

**Chapter - 5**  
**Post-Disaster Activities and**  
**Management-Floods of**  
**September 2014**



## Chapter-5: Post-Disaster Activities and Management– Floods of September 2014

### 5.1 Introduction

Heavy rainfall between 28<sup>th</sup> August and 10<sup>th</sup> September 2014 caused floods in Srinagar and various districts of Jammu Division. The flood caused death of 304 persons (Jammu: 217; Kashmir: 87), damage of 2,40,004 houses and loss of 26,461 livestock as well as losses to standing crop in about 4,91,967 hectares of land.

#### 5.1.1 Damage and Loss Assessment

##### (i) *Emergency Response, Damage and Need assessments*

The damage and need assessment carried out by the district administration in the test-checked districts is given in table-5.1 below:

**Table-5.1: Assessment of Damages and Need Assessment in Six Test-checked Districts**

District	Assessment of damages <sup>17</sup>	Need assessment <sup>18</sup>	Status of disbursement of relief	Extent of difference between initial and final assessment (In percentage)
Srinagar	Inaccurate assessment of casualties and damaged houses. Non-assessment of losses to livestock, crops and agricultural land	Not conducted	40 deaths declared and relief sanctioned. 20 death cases pending finalization.	50
			Initial assessment (October 2014) of damage to 40,678 houses was increased (January 2015) to 76,045 houses which was further increased (March 2015) to 92,289 and 96,579 (October 2015).	137
			Assessment of damage still under process-3,089 (pending applications)	-
Anantnag		Not conducted	Initial assessment (October 2014) of damage to 11,874 houses which was increased (March 2015) to 16,933 and further increased (November 2015) to 21,053 houses.	77
			Assessment of damage still under process-236 (pending applications)	-
Budgam		Not conducted	Initial assessment (October 2014) of damage to 16,651 houses which was increased (December 2014) to 18,439 and further increased (October 2015) to 18,545.	11
			Assessment of damage still under process-2,937 (pending applications)	-
Jammu	Conducted	Not conducted	-	-
Poonch	Conducted	Not conducted	-	-
Udhampur	Conducted	Not conducted	-	-

<sup>17</sup> Assessment of casualties, damaged houses, losses to livestock, losses to crops and losses to agricultural land due to accumulation of debris/ land erosion

<sup>18</sup> Assessment of number of affected families and need of shelter, emergency food and water and donations or financial support to the victims

As evident from above, assessment of damages was completed in only three out of the six test-checked districts while need assessment had not been conducted in any of the six districts. This resulted in partial or inaccurate damage assessment as well as consequential delays in arranging materials and procurement of supplies that adversely impacted provision of timely assistance to the affected persons.

**(ii) Evacuation Plan and Relief Camps/ Centres**

The Disaster Management Act, 2005 and the SDMP require preparation of an evacuation plan and identification of relief centres/camps by the district authorities. Audit noticed that none of the test-checked districts had formulated evacuation plans in case of any disaster. No evacuation/relief centres/camps had been identified in any of the test-checked districts. In the absence of a response and evacuation plan, rescue, evacuation and relief was managed in an *ad hoc* manner and without even a minimum of controls.

**(iii) Assistance to Boatmen affected by floods**

The District Administration, Srinagar, had hired 504 boats for evacuation of affected people from the flood affected areas at a cost of ₹1.77 crore during 3<sup>rd</sup> September 2014 to 10<sup>th</sup> October 2014. While it may be difficult to ensure strict compliance with all procedural formalities in an emergency situation, it is nevertheless necessary that minimum controls are exercised to ensure reaching of assistance to the affected persons as well as prevent misuse of funds meant for relief and rehabilitation. The Disaster Management Act stipulates the requirement of authorization by the authority (State/District) for procurements and certificate of utilization by the authorized controlling office. Audit noticed that no record was maintained of decisions taken for hiring of boats, nomination of nodal officers and constitution of committee of officials to monitor the rescue operations. Further, details of rescue operations viz. area/location where the boats were deployed, number of flood affected people rescued, details of areas/camps where these rescued people were sent, details of arrangement of food and lodging in these areas/ camps were not on record.

Audit also noted that ₹1.77 crore was paid (October 2015) to the President of the All J&K Shikara Owners' Association. As per the sanctions, payments were to be made in the range of ₹38,000 to ₹10,000. Scrutiny of the bank statements of payments made to the boatmen by DC Srinagar revealed less payment of ₹30.16 lakh as shown in table-5.2 below:

Table-5.2: Statement showing less payment to boatmen against the sanctioned amount

Cases sanctioned (in number)	Amount sanctioned by DC	Amount disbursed by Association	Less disbursement	Total less payment made
				Amount in ₹
22	38,000	30,400	7,600	1,67,200
97	37,000	29,600	7,400	7,17,800
103	36,000	28,800	7,200	7,41,600
72	35,000	28,000	7,000	5,04,000
122	34,000	27,200	6,800	8,29,600
01	32,000	25,600	6,400	6,400
01	27,000	21,600	5,400	5,400
02	26,000	20,800	5,200	10,400
01	24,000	19,200	4,800	4,800
02	20,000	16,000	4,000	8,000
01	17,000	13,600	3,400	3,400
01	16,000	12,800	3,200	3,200
07	10,000	8,000	2,000	14,000
<b>432</b>				<b>30,15,800</b>

In addition, 58 boatmen to whom hire charges of ₹20.02 lakh were sanctioned by the DC Srinagar were not reflected in the bank statement.

Audit check of bank statements of the Shikara Owner's Association showed that ₹41.68 lakh was paid to persons who were not reflected in the lists of boatmen prepared by DC Srinagar. It was also noticed that ₹9.50 lakh was drawn by the President of the Association on self cheques for disbursement to boatmen. However, no records were available to verify whether such payments were actually made.

Thus, assessment of damages was completed only in three test-checked districts while in other three districts difference between initial and final assessment was in the range of 11 to 137 per cent. Need assessment was not conducted in any of the districts which adversely impacted the provision of immediate assistance to affected people. Rescue, evacuation and relief were managed in an *ad hoc* manner in absence of response and evacuation plan. Further, the procedure adopted by the DC Srinagar for making payments to boatmen provided no assurance that the funds disbursed actually reached the individual boatmen.

