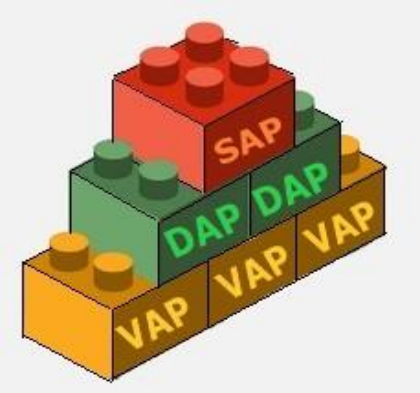
CHAPTER-II

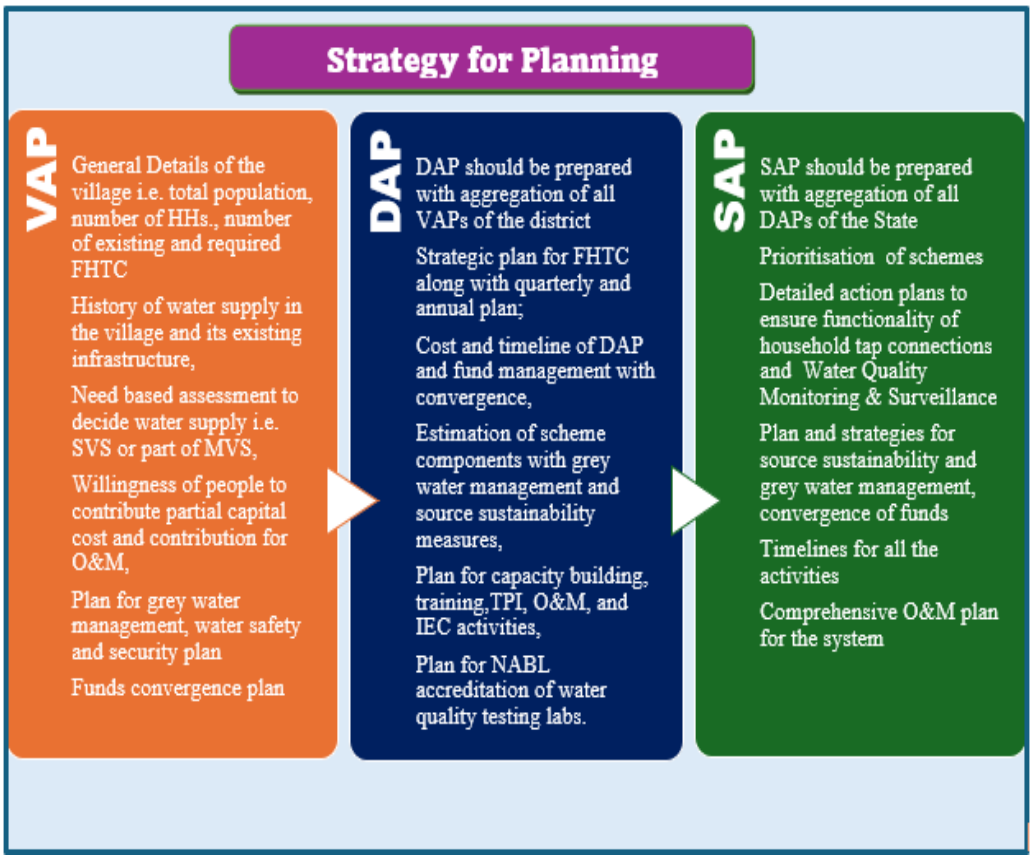
PLANNING

2.1 Preparation of Action Plan



Planning is essential for achieving the goals set out for any programme. The strategy elucidated in paragraphs 3.5 and 3.6 of the JJM guidelines states that need-based Village Action Plans (VAP) should be prepared by all Gram Panchayats (GP) in a district. The VAPs of all the villages in a district were to be aggregated into a District Action Plan (DAP) by the DWSM and the State Action Plan (SAP) was to be prepared and finalised by the SWSM based on DAPs. The strategy for planning at the Village, District and State levels is shown in ***Chart 2.1***.

Chart 2.1: Strategy for planning



Deficiencies in planning at the Village, District and State levels are discussed in the following paragraphs.

2.1.1 Village Action Plan

JJM guidelines provide that the VAP should be based on the felt needs of the village community. PHED will provide three options prepared based on

techno-economic and socio-economic analysis of projects with possible least cost water supply systems to GPs for selection of the best fit scheme for the village. All water supply and related works of the village to provide FHTC to every rural HH will be taken from VAP approved by the GP. All funds from different sources including JJM were to be dovetailed to implement various components of VAP to optimal utilisation of resources for focused outputs.

