

APPENDIX-IX

The HP Emergency Relief Manual

Chapter I

Introduction

1.1. Natural calamities are those which are beyond human control. Whenever these calamities occur, people have to undergo a lot of miseries. To mitigate such miseries to a certain extent, relief is required to be provided to the sufferers by the Government, because, at such critical time people too look forward to the Government for some sort of help. It is true that whenever the calamity occurs, the losses suffered are on very large scale and it is not possible for any Government to compensate these sufferers for the entire loss. At the same time it becomes imperative on the part of this Government which is committed to the welfare of the people to provide some relief to the victims of such calamities.

1.2. Broadly the natural calamities in Himachal Pradesh are fire, flood, lightning, earthquake, volcano, landslides and sinking of land, snow avalanches, glaciers, drought, locusts, epidemics, hailstorms, excessive rains, cloud bursts, etc.

1.3. In addition to what has been described above, there are certain contingencies which are accidental like motor vehicles accident, boat mishap, food poisoning, fall from tree or steep rock, leakage of gas explosive and non-explosive burst, snake bite.

1.4. On such occasions the victims are obviously depleted of strength and courage. Being enfeebled, they look to others for help and guidance. It is, therefore, important that while on one hand the Government may provide some relief to such sufferers, on the other, it is necessary to maintain personal contact with the victims so that they feel morally re-assured.

1.5. It should be understood clearly that the assistance which Government provides is only a measure of immediate relief. It is in fact no compensation for the loss. There may be occasions when a person who is otherwise well off, may be rendered penniless at a particular point of time and may need some assistance. Therefore, in the matter of providing immediate relief, the status and financial position of a person is not very relevant. What is more important is that at the particular hour of distress, he receives immediate assistance to sustain himself for a few days. Thus it is important that whatever relief is to be provided it should be provided within minimum loss of time and with maximum speed.

1.6. The relief measures will differ and depend upon the nature of calamity. At certain occasions or at certain places, money may have no value, but certain articles like food, clothes, shelter, etc., may be more important and at such occasions these articles may have to be rushed to such place by making immediate arrangements. There may be areas which may become inaccessible due to the calamity or various other reasons and in all such contingencies, the facilities available in the State or outside the State should be immediately harnessed. The assistance of the various department of the State Government as also Central Government or other organisations like I.T.B.P., S.S.B., Red Cross or the Army may be obtained to cope with such situations.

1.7. As soon as a calamity occurs, this is the duty of local officer, whether he is a Patwari or any other Revenue Officer above this rank to get in touch with the S.D.O. (Civil) of the area, who should be able to make arrangements to provide assistance by mobilising local resources. He should also immediately inform the Deputy Commissioner or other officers at the District Headquarters apprising them of the natural calamity and the action which he has already taken. He should also ask for more assistance from the district Headquarters and should not hesitate to bring to the notice of district officers his difficulties and assistance required by him to cope up with situation. If there is disruption in telecommunication facilities, he should send special messenger to communicate with district headquarters. If the calamity is of grave nature and the Deputy Commissioner feels that the Government should be brought in the picture, Deputy Commissioner should get in touch with the Divisional Commissioner and Financial Commissioner and Financial Commissioner (Revenue) as also other Senior Officers of the

government intimating in brief the nature of the natural calamity and the action which he already initiated and further assistance required by him from the Government. This should be done without any loss of time. Once he has apprised the Government, of natural calamity he should immediately take steps to assess the loss caused by the natural calamity which should include loss of human life, loss of cattle, loss caused to human dwelling and damage caused to the crops. In certain cases it may be necessary to work out the loss caused to the Government buildings, roads, bridges, electrical installations, Water Supply Schemes, Telephone and other Government and non-government property including forest wealth. This information, however, wait for a few days but the first concern of the district officer is to provide immediate relief to the affected people so that they are able to sustain. In cases where damages to human dwelling has taken place, alternative arrangements may have to be made to provide shelter accommodation. In that event arrangements for food, clothings etc., also become imperative.

1.8. In the event of such natural calamities some time, the belonging of the people are throughout or are removed away from the site of the calamity for safety purpose. Anti-social elements take advantage of the situation and they try to remove such articles. The officers on the spot both the police and the Magistrate should take special care and make special arrangements the watch and ward of the belongings of the people to avoid loss to the sufferers.

Constitution of Relief Committee

1.9. Constitution of Relief Committees in a situation of natural calamity is important so all the people of the area are involved in relief measures. It is very essential to consult them keep them informed of the measures which are being taken by the government in connection with the natural calamity. It is also essential to receive their feed back about the arrangements and adopt remedial measures whenever necessary. The Relief committee at the District level will be headed by the deputy Commissioner and besides having all the District level Officers as official members may include public Representatives, prominent citizens and social workers as non-official members and similar committees should be constituted at the Sub-Divisional level headed by the S.D.M.s. The local officers shall provide necessary help as required by the concerned Revenue Officers. It would be advisable if the Deputy commissioner himself goes around those Tehsils/Sub-Divisions where the calamity has taken place and in a widespread calamity like drought or heavy rains or storm, touring of other district officers will go a long way in solving the difficulties and grievances of the people.

1.10. With a view to achieve this, the Deputy Commissioner should hold frequent meetings in each Tehsil/Sub-Divisional H.Q. by inviting the local M.L.A.s., and Pradhans of the Panchayats of the affected area and infact all relief works and other activities should be started in the area in consultation with these public representatives. This type of committees should be considered as Standing committees for each Tehsil/Sub-Division.

1.11. At the district level, the Deputy Commissioner should also meet the M.L.A.s of District and some other prominent persons of the area where the calamity has taken place. Essence is that public representatives at each level should be taken into confidence in the matters of providing relief so that the efforts made and steps taken by the Government are fully explained to them and their suggestions are received and those feasible are accepted.