### 5.1.2 Relief, Rehabilitation and Provision of Basic Services

The National Policy on Disaster Management (NPDM) stipulates that all State Governments, district authorities and line departments should prepare SOPs in consonance with the National and State Disaster Management Plans. The SOPs was adopted by SEC in March 2014.

The SOPs envisaged that the DCs of Kashmir and Jammu would be responsible for arrangement of relief material such as tents, blankets, ration, boats, etc. whenever required. The State Government designated Jammu and Kashmir

Entrepreneurship Development Institute (JKEDI), Srinagar, as centre for storage of relief material received from Jammu and other parts of the country. Relief material was issued to the affected districts from this store.

**(i) Temporary Shelters**

The State Government authorized (September 2014) the Jammu and Kashmir Industries Limited (JKI) for procurement of tents for providing temporary shelters to families whose houses were fully damaged. JKI procured 20,345 tents at a cost of ₹13.26 crore.

Audit observed that 4,467 tents valuing ₹2.84 crore were lying unutilized and 536 tents valuing ₹34.04 lakh had gone missing during transit from Srinagar to Anantnag and Budgam. Hence, nearly 25 per cent of the tents procured valued at ₹3.18 crore could not be used for the intended purpose.

**(ii) Blankets**

The State Government also authorized (September 2014) JKI to procure blankets for flood victims. JKI procured 50,000 blankets of approved specification at a rate of ₹290 per blanket from two firms. Of these, 36,000 blankets were issued to the Additional DC Srinagar during September 2014 and 14,000 blankets were issued to five<sup>19</sup> other districts during October 2014.

Audit noticed that an additional 19,105 blankets valuing ₹0.50 crore were also procured by DCs Jammu, Udhampur, Srinagar, Anantnag, Senior Superintendent of Police Kathua as well as the Divisional Commissioner Jammu. Out of this, 5,540 blankets (29 per cent) were procured at rates between ₹350 and ₹700 per blanket. The additional cost from SDRF of 5,540 blankets procured at higher rates worked out to ₹12.29 lakh. The Assistant Commissioner (Central) Jammu stated (May 2015) that the senior officers of different districts procured blankets from different sources and at varying prices in absence of any communication/direction with regard to quantity and medium of purchase.

**(iii) Clothing and Household goods**

Guidelines for operation of SDRF envisages payment of gratuitous relief of ₹1,300 per family for loss of clothing and ₹1,400 for loss of utensils/household goods to families whose houses were either washed away/ inundated for more than a week or fully damaged.

Audit noticed that relief amounting to ₹12.60 crore was not provided to 46,680 eligible households. On the other hand, gratuitous relief of ₹1.42 crore was provided to ineligible families (₹0.91 crore) and to families not affected by flood (₹0.51 crore).

**(iv) Cleanliness and Hygiene in Srinagar City**

The Government provided (October/November 2014 and September 2015) ₹2.14 crore under the SDRF to the Srinagar Municipal Corporation (SMC)

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<sup>19</sup> Rajouri, Poonch, Udhampur, Reasi and Jammu

for collection of garbage and its disposal at the land fill site located at Acchan (District Srinagar) and for disposal of carcasses after the floods of September 2014. The Corporation incurred an expenditure of ₹1.37 crore on collection of 73,435 Metric Tonne (MT) of garbage and its disposal at landfill site during 17<sup>th</sup> September 2014 to 15<sup>th</sup> November 2014.

Audit observed the following:

- (a) Records showed that number of tipper trucks and JCBs shown utilized by the SMC for garbage clearance in Srinagar City was at variance with the number verified by the Ward Officers (Sanitary Inspectors). Payment for 441 days, 119 nights in respect of tipper trucks and 102 days and 22 nights in respect of JCBs was made in excess of payments verified by Ward Officers. The amount involved was ₹31.26 lakh.
- (b) While the entire garbage (*mulba*) accumulated due to floods in Srinagar was shown as collected and disposed of by the SMC, ₹1.30 crore provided to four PWD (R&B) divisions<sup>20</sup> of Srinagar District from the SDRF for restoration of washed out/damaged roads was also shown spent on lifting of garbage, clearance of drain, etc. in Srinagar City between October 2014 and November 2014. The details of vehicles utilized by the Divisions for disposal of *garbage/mulba*, including the details of agencies from whom they were hired, were not on record. While the PWD claimed that the sanitation work done by them supplemented the work done by the Municipal Corporation, the Financial Advisor and Chief Accounts Officer SMC stated (June 2016) that the entire city had been cleared and no area under SMC was left out or ignored during cleanliness drive. Hence the expenditure of ₹1.30 crore included in the works bills for restoration of roads could not be verified by audit.

Thus, assistance amounting to ₹12.60 crore due to affected families remained undisbursed while material (tents, blankets) valuing ₹3.30 crore remained unutilized or in excess of requirement. Further, gratuitous relief of ₹1.42 crore was disbursed to ineligible families and families not affected by floods. In addition, expenditure of ₹1.30 crore incurred by PWD on lifting of garbage, clearance of drains, etc. in Srinagar city could not be verified by audit.

### 5.1.3 Administration, Management and Distribution of Relief

#### (i) *Gratuitous Assistance*

- (a) According to the standing instructions of GoI, the gratuitous relief was to be provided within 15 days from the occurrence of a natural calamity. Audit noticed delay ranging up to more than six months in providing gratuitous relief in the test-checked districts which defeated the very purpose of providing immediate relief, as in table-5.3 below:

<sup>20</sup> PWD (R&B) Construction Division-I&II, City Roads Division Srinagar, Right River Circular Road Division Srinagar

**Table-5.3: Delay in providing Gratuitous Relief**

District	Total cases	Within prescribed period of 15 days	Period of payment			
			15-30 days	one to three months	three to six months	More than six months
Srinagar	96,622	Nil	Nil	76,083	16,246	4,293
Anantnag	21,053	Nil	190	12,678	4,065	4,120
Budgam	18,554	Nil	4	18,440	110	Nil
Jammu	27,123	3,513	7,829	14,647	1,134	-
Udhampur	8,182	1	1,865	5,491	786	39
Poonch	8,516	Nil	2,317	5,732	467	-

- (b) Instances were noticed in Poonch District where gratuitous relief in respect of five damaged houses was paid to a single person and relief on account of other four damaged houses was paid to another single person. Audit also found that signatures of victims in token of receipt of relief material did not match with the signatures obtained in respect of payment of gratuitous relief to affected families in test-checked 45 cases of Poonch District making it doubtful.

