

Chapter-II

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The State Rural and Urban Water Policies have not been revised in line with National Water Policy. The objective of the existing State Water Policies to bill the consumers on the basis of volumetric consumption of water instead of flat rates remained unachieved. In rural areas, water billing was done on flat rates and metered connections were not provided. No detailed action plan for the next ten years had been prepared in the state for urban area. No Water Security Action Plan was prepared under Jal Jeevan Mission. There was no prescribed procedure of preparing annual Operation and Maintenance plan both in Haryana Shehri Vikas Pradhikaran and in Urban Local Bodies. Involvement of Panchayati Raj Institutions (PRIs) and local communities in Operation and Maintenance of rural water supply was not found satisfactory. The timelines set for different activities under JJM remained unachieved. The PHED failed to provide water supply infrastructure under Mahatma Gandhi Gramin Basti Yojana even after a lapse of 13 years from the launch of the scheme. Under AMRUT, total households were not considered for service connections in selected districts.

2.1 Formulation of policies/plans in line with National Water Policy

The State Water Policies were required to be drafted/ revised in accordance with the National Water Policy, 2012. However, the State Rural and Urban Water Policies which were already notified (March and June 2012) in Haryana on the direction of Hon'ble Punjab and Haryana High Court were not revised in line with National Water Policy.

Moreover, shortcomings were noticed in the implementation of the existing State Water Policies which are as follows:

2.1.1 Shortcomings in implementation of State Water Policies

1. **Metered connection:** - The main objective of the existing State Water Policies is to bill the consumers on the basis of volumetric consumption of water instead of flat rates. Thus, the policies emphasize on converting all the existing unmetered connections into metered connections within a period of one year from the date of notification of policy in case of Urban areas. In case of Rural areas, 50 *per cent* of rural households were to be provided metered connection by the end of 12th Five-year plan i.e. up to March 2017. Contrary to the policy, water billing was done on flat rates in rural areas and metered connections were not provided. In case

of urban areas, domestic consumers have been given the option¹ of either metered or unmetered connection (flat rate). However, during scrutiny of records in selected offices of HSVP and ULBs, large number of unmetered and illegal connections was noticed as discussed in Paragraph 4.4.

2. **Insanitary connection:** As per policy, any insanitary connection (connections which are enough to endanger health), if detected, by the department was to be disconnected immediately without giving any notice and should be restored only after necessary rectification by consumers. Insanitary connections² were found during household survey conducted by PHED under Jal Jeevan Mission in rural areas. But, documentary evidence to verify action taken by department on these insanitary connections was not made available.
3. **Jurisdiction of Police Stations:** The State Water Policies emphasize on setting up of Water Thana and Power Thana across the State whose domain includes enforcement of law for implementation of this policy but no such practice is in existence in the State.
4. **Role of Village Water and Sanitation Committee (VWSC):** The revenue collected through water charges was to be given to the Panchayats for development works and for carrying effective maintenance of the schemes. Revenue collection is being done by PHED officials and the same has been kept deposited in the revenue head of the department. During 2016-21, ₹ 30.25 crore had been collected as receipts from rural water supply consumers (As discussed in paragraph 3.3) but the same was not transferred to VWSC. Resultantly, neither maintenance estimates were made as per recommendations of VWSCs nor was revenue collection provided to Panchayats for development works for effective maintenance of schemes.

During exit conference (November 2022), the departments³ admitted the audit observation. PHED stated that department has been charging flat rate of water charges as per Government notification issued in April 2017. PHED is focusing on providing Functional Household Tap Connection to each and every household in the first instance under JJM and later on shall move towards metering of connections. The reply is not acceptable as the department could not ensure 50 *per cent* metered connections in rural areas as envisaged under State Water Policy i.e. by the end of March 2017.

¹ Notification issued (August 2018) by Urban Local Bodies Department, Govt. of Haryana regarding revision of water tariff in urban areas.

² 4,88,979 Insanitary connections as per information available on departmental website as on February 2022.