1.12. This Manual contains only the guidelines. The situation may differ from calamity to calamity and from place to place and the Deputy Commissioners may have to act according to the situation keeping however, in view the broad provisions contained in this Manual.

Chapter II Relief Measures

2.1. The following measures are required to be provided in the event of a natural calamity:

- (1) arrangement of shelter accommodation for the people who have lost their houses;
- (2) free ration for a certain period of time;
- (3) provision of beddings like blankets and clothing to the victims;
- (4) Informing the relations of the family whose members have died or have been affected;
- (5) provisions of some sort of gratuitous relief for the death of earning member/other members of the family;
- (6) disposal of dead bodies and medical aid to the injured persons;
- (7) gratuitous relief for the loss of cattle;
- (8) evacuation of the affected people to a safer place;
- (9) checking the contamination of sources of water;
- (10) special arrangements for care of children and expectant mothers;
- (11) suspension/remission of land revenue;
- (12) postponement of recovery of Government/bank loans;
- (13) Provision of house sites;
- (14) grant of land in exchange;
- (15) supply of timber for the reconstruction of houses;
- (16) grant of loans for reconstruction and repair of houses as well as improvement of land etc.;
- (17) starting employment generation programmes where purchasing power of the people have been depleted due to failure of crops on account of drought/flood/excessive rains/storms etc;
- (18) provision of input subsidy to the farming community;
- (19) taking up long term measures so that the menace of the calamity is minimised for future like drinking water supply schemes, irrigation schemes, soil conservation measures, etc.

2.2. If the measures mentioned are taken soon after the occurrence of a calamity, it leaves very deep impact on the minds of the affected people, and this is a gesture of goodwill to the suffering people on the part of the Government. Help of Red Cross Society, Home Guards, Fire Services, para-military troops, police and Army can be taken at the time of need.

Provision of Shelter, Clothes, Food and Medicines

2.3. Whenever there is a natural calamity it is necessary to provide shelter accommodation to the victims. Arrangement for the same should be immediately made. This can be done in consultation with the local people. Public buildings like Panchayat Ghars, Schools, recreation centres can be used for the purpose. At times the victims do not want to move from the place of the occurrence of natural calamity and they insist that they would like to stay at their old places. In such cases assistance like giving of Tarpaulines etc., could be provided for making temporary accommodation or for improving the damaged one. Since tents are very costly and it becomes difficult to retrieve the tents after use in good condition from the victims, they should be provided only in rare cases. However, in cases the situation so warrants, the Officers should not hesitate either to construct temporary sheds or to provide tented accommodation.

2.4. The loss to a dwelling house include two major losses i.e. loss to the building and loss to the belongings inside buildings.

2.5. There may be cases when the building may be belonging to one person and there may be another person residing in the building or part thereof and the loss of belongings may be caused to the another person. The Revenue Officer who is required to assess the loss should carefully distinguish between two and when he is preparing the statement of loss, he should clearly mention the loss of the building and names of person(s) to whom such loss has been caused. He should also mention the name of the person(s) who suffered in the loss of belongings. While making assessment, it is very difficult to observe many technicalities and normally the loss of the building as well the loss of the belongings is estimated by the Patwari or Kanungo on the spot. In relation to the belongings, the best course is to obtain a statement of loss from the victim himself immediately after the occurrence and no time should be lost to do this, because by the passage of time the victim tend to inflate his losses and it becomes very difficult to assess the actual loss especially in case of fire and such other calamity. On the basis of statement of victim and seeing his status and after inspecting the remnants the estimates of loss should be worked out. Similarly, the estimate of the loss of the building should also be worked out. Broadly speaking the loss in the building should not be more than about Rs 100/- per square feet that too for a well built building and for the ordinary building, it should be computed at the rate of Rs 75/- per square feet. Thus approximate plinth area should be worked out while estimating the loss. There may be partial loss to the house, due to landslide, heavy rains and earthquake etc. which may include collapse of a wall, cracks, etc. In such cases approximate loss should be worked out by the Revenue Officer, but while doing so he must give the details of actual loss which has taken place so that the sanctioning authority is in a position to check that the loss has been properly assessed.

2.6. Immediate assistance to provide clothes should be given in kind. The provision of warm clothing should also be made. Keeping in view the extent of natural calamity other articles like quilts etc. can so be used. Since these articles are needed at a short notice, it is advisable to keep some stocks of such articles like tarpaulines, clothes, blankets etc. in stock so that they could be rushed to the spot at a short notice. The D.C. should be able to make this arrangement within their existing resources and whenever the stock is utilised it should be replenished.

2.7. In the event of a natural calamity it is at times necessary to provide food articles. Normal practice is that wheat is distributed to the affected people. In fact, distribution of wheat cannot possibly meet their immediate requirement. Thus in such eventualities the Officer in charge should ensure that affected people are given Atta, rice, vegetables, pulses, edible oil and salt etc. In exceptional cases household articles should also be provided if situation so warrants. This may include minimum cooking utensils, kerosene, lanterns, etc.

In the event of a natural calamity many people either get injured or fall ill especially the children who are more prone to diseases. Arrangements for the supply of medicines or removing affected persons to the hospitals should be made for which the Ambulances should be pressed into service. In case of accident, earthquake or the like when there may be injuries to number of persons the hospitals should be informed in advance so that they make arrangement to receive the patients in the emergency ward for their treatment.

2.8. There may be cases where the children becomes orphans due to the loss of their parents or some ladies are left widow who may be requiring special attention. The Revenue Officer should immediately help them either by getting then children admitted in special homes and in case of widows necessary help and assistance should be provided through the on-going programmes of the Government.

2.9. In difficult areas of the State evacuation of the injured may be necessary where it may not be possible to transport them by road. In such eventualities assistance should be sought from the Army Authorities for getting aid to the Civil authorities to evacuate the patient by Helicopter. The District magistrate can place such requisition with the Army Authorities. But it is always better to do so in consultation with the government. It may also be necessary to resort to airdropping of the essential supplies in the affected areas. Such proposals should be taken up with the State Government on top priority basis and no time should be lost in this behalf. It may be noted that loss of time can be detrimental to the life and health of the people. Such arrangement for the human beings has to be made on top priority.