**(ii) Distribution of Free Ration to Flood Affected Families**

The State Government sanctioned (September 2014) free ration for six months to families who had suffered loss of life, property, livestock, crops, etc. due to the floods at the rate of 35 kgs per family per month.

Audit of distribution of ration in the six test-checked districts revealed the following:

- (a) The Revenue Department based on information from DCs approved 4,26,640 flood affected families in the six test-checked districts. However, the District Administration subsequently communicated 7,21,275 families to CAPD Department for free ration as detailed in table-5.4 below:

**Table-5.4: Distribution of Ration in Six Test-checked Districts**

District	Number of families approved by Revenue Department based on information from DCs	Number of families communicated by District Administration to CAPD	Excess families provided free ration by CAPD over the number of families approved by the Revenue Department
Srinagar	2,52,097	2,52,097	Nil
Anantnag	28,204	1,64,912	1,36,708
Budgam	91,414	1,57,538	66,124
Jammu	33,763	79,562	45,799
Poonch	11,504	50,339	38,835
Udhampur	9,658	16,827	7,169
<b>Total</b>	<b>4,26,640</b>	<b>7,21,275</b>	<b>2,94,635</b>



The additional cost involved for the increased number of families was ₹86.62 crore. Such large variation (69 per cent) casts doubt as to the efficacy of the mechanism adopted by the Administration for determining the actual number of families affected due to the floods.

- (b) Going by the above-mentioned rate, 1,99,482 quintals of ration was provided less to 4,53,629 ration card holding families for six months from September 2014 to February 2015. Similarly, 87,189 quintals of ration was provided less to 1,20,033 non-card holding families for the same period of six months.
- (c) A total of 1.82 lakh quintals of ration valued at ₹25.53 crore had been released to CAPD for distribution to the non-ration card holding families affected by the floods. However, CAPD had not conducted any assessment/survey for identification of such non-ration card holding flood affected families. Details of non-ration card holding flood affected families (name of family head, residential address and number of family members) were not available in the test-checked districts. As such, Audit could not ascertain the authenticity of 1,51,217 non-ration card families selected for free ration.
- (d) Ration was not provided to the flood affected people during the months of September and October 2014 when it was required most and the major part was provided after three months of occurrence of the floods as in table-5.5 below:

**Table-5.5: Delay in providing ration**

(In quintals)

District	Total ration provided	Provided within three months	Provided within six months	Provided within nine months	Ration provided after nine months
Srinagar	4,00,529	1,70,455	2,02,737	27,337	Nil
Anantnag	3,14,567	1,27,784	1,37,346	49,437	Nil
Budgam	2,97,867	1,14,662	1,41,844	41,361	Nil
Jammu	79,190	42,798	32,380	2,667	1,345
Poonch	72,932	17,020	29,082	26,830	Nil
Udhampur	18,200	2,238	3,349	8,714	3,899

**(iii) Assessment and Relief for Damages to Houses**

According to the SOPs for disaster management, claims in respect of damage to private property (immovable) need to be assessed by a Committee under the Chairmanship of Additional District Development Commissioner (ADDC) along with the Assistant Commissioner (Revenue), concerned Tehsildar and Executive Engineer, PWD (R&B) as members.

Audit noticed that case files relating to fully, severely and partially damaged houses containing application of the victims, recommendations of the sarpanch, reports of the patwari, girdawar, naib-tehsildar and tehsildar, copies of First Information Report filed, and photographs of damaged houses were prepared only in Poonch

and Udhampur districts. In other four districts of Jammu, Srinagar, Anantnag and Budgam districts, cases were finalized on the basis of lists prepared by the Revenue Department and no detailed information were kept on record. Audit noticed that even residential address of houses shown as damaged within the limits of Jammu Municipal Corporation was not indicated.

Further, SOPs were not in place for categorization of damage caused to houses due to floods as fully, severely and partially damaged. Extent of damage caused to houses was categorized by the department without any benchmarks. Assessment of damage was not conducted by any engineer of the PWD (R&B). Non-formulation of SOPs for categorization of fully, severely and partially damaged houses resulted in irregularities in assessment of damages to houses as discussed below:

*(a) Change of status of damaged houses*

After finalization of cases of damaged houses by the District Administration and after making payment of assistance to the affected families, the cases were re-assessed. District authorities of three test-checked districts (Srinagar, Anantnag and Budgam) changed the status of damage in respect of 4,114 houses<sup>21</sup> between December 2014 and October 2015 after lapse of periods ranging from four months to one year after the occurrence of the floods. The status of 50 fully damaged *kutchha* houses was changed to fully damaged *pacca* houses while 10 partially damaged *pacca* houses was changed to fully damaged *kutchha* houses. This involved an extra expenditure of ₹8.80 crore from the SDRF. Either the original assessment carried out by the Committee under the Chairmanship of ADDC was not correct or change in the status of damaged houses was unjustified.

*(b) Assistance paid in unapproved cases*

In Srinagar and Budgam districts, payment of assistance was made in respect of damage to residential units which was not sanctioned by the District Administration. Tehsildars of Srinagar and Budgam districts provided assistance for 1,107 and 490 damaged residential huts respectively against a sanction of only 423 and 140 huts respectively. In Budgam district, assistance was also provided for 2,022 damaged cattle sheds against a sanction of 1,879 sheds. Details of these huts/cattle sheds were not on records. Thus, assistance of ₹33.16 lakh was provided by tehsildars of these districts without sanction of the District Administration.

