The process would involve identifying safe houses and buildings for shelter, strong buildings, elevated uplands and structures, safe evacuation routes, health, medical and sanitation facilities, skilled human resources like doctors, pharmacists, nurses, Veterinary doctor, electrician, volunteers for task force etc.

After obtaining the data a Resource Matrix tool will be developed. In this tool general information about the material as well as human resources is collected and presented in the form a matrix.

**9.6 Risk Analysis**

Risk is a measure of the expected losses due to any hazard event of a particular magnitude occurring in a given area over a specific time period. The tool is based on determining the risk by analyzing the vulnerabilities and capacities of the community related to each hazard. On the basis of analysis, the risk will be determined for a particular hazard in a ranking order.

Determine the risk of different hazards of the village

- Identifying the hazard/s which poses the highest risk.
- Explore the reasons due to which a particular hazard poses the risk.
- Consider the vulnerability as well as capacity analysis of the village to cope upwith the disaster.

### 9.7 Preparedness and Mitigation Plan

The Preparedness and Mitigation Plan will include the followings

1. List out the Standard Operating Procedures for DMTs in the pre disasterphase.
2. Illustrate various forms of skill training that can be imparted to the community which can prove beneficial in the wake of a disaster
3. Enumerate the short term and long term structural and non-structural mitigation measures for the community.

### 9.8 Identifying Safe shelter/location

- The number of safe shelters are to be identified considering the number of households/population in the village.
- The safe shelter should be located in a place with minimum exposure to hazard away from the sea coast, river, water bodies etc. and preferably in an elevated area
- The shelter building should be a safe and easily accessible building with RCC roof.
- The identified shelters should be equipped with minimum facilities like, electricity, drinking water and toilets etc.

### 9.9 Identifying Safe Evacuation Routes

The safe evacuation route(s) to be identified and mapped in the village keeping the following criteria.

- Select evacuation route with minimum exposure to hazards and other obstacles.
- The evacuation route should lead to a safe area for assembly of people.
- Since, loss of electric power, poles, towers, fire breakout etc. may affect the safe route so alternative routes should also be mapped and highlighted in the village mapping process so that the entire community is aware of it.
- Evacuation route(s) should be direct and easily accessible to the more vulnerable groups like women, children, aged and person with disabilities.
- The evacuation route should be accessible and easy to be used

during both day and night.

- signage highlighting the safe evacuation routes should be put so that people can easily spot such routes.
- Evacuation routes plans with communities at risk will be presented even at public meetings in each community. The communities should practice evacuation regularly through drills.

### 9.10 Response Plan

In the response mechanism, Village Disaster Management Committee (VDMC) and Disaster Management Teams (DMTs) will be constituted. The plan will highlight the need and the importance of VDMC and DMTs, and list out their roles and responsibilities in the pre, during and post disaster phases.

The Response plan of the village with respect to receiving the early warning, confirmation of the same assessing the situation, dissemination of the warning to each and every household, initiating and coordinating the evacuation process, ensuring evacuation to safe shelters through pre-identified route(s), reporting to the concerned Panchayat and Block authorities regarding the status of evacuation etc. Coordination between

The roles and responsibility of the members of Village Disaster Management Committee and Disaster Management Teams and coordination mechanism for effective disaster response is elaborated.

### 10. Village Disaster Management Committee (VDMC):

The Village Disaster Management Committee (VDMC) is the institution for Community Based Disaster Management (CBDM) in rural areas at the Village level. VDMC to be named after the village using local language (e.g. Batharla Gramya Biparjyaya Parichalana Samiti) and shall be the village institution anchoring all disaster management interventions. On one hand, it has the responsibility to lead Community based disaster management activities at village level and on the other hand it has the responsibility to coordinate, involve PRI and other frontline government workers for proper implementation of development activities ensuring vulnerability reduction. VDMC would work for the issues/ problems with respect to disaster management and risk reduction without any bias of gender, caste, community, descent or religion etc.

While VDMC is an autonomous community level Institution, it must work under the respective authorities like GP, Block, Districts and State and report on annual basis matters of composition of committee, functioning of Disaster Management Teams and disaster mitigation plans and its convergence with the development plan and its status.

#### 10.1. Constitution of the VDMC:

The constitution of the VDMC shall be made in the village consultation meeting through nominations. VDMC shall represent men and women from across all sections of the village. The number of members in VDMC shall vary from 15-25 members depending on the size of the village.