2.10. The cattle should also not be ignored in areas where there is loss of fodder due to drought or any other reason. The arrangement of providing fodder and shelter should be made for cattle too.

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2.11. In case where areas are affected by drought and there is a shortage of fodder locally it may be arranged from outside. Usually the State Government makes announcement from time to time in such cases to provide transport subsidy to bring fodder from outside. The orders of the government if any should be followed strictly and with speed. However, in case of emergency where the Officer feels that immediate arrangement should be made for the affected cattle, he should take immediate steps to arrange the same.

2.12. Relief is required to be provided to the suffers of natural calamities to tide over the difficult period immediately following the occurrence of calamity, although it is not compensation for the loss sustained by the victim. Whenever the calamity takes place, it becomes very difficult for the authorities to distinguish as to who has been rendered indigent and in whose case, the grant of relief is justified. If the authorities start going into the minute details to ascertain financial position etc. of the each affected person it may take very long time for deciding the grant of relief and thus the very purpose of granting immediate relief will be defeated. Secondly, the affected persons may have many other resources but at a particular point of time i.e. immediately after the occurrence of the calamity he may become a deserving person entitled for help from the Government. Therefore, all the affected persons should be given relief irrespective of their status unless the victim himself does not require it or has sufficient arrangements to cope up with the calamity.

2.13. The quantum of relief in various circumstances would be as under:-

Death and Injury of Human Beings

- (a) Death of an adult member of the family—Rs 10,000/-
- (b) Death of a child less than 18 years of age—Rs 2,500/-
- (c) Major injury—Rs 1,500/-

2.14. There may be situation where an accident may take place and the family may need assistance for the last rites of the victim. Similarly there can be loss of human being in many other situations.

2.15. In cases, where there is permanent infirmity, disability, action should also be taken to get the victim assistance from out of other on-going programmes like handicap pension, employment to the handicaps, provision of artificial limbs, handicap identity cards for free travel etc., and any other facility which may be available or may be provided by the State or Central Government from time to time.

2.16. In certain cases, people have got their insurance policies. The provision of immediate relief has nothing to do with the insurance, but the government officers are expected to help the next of kins to get their claims from the insurance companies. It has been assumed that such claims are not settled by the Insurance Companies for years together and the heirs of the victims do not get the claims of the insurance as has been envisaged by the scheme.

Loss of Dwelling House

2.17. The payment of gratuitous relief in such cases should be restricted to non-IRDP families entitled to TD rights—20% subject to maximum of Rs 8,000/-, families not entitled to TD rights—20% subject to maximum of Rs 10,000/-. IRDP families—100% subject to maximum of Rs 10,000/-, and in case of belongings the relief may be for non-IRDP families—50% subject to maximum of Rs 3,000/-. For calculating the loss in respect of the house and the belongings, forms prescribed in Annexure 'B' and 'C' may be used.

Earthquake is a calamity which occurs after decades may be after 25 to 30 years. In such calamity the losses suffered by the people are enormous. They suffer huge losses to their houses. If relief is given as per norms fixed in the Manual for other calamities, it will be very inadequate. In a welfare state, which is committed to the Welfare of the people it is the moral

responsibility of the Government to provide adequate help for reconstruction and repair of houses of those who are rendered shelterless.

Therefore, earthquake is not to be treated at par with other natural calamities.

Therefore, following quantum of relief be provided to the victims of earthquake:

- (i) for completely damaged houses, 40% of the total loss subject to maximum of Rs 15,000/- in case no TD is admissible and Rs 13,000/- in case TD is admissible;
- (ii) for partially damaged houses these limits would be halved;
- (iii) for identified IRDP families, the above limits may be enhanced to 80% subject to a maximum of Rs 15,000/- and Rs 13,000/- and Rs similarly for partially damaged houses as stated in item No. (ii) above.

Loss of Cattle

2.18 In hills, cattle wealth is considered to be very important and the people have emotional attachment with cattle. Loss of cattle is considered very great loss of each family. It is, therefore, necessary to provide immediate relief to meet the loss of cattle so that the victim is able to replace his cattle as early as possible. Again it may be noted that it is not possible to provide full compensation for the loss of cattle, but it is better to pay something for each such loss. The following scale has been provided for the loss of cattle due to natural calamity:

(a) Buffalo, (cross bred), cow, ox and mule (special bred), yak, horse, camel in cow-shed, as well as in jungle	Rs. 1,000/-
(b) Cow (local bred), Pashmina goat in cow-shed, as well as in jungle	Rs. 500/-
(c) Ox (local bred), churu/churi in cow-shed, as well as in jungle	Rs. 600/-
(d) Young of Buffalo, cross bred cow, ox and mule (special bred), yak, horse, camel, churi/churu, donkey, pashmina goat in shed as well as in jungle	Rs. 150/- except for young. If of Pashmina goat for (a), (b) and (c).
Young of cow, ox and mule (local bred) in shed as well as in jungle	Rs. 100/-
Young of sheep/goat	Rs. 50/- including Pashmina goat
Donkey in shed or in jungle	Rs. 50/-
Sheep, goat in shed or in jungle	Rs. 250/- including pig and Pashmina goat.

For IRDP families in all above cases in respect of animals, the relief will be the subsidy portion of approved cost ceiling for different animals whichever is higher.

In case of calf or young ones of the above cattle, only 25% of the rate prescribed, will be permissible.

2.19. If some of the cattle are insured, the authority should not think that their job is over after making payment of the relief

amount, they must take immediate steps to ensure that the insurance claim are prepared in accordance with law and expedited so that the victims also receive the insured sum as early as possible.