It was also observed that SDRF norms do not have category of ‘other huts’/ residential sheds. However, 2,638 huts were sanctioned under the category

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<sup>21</sup> Severely damaged Pacca to Fully Pacca: 703; Fully Kutchha to Fully Pacca: 50; Partially Pacca to Severely Pacca: 3060; Partially Pacca to Fully Pacca: 191; Huts to Partially Pacca: 76; Severely Pacca to Fully Kutchha: 05; Severely Kutchha to Fully Kutchha: 03; Partially Kutchha to Severely Pacca: 01; Partially Pacca to Fully Kutchha: 10; Partially Kutchha to Severely Kutchha: 01; Non-Residential to Severely Residential: 01; Non-Residential to Fully Residential: 01; Fully Kitchen Sheds to Fully Damaged House: 03; Severely Damaged Kitchen shed to severely damaged residential house: 05; Fully Damaged Shed to Fully Damaged Kutchha House: 03 and Residential Shed to Fully Damaged Pacca House: 01

‘other huts’ and assistance of ₹0.61 crore at the rate of ₹2,300 per hut were provided under SDRF.

Thus, assistance of ₹0.94 crore was disbursed from the SDRF for damages to houses without requisite sanction of the competent authority.

**(iv) Relief for Livestock and Assistance to Farmers**

**(a) Relief for losses of livestock**

The DCs were empowered to sanction claims for replacement of milch/draught animals subject to authentication of losses by the committee headed by the ADDC with Chief Animal Husbandry Officer (CAHO), District Sheep Husbandry Officer (DSHO) and the concerned Tehsildar as members. Audit observed that ₹0.84 crore was paid for loss of 730 animals in Jammu district without verification of death of these livestock by the concerned Tehsildar/CAHO/DSHO. Further, assessment of livestock losses had not been conducted in any of the test-checked districts of Kashmir division resulting in denial of assistance under SDRF to those who had suffered livestock losses.

**(b) Assistance to farmers**

SDRF norms envisages payment of input subsidy to small and marginal farmers who had suffered crop loss of 50 per cent and above and cash assistance for damage to agricultural land. It was seen in audit that:

- (i) Damage to agricultural land and loss of standing crops due to floods in the most affected districts of Srinagar, Anantnag and Budgam had not been assessed even after 18 months since occurrence of floods.
- (ii) In Poonch district, ₹1.83 crore released in March 2015 to five tehsildars for payment of assistance to the affected farmers was not paid to them even after lapse of five months as of August 2015. The amount was lying unutilized in the official bank accounts of the tehsildars.
- (iii) Assistance of ₹2.37 crore assessed for land owners of the Tehsil Haveli could not be provided due to non-availability of funds.

Thus, free ration as per the stipulated norms was not provided to ration card as well as non-ration card holding families. The huge variation of 69 per cent between numbers of families eligible for free ration approved by the Revenue Department and that communicated to the CAPD Department by district administration indicated weak mechanism of identification of affected families. This was accentuated by delay in disbursement of ration to the flood affected people ranging from three months to more than nine months.

In addition, there was delay in disbursement of gratuitous relief ranging up to more than six months which defeated the very purpose of providing immediate relief. Funds amounting to ₹0.94 crore was disbursed without sanction of the competent authority and additional assistance of ₹8.80 crore was provided as a result of change in status of damages to houses after re-assessment of damages.

While assessment of livestock losses and damage to agricultural land and crops had not been conducted in any of the test-checked districts of Kashmir division even after lapse of 18 months from the occurrence of the floods, ₹4.20 crore assessed for land damage in Poonch District was not provided to affected persons as of August 2015. Funds amounting to ₹0.84 crore were paid for loss of livestock in Jammu District without verification of death of livestock by the Competent Authority.

#### **5.1.4 Procurement, Hiring and Purchases**

The Disaster Management Act, 2005, provides that emergency procurement and purchases of relief items and hiring of vehicles or means of rescue and relief transportation may bypass standard procedures of inviting tenders and other *ex-ante* controls due to the emergency nature. However, they need to maintain essential records of authorization, payments and those as required by the SOPs. Audit noticed the following irregularities and inefficiencies.

##### **(i) Procurement of material/ hiring vehicles**

Details of distribution of items procured/hired at a cost of ₹14.38 lakh by the Additional Superintendent of Police Srinagar were not on record as below:

- (a) 235 tents (₹1,000 per day), 125 boats (₹1,700 per day) and 125 tipper trucks (₹2,000 per day) were shown as hired for only one day incurring an expenditure of ₹6.98 lakh. However, deployment of vehicles and boats, details of erection of tents and details of vehicles were not on record; and
- (b) Distribution of 10,000 water bottles (Cost: ₹1.20 lakh) to flood affected people and utilization of 2,500 litres of phenyl (Cost: ₹1.50 lakh), polythene (Cost: ₹1.00 lakh), thermocool (Cost: ₹1.20 lakh) and masks (Cost: ₹2.50 lakh) were not on record.

##### **(ii) Procurement of Bio-manure**

As per SDRF norms, need of bio-manure for 30 days should be assessed and approval of SEC should be obtained. Audit noticed that the Resident Commissioner J&K, New Delhi, procured (September/October 2014) 90,000 kgs of bio-manure (sanitreat) at a cost of ₹0.62 crore for disinfection of garbage in the flood affected areas. Out of this, 21,620 kgs valued at ₹15.44 lakh was in stock as at the end of September 2015. The stipulated date of expiry of bio-manure is one year from the date of manufacture which expired in September 2015. The useful life of 21,620 kgs thus expired in September 2015.