The composition must provide adequate representation of women and Socially excluded (SC and ST) population. Adequate representation must also be made to represent the vulnerable groups including Persons with disability.

The villages, having Multipurpose Cyclone Shelter (MCS)/ Multipurpose Flood Shelter (MFS) and Multipurpose Cyclone Shelter Management & Maintenance Committee (CSMMC)/ Multipurpose Flood Shelter Management & Maintenance Committee (FSMMC), shall not form any VDMC. The CSMMC/ FSMMC will play the role of VDMC. In case, where CSMMC/FSMMC is not constituted, the DDMA to take necessary steps to constitute the same first following the prescribed guidelines issued by OSDMA (Annexure-X).

**10.2. Members:** The members of the VDMC may be nominated from the following categories

- i. Elected representatives - All ward members of the village.
- ii. Two Women Shelf Help Group (WSHG) members- preferably from 2 different WSHGs.
- iii. One member from local Non-Government Organisations (NGOs)/ Community Based Organizations (CBOs)
- iv. Two members from youth groups such as Nehru Yuva Kendra Sangathan (NYKS), National Service Scheme (NSS), National Cadet Corps (NCC), Bharat Nirman Volunteers (BNVs), Civil Defence, local Youth Club etc.
- v. One retired Government Employee or Ex-servicemen personnel
- vi. One Representative of Police Department (Grama Rakhi/ Home Guard or etc.)
- vii. One representative from Forest Department (Forest Guard/Beat Constable) or President or Secretary of Vana Suraskhya Samiti/Eco Development Committee, if existing
- viii. Village level government functionaries each from the following (if available)
  - a. Education (Head Master of Local School)
  - b. Health (ASHA, ANM/ Swasthya Karmi etc.)
  - c. Women and Child Development (Aanganwadi Worker)
  - d. Agriculture (VAW)
  - e. Veterinary (LI or Go Mitra etc.)
  - f. MGNREGS (Gaon Sathi/ Mate)
  - g. Any other important organization
- ix. One representative each from SC & ST population and other vulnerable groups like Persons with Disabilities (PwDs),

In the first meeting of the VDMC the members will choose from among themselves the Chairperson and Joint Chair Person of the Committee.

The senior most Ward Member of the Village should preferably be the Chair Person of the VDMC.

A Member Secretary/ Convener also to be selected by the Committee, (preferably Angan Wadi Worker of the village) who will coordinate the functions of VDMC and will be responsible for keeping the records.

All records/ registers of the VDMC should be kept at the Anganwadi Centre or cyclone/ flood shelter of the concerned village. The Resolution Register to be provided by the DDMA through the concerned NGOs.

### **10.3. Meetings of VDMC**

- i. The VDMC will meet at least once in every 3 months, preferably in the first week of the month.
- ii. Based on the need/urgency meetings of the VDMC maybe called at any day and time.
- iii. The Chairperson and in his/her absence the Joint Chairperson will preside all the meetings of VDMC. In the absence of both, the meeting will be presided by any member of the committee chosen among themselves.
- iv. The Secretary will convene the meeting and record the proceedings in the meeting register.
- v. The quorum of the meeting of the VDMC shall be one third of the total members of the VDMC.
- vi. With the approval of the Chairperson, the VDMC may take a decision to invite other relevant person to the VDMC, if felt necessary.

### **10.4 Role of VDMC:**

#### Key VDMC Functions

1. Village level hazard mapping.
2. Conducting risk assessment at village level.
3. Analysis of disaster risk based on the assessment and prioritize the key activities to be undertaken for disaster risk mitigation.
4. Identification and prioritization of critical community infrastructure needed for the disaster risk mitigation.
5. Preparation of and updating of VDMP at regular intervals.

#### Preparedness functions of VDMC

1. Share Village Disaster Management Plan (VDMPs) with all members of the community.
2. Conduct disaster preparedness training of members of VDMC and DMTs.
3. Raise community awareness on Do's and Don'ts before, during and after different disaster.
4. Monitor disaster threats, conduct drills and draw lessons to improve the plan.
5. Promote involvement of community members in disaster risk management activities.

#### Emergency functions of VDMC

1. Communicate warnings issued by district/block administration to the villagers in case of emergencies.
2. Coordinate and manage evacuations at the village level.
3. Organize search and rescue with the help of DMTs and community participation.
4. Conduct damage and need assessment of the village in the immediate aftermath of disaster and report to government and disaster management agencies for assistance.
5. Coordinate for emergency relief operations and rehabilitation activities with DDMA, Block and Gram Panchayat.

