

Chapter - 1
Introduction and Scope and
Methodology of Audit

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1.1 Disaster Profile of the State

The Disaster Management Act, 2005 was enacted by Government of India (GoI) to provide for the effective management of disasters. It defines disaster as a “catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or man-made causes, or by accident or negligence which results in substantial loss of life or human suffering or damage to and destruction of, property, or damage to, or degradation of, environment, and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area.”

The Act provides for a disaster management framework that envisages a continuous and integrated process of planning, organizing, coordinating and implementing measures for prevention of disasters, mitigation or reduction of their risk and severity, capacity building and preparedness to deal with any disaster, prompt response to disaster, assessing the severity of a disaster and undertaking evacuation, rescue, relief, rehabilitation and reconstruction. Vulnerability to and impact of disasters can be mitigated by risk assessment, pre-disaster warning, hazard mapping and adequate preparedness through adequate and effective policies, institutional mechanisms and adequate financial resources. These pre-disaster activities complement post-disaster activities of emergency response, recovery and relief as well as restoration, rehabilitation and reconstruction.

The State of Jammu and Kashmir (J&K) is a multi-hazard State falling in Seismic Zone-V¹ and in Seismic Zone-IV². Low lying areas of Kashmir and parts of Jammu are flood prone and upper catchments of all the tributaries of the Jhelum, Indus, Chenab and Tawi rivers are prone to flash floods. Areas in high reaches including Leh and Kargil are prone to avalanches and the hilly areas to cloudburst; areas alongside highways are prone to landslides and most parts of Jammu are prone to drought. In the last ten years, the State has witnessed several disasters as in table-1.1 below:

Table-1.1: Major Disasters in the State during 2005-14

Month/Year	Disaster	Impact/Loss of Life
February 2005	Snow blizzard at Waltengu Nad (Kulgam District)	175 deaths and 128 families affected
October 2005	Earthquake at Baramulla and Poonch	953 deaths and 418 injured
September 2009	Drought 2009 (Kharif)	18 districts affected
August 2010	Cloudburst at Leh	257 deaths and 424 injured
September 2014	Floods in Kashmir and Jammu	304 deaths and 24 seriously injured

(Source: State Disaster Management Policy, Annual Report to GoI, Data of Relief and Rehabilitation Department)

¹ Districts of Srinagar, Ganderbal, Baramulla, Kupwara, Bandipora, Budgam, Anantnag, Pulwama, Doda, Ramban and Kishtwar

² Rest of State including whole of Ladakh region and Jammu Division

1.2 Disaster Management Framework

The Disaster Management Act, 2005, lays down the institutional framework for disaster management including Disaster Risk Reduction (DRR) at various levels and envisages drawing up of State and district plans for disaster management, requiring departments to fulfill disaster management responsibilities including integrating measures for disaster prevention and mitigation in their development plans and making necessary budgetary provisions. The Act provides for setting up of a State Disaster Management Authority (SDMA) under the chairpersonship of the Chief Minister, a State Executive Committee under the chairpersonship of the Chief Secretary and District Disaster Management Authorities (DDMAs) headed by Deputy Commissioners.

The Act also provides for the creation of funds for response (State Disaster Response Fund/District Disaster Response Fund) and mitigation (State Disaster Mitigation Fund/ District Disaster Mitigation Fund).

In 2009, GoI formulated a National Disaster Management Policy (NDMP) and subsequently the State Government formulated its State Disaster Management Policy (SDMP) in February 2012.

Earlier, the Revenue Department of the State Government was responsible for management of disaster in the State. Though a separate Department of Relief and Rehabilitation was created in March 2015, the same had not been created at districts level and the implementation of disaster related activities continued to be under the Revenue Department. The disaster management is funded from the State Disaster Response Fund (SDRF) which includes funds received from GoI and the State Government. Funds are also made available from the Chief Minister's Relief Fund (CMRF) and the Prime Minister's National Relief Fund (PMNRF) as well as through special packages/assistance from the GoI.

1.3 Audit Objectives

The performance audit was conducted to assess whether:

- disaster management structures, institutional arrangements and policies were in place and were working effectively;
- financial resources were available and were adequate and financial management was efficient and effective for prevention, mitigation, reduction of risk and impact of disaster and intended results were achieved;
- comprehensive risk assessment was conducted to identify the nature, location, intensity and likelihood of major hazards and preparedness to deal with disasters in the future was undertaken;
- relief assistance for construction/repair of damaged houses, rental support and gratuitous relief to next of kin were provided in timely and efficient manner and on the basis of damage need assessment and correct identification of beneficiaries;

- procurement, receipt, transportation, storage and distribution of relief/aid material and financial assistance to victims were undertaken in an efficient and effective manner;
- post-disaster activities with regard to restoration of basic public facilities and utilities were managed and monitored effectively; and
- an adequate internal control structure was in place.

1.4 Scope and Methodology of Audit

The performance audit was conducted as per the Performance Auditing Guidelines of the Comptroller and Auditor General (CAG) of India between July 2015 and February 2016 by test-check of records of the two Commissioner Secretaries³, two Divisional Commissioners (Kashmir and Jammu), seven⁴ Deputy Commissioners (DCs) and other line⁵ departments of the districts covering the period between 2010-11 and 2014-15. An amount of ₹1,000 crore provided (October 2014) by the GoI under the Special Plan Assistance (SPA) for re-building damaged infrastructure was also covered (upto March 2016) under audit. Though the PMNRF and CMRF do not fall within the audit purview of the CAG, the utilization of financial assistance released from these Funds by the implementing agencies were covered in the performance audit so as to present a holistic picture of post-disaster activities.

Before commencing the performance audit, the scope and coverage of audit, the audit objectives, criteria and methodology were discussed (July 2015) with the Commissioner Secretary, Relief and Rehabilitation Department in an Entry Conference. The audit findings were discussed with the Commissioner Secretary, Relief and Rehabilitation Department in an Exit Conference held on 22 June 2016 and replies of the Government, wherever received, have been suitably incorporated in the report.

³ Revenue Department, Relief and Rehabilitation Department

⁴ Srinagar, Anantnag, Budgam, Jammu, Poonch, Udhampur and Leh

⁵ Roads and Bridges, Irrigation and Flood Control, Public Health Engineering, Power Development and other Government offices/ agencies involved in temporary restoration works