##### **(iii) Diversion of relief fund for procurement of ineligible items**

Approved norms for assistance under SDRF stipulate the items and purposes for which the funds can be utilized such as provision of temporary accommodation, food, clothing, medical care, etc. to people affected, evacuated and sheltered in relief camps. Audit noticed the following:

- (a) Bio-manure (Madhyam) is a culture of micro-organisms developed for accelerated aerobic composting of organic waste used for improvement of soil fertility. There is no provision under SDRF norms for procurement of manure for soil fertility. The Resident Commissioner, however, procured 44,995 kgs of bio-manure (Madhyam) at a cost of ₹33.27 lakh which was used for agricultural purpose and not for sanitation/disinfection purposes.
- (b) Audit noticed that ₹2.18 crore meant for relief and rehabilitation of the flood affected people were utilized on procurement of materials such as transformer oil (12,810 litres), Mobil oil (1,260 litres), Engine oil (3,150 litres), DG Sets (five in number), 12 volt batteries (180 in number), stationery items, 30 KVA Automatic Voltage Stabilizer for Sainik Bhawan Srinagar; transformer for office of the Chief Canning and Processing Instructor; office automation for office of the Deputy Director Employment; cameras and on repairs and hiring of vehicles, POL, wages of hired computer data operators, lunch/tea, snacks, etc. The Additional DC Srinagar stated (January 2016) that the procured items were essentially required for rescue and relief operations related to floods. The reply was not acceptable as norms did not provide for incurring such expenditure on ineligible items.
- (c) In pursuance of a decision taken by the SEC in December 2014, the DC Kashmir sanctioned ₹2.51 crore out of SDRF for purchase of 75,000 kgs of whole milk and 5,000 kgs of skimmed milk from M/s Mother Dairy and Vegetables Private Limited, New Delhi through the J&K Milk Producer Co-operative Limited, Milk Plant, Cheshmashahi Srinagar for distribution amongst the flood affected people. The Co-operative received the full quantity of whole milk and skimmed milk in September 2014. However, only 7,000 kgs of whole milk was distributed amongst the affected people while 2,600 kgs of whole milk was damaged. The quantity of 38,725 kgs of whole milk and the entire quantity (5,000 kgs) of skimmed milk was sold by the Co-operative as part of its business instead of distributing it as relief for flood affected persons. The utilization of the balance, 26,675 kgs of whole milk was not on record. Thus, relief material in the form of milk/skimmed milk valued at ₹1.99 crore was diverted from the intended purpose.

In sum, a total of ₹2.51 crore of funds from the SDRF was used for ineligible items while relief material valued at ₹1.99 crore was not distributed to the flood affected persons but utilized by the J&K Milk Producer Co-operative Limited for its normal business.

**(iv) Medical equipment and other items**

The District Disaster Management Authority, Srinagar authorized (September 2014) purchase of 24 items of machinery and equipment at a cost of ₹8.96 crore to make the Government Medical College Srinagar and associated hospitals

functional. It was seen in audit that 32 items<sup>22</sup> valuing ₹3.66 crore which were not damaged in floods and not approved by the District Management Authority were also procured (September 2014 to March 2015) by the Health and Medical Education Department.

Further, without obtaining the sanction of the Disaster Management Authority, as required under the Disaster Management Act, the Director Health Services (DHS) Kashmir submitted (October 2014) a list of 17 items of machinery and equipment as damaged in floods to the Commissioner Secretary, Health and Medical Education Department. Audit noticed that seven items procured by the Department valuing ₹0.74 crore<sup>23</sup> were not included in the list submitted to the Commissioner Secretary of the Department which indicated that these items were not damaged due to floods.

Thus, funds amounting to ₹8.90 crore was spent on purchase of ineligible items/medical equipment which were not related to flood. There was no record of disbursement/utilization of items valuing ₹14.38 lakh procured for flood related activities and useful life of bio-manure valuing ₹15.44 lakh was expired in September 2015.

### **5.1.5 Transportation, Storage and Distribution of relief material**

#### **(i) Transportation of Relief Materials**

Audit noticed that effective control mechanism and monitoring system for safe transportation of relief materials from Jammu to Srinagar and other districts of the State were not put in place. Establishment of checkpoints at various places of the National Highway to monitor transportation of relief materials could have proved effective in plugging leakages/diversion of relief material in transit. Audit noticed the following:

- (a) Relief materials valuing ₹4.88 crore dispatched by various agencies was not accounted for in the records of the Central Store established by the State Government at JKEDI Srinagar for receipt and distribution of relief materials. It indicated that either these goods were not dispatched to Srinagar or were diverted in transit.
- (b) Relief material dispatched from Jammu to Srinagar in 17 trucks for distribution among flood victims was not accounted for in the receipt register of the Central Store. Audit found that freight of ₹4.86 lakh was paid for the carriage of these 17 trucks by the Special Relief Commissioner Jammu to the State Road Transport Corporation (SRTC). In addition one truck loaded with relief material<sup>24</sup> dispatched to DC Jammu was not accounted for in records.

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<sup>22</sup> Microscopes, binoculars, Gel cards, micro-debriodar, plasma thawing bath, elisa plate reader, etc.

<sup>23</sup> Includes ₹29.69 lakh on HD Camera control units procured (July 2014) before occurrence of floods

<sup>24</sup> Sanitary pads: 10 boxes; Complian refill: 22 cases; Glucon-D: 100 cases; Ghee: 20 cases and Aam panna: 24 cases

- (c) Relief materials dispatched for flood victims of districts of Anantnag<sup>25</sup> and Budgam<sup>26</sup> was not accounted for in the books of District Administration of the two districts.
- (d) In Jammu, relief materials (dry milk powder, clothes, solar lamps, blankets and medicines) dispatched by the DC Jammu to Sub-Divisional Magistrate (SDM) R.S Pura Jammu were not accounted for in the records.