#### Recovery functions of VDMC

1. Ensure that risk reduction measures are integrated during reconstruction and repairing of critical community infrastructures.
2. Evaluate the performance of VDMC capacity and effectiveness to promote community safety.
3. Coordinate with DDMA, Block and Gram Panchayat for the implementation of different recovery measures.
4. Coordinate with Gram Panchayat for mainstreaming Disaster Risk Reduction in development activities.

### **10.5. Roles and responsibilities of VDMC:**

The VDMC shall perform the following roles-

1. Organize meetings of VDMC for discussion on various disaster management activities to be taken up in the village.
2. Conduct risk assessment in the village through the participation of community members.
3. Organize and participate in learning activities.
4. Plan periodically for risk reduction of the village dealing with the emerging issues from disasters and track the results.
5. Ensure that every household prepare their survival kit as per

- the village plan.
- 6. Ensure community level preparedness before each hazard season as per the guideline.
- 7. Manage early warning dissemination during disasters.
- 8. Motivate community members to participate in Gram Sabha for integrating disaster risk reduction measure in the Gram Panchayat Development plan (GPDP).
- 9. Coordinate with Govt. department and other stakeholders for timely and appropriate implementation of development services.
- 10. Monitor the health and nutrition services for children and women.
- 11. Monitor quality of construction work being undertaken in the village, so that the assets created would be disaster resilient.
- 12. Collect and manage village contingency fund in transparent manner, as per need.
- 13. Keep records of VDMC meetings and correspondence with GP and other government departments.
- 14. Participate and ensure participation in government organized coordination meetings and training programmes.

**11. Disaster Management Teams (DMTs)**

The principal objective of DMT formation is to have a trained and skilled group to minimize loss of life and property of the community. Disaster Management Teams are to be formed in each village and will function under the VDMC for specialized tasks like Early Warning Dissemination, Evacuation and Search & Rescue, First Aid, Shelter Management, Water and Sanitation, Relief Distribution, Carcass Disposal, Trauma Counselling, and Damage Assessment etc.

The number of DM Teams are to be formed by the VDMC as per the need of the village. Each team will consist of 5-7 members (both male and female) depending on the availability of local youth within the age group of 18-45 years. Persons with disability may also be included in the DMTs for performing specific tasks. Minimum Educational Qualification for Disaster Management Team Members is preferably 8th Pass. However, the VDMC may relax the norms in exceptional cases. Members of the Disaster Management Teams will be nominated by the community members in the village meeting.

Each group will have distinct activities to carry out before, during and after any disaster. The DMT's will have certain Standard Operating Procedures (SoPs) in the three phases of disasters. The different DMT's would be as follows:

- 1. Early Warning and Dissemination Team
- 2. Evacuation, Search and Rescue Team
- 3. Medical and First Aid Team

4. Trauma Counselling Team
5. Shelter Management Team
6. Water & Sanitation Team
7. Relief and Coordination Team
8. Damage & Loss Assessment Team
9. Carcasses Disposal Team

In case of non-availability of adequate number of village youths for formation of all the above nine teams, the VDMC may take decision to combine the teams and assign roles and responsibility in the following manner.

1. Early Warning Dissemination Team & Evacuation, Search and Rescue Team
2. Medical and First Aid Team & Trauma Counselling Team
3. Shelter Management Team & Water & Sanitation Team
4. Relief and Coordination Team & Damage & Loss Assessment Team
5. Carcasses Disposal Team

The roles and responsibilities of different Disaster Management Teams (DMTs) can be summarized as follows:

**i. Early Warning and Dissemination Team**

The warning team would include youths of village, both male and female who will be trained to understand disaster forecasting and early warnings over radio/ TV/ other reliable platforms and act fast to disseminate the warning throughout the village in an effective manner using available resources. They would perform the following functions in different phases of a disaster.

**Pre- Disaster:**

- Monitoring of weather forecasts and warning bulletins on radio and television and through mobile based applications of Govt. of India and Govt. of Odisha without fail.
- Transport and communication aids are needed to pass on the warnings to the entire village. Hence, cycles, motorbikes, boats and other transport and megaphones, drums and other communication aids should be inspected regularly.
- Update the contact details of the local offices
- The team should have a radio and red flags to mark the most vulnerable houses

**During Disaster:**

- Cross checking the warnings received on radio or from any other sources with the District Emergency Operation Centres (1077).
- Dissemination of warning throughout the village, especially to those

households that have been identified as the most vulnerable and put red flags on those houses who are required to be evacuated immediately after the warning.