During the test-check of 24 VAPs, audit noticed followings:

- **Lack of Community Involvement:** As per JJM guidelines (2019) the VAP was to be approved with 80 *per cent* of the village community present in the meeting and agree to the prepared plan. Audit noticed that 22 out of 24 VAPs were approved by Gram Sabha with presence of one to 28 *per cent* of population/village community while in two cases the presence was more than 50 *per cent*.
- **Non providing of least cost options based on techno-economic analysis**: While deciding in-village water supply system, three options with possible least cost water supply systems should be presented by PHED before the VWSC with complete techno-economic analysis involving community participation and VWSC was to be involved while deciding the system, emphasis on low O&M cost and capacity of local community to operate and maintain the scheme. Audit observed that in 12 out of 24 VAPs, only single scheme for the village was mentioned in VAP without providing the three options with possible least cost water supply scheme with complete techno-economic analysis of schemes. This hindered the GPs ability to make informed decisions for selection of the best fit scheme for the village.
- **Incomplete details/data:** Historical data related to existing water supply systems in the village, source strengthening, general trend of water availability, major water-borne diseases, etc. were not found included in 10 out of 24 VAPs.
- **Non-preparation of water budget:** The water budget prepared as part of the VAP was to be disseminated among the local community so that they can be sensitized to improve the agriculture water-use efficiency by adopting micro-irrigation and/or adopt cropping pattern suiting the agro-climatic zone.
- **Funding sources:** While approving water supply scheme for villages in 13 out of 24 VAPs, sources of funds like GoI, State Government share and community contribution along with convergence with another schemes were not discussed. Thus, willingness including affordability of people to contribute towards capital and O&M cost could not be ensured.
- **Non-engagement of Implementations Support Agencies (ISAs):** All 24 VAPs in test-checked 24 villages were approved by GPs/VWSC during October and December 2020. Whereas ISAs were engaged by DWSM during September 2021 to March 2023 after approval of VAPs by the GPs. ISAs were to be appointed to support GPs in the preparation of VAP and to obtain consent from the HHs to contribute capital cost and regular contribution towards Operation and Maintenance of piped water supply scheme. Delayed engagement of ISAs indicates that

required handholding of GPs and community involvement at the planning stage by ISAs could not be ensured.

- **Inconsistencies in VAP data:** Audit noticed that data collected in the VAPs did not match with data used for sanctioning schemes. In test-checked schemes, the figure of population and FHTCs to be provided as per the VAPs and Detailed Project Reports (DPRs) differed indicating that VAPs were prepared without baseline survey which undermines the entire process of village level planning.

Thus, due to above deficiencies in preparation of VAPs, the objective to ensure community involvement with 'sense of ownership' and to manage, operate & maintain the system as well as drinking water sources and participation in all decisions pertaining to water supply systems was not achieved.

2.1.2 District Action Plan (DAP)

As per the JJM guidelines, the DAP should be prepared by DWSM by aggregating all VAPs and additional work, i.e. bulk water transfer, distribution network, laboratories, etc. to ensure drinking water security in all the villages of the district including strategic annual and quarterly plans and should be sent to SWSM to consolidate SAP. The DAP should include financial details and timelines for the activities identified for FHTC coverage.

- **Lack of bottom-up planning:** Audit noticed that DAPs of six test-checked districts were prepared and approved during April 2020 to February 2021. DAPs of two (Kondagaon and Korba) out of six test- checked districts were prepared before the preparation of VAPs indicating lack of bottom-up planning.
- **Lack of planning for support activities:** The guidelines state that for the support activities such as Information, Education and Communication (IEC), training and capacity building should be need-based and should be discussed in detail in the DAPs. Audit noticed that plans for support activities such as IEC activities, training, third party inspection and ISA requirement and deployment were not discussed in DAPs of test-checked districts.
- **Lack of planning for water quality testing facilities:** Plan for NABL accreditation of district and sub-division level water quality testing laboratories was also not included in DAPs of any of the test-checked districts.
- **Source sustainability and convergence:** As per the guidelines, source of convergence was to be identified and included in the DAP by the DWSM to meet the requirements emerging from the VAPs. Audit noticed that convergence of funds with other schemes, greywater management, treatment, re-use measures and source sustainability measures etc. were not identified while preparing DAPs.

Thus, DAPs in test-checked districts were prepared without following bottom-up approach, plan for support activities, water quality testing facilities, convergence and source sustainability measures.

The Government replied (May 2025) that greywater management work was being done through *Swachh Bharat Mission Gramin* (SBM-G) through

Panchayat and Rural Development Department and the provision for the same were made in Annual Action Plans (AAP).

Reply provided by the Government was not consistent with the approved AAP as there were no plans for convergence with other schemes in the AAP.