³ PHED, HSVP and ULB.

2.2. Preparation of Annual Action Plan under NRDWP

Para 14 of National Rural Drinking Water Programme (NRDWP) guidelines required States to prepare their Annual Action Plans (AAPs) detailing activities proposed to be taken up during the year.

During scrutiny of records in the office of Engineer-in-Chief, PHED, Haryana and selected divisions, it was observed that inputs while formulating schemes were not taken from various levels viz. village, district or State as a whole. AAPs prepared under NRDWP neither had any input from the village/GP nor detailed Strength Weakness Opportunities and Threat (SWOT) analysis was found on record. It indicates that the Department prepared the AAPs without involving various stakeholders and SWOT analysis based on needs, resources and challenges of rural areas was not conducted.

The department admitted (June 2022) that no scientific or systematic SWOT analysis was carried out but engineers were very well conversant with these attributes which would be introduced during preparation of future projects. The reply is an acceptance of the fact that the inputs from various stakeholders were not taken and SWOT analysis was not undertaken before preparation of AAPs.

During exit conference (November 2022), PHED stated that annual action plans were prepared and the same were uploaded on Integrated Management Information System (IMIS). Moreover, all the agendas related to yearly planning of works to be executed are approved in the meeting of Water Supply and Sewerage Board (WSSB). The reply is not acceptable as the basic information for preparation of AAP was lacking.

2.3 Planning in urban areas

Ministry of Urban Development, Government of India issued an advisory note (April 2012) for improving urban water supply and sanitation services. States were advised to prepare detailed action plan for next ten years for the Urban Water Supply and Sanitation sector.

During scrutiny of records⁴, it was seen that no such detailed action plan for next 10 years as prescribed in the advisory note for futuristic planning was made in the state of Haryana for improving urban water supply services. PHED was approving works relating to urban areas in the meeting of Water Supply and Sewerage Board (WSSB) yearly without any proper planning whereas in Haryana Shehri Vikas Pradhikaran (HSVP) and Urban Local Bodies (ULBs), no concrete planning existed. HSVP and ULBs continue to focus on individual projects/works. Even the adhoc committee⁵ on water supply to look after the

⁴ EIC(PHED); Director (ULB); Chief Administrator (HSVP).

⁵ Consisting of elected members of ULB and experts for discharge of any particular function or providing advice on any matter.

water supply affairs was not formed in ULBs. There is absence of a systematic planning in these departments. In the absence of detail action plan, overall futuristic planning remained unaddressed.

During exit conference (November 2022), the departments⁶ admitted that there was no long term planning, but yearly planning procedure was followed in HSVP jurisdiction. For this purpose, annual estimate has been framed for continuity of water supply in urban areas and gave assurance for compliance in future. ULB admitted the facts and assured for compliance in future.

2.4 Non-assessment of requirement of water for institutions under urban areas

Norms for institutional requirement of water are laid down in the CPHEEO Manual, prepared by Ministry of Urban and Housing Affairs (MoU&HA).

During scrutiny of records for the period 2016-21, it was noticed that the PHED, ULBs and HSVP assess the total requirement for domestic consumers of urban areas on the basis of prospective population for next 30 years by taking into consideration the water allowance of 135 LPCD as per Central Public Health & Environmental Engineering Organisation (CPHEEO) Manual 1999. However, while assessing the total requirement, the institutional⁷ requirements are not considered by the PHED and ULB in the manual stated *ibid*.

2.5 Preparation of Operation and Maintenance Plan

(a) According to CPHEEO Operation & Maintenance manual 2013, a comprehensive operation and maintenance⁸ plan (O&M plan) shall be prepared to cover all the facilities. The objective is to provide safe and clean drinking water in adequate quantity and desired quality, at adequate pressure at convenient location and time and as economically as possible on a sustainable basis. In urban areas, ULBs have been entrusted the task of O&M work of water supply in four towns i.e. Gurugram, Faridabad, Sonapat & Karnal and in Panchkula town, it is done by HSVP. In rest of the towns and rural areas, O&M work of water supply falls under the jurisdiction of PHED.