- The team would inform the community regarding the velocity/movement/direction for the immediate threat through the local means like 'dengura' or 'drum beat' or 'conch', so that, people can be evacuated as quickly as possible
- Contact with different shelters and safe houses when the disaster like cyclone/flood is expected to strike.
- Keep listening to news and bulletins

continuously

#### Post Disaster:

- Monitoring the path of disaster on radio and confirm from the Tahsildar /BDO's office or from the DEOC that the disaster has passed.
- Dissemination of precautionary information on post disaster health and other hazards and remedies
- Coordination with other teams like the shelter team and the evacuation team to help the community for rehabilitation

## **ii. Evacuation, Search and Rescue Team**

Pre disaster:

- Keeping information about the more vulnerable groups and the area in which they work and live. Update the information regularly.
- Identify safe routes to reach the vulnerable population and plan their evacuation.
- Keeping transport ready for use to evacuate people
- Informing concerned officials for road repair and get it done in liaison with officials.
- Prepare a rescue kit which contains a rope, iron hooks or tow belongings, rafts, container to bail out water, torches, transistor, whistles, a first aid kit, life jackets, tubes and other floatable objects.
- Keeping some tools handy such as cutting saw and blades, crowbar, hammer etc to cut the fallen trees and to rescue people stuck under fallen houses or debris.
- Identify highlands/safe spaces for evacuating cattle and livestock's which had enough fodder for about a week.
- Carry out mock drills for evacuation to get a fair idea of the kind of problems that need to be tackled at such times.

#### During Disaster:

- Picking up the vulnerable community from the low-lying areas in

case of disasters.

- Help the vulnerable people to get in to their respective safe shelters with survival kit and other minimum important belongings.
- Ensure discipline during evacuation.
- If possible, try to find out missing persons within the community.
- Securing rescue boats and rescue kit
- Rush to the spot if any casualty informed, if require take the help of First Aid Team.
- Arrange shifting of acute cases to the nearest PHC.
- Evacuating cattle and

livestock. Post Disaster:

- Village inspection and rescuing stranded and injured people.
- Maintaining a "missing persons" register and updating it after each rescue trip and assisting government in enumeration of damaged property.
- Clear fallen trees and debris from the roads/ in order to establish proper transportation / movement.
- Transporting doctors, volunteers and other relief materials.
- Establish contact to the outside agencies who would like to help the needy.
- Coordinate with other task force group.

### iii. Medical and First Aid Team

Pre-Disaster:

- Maintaining a list of pregnant women, infants, Persons with disabilities and ensuring their medical needs.
- Keeping a first aid box with antiseptics, medicine, bandages, splint, scissors, blades, iodine, ointments, ORS Sachet, clean cloth etc. well in advance
- Distributing basic medicines like water purifying tablets, ORS packets etc. and demonstrating their use, to families in advance.
- Keeping stretchers ready to carry injured

persons. During Disaster:

- Moving medicine stocks and first aid kits to the shelters or safe places.
- Looking after the medical needs of the evacuees.
- Take immediate steps to address sick and injured. If possible, try to shift the victims to the nearest PHC before it is too late.
- Try to accompany rescue team in getting the victims/ sick and ailing safe to the shelter.
- Make special arrangements for the pregnant women.
- Instruct evacuees to take proper food and drinking water.
- Assure the community not to be panicked and maintain discipline in the shelter.
- The team must be indoors when the disaster strikes and ensure that

no one leaves the shelter during the disaster.

#### Post Disaster:

- Try to reach the spot immediately to save life of victim and make proper arrangement to shift the patient to Hospitals.
- Attend to injuries of the rescued people.
- Helping doctors and paramedics staffs to shift the sick and the injured to hospitals.
- Help the doctors and para- medical staffs in discharging health services at the community level.
- Support the medical teams to set up the medical camps and attend the patients. Inform regarding serious cases.
- Take adequate measures not to allow spread of epidemic inside the community. If noticed, inform the health officials and block administration immediately with accurate information regarding the number and symptoms of the patient.
- Isolating cases with infectious diseases and prevent them from spreading after giving due primary care.
- Providing preventive medications under the guidance of health professionals if there is a danger of epidemic outbreak like cholera, dysentery, malaria etc.