2.20. Damage to cattle shed/business premises and other working premises like workshops, gharat, cow shed and the like—In such cases also, the loss may be of two types, (i) damage to the building and (ii) damage to the installation or articles stored inside. Such loss should also be worked out separately more or less on the same basis as described above. The relief in such cases should also be to the tune of 20% subject to the maximum of Rs 5,000/- and in case of belongings, it should be 20% of the loss subject to the maximum of Rs 3,000/-.

2.21. In case of loss of the house/buildings referred above timber should also be given on right holders rates to such victims in the following quality:-

- (i) in case of total loss to the house, 100 cft. converted timber;
- (ii) in case of partial loss of the house, where timber is required to be used, 50 cft. converted. This would however not debar the right holders to obtain more timber in accordance with their rights as may be decided by the Forest Department. It may be noted that provision of grant of such timber on right holder rates in Urban Areas may not be possible especially where the trees are not available. In such cases, the timber may be provided by the H.P. Forest Corporation from their nearest depot and in case of Shimla town, by the Municipal Corporation, Shimla from their sale depot on subsidised rates on 50% of the normal rates.

Snow Manual

2.22. The Government of H.P. vide letter No. PER (AR) A (4) 12/83, dated 14.12.1985 has approved a Snow Manual which is primarily implemented in Shimla but can also be used in other parts of the State. This manual relates to the action to be taken during Snow Season in Shimla. The provisions of the Snow Manual should also be implemented in case of Snow and Snow Storm whenever and wherever possible.

Employment Generation Programmes

2.23. The Deputy Commissioner will also draw out a programme for the creation of employment in the villages. It may be difficult to take up small projects in the villages all of a sudden. But it should be possible if the Deputy Commissioners have a shelf of projects/schemes for each panchayat area so that whenever such an eventuality arises he is able to sanction some of the schemes from such relief without wasting any time or without conducting any fresh survey. The information in this behalf should be sent to the State Government immediately for further action.

2.24. the employment generation programmes would also include programmes being carried out by various departments, like P.W.D., Irrigation and Public Health, forest, Agriculture, etc.

2.25. There may be funds available with the various Department under the ongoing programmes/schemes. The work on such schemes should be accelerated and the efforts should be made so that more and more works are carried out in the area which is affected by the natural calamity. The responsibility coordinate the work of employment generation at the district level would rest with the Deputy Commissioner and at the state level with financial Commissioner (Revenue).

2.26. There may be some people who are infirm, old or ailing and able to work including women who may be expectant mothers. It may not be possible for them to work and earn their wages under such employment generation programmes. In such cases some out right gratuitous relief can also be given to such deserving people for a period of 4-6 months at the rate of Rs 50/- per month. This relief can be given either in kind or in cash but since the relief is paid to old and infirm people, it would be very difficult to meet the requirement of various categories of people in respect of their eating habits and to provide them assistance in kind. In such cases, cash gratuitous relief should be given. As a matter of fact, the Deputy Commissioners have sufficient funds to grant such gratuitous relief under their normal allocation but for this purpose they can draw from the Treasury under the relevant rules and intimate the requirement to the government so that the amount is allocated.

Loss of Crops and Individual Beneficiary Schemes

2.27. In Himachal Pradesh apart from the Agriculture crops, fruits and vegetable are also grown in many areas. Similarly vegetable including potatoes are grown all over the State. In case of a Natural Calamity these crops are either completely destroyed or partially destroyed and the farmers are put to loss. In fact due to the loss to the cash crops or their failure which leads to a situation where it may become difficult for the victims to make their both ends meet. There may be natural calamity. Where the damage is so vast like snow storm etc. Where the fruit trees are uprooted and the farmers have to re-established their orchards.

2.28. In such contingencies the farmers need assistance from the Government. In case of loss of crops as mentioned above the following measures should be taken:

- (a) Special girdawari may be ordered by the District Collector immediately so that the loss is assessed. The entire revenue field agency should be pressed into service to assess actual loss.
- (b) The District Collector should order immediate suspension of the land revenue including cesses, local rates and surcharge and subsequently move for remission of the same as provided in para 16(c) of the Land Administration Manual and Financial commissioner's standing Order No. 30. Normally, the remission of land revenue is admissible when the loss is above 25%.
- (c) No remission due to heavy rain, flood, drought etc, where the damage to crops is less than 50%.
- (d) Total remission where the damage to crops is 50% and above.
- (e) In the case of hail storm, total remission if the damage is more than 25%.

2.29. If the recovery of loans is suspended the interest for the period for which the recovery of loans is suspended should not be charged. The Banks normally convert their short term loans into medium and long term loans. The D.C. or the State Government should persuade the Bankers to immediate enforce the scheme of conversion of such loans. Similarly the State Co-operative Bank should also come forward to help the farmers.

2.30. In natural calamity where the crops have been damaged or fruit plants have been uprooted and destroyed normally the seed for the next crop should be given at 50% subsidy. Subsidy should be provided by the Agricultural Department and the D.C. in consultation with the District Officer of the Agriculture/Horticulture Departments should take up the matter with the Financial commissioner and with the Head of Department concerned. The Department should take immediate action and provide funds for supplying seed on 50% subsidy and plants either free of cost or at the most on 50% subsidy. Similarly fertiliser should be provided on subsidised rates. Insecticides and pesticides should also be given on subsidy. However, in each case the Deputy Commissioner should hold a meeting with the concerned District officer and make correct recommendation to the Government in this behalf.