2.1.3 State Action Plan (SAP)

Paragraph 3.6.1 of the JJM guidelines (2019) required the SWSM to prepare the SAP (for National Jal Jeevan Mission i.e. NJJM approval) by combining DAPs. The SAP needs to outline the roadmap to achieve household tap connections by 2024 and ensure long-term state water security. Annual action plan of the State was to emerge from SAP.

Audit observed that the SAP for the scheme period (2019-2024) was not prepared by SWSM as required under the JJM operational guidelines. However, SWSM prepared annual action plans for the years 2020-21 to 2023-24. The AAPs did not address the broader aspects of water security due to non-preparation of water security plan based on assessment of surface and ground water availability and regional water transfer plan as outlined in the JJM operational guidelines.

This omission resulted in lack of comprehensive assessment of availability of surface and groundwater, regional water transfer, domestic, agriculture and industrial etc. uses of water. Thus, various water supply schemes under the JJM were undertaken without assessing long-term, water security for sustainable drinking water supply.

In the exit conference (May 2025), the Secretary, PHED stated that due to the non-availability of data for the water security plan, the SAP could not be finalised.

2.2 Non-allocation of priority

2.2.1 Non-prioritising of retrofitting work

Paragraph 3.6.1 of JJM Operational guidelines stipulates that priority is to be accorded to retrofit existing infrastructure to make them JJM compliant and should be taken up and completed in the first two financial years by March 2021, extended to March 2022.

While approving AAP 2020-21, GoI suggested that 25,681 existing schemes of the State, which were in the range of 40-55 Litres Per Capita per Day (LPCD), may be taken up for retrofitting so that the target of almost 18.71 lakh HHs with FHTCs can be achieved early with little efforts as low hanging fruits.

According to the Integrated Management Information System (IMIS) report, 4,492 retrofitting schemes with 12.25 lakh FHTCs were sanctioned during 2019-20 to 2022-23 under JJM. Out of which only 48 retrofitting schemes with 8,875 FHTCs were completed till extended target date of March 2022 and only 75 retrofitting schemes with 15,532 FHTCs were completed as of March 2024. In six test-checked districts audit observed that out of 781 schemes taken up under retrofitting, 758 scheme (97 *per cent*) remained incomplete as of March 2024.

On this being pointed out the Government replied (May 2025) that as per the plan, efforts are being made to complete the ongoing work as soon as possible.

2.2.2 Non-prioritisation of coverage in aspirational districts

Para 3.6 of JJM guidelines provides that priority is to be accorded to provide FHTC by March 2021 in aspirational districts extended up to March 2022 by GoI. In Chhattisgarh, 10 districts were identified as aspirational districts.

Audit noticed that as per the approved AAP 2020-21, 11.60 lakh HHs were to be covered in the 10 aspirational districts for providing FHTC under JJM. However, only 4.01 lakh HHs were planned to be covered during 2020-21and only 8,427 HHs (2.1 *per cent*) were provided with FHTCs during 2020-21. Thus, the State Mission did not prioritise coverage of aspirational districts. The status of progress of FHTCs in aspirational district as of March 2024 is shown in the ***Table 2.1***.

Table 2.1: Status of FHTCs progress in Aspirational districts as of March 2024

Sl. No.	District	Total Household	No. of SVS	No. of MVS	Achievement as on March 2024	
					FHTCs	*Per cent*
1	Bastar	1,71,717	627	0	1,38,639	81
2	Bijapur	56,298	573	0	31,558	56
3	Dantewada	50,756	291	0	36,653	72
4	Kondagaon	1,27,110	606	0	99,545	78
5	Korba	2,06,953	1,094	1	1,39,307	67
6	Mahasamund	2,40,467	1,359	1	1,95,031	81
7	Narayanpur	30,909	385	0	21,256	69
8	Rajnandgaon	1,56,789	757	2	1,38,639	88
9	Sukma	66,264	537	0	45,533	69
10	Kanker	1,51,157	1302	0	1,07,530	71
Total		**12,58,420**	**7,531**	**4**	**9,53,691**	**76**

(Source: IMIS portal)

From the above table it can be seen that none of the aspirational districts were fully saturated even as of March 2024.

Further, audit noticed that seven MVS were initially proposed in Bastar district for 255 villages. According to the DPRs, the MVS with surface water sources were crucial for these villages in the district due to depletion of ground water in the area, being dry zone and non-sustainability of all local sources. However, none of seven proposed MVS in Bastar district was finally taken up for execution indicating non-prioritisation of MVS in most needed areas by the State Government. Instead, solar based Piped Water Supply Scheme (PWSS) in 74 villages with ground water sources were taken up without the provision of electro-chlorinators for treatment of groundwater to enhance the coverage of FHTCs in Bastar district.

