

**Chapter - 4**

**Post-Disaster Activities and  
Management- Drought of Kharif  
2009 and Leh Cloudburst 2010**



## Chapter-4: Post-Disaster Activities and Management– Drought of Kharif 2009 and Leh Cloudburst 2010

### 4.1 Drought of Kharif 2009

#### 4.1.1 Assistance for Crop Loss

As per norms approved by GoI, input subsidy may be provided where crop loss due to disasters is 50 *per cent* and above, subject to a ceiling of one hectare (ha) per farmer and upto two ha per farmer in case of successive calamities irrespective of the size of holding being large.

Funds released from SDRF for crop losses and their utilization in six test-checked districts is given in table-4.1 below:

**Table-4.1: Release and Utilization of funds for crop losses**

(₹ in crore)

District	Funds released	Tehsils affected	Funds released to Tehsils	Funds utilized by Tehsils	Unspent funds with Tehsils (31 <sup>st</sup> August 2015)
Anantnag	0.44	3	0.44	0.41	0.03
Budgam	1.11	2	1.11	1.11	Nil
Jammu	14.00	2	6.22	3.35	2.87 <sup>15</sup>
Udhampur	6.00	4	6.00	3.12	2.88
Poonch	5.00	4	5.00	4.20	0.80
<b>Total</b>	<b>26.55</b>	<b>15</b>	<b>18.77</b>	<b>12.19</b>	<b>6.58</b>

Audit observed the following:

- (a) A total amount of ₹18.77 crore was released (January 2011 to April 2011) to tehsils by the DCs who utilized only ₹12.19 crore. The balance of ₹5.58 crore was lying unutilized with the DCs/ tehsildars (August 2015)<sup>15</sup>.
- (b) Out of ₹2.14 crore received by Tehsil Udhampur (District Udhampur), only ₹10.39 lakh was distributed to the affected people indicating either unrealistic assessment of losses or denial of assistance to the affected people.
- (c) As per norms approved by the GoI, relief was required to be provided within a time limit of 90 days from the declaration of disaster. However, relief was distributed to the affected farmers after a lapse of 13 to 60 months from the occurrence of the drought.
- (d) Unlike in other tehsils of the State, instead of distributing financial assistance directly to the victims, the Tehsildar Surankote (District Poonch) released ₹1.11 crore to Naib Tehsildars, Patwaris and Girdawars for distribution among drought affected people during December 2011 to October 2012. However, no records were maintained as to the actual distribution of relief to the victims.

<sup>15</sup> ₹ One crore deposited in treasury during September 2014

- (e) Against assessment of ₹2.18 crore for damage caused to crops in Tehsil Akhnoor of District Jammu, the DC Jammu released (January 2011) ₹2.66 crore to the Tehsildar Akhnoor. The excess amount of ₹48 lakh released was lying in official bank account as of August 2015 instead of being refunded to the SDRF.
- (f) ₹5.37 lakh intended for drought affected families of Tehsil Akhnoor (District Jammu) was provided to 90 persons who had suffered losses due to flash floods, to next of kin of the persons killed in house collapse or injured/killed in road accidents and to victims of firing from across the border.

Thus, funds amounting to ₹5.37 lakh was utilized for purposes other than to compensate for crop losses while ₹5.58 crore remained unutilized. There was no record of disbursement of compensation of ₹1.11 crore to actual affected people. This coupled with delay in disbursement of financial assistance undermined the objective of providing immediate financial relief to the persons affected by drought.

#### **4.1.2 Supply of Emergency Drinking Water**

SDRF norms provide for supply of drinking water to drought affected areas. Audit observed that Public Health Engineering (PHE) Department released (July to November 2011) ₹2 crore under the SDRF to two Chief Engineers (Kashmir: ₹0.70 crore; Jammu: ₹1.30 crore) for providing emergency drinking water in rural and urban areas of the drought affected districts of the State. Out of this, ₹16.50 lakh was released to PHE Divisions of Srinagar, Ganderbal and Shopian, which were not declared affected by drought.