**(ii) Distribution of Relief Material**

A review of distribution of relief materials to the affected people in the test-checked districts revealed the following:

- (a) Stock registers of receipt of relief materials from both government and non-government sources and issue of material to the flood victims/register depicting acknowledgment of receipt of relief material by the recipients was not maintained by the DC/SDMs/tehsildars of Srinagar, Jammu and Udhampur districts.
- (b) Relief materials were distributed to the victims as late as 26<sup>th</sup> October 2014 to 24<sup>th</sup> July 2015 and 17<sup>th</sup> November 2014 to 16<sup>th</sup> July 2015 in Poonch and Udhampur districts respectively after a lapse of period ranging from 46 days to 10 months from occurrence of floods in September 2014.
- (c) Food aid was provided to the affected people of only Tehsil Haveli and 588 families of five Tehsils<sup>27</sup> of Poonch district whose houses were fully damaged in the flood did not get food aid from the Government despite food aid being available with the district administration. Tents, blankets and mattresses were also not provided to 82 flood affected families of Tehsils of Balakote and Mankote whose houses were fully damaged.
- (d) In Udhampur district, there were 72 cases where relief material was signed for by the same individual. In addition, there were 20 instances where relief material was provided to ineligible persons.
- (e) The Chhattisgarh Government sent 53,298 bags containing 26,500 quintals of rice for distribution among flood affected families of the State. The consignment was received at the Udhampur Railway Station on 16/17 September 2014. Lifting of rice bags commenced after nine days (26 September 2014) and was completed on 3 October 2014. Due to non-provision of required number of trucks by SRTC, the bags remained in open space resulting in rotting of 5,375 bags (2,675 quintals) due to water logging.

Of the remaining 47,923 bags, 26,920 bags of rice (13,396 quintals) were transported to the Central Store of Lethapora Kashmir between

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<sup>25</sup> Rice: 05 bags; flour: 05 bags; water: 670 cases; ration kits: 305 kits and 56 bags; tents: 236; Maggi: 15 boxes; Noodles: 50 boxes; edible oil: one box; biscuits: 145 boxes; cloth: 18 bundles; rusk: 05 boxes and sanitary pads: 154 boxes

<sup>26</sup> Tent: 300; blankets:600; ration kits: 1140 and glucose: 532 boxes

<sup>27</sup> Surankot, Mendhar, Mandi, Balakote and Mankote

30<sup>th</sup> September 2014 and 25<sup>th</sup> October 2014 for distribution among the flood affected people. Based on chemical analysis of samples of rice, the Sher-e-Kashmir University of Agricultural Sciences and Technology (SKUAST) Kashmir intimated (October 2014) that about 90 *per cent* of the stacked rice at Lethapora godowns can be distributed among the people. However, Director CAPD Kashmir failed to distribute the rice among the flood affected people of Kashmir Division till May 2015 despite lapse of eight months. Chemical analysis (June 2015) of rice revealed that the rice had become sub-standard. As such, expenditure of ₹42.74 lakh incurred on transportation of rice from Udhampur in 116 trucks had also become wasteful.

Thus, relief material valuing ₹4.88 crore and relief material dispatched in 18 trucks were not accounted for in records while expenditure of ₹42.74 lakh incurred on transportation of the rice for the flood affected persons turned out to be infructuous as the rice could not be distributed.

#### **5.1.6 Restoration of essential public utilities/ facilities and infrastructure**

The Manual for Administration of SDRF envisaged payment of financial assistance for repair/restoration of specific infrastructure of immediate nature under the item 'damage to infrastructure'. Such expenditure is normally incurred within a period of 30/45 days in plain areas and 45/60 days in hilly areas from the occurrence of disaster.

Audit noticed that 2,035 restoration works involving an expenditure of ₹15.96 crore were commenced after a gap of two to four months after occurrence of the floods despite release of funds in time. Audit analyzed the procedure for sanctioning restoration works, actual execution of works and time taken by various agencies to restore public infrastructure. The results of audit are discussed below:

##### **(i) Standing Operating Procedures (SOPs), Assessment of Damages and Sanction of restoration works**

According to the SOPs, powers to sanction restoration works are vested with Deputy Commissioners up to ₹10 lakh, the Divisional Commissioners up to ₹20 lakh and the Financial Commissioner Revenue up to ₹30 lakh. For execution of restoration works above ₹30 lakh, the sanction of the SEC was to be obtained. SOPs also required the claims to be considered by the competent authority only after they are authenticated by a team of officers headed by the Additional District Development Commissioner (ADDC) with concerned Executive Engineer, Superintending Engineer and Tehsildar as other members.

Divisional authorities prepared reports of damaged infrastructure of various sectors<sup>28</sup>. It was seen in audit that the ADDC and the concerned Tehsildar were not involved in conducting assessment of damage caused to the infrastructure. The damage reports were authenticated by Junior Engineers, Assistant Engineers,

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<sup>28</sup> Public Health Engineering (PHE), Public Works (Roads & Bridges), Power Development (Electric Maintenance and Rural Electrification) and Irrigation and Flood Control departments



Assistant Executive Engineers and Executive Engineers and sanction of the competent authority was not obtained before carrying out restoration works.

**(ii) Works executed prior to floods**

- (a) An amount of ₹11.96 crore was utilized for 1,206 works in 38 divisions that were actually started/ executed prior to occurrence of the floods. Further, date of start and date of completion was not recorded on payment bills of 706 works involving expenditure of ₹4.46 crore.
- (b) ₹29.20 lakh was incurred out of SDRF on two works, namely, repair and maintenance of GB Pant Hospital Srinagar and repair/ renovation of rooms of Dental College Srinagar which were started before occurrence of floods.

Thus, funds amounting to ₹12.25 crore were utilized on 1,208 works actually started/ executed prior to occurrence of floods.

**(iii) Expenditure on Repair and Maintenance Works and Ineligible Items**

- (a) Sixteen divisions spent ₹6.11 crore from SDRF on restoration of 382 works that were not depicted in the damage reports prepared by the divisions. Expenditure incurred on routine repair and maintenance works was incurred from the SDRF.
- (b) Expenditure of ₹77.67 lakh was incurred during September to November 2014 out of SDRF on 12 works such as creation of new sub-stations, remodeling/ renovation of rooms, construction of forensic laboratory and digging of well, etc. which were not allowed as per norms of SDRF.
- (c) ₹26.50 lakh was spent on execution of works such as conversion of hall into auditorium and restoration of gutted OPD block which were not included in the damage assessment report prepared by the Principal, Government Medical College Srinagar.
- (d) Thirty two divisions incurred an expenditure of ₹3.06 crore on procurement of POL, hiring of vehicles, payment of monthly wages to casual labourers, etc. which were normal activities of these departments and were not related to floods of September 2014.