During scrutiny of records for the period 2016-21, it was observed that:

- In PHED, yearly scheme wise maintenance estimates were being prepared and approved by competent authority.

⁶ HSVP and ULB.

⁷ For hospitals: 340 to 450 LPCD (per bed), hostels and boarding schools/colleges: 135 LPCD, day schools/colleges: 45 LPCD, restaurants: 70 LPCD (per seat) and for cinema and theatre: 15 LPCD.

⁸ Maintenance is defined as the art of keeping the plant, equipment, structures and other related facilities in optimum working order. It includes preventive maintenance or corrective maintenance, mechanical adjustments, repairs and corrective action and planned maintenance.

- In HSVP⁹ as well as in ULBs (MC Faridabad and Karnal), O&M plan was not being prepared at any level. There was no prescribed procedure of preparing annual O&M plan in any of the two departments.

During exit conference (November 2022), HSVP stated that annual planning for operation and maintenance of water supply is being done. The reply is not acceptable as no such record was found maintained during audit. Further, HSVP and ULB gave assurance for compliance in future.

(b) Handing over O&M to VWSC: Engineer-in-Chief (EIC), PHED, Haryana directed (December 2019) all Superintending Engineers, PHED that payment to contractor (of works under Jal Jeevan Mission (JJM) through running bills was to be made by Village Water and Sanitation Committees (VWSCs). For this, VWSCs need to open bank account for receipt and expenditure of funds for incurring expenses on O&M. However, during scrutiny of records in EIC, PHED, it was found that 1,413 VWSCs had submitted resolution for taking over O&M but none of these VWSCs/Gram Panchayats had been handed over O&M work till 24 February 2022.

Further, payment to contractors for the works executed under JJM was being done by PHED through treasury instead of the bank accounts maintained by VWSC. Thus, involvement of Panchayati Raj Institutions (PRIs) and local communities was not satisfactory.

During exit conference (November 2022) PHED stated that Government of India had directed to open single account under PFMS under JJM but due to non-constitution of new VWSCs (due to non-conduction of Panchayat elections and dissolution of earlier Gram Panchayats), handing over of O&M to VWSCs could not be done.

2.6 Preparation of Water Security Action Plan

According to the Jal Jeevan Mission, all villages are supposed to prepare a Village Water Security Plan (VWSP) to ensure sustainability of the drinking water sources and optimize the usage of the available resources. The VWSPs are to be consolidated into District action plans (DAP) at the district level and into State action plans (SAP) at the state level. It was observed during audit that no Water Security Action Plan has been prepared by the PHED. The divisional offices were following the practice of preparing habitation wise estimates instead of a consolidated plan for the district. The Water Supply and Sewerage Board allocated work-wise funds under JJM in its annual meetings.

On being pointed out by Audit, PHED stated (December 2021) that Water Security Action Plan had not been prepared. Instead, drinking water supply

⁹ Chief administrator, HSVP.

schemes were conceived before preparation of the project estimates on the basis of a comprehensive field survey. The reply is not convincing as preparation of estimates should be done on the basis of a long-term plan.

The State of Haryana had notified (December 2020) Haryana Water Resources (Conservation, Regulation and Management) Authority (HWRA) for conservation, management and regulation of water resources (ground water and surface water) within the State of Haryana. Its main function is preparation of an Integrated State Water Plan based on water plans prepared for every block. However, HWRA is still in its initial phase of working on its objectives like preparation of Integrated State Water Plan, State Ground water and Surface water plan, State Water Security Plan, etc.

Audit observed that HWRA had assessed in its draft report that against the demand of 40.70 billion cubic meter (BCM), state has water availability of only 22.26 BCM (55 *per cent*), based on the groundwater level data thereby highlighting a water gap of 45 *per cent*. It becomes even more pertinent in the said circumstances to have a long-term plan for water security in the state.