2.31. In the affected areas the D.C. should immediately chalk-out the programme for providing assistance to the affected people. Individual farmer may require assistance for the improvement of his land through individual schemes. Immediate steps should be taken to formulate land Development Scheme for all affected farmers. The programme is run by the Agriculture Department of the Government of Himachal Pradesh and the schemes are approved by the District Land Development committee of which the D.C. is the Chairman. Under this scheme 50% amount is given as subsidy and 50% amount as loan. The total ceiling on such individual scheme would be Rs 10,000/- per house hold i.e., Rs 5 thousand as subsidy and 5 thousand as loan. The allocation of the Agriculture Department under this head should be reviewed and in case more money is needed, the case should immediately be prepared and referred to the Agriculture Department as well as to the Revenue Department so that the additional amount is made available. In the affected areas it should be ensured that all the affected persons are covered under the scheme. There may be people who might have received such assistance earlier and some amount of loan may be recoverable from them. In such a situation the outstanding amount may be adjusted and re-scheduled where loan under the present scheme is sanctioned so that the affected persons does not suffer. There are many other schemes which are implemented by the banks or by the Horticulture Department. The banks may also agree that if the new scheme under the Land Development Programme is more than Rs 10 thousand, additional amount can be advanced by the bank which amount would be re-imbursed to them by the NABARD.

Chapter III

Locusts Control and Relief Measures

3.1. Locusts generally appear in the month of June or July though there have been cases of their appearances even in October. They speedily disappear after doing the damage which may be small in proportion to the total production, but may be very serious for the cultivators whose crops have been damaged. In some seasons, however, vast swarms invade the State and cause widespread devastation. Whenever, locusts are observed in any district measures should be taken to ensure.

- (a) that laying/hatching of egg shall be promptly reported and that;
- (b) measures shall at once be taken for the destruction of eggs and of young rymps when hatched.

3.2. Whenever locusts visits a district, the Deputy Commissioners of adjoining districts of the state and other States should be intimated so that they should keep watch over the laying of eggs by locusts and technical advice about locusts swarm may be taken immediately from plant Protection Officers. The revenue Officers should take immediate necessary action. Tehsildar whom the people know and trust, can take a great deal of work cheerfully. The appearance of locusts in a district and the measures taken for their destruction should be reported by the Deputy commissioner to the Divisional Commissioner and the Financial commissioner (Revenue) on the following proforma

Report Regarding Locusts

District	Date of appearance	Direction of flight	Damage done	Measures taken	Remarks
1	2	3	4	5	6

3.3. It should be borne in mind that a special report should not be made in every case when a flight is seen, but only when damage to crops to a considerable extent is caused by the swarms. In all other cases, it will be sufficient to mention in the weekly whether and crop reports submitted to the Director of Land Records that locusts have been observed.

3.4. Individual efforts in a district are inadequate to deal with a menace of the magnitude of the desert locusts. It may, therefore, be necessary in cases of severe infestations to set up a special agency for co-ordination. In the absence of such an agency, the Commissioner should co-ordinate efforts in the different districts. The Director of Agriculture and his staff or any special officers who may be appointed, will supply technical advice, broadcast information and wherever possible supply apparatus and equipment.

3.5. Where in a case of severe infestation, it is considered desirable to set up a special coordinating agency, an officer at the headquarters of the district should be appointed to deal with the receipt and distribution of supplies and equipments and with the allotment of personnel. This officer should not normally go on tour or interfere in control methods, but he should work in close cooperation with officials of the Agriculture Department concerned with supplies and should have full authority under the Deputy Commissioner to allot staff made available within the District or from outside. Local officers should be responsible for areas not larger than two tehsils each and should be responsible for the organisation of circle within their charges and for the adoption of control methods. They should get requisition supplies and staff from the officers at the headquarters. A manageable circle has been found to consist of about 25 villages. Preferably an officer of Gazetted rank should be incharge of such circle. It has been found that no village is likely to do well unless visited by a responsible official for a considerable period daily but in these matters local conditions vary and much must be left to the discretion of the local officers.

3.6 The laying season normally extends from six to eight weeks in March or April, and again, if the conditions are favourable about August, when about to lay her eggs, the female locust makes a hole in the grounds by means of the two pairs of horny valves which open and shut at the tip of her abdomen. With the valves close she pushed the trips into the ground and makes a hole for herself and her eggs, which later are voided in a pale glistening, glutinous fluid which holds them together and binds them into a long cylindrical pad, covered with particles of earth which adhere to it. When fresh, the whole mass is soft and moist, but it soon acquires a firmer consistency. It is rarely placed much more than an inch below the surface of the ground, but sometimes it lies much deeper. The eggs are laid side by side at right angles to the axis of the pod to the number from 30 to 100. They are slightly curved of a pale yellow colour and rather larger in the middle than at the ends, about a fifth of an inch long and one fifteenth of an inch at the thickest part. The female is believed to lay three hatches of eggs, and the average interval between the period of laying by the same female is said to be two weeks. Eggs may be laid in almost a kind of soil but preference is bare sandy soil, especially in high dry ground tolerably compact. Resources, grounds and study fields are much resorted to for eviposting. Field of grass stubble will show no signs of holes but yet abound in eggs. Locusts have been known to deposit their eggs in the sandy bands of rivers and after the subsidence of the rains and the river floods, and when usual hatching time has arrived the young have issues from the sandy beds in many raids.

Measures to Combat the Menace

3.7. One of the most rapid ways of collecting eggs especially where there are numerous and lights oils is to slice of about an inch of the soil with a spade or a similar instrument when carry the eggs to one spot and after separating them from the sand to bury them in deep pits the ground being packed hard on the surface.

Harrowing is an effective mode of destroying eggs, and of preventing future injury. The object should be to strive deeply but to scarify and pulverize as much as possible the solid to the depth of about an inch. Breaking up to the mass and exposure of the individual eggs to the dissociating effects of the atmosphere effectually destroys them and when to this is added the well known fact that thus exposed they are more liable to destruction by their numerous enemies, we see at once the importance of this mode coping with the evil.

3.8. Ploughing is another effective way of destroying eggs. The ground may be ploughed up repeatedly, ploughing five or six inches deep, if possible. When eggs are deposited in standing crops measures should at once be taken to destroy eggs without regard to consequent damage to the crop.