Thus, funds amounting to ₹10.21 crore were utilized for purposes not covered under the Fund guidelines.

**(iv) Ongoing Works**

As per conditions stipulated for the release of SDRF funds, restoration of those works may be taken up which had been completed and taken over by the Department before floods. Records of five<sup>29</sup> divisions showed that ₹4.90 crore released under SDRF was utilized on 105 works which were actually ongoing works of other schemes at the time of the occurrence of floods.

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<sup>29</sup> Executive Engineers PHE Udhampur, PHE Poonch, Irrigation Division Akhnoor, PMGSY Udhampur and Right River Circular Road Division Srinagar

(v) **Restoration of Damages**

- (a) Damage report prepared by the PWD (R&B) Division Poonch projected incorrect requirement of 1,049.60 feet span of bailey bridges against the actual requirement of 530 feet. Incorrect projection of span of bailey bridges in the damage report resulted in procurement of 970 feet span of bailey bridges which was 440 feet in excess of requirement resulting in avoidable expenditure of ₹4.39 crore.
- (b) 25 restoration works of water supply schemes were started by the Water Works Division Srinagar between 8<sup>th</sup> September and 24<sup>th</sup> December 2014 and were completed at a cost of ₹23.54 lakh between 10<sup>th</sup> October and 30<sup>th</sup> December 2014. Audit noticed that necessary construction material such as 6,369 metres pipes and allied materials in respect of these works was issued and had passed the gates of store between 8<sup>th</sup> January and 3<sup>rd</sup> February 2015. This indicated that works were not executed on ground till at least February 2015 as the works could not have been completed in the absence of these materials though payment had been released.
- (c) Without framing detailed estimates, the Irrigation and Flood Control Division Srinagar executed 215 temporary restoration works at a cost of ₹29.40 crore. Audit found that rates ranging from ₹650 to ₹850 per cubic metre were applied against sanctioned scheduled rates of ₹375 per cubic metre for earthwork in banking in layers and ₹500 were applied against sanctioned scheduled rates of ₹350 per cubic metre for supply of earth. Application of rates in the range of 43 to 127 *per cent* higher than sanctioned schedule of rates resulted in extra expenditure of ₹2.36 crore.

Thus, works implementing agencies did not obtain sanction from any of the competent authorities for any of the restoration works in contravention of SOPs. Funds amounting to ₹27.36 crore of SDRF were utilized on ineligible works and normal repair and maintenance works. Due to incorrect projection of material and inputs for bridge construction and incorrect application of rates for earthwork, an excess amount of ₹6.75 crore was spent on these items which could have been avoided. There was also doubt on actual execution of works by Water Works Division Srinagar, as there were discrepancies in the date of completion of the work and issuance of material, which was later than the completion date.

### **5.1.7 Expenditure from SDRF by Ineligible Sectors**

The Manual for Administration of State Disaster Response Fund (SDRF) and National Disaster Response Fund (NDRF) provided for payment of assistance under SDRF to sectors such as roads and bridges, drinking water, irrigation, power, primary education, primary health centres, community assets owned by *panchayats*. Audit observed that ₹31.44 crore was released to seven departments that were not eligible for assistance under SDRF. A further analysis revealed that these ineligible departments incurred expenditure of ₹14.97 crore on items which

were not associated with flood damage as depicted in table-5.6 below:

**Table-5.6: Items/works not covered under SDRF norms**

Department	Why ineligible	Expenditure (₹ in crore)
Estates Department	Procurement of furniture for replacing damaged furniture items of Civil Secretariat and New Assembly/ Council Complex.	7.33
	121 works/items for providing/fixing wooden paneling, construction of wardrobes/ <i>almirahs</i> , construction of rooms/ boundary walls, brick/ wood work, procurement of air conditioners, invertors, batteries, LEDs, refrigerators, heat pillars/ convectors not provided in SDRF guidelines.	6.09
	Seven works of repair/renovation for six residential quarters and construction of building for housing stores, which were not damaged due to floods as these buildings were not reflected in the damage reports.	0.39
Tourism Department	Procurement of DG sets, photocopiers, computers, furniture, wood work, painting and other allied works of houseboat, construction of DG shed at the Tourist Reception Centre.	0.43
	Eight Works not depicted in the damage reports of Sher-e-Kashmir International Conference Centre (SKICC).	0.32
	Distemping/painting, re-electrification/ re-illumination of office rooms, staff entry corridors in the basement, painting/polishing of air conditioning control room during March 2015 to May 2015 indicating that these works were not of immediate nature.	0.13
State Motor Garages	Purchase of items not related to restoration works such as photocopier, furniture/furnishing items, UPSs, computers and lathe machine, bedding, etc.	0.28
<b>Total</b>		<b>14.97</b>

### 5.1.8 Reconstruction Activities under Special Plan Assistance (SPA)

Under the Prime Minister's package for floods, GoI released ₹1,000 crore for re-building damaged infrastructure in the State subject to the following conditions:

- (i) To begin with, only such projects/schemes will be taken up for restoration as are costing ₹10 lakh and above;
- (ii) Execution of work shall be carried out after completing all codal procedures;
- (iii) All the works shall be executed within the proposed amount and there shall be no cost escalation; and
- (iv) Only such schemes/projects will be taken up as have not been funded under the SDRF/State Plan/CSS flexi fund or any other source.

Audit noticed that works were taken up under SPA in contravention of the conditions stipulated in the sanction as discussed in the succeeding paragraphs.

#### (i) Irrigation and Flood Control

- (a) 57 works sanctioned under SPA in four divisions<sup>30</sup> at an estimated cost of ₹14.04 crore were not depicted in the damage reports prepared by the

<sup>30</sup> Irrigation Division-II Jammu, Flood Control Divisions Jammu, Anantnag and Srinagar

Department. An expenditure of ₹10.31 crore was incurred on these works as on March 2016.