Further, the State Water Policies are not inclusive of the measures meant for effective water management (as discussed in Paragraph 2.1), as these are not aligned with the National Water Policy, 2012.

During exit conference (November 2022), PHED agreed to the observation of audit and assured for compliance in future. As such, the issues related to water management and water security remain unaddressed.

2.7 Achievement against the planned/set targets

During 2016-21, Target and Achievement in respect of Rural/Urban Water Supply Schemes where targets were fixed by Centre/State Government was given in **Table 2.1**.

Table 2.1: Target vis-à-vis achievement

Sr. No.	Name of scheme	Target	Achievement
1.	Jal Jeevan Mission	100 <i>per cent</i> Functional Household Tap Connection (FHTC) by the year 2022	The department claimed 100 <i>per cent</i> FHTC in rural household. The shortcomings noticed in achieving the targets is discussed in succeeding <i>paragraph</i> .
2.	Mahagram Yojana	In first phase, work in 20 villages was to be completed by 31 March 2021	Work was completed in only two villages up to March 2021 as discussed in <i>paragraph 6.6</i> .
3.	AMRUT	Completion of project up to March 2020	15.89 <i>per cent</i> households not considered for service connections in selected districts as discussed in <i>paragraph 2.7 (c)</i> .

For other schemes, the Central/State Government did not fix separate targets.

(a) Jal Jeevan Mission

Jal Jeevan Mission (JJM) is intended to provide safe and adequate drinking water through individual household tap connections by 2022 in rural Haryana area. To implement the scheme in Haryana, instructions were issued by Engineer-in-Chief (EIC), PHED to all the Superintending Engineers of PHED circles, Haryana (December 2019) and timeline given for various activities was as under in **Table 2.2**.

Table 2.2: Timelines prescribed for implementation of Jal Jeevan Mission in Haryana in PHED

Sr. No.	Tasks	Last date for all categories of habitations
1.	Administrative Approval	30 September 2020
2.	Procurement of material	31 December 2020
3.	Work allotment	31 December 2020

It was seen in audit that:

- PHED had accorded administrative approval to 45 per cent works (2,992 works out of total 6,678 works) after the stipulated timeline i.e. after 30 September 2020.
- Similarly, there were 1,070 works (as per data dump provided in October 2021) where tenders were not allotted till December 2020 indicating that these works were not allotted and hence not commenced.
- Furthermore, department was issuing supply orders for the procurement of pipes for the works required to be executed under JJM even after the deadline of 31 December 2020. Total length of the pipeline purchased upto 31 December 2020 by PHED was only 11.18 per cent against the required length. The details are given in **Table 2.3**.

Table 2.3: Status of pipelines procured/to be procured under JJM as on August 2022

Total requirement (km) of pipeline for works in JJM Coverage (a)	Budget required for procurement of 'a' (₹ in crore)	Total pipeline (km) purchased by PHED (b)	Total pipeline (km) received by divisional offices till 31 December 2020	Total expenditure (₹ in crore) incurred on purchase of pipeline (c)	Total pipeline (km) procured and received after 31 December 2020 till August 2022 (c)	Total expenditure (₹ in crore) on purchase of 'c' (₹ in crore)	Balance pipeline (km) which is to be procured after August 2022 d = a-(b+c)	Budget required (₹ in crore) for this balance length
11,161	1,363.11	1,248	1,248	143	5,594	620.11	4,319	600

Source: Information provided by PHED

The department set the deadlines without assessing the requirement of works to be executed or requirement of funds for the implementation of scheme. Due to this, progress of the department in executing works under JJM was not as per the committed timelines.