3.9. The period between the laying of the eggs and the appearance of the young locusts is liable to variation. Under the influence of more than ordinary heat and moisture eggs have been observed to hatch out in about a fortnight. Therefore, whenever locusts appear, careful observation should be taken at once to ascertain as soon as possible whether eggs have been laid and the young are hatched out, and necessary measures for their destruction should be carried out soon after the eggs are discovered.

Young Unfledged Locusts

3.10. The time from hatching till the wings appear varies from three to eight weeks. The young locusts display gregarious instincts and congregate in immense numbers. Sometimes vast numbers will be found collected in a small spade of brush wood and short grass. After their first transformation, their voracious appetites seem to come to them. They march into the field of crops just beginning to grow clearing the ground as they move. As one band meets another, they join together until they form immense closely packed armies. They migrate only when their original breeding places cannot hold them.

3.11. It has been found that more especially during the harvesting season in Rabi when crops are no longer green, canal banks with abundant grass and vegetation sooner or later become the objective of the hoppers. When this is so, work on the canal banks requires close supervision. The employees of the Irrigation Department must not be allowed to content themselves with driving the hoppers out of the canal areas.

3.12. The organs of generation form gradually and get more complete with each change of skin. After the fifth change the insect arrives at its complete state. It is impossible to prevent fecundation. The larvae are produced largely and rapidly from

the eggs, and the first swarms are not only replaced but multiplied a hundredfold by each successive generation.

3.13. Various methods have been employed in the destruction of the young locusts, such as burning, crushing, and trapping; but the last obtains most favour. When they are not above a week old, a trench of 6 or 8 inches wide and deep, such as two men may form in a few minutes, suffices for securing the insects, which jump into it with alacrity, and appear wholly unable to extricate themselves from it. When, however, they grow a little older and making their way from roads and paths, ditches two feet wide and two feet deep with perpendicular sides, or dug wider at the bottom than at the top, offer effectual barriers. The young locusts tumble into such a ditch, and accumulate and die at the bottom immense number. In order to keep the main ditch open, it may be necessary to dig pits or deeper side-ditches at short intervals in which the locusts will accumulate and may be buried, the earth being well pressed down. Where the soil is tenacious, and water can be let into the ditches so as to cover the bottom, they may be made shallower and still be effectual. The efficacy of the ditch depends not so much on the inability of the young locusts to jump or scale it as on the tendency of the young insects not to do so. In the bottom of the ditch they soon become demoralised, crippled, and enfeebled by constant effort and the trampling and crowding upon one another.

3.14. The destruction of the young can only be carried out successfully during the period that the locusts is unable to fly, and this period is very short, being at the most only six weeks or two months. In the cold weather the swarms are often unable to move in the morning from numbness, and under such circumstances the destruction of even full-grown swarms is easy.

3.15. The complete destruction of the full grown or winged insects when they invade a country in large swarms is impossible. Attempts have been made to frighten them away by firing guns, crackers, beating drums and by rattling, tangling noises but, if disturbed in this way, they simply pass on to the next field. Experience shows that the only effective means of coping with the evil is by the destruction of

- (i) the eggs;
- (ii) the young of unfledged insects.

3.16. The eggs are laid in masses, just beneath the surface of the ground, seldom to a depth of more than one inch. Where immense swarms have settled, scarcely an inch of the soil for miles can be stirred without exposing the eggs. The means commonly employed in destroying the eggs are—

- (1) collecting;
- (2) harrowing;
- (3) ploughing or digging;
- (4) flooding; and
- (5) trampling

3.17. When damage has been caused by locust in a certain area relief measures may be undertaken in the same manner as relief is provided to farmers whose crops are destroyed by hailstorm. The expenditure on relief measures in such circumstances should be borne out of the head "6-Famine Relief on account of Natural Calamities". Any person including children, women who may bring 2,000 eggs may be given one rupee each as remuneration.

3.18. The expenditure on the destruction of locusts nymphs and eggs is to be incurred out of the funds to be provided by the Agriculture Department. The local Panchayats, Panchayat Samitis and Zila Parishads are also expected to incur necessary expenditure out of their own funds to purchase articles like kerosene oil, insecticide etc.

3.19. In case of severe infection or as and when the circumstances warrant special Committees may be constituted at State, District and Tehsil level.

Chapter IV

Loans

4.1. There are many schemes under which loans can be granted for the construction of the house. It may be difficult to grant loan under LIGH an MIGH schemes because of meagre allocation but in case the Government make special allocation, the loan can be granted under such schemes. In normal course, the loans should be granted to the victims of natural calamity under head 695-Loans to fire and flood sufferers which is operated by the Deputy commissioner under the over all control of the Revenue Department. It is possible that when a calamity has taken place, it may take sometime for the Government to make allocation of funds for granting loans to such victims. In that eventuality, the Deputy Commissioner should be able to authorise the payment of such loans in anticipation of the actual allocation and he should immediately communicate to the Government in revenue Department so that necessary funds are placed at his disposal.

4.2. Since the Natural calamity is not a regular feature, it is not possible for the State Government to make advance allocation to the districts to meet such eventualities. In fact Punjab treasury Rule 27 as applicable in Himachal Pradesh provides that in case of Emergency. "A collector may, in circumstances of urgency by an order in writing authorise and require a Treasury Officer to make a payment, not being a payment of pension, without complying with the provisions of these rules." and further para 4.130 of the Subsidiary Treasury Rules provides that "The following may be regarded as cases of urgent necessity coming under Treasury Rule 27 when a collector may authorise a Treasury Officer to make payments reporting the circumstances to the Accountant General:-

- (1) Prevention of loss of life and property, resulting from disasters such as flood, cyclones, earthquakes, fires, etc.
- (2) Safeguarding against the loss of life and property threatened by the washing away of embankments, collapsing of bridges on rivers, canals, railways, etc.