During the exit conference (May 2025), the Secretary, PHED stated that on account of delay in submission of detailed project reports, the DPRs could not be approved by the SWSM. The Department is planning to execute the MVS from the State budget in the southern zone.

2.3 Lack of Planning for convergence with other schemes

Paragraph 6.3 of the JJM guidelines provides for the convergence of funds and water conservation activities such as rainwater harvesting, greywater management and ground water recharge under the other Central and State schemes, to achieve long term drinking water security. It further provides that the SAP should be prepared to assess water availability through rainwater harvesting and artificial recharge by convergence of resources.

Audit observed that due to non-preparation of SAP, the convergence of the water conservation activities to ensure long term water security could not be planned. For convergence of funds, DWSM was to prepare financial plan by pooling all the available resources for rural drinking supply like Central and State fund from other programmes i.e. MGNREGS, SBM (G), MPLADS, DMF, CSR Funds, 15th FC etc. but no such financial planning was done in test-checked districts.

Thus, SWSM/DWSM did not effectively converge funds and activities from various other sources of funds. Audit noticed that the 15th Finance Commission tied grants of ₹ 1,358 crore, earmarked for drinking water, rainwater harvesting, and water recycling released by GoI during 2020-21 to 2023-24 could also not be converged for pooling of resources for JJM purposes.

During the exit conference (May 2025), the Secretary, PHED stated that as these funds are available with PRDD, efforts are being made to coordinate with the PRDD for convergence of funds. The reply furnished by the Secretary confirms that convergence of other central funds with JJM is yet to be achieved.

2.4 Gaps in planning of target under AAP

The JJM envisioned a project approach that required SAPs to be prepared for the period up to 2024, covering strategic planning, implementation modalities, activities, outputs, timelines, annual financial outlay, and a bottom-up approach from VAP to SAP. The State did not prepare SAP, but AAPs for the period 2020-21 to 2023-24 were prepared with the year wise target of FHTC. The status of the annual FHTCs planned and achievement in the State is shown in ***Table 2.2***.

Table 2.2: Year-wise FHTCs target as per AAP and achievement by the Department

(Figures in Lakh)

Plan Year	Details of Annual Action Plan						Achievement in plan year[1]	
	Total HHs	Planned FHTCs as per AAP					As per IMIS	
		2019-20*	2020-21	2021-22	2022-23	2023-24	in numbers	*in per cent*
1	2	3	4	5	6	7	8	9
2019-20	43.17	7.86					0.96	12
2020-21	45.48		16.71				0.41	2
2021-22	45.48			22.15			4.44	20
2022-23	48.59				23.58		10.80	46
2023-24	50.08					29.08	17.68	61
Total planned in AAPs							**46.23**	
Achievement during the Mission period (31.03.2024)							**34.29**	
Existing FHTCs at the beginning of Mission							**3.20**	
Tap connections from private/own sources							**1.48**	
Total as per IMIS progress report							**38.97**	

(Source: Data provided by the Department and compiled by audit)
** For 2019-20 AAP was not prepared but targets were provided by GoI.*

GoCG achieved installation of 38.97 lakh household tap connections (78 *per cent*) against the target of 50 lakh HHs up to March 2024. The annual targets outlined in the AAP could not be achieved throughout the mission period (2019-20 to 2023-24) indicating that targets for each year were fixed irrespective of actual achievement resulting in accumulation of targets in later years.

Thus, deficient planning, delay in engagement of ISAs, delay in execution of sanctioned schemes and lack of community participation led to non-achievement of overall target by March 2024.

On this being pointed out, the Government stated (May 2025) that work progress was affected due to delay in the availability of water for the MVS, non-availability of skilled human resources for the construction of RCC overhead tank (OHT) etc. However, efforts are being made for early completion of projects.

2.5 Mismatch in data

Audit observed that there was mismatch in the data relating to number of schemes executed and FHTCs installed as reflected in JJM Dashboard with that maintained by PHED. As per the information provided by the PHED, total 29,262 schemes (5,153-retrofitting, 7,490-solar, 16,542-SVS and 77 MVS) were planned during 2019-20 to 2023-24 out of which 27,580 schemes

[1] FHTCs provided through PHED (excluding private connections)

(4,892-retro, 6,572-solar, 16,046-SVS and 70-MVS) had been taken up for execution as of May 2024.

However, PM7 report in IMIS portal shows total number of schemes as 29,223 and B-15 report shows total 32,215 schemes (27,653-SVS, 4,492-Retro and 70-MVS) were taken up. One of the reasons for mismatch is classification of 2,860 running water schemes for schools and *Anganwadi* centres were as separate schemes in some of the IMIS reports.

Thus, there was inconsistency between the data maintained by the Department and the data uploaded to the IMIS portal, and this problem extends to different formats within the portal itself which needs to be addressed for correctness of scheme data.