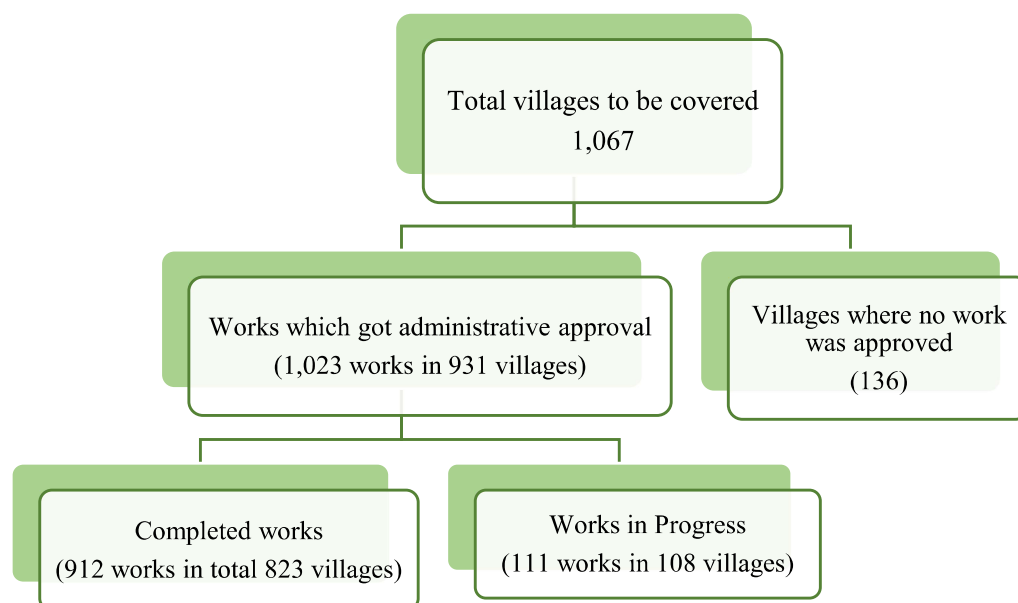
As mentioned earlier, no consolidated action plans were prepared for futuristic planning. Instead, the Water Supply & Sewerage Board allocates funds work-wise. The divisional offices were following the practice of preparing habitation wise estimates instead of a consolidated plan for the district.

During exit conference (November 2022), PHED stated that the State had achieved the target under JJM for providing 100 *per cent* Functional Household Tap Connection (FHTC) in April 2022. It was also stated that creation/up-gradation of infrastructure was being done in a phased manner under JJM and the target could not be achieved as per timelines due to COVID-19. The reply is not tenable as providing of FHTC cannot be termed as functional in the event of non-creation of infrastructure.

(b) Mahatma Gandhi Gramin Basti Yojana

Government of Haryana launched (2008) a scheme titled Mahatma Gandhi Gramin Basti Yojana (MGGBY) to allot 100 square yards residential plots (free of cost) to the eligible Below Poverty Line, Scheduled Caste and Backward Classes (Category-A) families in the villages. Under this scheme, the work of providing drinking water was entrusted to the PHED as a deposit work of Development & Panchayat Department.

The department claimed 100 *per cent* FHTC (functional household tap connection) in rural household. However, during scrutiny of the records¹⁰, the following observation was made:



Thus, it was observed that no work was approved in 13 *per cent* villages and 10.12 *per cent* works in 10 *per cent* villages are still in progress. Moreover, the department failed to provide a list of the villages where no work was approved.

¹⁰ EIC, PHED Haryana.

Survey results: To verify the status of coverage of water supply services in MGGBY *bastis*, physical verification was conducted in 44 villages¹¹ (**Appendix 5**). During verification, it was found that in 39 *per cent* (17 out of 44) villages, no arrangement has been made by PHED to provide water supply to the habitants of these *bastis* till date. The inhabitants of all these *bastis* manage their drinking water needs from nearby fields/Panchayati hand pumps.

During exit conference (November 2022), PHED stated that coverage would now be done under JJM. The fact remains that the department failed to provide water supply infrastructure in MGGBY *bastis* till August 2022 even after a lapse of 13 years.