The District Collector can draw money from the Treasury to meet such eventualities, under this rule. This rule should be used with great care and caution by the District Collector and is not to be used in ordinary circumstances. Whenever there is serious natural calamity the amount could be drawn from the treasury to provide immediate relief. For providing long term relief, funds could be asked for from the State Government. However, the amount required by the Deputy Commissioner for this purpose should be telegraphically intimated to the Financial Commissioner (Revenue) with a copy to the Divisional Commissioner so that the necessary amount is allocated for this purpose.

4.3. The people expect that the relief is provided to them immediately after the calamity. In fact the very purpose of providing relief is defeated if it is given after a lapse of time. For this purpose, it has been suggested in this manual the Deputy Commissioner should maintain some stock of essential items so that he wastes no time in making purchases.

Delegation of Power

4.4. In regard to the payment of gratuitous relief for the damage to the houses, cow-sheds, as given in Chapter II the sanctioning power vest with the Deputy Commissioner, however, he may like the S.D.O. (C) to disburse the amount upto limits prescribed or part thereof, in anticipation of the sanction. It should be ensured that sanctions are expedited and no time is wasted at the District headquarters for processing such cases. For this purpose, it would be appreciated if some advances can be kept with the S.D.O. (C) by the Deputy Commissioner which could be recouped and adjusted against regular sanctions.

4.5. Since the loans are the major part of the relief programme, they are sanctioned under the following heads:

Sl. Name of Head
No.

Purpose

1. 695—Loans to fire and flood sufferers

(i) For construction of houses, damaged due to rains/fire etc; (ii) Repairs of houses etc.

2. 688—Loans to Farmers in distress

Loans to farmers on account of suffer/failure of crops under Agriculture Loans Act, 1984 and Land Improvement Loans Act, 1983.

3. 705—Loans to cultivators for general improvement of land

Repair of old wells, sinking of percolation well, etc.

These loans are normally granted under two heads of account referred above.

4.6. The cases of victims of natural calamity should be processed under these heads of account and normally the loans for reconstruction of houses are granted under head 695—Loans to Fire and Flood sufferers. The Deputy Commissioner shall ensure that the cases of the affected persons are promptly prepared by the lower revenue staff and are sanctioned fast. The following delegation of powers has been authorised by the Government in respect of the above loans:-

- (i) Tehsildar upto Rs 1,000/- previously Rs 500/-.
- (ii) S.D.O. (C) upto Rs 10,000/- previously Rs 1,000/-.
- (iii) Deputy Commissioner upto Rs 50,000/- previously Rs 5,000/-.
- (iv) Divisional commissioner upto Rs 1.00 lac previously Rs 25,000/-.
- (v) Financial commissioner (R) above Rs 1.00 lac previously Rs 50,000/-.

Chapter V

Maintenance of Record—Information to the Government

5.1. Since the State Government is to approach the Central Government for obtaining central assistance in case of each natural calamity, comprehensive information is needed by the State Government for the preparation of memorandum to be submitted to the Central government. Though the Deputy Commissioners will inform the State government about the loss caused by natural calamity in various areas as and when it occurs, yet it is necessary for the Deputy Commissioners to prepare a consolidated information and forward the same to the Government in the Revenue Department for the preparation of memorandum. For this detailed information the loss of human beings, loss of cattle, loss of private property, loss of crops, loss of community assets, loss of Government assets and loss to the roads and bridges and other installations like electric installation, water supply schemes etc. etc., is required to be given. A proforma for this purpose has been prescribed as Annexure 'A'.

5.2. This information should also be maintained by the deputy Commissioners and more comprehensive details should be prepared by them so that whenever the Central Team visits, they could apprise them accordingly.

5.3. The Central Team takes considerable time to visit the site. By the time the team arrives, nothing can be sown in the field because, the damage caused has either been repaired or it has vanished. It is, therefore, advisable to have photographs wherever possible and the services of Public Relations Department should be used for the purpose. The District Public Relation Officers should visit the affected areas and prepare an album so that the visiting team could be shown the affect of the natural calamity.

Note—The 9th Finance Commission in its second report for 1990-95 for meeting the expenditure for relief of distress caused by natural calamities recommended setting up of a Calamity Relief Fund for each State. These recommendations of the Commission were accepted by the Government of India. The Government of India has prepared a scheme namely Scheme for Constitution and Administration of the Calamity Relief Fund and Investments therefrom. This scheme is deemed to have come into force w.e.f. 1.4.1990 and will replace the policy and arrangements, which were in vogue till 1989-90. Under this scheme, the State of H.P. Government has been allotted an amount to the Calamity Relief Fund to the tune of 18 crores, out of which central contribution will be 13.50 crores and the States share will be 4.50 crores.

In view of the above scheme, no memorandum is required to be submitted to the Government of India for central assistance etc; as referred to in para 51 above.

Chapter VI

Medical and Public Health Services

6.1. In the event of natural calamity especially in drought and in cases when the normal services are disrupted by heavy snow storm or rain, there is either shortage of water or pollution of water and there is likelihood of spreading of various epidemic both in human beings and in cattle, much of the damage resulting from such calamity can be reduced and human suffering lessened if there is organised and planned efforts to meet this problem.

6.2. In a situation of drought or in a situation when water supply schemes are disrupted or the sources get dried, the arrangement for the supply of water is to be made. The Deputy commissioners are required to immediately plan and make arrangements in consultation with the Public works Department (Irrigation and Public Health Wing) for the arrangement of supply of water in each affected village. This can be done either by making temporary arrangements by way of laying pipes or tapping new sources of water to augment the existing water supply schemes or as last resort by transporting water to the affected villages by trucks and other means. There may be situations when water may have to be transported by mules or through porters. It should be ensured that no human being or cattle suffer due to inadequate supply of water and no casualty takes place on that account. The demand for funds in this connection can be placed immediately by the Deputy commissioner with the revenue Department and in the meantime, he can go ahead with the arrangements. In emergent situation, he can seek approval on telephone or through wireless message.