It was further noticed that out of the allotted amount of ₹1.14 crore, five PHE divisions of Jammu District spent ₹1.12 crore on repair and maintenance of existing water supply schemes, POL, repair of vehicles, insurance of vehicles, etc. during the period March 2010 to March 2012 instead of providing drinking water to the drought affected areas during the period July/September 2009. The PHE Mechanical Division North Jammu and South Jammu stated in December 2015 and April 2016 respectively that the funds were required for repair of equipment to supply drinking water to the affected areas. The reply was not tenable as all the repair works were executed during 2010-12 whereas drinking water was to be supplied during July to September 2009. This in fact confirms that funds were not required in these districts for drought relief.

Hence, SDRF funds of ₹1.28 crore was utilized for purposes other than direct relief to persons affected by drought.

#### **4.2 Cloudburst in Leh (August 2010)**

A series of cloudbursts and heavy rainfall occurred in Leh town and adjacent areas between 4<sup>th</sup> and 6<sup>th</sup> August 2010. Seventy one villages with population of

9,000 were affected. Two hundred and fifty seven people lost their lives and 424 were injured. Audit observed the following:

- (a) As per norms approved by GoI, a technical authority authorized by the State Government was to certify the extent of damage to residential houses by the natural calamity. Audit noticed that assessment of damages was not conducted by any technical authority. Instead houses were categorized as fully/partially damaged on the basis of reports of patwaris, girdawars, naib tehsildars and tehsildars. There was consequently a risk that damage and loss assessment might not have accurately brought out the list of eligible damaged houses.
- (b) Procedure adopted by the revenue authorities for identification of affected persons was deficient insofar as the assessments made were not cross-checked by the district administration with census reports or records of ownership of property in order to verify the genuineness of the beneficiaries.
- (c) More than one member of the family was selected for disbursement of relief for fully and partially damaged houses. Test-check of 127 families showed that sons and daughters of the same family were selected for assistance. The amount involved in such disbursements was ₹2.41 crore.
- (d) Additional relief was announced from the Prime Minister's National Relief Fund for damaged houses. Out of 669 fully damaged and 998 partially damaged houses, only 658 (fully damaged) and 763 (partially damaged) cases were processed. This resulted in denial of relief to 11 owners of fully damaged houses and to 235 owners of partially damaged houses.
- (e) Norms approved by GoI envisages payment of assistance to next of kin of the deceased within 15 days of occurrence of disaster. Audit noticed that timely relief was provided in only 123 out of 216 cases (57 per cent). The delay in making disbursement in the 93 cases ranged between one and 17 months.
- (f) No relief was provided to 36, 55 and 70 deceased persons under SDRF, CMRF and PMNRF respectively. Similarly, relief at the rate of ₹50,000 had not been provided under PMNRF to 96 seriously injured persons as the District Administration had not forwarded these cases to the Prime Minister's Office.
- (g) Against originally assessed damage relief of ₹1.14 crore, an amount of ₹2.27 crore was paid in 201 cases thereby exceeding the original assessment by ₹1.13 crore. This was indicative of either excess payment or inaccurate assessment or distribution of relief to ineligible persons. Further, District Administration had made double payment of ₹11.44 lakh in case of three fully and five partially damaged houses.

- (h) Payment of ₹1.60 crore for 118 houses was made under PMNRF. However, these persons did not figure in the list approved by the district administration.
- (i) ₹8.10 crore meant for immediate restoration of public utilities in Leh was utilized for purposes<sup>16</sup> not covered under SDRF. The Chief Planning Officer Leh stated (November 2015) that there was no alternative funding to meet such expenditure. The reply was not tenable as there was no provision for such expenditure from the SDRF.

As evident from above, there was not only delay in disbursement of assistance to those affected by the cloudburst and flooding, there was no assurance that the damage need was assessed and assistance was equitably distributed to all eligible affected persons. Further, ₹8.10 crore of SDRF funds was utilized for purposes not covered under the Fund guidelines.

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<sup>16</sup> Execution of works not provided in the damage reports: ₹2 crore; Execution of new works and on normal repairs: ₹3.16 crore; Clearance of liabilities: ₹0.28 crore; Repair of office buildings, construction of sheds, fuel charges, office expenses, survey charges, procurement of water tankers: ₹1.75 crore and providing gas and central heating systems to newly constructed block of SNM hospital Leh: ₹0.91 crore