(c) Atal Mission for Rejuvenation and Urban Transformation

As per the guidelines issued by Ministry of Urban Development (MoUD), the primary purpose of the Atal Mission for Rejuvenation and Urban Transformation (AMRUT) scheme is to cover all households with water supply and sewerage.

During scrutiny of records in selected Municipal Corporations, works¹² estimates for ₹ 278.33 crore (work allotted between October 2018 and December 2018) were prepared by ULBs to provide new water supply pipelines in newly approved colonies, replacement of old and worn-out pipeline falling under missing links. The details of household covered before and after implementation of project are given in **Table 2.4**.

Table 2.4: Details of household connections

Sr. No	Name of ULB	Total household (a)	Household covered before execution of project (b)	Household to be covered in this project (c)	Total no. Households covered after project implementation (d=b+c)	Remaining household with no tap connection after project completion (e=a-d)	Percentage of household remaining (e/a*100)
1	MC Hisar	74,731	46,996	7,000	53,996	20,735	27.75
2	MC Faridabad	2,24,575	1,45,110	56,076	2,01,186	23,389	10.41
3	MC Rewari	28,702	23,597	1,909	25,506	3,196	11.14
4	MC Rohtak	1,08,644	82,174	22,508	1,04,682	3,962	3.65
5	MC Karnal	72,093	36,220	6,297	42,517	29,576	41.02
Total		5,08,745	3,34,097	93,790	4,27,887	80,858	15.89

It was observed that enough provisions were not made to cover all households and hence, 15.89 *per cent* households (80,858 out of 5,08,745) were not considered for service connection and people were deprived of the benefit of getting potable water even after implementation of project despite the scheme emphasizing on providing every household access to a tap with assured supply of water.

¹¹ As pilot study, six villages in Rewari district were manually selected and thereafter selection was done by Computer Assisted Audit Techniques (CAAT).

¹² Providing water supply system for Civic Amenities and infrastructure deficient areas including villages in selected district along with Operation & Maintenance under AMRUT programme.

2.8. Non-functional schemes due to non-obtaining of electric connection for the water works

As per information made available to audit by PHED Ground Water Inspection (GWI) division¹³, Rewari, six tube-wells drilled for water supply were not made functional (May 2022) as shown in *Appendix 6* due to non-obtaining of electric connection by divisional offices.

The reasons for pending electric connection was not found on record. In the absence of electric connection, it is assessed that the schemes of installation of tube-wells remained non-functional.

During exit conference (November 2022), PHED stated that two tubewell schemes have been energized and balance will be energized soon.

Conclusion

The State Rural and Urban Water Policies have not been revised in line with National Water Policy. The objective of the existing State Water Policies to bill the consumers on the basis of volumetric consumption of water instead of flat rates remained unachieved. In rural areas, water billing was done on flat rates and metered connections were not provided. Detailed action plan for the next ten years had not been prepared in the state for urban area. No Water Security Action Plan was prepared under Jal Jeevan Mission. There was no prescribed procedure of preparing annual Operation and Maintenance plan in Haryana Shehri Vikas Pradhikaran and in Urban Local Bodies. Involvement of Panchayati Raj Institutions (PRIs) and local communities in O&M of rural water supply was not found satisfactory. The timelines set for different activities under JJM remained unachieved. The PHED failed to provide water supply infrastructure under Mahatma Gandhi Gramin Basti Yojana till August 2022 even after a lapse of 13 years from the launch of the scheme. Under AMRUT, total households were not considered for service connections in selected districts.

Recommendations

In view of the above audit observations:

- 1. The department should prepare AAP with community participation to ensure that schemes are aligned to community requirements and ensure optimum and sustainable utilisation of water resources.*
- 2. The State Government should prepare a detailed sector programme for the next ten years period for smooth water supply in terms of coverage of water supply connections and per capita supply of water.*

¹³ EE, PHED, Kosli, Rewari divisions are under EE, PHED (GWI), Rewari and other units are under other GWI divisions which was not in selection.