6.3. Effective measures and preventive action are required to check the spread of epidemics in the affected areas. The Chief Medical Officer should take charge of this programme and should remain in constant touch with the Deputy Commissioner so that the whole programme is organised in a coordinated manner.

An assessment should be made of (i) requirements, (ii) availability, (iii) deficiencies, if any, in respect of personnel, stores and equipments and accommodation to provide such facilities as may be required by the people of the affected area. Voluntary organisations should also be involved in making arrangements and providing emergency medical aids to the affected persons/people. Arrangements for hospitalisation of the ailing persons should be made and necessary medicines should be provided to them.

6.4. Sanitation and public health measures should be taken in all affected areas. Spraying of medicines, disinfectants, should be undertaken. Sources of water supply should be inspected and they should be properly chlorinated. In fact diseases like diarrhoea, dysentery are frequent complaints and arrangements should be made in advance and if necessary a team of the doctors should be constituted to move in the mobile vans to provide medical aid to the affected persons in the area itself. The authorities concerned with public health and sanitation should be responsible for:

- (a) maintenance and restoration of safe water supply and also temporary measures required for rendering water safer for drinking purposes and for other essential uses;
- (b) adequate food inspection during emergency especially inspection of emergency kitchens, canteens and cafeterias;
- (c) tightening up of existing sanitary regulations regarding milk supply and prevention of diseases among milch cattle;
- (d) maintenance of high standards of sanitation in the disposal of sewerage and solid waste;
- (e) maintenance of sanitation of high degree in emergency camps;
- (f) prevention of epidemics by massive inoculating with TAB and Cholera vaccines;
- (g) antilue and antimosquito measures to be intensified and specially after floods when the normal sanitation

(h) stocking of essential hygienic chemicals and bleaching powder and DDT; and

(i) proper disposal of the dead.

6.5. Measures for the care of cattle are as important as for human beings. The District Animal Husbandry Officers, in each district should be utilised in consultation with the Deputy Commissioner and ensure that necessary medical assistance and veterinary services are provided to the cattle. The treatment of the cattle should not suffer for want of medicines for which adequate arrangements should be made.

1. In a meeting presided over by the Chief Secretary held on 22-6-1989 it was discussed that the two schemes named above are not being implemented in Himachal Pradesh properly. These schemes cover all the poor people of the Pradesh who suffer tragedies and can easily be given additional assistance. The Hut Insurance Scheme provides an additional payment of Rs 1,000/- for the damage of hut/house and Rs 500/- for the loss of belongings due to natural calamities whose annual income is below Rs 4,800/-. While reviewing this scheme with the Insurance Companies the Chief Secretary expressed surprise that not a single case has been reported from anywhere in the State for which the claim could be given. Similarly the Personal Accident Insurance Scheme which provides relief of Rs 3,000/- on the death of an earning member of a poor family has also not been given due importance. Provision of relief under these schemes is in addition to any other type of relief given by the Deputy Commissioners out of the District Relief Funds or given as per the provisions of Emergency Relief Manual.

2. In order to implement these schemes properly it has been decided that it should be made compulsory for the reporting officers/officials in each district to fill up concerned forms while reporting such calamities to the District Headquarters. Deputy Commissioners in return while intimating these facts to the State Headquarters will also send the insurance forms duly filled in to the Oriental Insurance Company's office either at the branch level or to the Divisional Officer under intimation to the Director, Institutional Finance, Shimla for proper monitoring with respect to Hut Insurance Scheme. Intimation to this effect will also be sent to the State Headquarters. The cases pertaining to Personal Accident Insurance Scheme shall be sent directly to the DIF who will send the cheque directly to SDMs for disbursement to the affected families. It has been further informed by the DIF that the necessary forms and copy of the scheme have already been supplied to all the SDMs in the State. Since the premium is being paid regularly for such insurance covers it will be unfortunate on our part if we do not lodge claims with Insurance Companies and provide additional relief to the affected families. Any clarification required can be obtained from the Director, Institutional finance, H.P. Secretariat, Shimla-171002.

Statement showing loss of Property, Human lives, etc. Caused by Natural Calamities

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Other belongings of the House owner (value)	Cattlesheds damaged/destroyed		Damage of crops				Damage to public utility works		
	No.	Value	Name of crop destroyed	Area in acres	Potential yield	Estimated value	Name of the work damaged	Nature of damage	Remarks
11	12	13	14	15	16	17	18	19	20

ANNEXURE B
Proforma A

Form to be used for making reference to Government for Sanction of Gratuitous Relief

Name of village:
Name of Tehsil:
Name of calamity:
Date of occurrence:

Sl No.	Name and parentage of the sufferers	Human lives lost	Cattle lost		Houses destroyed					No. of family members dependent on the sufferers
			No.	Estimated value in Rs.	No.	Value in Rs.	Any other loss	Total value of loss in term of money		
1	2	3	4	5	6	7	8	9	10	

Value of property left		Taccavi loans etc. already advanced	Loans on Form 'B' recommended separately	Position of funds available under head 289—Relief on account of natural calamities	Gratuitous Relief		Remarks
Movable	Immovable				Already paid	Further recommended	
11	12	13	14	15	16	17	18

ANNEXURE C
Proforma B

Form to be used for making reference to the Government for Sanction of Loans

Name of village:

Name of Tehsil:

Name of calamity:

Date of occurrence:

Sl. No.	Name of sufferer with parent-age	Human lives lost	Cattle lost		Housed destroyed		Damage to crops/Orchards				Estimated value of loss in Rs.	
			No.	Value in Rs.	No.	Estimated value (Rs.)	Area affected in Hect.	Estent of loss				
								25%	50%	75%		100%
1	2	3	4	5	6	7	8	9	10	11	12	13

Total estimated loss (Total of column No. 5, 7 & 13)	Land revenue suspended in Rs.	Loans advanced in Rs.	Any other relief granted	Remission of land revenue proposed	Further recommendations to the Government	Remarks
14	15	16	17	18	19	20