- (b) Nine Lift Irrigation Schemes (estimated cost: ₹2.06 crore) of Akhnoor were sanctioned under SPA despite the fact that these schemes had started during 2007-08 to 2011-12 and were under implementation under Centrally Sponsored Scheme (AIBP)/District Sector Schemes at the time of the floods. An expenditure of ₹1.05 crore was incurred (March 2016) on these schemes and none of the schemes were completed as on March 2016.
- (c) Funds of ₹1.20 crore meant for re-building damaged infrastructure were utilized on *mulba* clearance, POL, payment of wages to casual labourers, construction of pre-existing schemes and payment of consultancy charges. The Executive Engineer, Irrigation Division Akhnoor stated (March 2016) that provision of contingency five *per cent* was made in the Detailed Project Report and such expenditure was incurred out of this contingency. The reply was not tenable as wages of labour and watch and ward, transfer of amount/ material to other schemes was not covered under provision of contingency.

Thus, expenditure of ₹12.56 crore was incurred from SPA on works/items not covered under its conditions.

**(ii) Roads and Bridges**

- (a) Against cost of ₹9.54 crore of seven projects shown in the damage report prepared by the Department, ₹12.38 crore was projected by the department resulting in approval of extra cost of ₹2.84 crore. An expenditure of ₹12.38 crore was incurred on these projects and five projects completed as on March 2016. The Executive Engineer, R&B Division Poonch stated (June 2016) that project cost reflected in the Damage Report was tentative and increased in the Detailed Project Report.
- (b) Audit noticed that payment of ₹2.08 crore which pertained to the expenditure incurred on the construction of a bridge before floods was debited to SPA.
- (c) Out of funds of ₹1.27 crore sanctioned for five bridges in two divisions (Executive Engineer, Left River Circular Road (LRCR) Division Srinagar and City Roads Division Srinagar), ₹0.67 crore were diverted and incurred on 20 works such as construction of drains, road surface, footpaths, fencing of graveyard, etc. which were not related to construction of these bridges.
- (d) The work of restoration/ reconstruction of three bridges was sanctioned at a cost of ₹0.69 crore. The work was completed at a cost of ₹35.61 lakh. While ₹15.62 lakh remained unspent as well as un-surrendered, the balance amount of ₹17.60 lakh was used for projects/

miscellaneous items which were not related to the floods or were commenced prior to the floods which was ineligible under SPA.

- (e) ₹0.83 crore meant for re-building damaged infrastructure was diverted and utilized on purchase of bitumen, POL, hiring of vehicles, preparation for VVIP visit, Elections 2014, Republic Day 2015, wages of casual labourers, carriage charges of trucks pertaining to period prior to floods and on construction of roads by the test-checked four divisions<sup>31</sup>.
- (f) ₹49.03 lakh were utilized by the Executive Engineer R&B Division Budgam on seven works before floods of September 2014. The Executive Engineer (R&B) Division Budgam stated (March 2016) that these works were ongoing works under various programmes/schemes and were also damaged due to floods. The reply was not acceptable as payments were made for such works which were started prior to floods.

Thus, funds amounting to ₹4.25 crore were utilized on works/items not covered under conditions of SPA.

**(iii) Public Health Engineering Department**

Eight works which were not mentioned in the damage reports prepared by the Divisions<sup>32</sup> were sanctioned for Jammu district under SPA at an estimated cost of ₹11.49 crore. An expenditure of ₹7.86 crore were incurred on these works and six works were completed as on March 2016. Audit noticed that the Executive Engineer PHE City-I Division Jammu spent ₹14.73 lakh received under SPA on repair works not related to permanent restoration works approved under SPA, temporary restoration works, on works executed before floods and construction of compound wall of chowkidar quarters.

**(iv) Power**

Out of ₹1,000 crore released to the State under SPA for re-building damaged infrastructure, the State Government sanctioned (June 2015) ₹178.42 crore for re-building of infrastructure in the Power Sector for permanent restoration of flood damaged infrastructure in Jammu and Kashmir. This sanction was subject to the stipulation that (a) the funds would be utilized as per DPR/Project Reports approved by the competent authority, (b) that there would be no diversion of funds from one scheme/component to another, (c) that the works are carried out after having photographs of site before and after execution and (d) that the works/projects are not funded from any other funds/source.

A scrutiny of the works included in the sanction order revealed that expenditure of ₹9.01 crore included items such as power transformers, hydraulic cranes, excavators, renovation of distribution transformers, repair of workshops/buildings and normal repairs and maintenance works which were not directly attributable

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<sup>31</sup> Executive Engineer PWD (R&B) Division Poonch, Udhampur, City Roads Division Srinagar and LRCR Division Srinagar

<sup>32</sup> Executive Engineers PHE City-I Division Jammu, PHE City-II Division Jammu and PHE Rural Jammu

to the floods in Jammu region. Audit noted that funds of SPA were being utilized to augment resources and infrastructure rather than on re-building infrastructure directly damaged by the floods which were the objectives of SPA. These works were undertaken without there being any Project Reports/Photographs in support of the sanctioned expenditure.

**(v) Estates Department**

- (a) Expenditure of ₹4.95 crore was incurred (March 2016) on 14 works of renovation of government residential quarters at Jammu and civil works at Civil Secretariat Jammu which were not necessitated by floods.
- (b) In deviation from government instructions which stipulated that only those schemes be taken up under SPA which have not been funded from SDRF/ State Plan/CSS Flexi fund/any other source, expenditure of ₹3.61 crore was incurred (September 2014 to March 2015) out of SPA on restoration/ renovation of 24 residential quarters in Srinagar despite the fact that expenditure of ₹1.22 crore and ₹0.45 crore had been incurred out of SDRF and State Plan respectively on restoration/renovation of these residential quarters. The Executive Engineer Estates Division Srinagar stated (June 2016) that restoration of these quarters were taken up under SDRF/State Plan but could not be completed due to providing of insufficient funds. As such, pending works of these quarters were taken up under SPA.

Thus, funds of ₹42.24 crore meant for re-building damaged infrastructure were utilized on works/items not covered under the conditions of SPA.