#### iv. Shelter Management Team

##### Pre-Disaster:

- Ensure safe Shelters and houses have been identified and checked by engineers and necessary repairs have been made.
- Food, water, utensils, fuel wood/cooking gas cylinder, medicines, milk powder, candles, match boxes, kerosene etc for usage for at least one week are stocked in sufficient quantities.
- Sanitation facilities are usable and properly placed.
- Ensure separate and private enclosure for women in each shelter.
- Stockpile of dry food for the evacuees for the period they might have to stay in the shelter.

##### During Disaster:

- Stock of food, drinking water, utensil and medicines are to be transferred to the safe shelters.
- Ensure that people come to the shelters with survival kit containing minimum dry food/drinking water/essential medicines and other day to day requirements at least for three days.
- Evacuees may be asked to use their own food stuff first. Emphasis to be given on the use of safe drinking water.
- Arrangement of sufficient space to house the evacuated families.

- Strict hygiene conditions should be maintained in the shelter camps.
- Special care provisions should be given to the more vulnerable group.
- Make special arrangements for pregnant women and ailing persons.
- Every evacuee's name should be registered and there should be continuous monitoring. If anyone found missing, inform the Search and Rescue Team immediately.
- The team should ensure that the evacuees remain indoors and also that no one leaves the shelter during the disaster.

Post Disaster:

- Arrange/collect relief items from the sources to maintain buffer stock
- Maintain cleanliness inside and outside the shelter
- Make necessary arrangement to have community kitchen
- Make necessary arrangements to clean shelters immediately after the event is over.
- Health and sanitation facilities are usable and properly placed.
- Team should help other teams in disinfecting wells, spraying bleaching powder, treating injuries and wounds of the injured people in the camp.
- Coordinate with other teams
- Submit expenditure report, if any, to VDMC

**v. Water & Sanitation Team**

Pre Disaster:

- Stocking bleaching powder in large quantities from the nearest Health Centre and other sources.
- Procuring water testing kits from the respective government department.
- Stocking kerosene and fuel wood to dispose of carcasses
- Ensuring the drinking water sources are protected and take appropriate steps for repairing of defunct tube wells and pipe water supply
- Stocking sufficient lime powder bags for purification of bigger water bodies.
- Collecting temporary mobile lavatories and other essential sanitation requirements from the concerned departments.
- Ensuring cleaning of drains and its

During Disaster:

- Ensure proper sanitation near shelters
- Arrange/ensure evacuees take boiled/purified water for drinking
- Inform/demonstrate how to use chlorine/halogen tablets for drinking water
- Use disinfectants in the well/tube wells
- Ensure that the drinking water reserved by shelter management team is safe enough to use

Post Disaster:

- Spray bleaching powder and other disinfectants in the village to

- prevent the spread of infectious disease.
- Ensuring trenches and lavatories are cleaned and disinfected.
- Ensuring the evacuees use the sanitation facilities properly.
- Checking the quality of water with the water testing kit.
- Informing the affected community about purifying water before drinking, to prevent stomach infections.
- Take adequate measures not to allow spread of epidemic inside the community. Help teams to clean the garbage.
- Keep the sewerage system clean.
- Carry out the task of water purifying by chlorinating it.
- Carry out the task of clearing water congestion/water clogging

**vi. Relief and Coordination Team**

The members of the team include both men and women. They will collect material such as food supply, utensils, clothes, kerosene, diesel etc. and coordinate all relief requirements of the community. The women members should be asked to enquire about the specific needs of the affected women. Certain gender sensitive clothes and material should be distributed to other women only through women. The members should also keep a track of all government provisions related to gratuitous relief, works to prevent starvation, deterioration and migration, health and sanitation measures for both people and livestock so that people do not lose out on their entitlements.

Pre Disaster:

- Mobilizing stocks from the government and other sources like water pouches, baby food, food grains, dry rations, medicines, torches, lamps, kerosene, firewood etc. for shelters in advance.
- Stocking temporary building material like bamboo, rope, tarpaulin sheets and other material.
- Stocking food and medicine for animals
- Interacting with other teams and assisting in getting their supplies.
- Deciding the quantity of relief material to be allocated to each shelter according to the number of families the shelter caters to.

During Disaster:

- Moving relief supplies to the respective shelters.
- Monitoring the stocks and make a list of things to be replenished.
- Coordinate relief supplies from the government sector and the NGOs
- Conduct a needs assessment and ask the NGOs to pitch in with their requirements of the affected community.

Post Disaster:

- Receiving and distributing stocks of relief material.

- Replenishing the stock which is running low.
- Monitoring and distribution of relief materials from all sources.
- Ensuring that the officials start the enumeration procedure immediately, so that the building material can be arranged through revenue authorities.

**vii. Carcasses Disposal Team**

Pre Disaster

- Maintaining stocks of fuel wood, kerosene, and cloths to cover dead bodies
- Maintained stocks of bleaching powder
- Identifying elevated areas to serve as cremation grounds.

Post Disaster

- Collect dead bodies. Identify them. It is advised to do the cremation with the knowledge of owner of the domestic animal
- Record the number of the insured animal.
- In case of human dead bodies, it is advised to keep record/ photograph before cremating, they should inform the concerned departments
- Sprinkle bleaching powder on the areas/spot where the dead bodies are found.
- Collecting dead bodies and recording their description for families to identify them.
- Cremating carcasses and bodies and disinfecting the area with bleaching powder.

**viii. Trauma Counselling Team**

Pre-Disaster:

- Mapping the more vulnerable groups like women, children, aged, people with critical disabilities etc.
- Generate awareness on general psychosocial wellbeing of the community.

Post-Disaster:

- Help the survivors in contacting their relatives so that they can get social support.
- Emphasis on engaging the disaster survivors in some kind of activities that interest them in order to give them a sense of being productive.
- Engaging the disaster survivors in relaxation/ breathing exercises help in the healing process. Encourage the survivors to undertake these exercises at least twice a day regularly. This helps to gain control over their anxiety.
- It is necessary to encourage the disaster survivors to practice their religious beliefs and rituals. Practicing religious beliefs help in the recovery process.

- Help the NGOs and other professional to run child friendly spaces in the aftermath of a disaster.

## **ix. Damage & Loss Assessment Team**

### Pre-Disaster:

- Keeping the database of houses, livestock, agriculture, plantations, fishing boats etc. at the village level
- Sensitizing the families of the village to keep their important documents like id proofs, land records etc. intact and keep it in their emergency kit.

### Post-Disaster:

- Check and update all the list of beneficiaries
- Prepare an authentic list of all the dead and deceased, domestic animals, houses, boats, family belongings, community infrastructures, trees, livelihood assets etc.
- Support the RI, Sarapanch, Government functionaries to assess the damage
- Inform NGOs and other Charitable Organizations to carry out rehabilitation programme.
- Help the families to get compensation without any difficulties.
- Help in assessing damages to infrastructure like roads, water supply, electricity, markets and distribution networks.
- Facilitating the government enumeration process to assess the damage and loss incurred by the affected community.
- Helping families with paperwork to follow compensation proceedings especially relating to death certificates, insurance etc.
- Ensuring that the assessment and concerned papers reach the government department which is responsible for compensation to ensure timely assistance.

## **12. Contact details**

A list of the important personnel including nearest Police and Fire Station Personnel who need to be contacted immediately after a disaster for rendering their services to be prepared. The village disaster management plan will end with the contact details of the personnel who may be skilled to save the lives of people who are hit by disasters. At the same time, the community may also need to contact people in the local administration so that they can respond to the disaster as soon as possible. It would be helpful to identify a nodal person in the neighboring village and add his contact detail as well. The list may contain the names of such people, their designation/position along with their residence, official and mobile phone number.

### 13. Updating mechanism of VDMP

Once a village disaster management plan is prepared, the updating mechanism will be identified with the role and responsibility of the members for the updating of different chapters of plan.

The VDMC should review the plan at least once in a year for updating the VDMP as per the need.

It is advisable to consider reviewing and updating the VDMP based on the learning and experiences after the following events

- a) A major incident/disaster
- b) Mock exercises

### 14.3 Payment Schedule for NGOs by District Collectors (To be decided in the Committee Meeting)

Sl. No.		Payment Scheduled	Remarks
1	Issuance of work order, allotment of villages and Signing of MoU with the NGO	20% of the total amount	Total amount = @ Rs. 5000 per village x no. of villages
2	<ul style="list-style-type: none"> <li>• Submission three final approved copies of the VDMP along with minutes of the Palli Sabha by the NGO-one each to the VDMC, GP and DDMA</li> <li>• Submission of scanned copy of the VDMP to DDMA</li> <li>• Submission of action plan for training of VDMC and DMTs by the partner NGO</li> </ul>	40% of the total amount	
3	<ul style="list-style-type: none"> <li>• Training of VDMC and DMTs as per the prescribed module and submission of village wise report</li> </ul>	40% of the total amount	