

CHAPTER – IV

IMPLEMENTATION OF JJM

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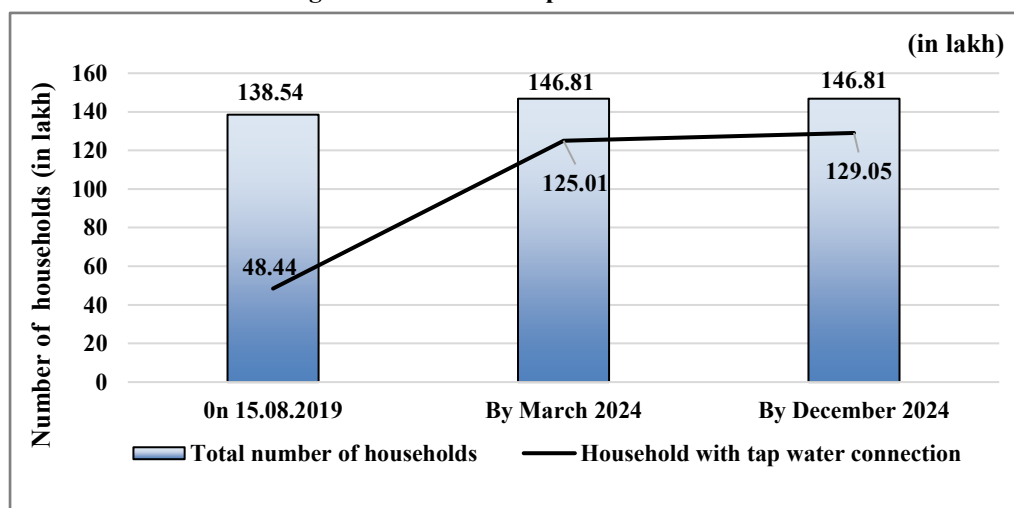
Implementation of JJM

The ZP and MJP are the main implementing agencies of JJM. While ZP implements WSS having cost up to ₹ five crore, MJP implements projects with cost above ₹ five crore. GSDA supports ZPs and MJPs with technical services and innovative measures to enhance drinking water sources. The work of WSS and FHTCs were executed separately by ZP/MJP and GPs respectively. In the State during 2019-24, a total of 51,560 WSS were initiated, out of which 12703 WSS were completed and 38857 WSS were ongoing. Out of 38857 WSS, 929 WSS were under execution by MJP and the remaining WSS were under execution by ZP. Significant observations on the execution of WSS are as follows:

4.1 Progress of household tap connection under JJM in Maharashtra

The JJM is implemented in 34 districts of the State and there were 138.54 lakh households at the start (August 2019) of the JJM, of which 48.44 lakh households were having tap connections. The status of FHTCs as on 15 August 2019 and 31 March 2024 is shown in **Chart 5**:

Chart 5: Progress of household tap connection in Maharashtra



Source: Data furnished by the department and information available on JJM dashboard

Note: 129.05 lakh tap connection includes 27.74 lakh tap connection from private/own source

In Maharashtra the achievement of FHTCs (including tap connection from private/own source) by March 2024 was 125.01 lakh (85.15 per cent) which marginally increased to 129.05 lakh (87.90 per cent) by December 2024.

The FHTCs of 129.05 lakh as of December 2024 included 27.74 lakh tap connection from private/own source which remained to be covered under JJM. Thus, considering the FHTCs provided under JJM, the achievement was 101.31 lakh *i.e.* 69 per cent by December 2024. Further, during 2019-24, a total of 51,560 WSS were initiated in the State, of which 24.64 per cent (12,703) WSS were completed and 75.35 per cent (38,857) WSS were ongoing as discussed in

Paragraph 4.1.2. As such, the tap connections provided may not be fully functional as 75.35 per cent of WSS were still incomplete.

In the selected six districts, the achievement of FHTCs by March 2024 was 22.45 lakh (82.72 per cent). Out of 22.45 lakh tap connection, 10.43 lakh tap connection were from private/own source. Considering the number of tap connections provided through JJM i.e. 12.02 lakh FHTCs, the achievement was 44.29 per cent. The achievement in terms of providing FHTCs (excluding tap connection from private/own source) in Thane and Pune was 18.71 per cent and 19.30 per cent respectively whereas in Kolhapur it was 81.63 per cent. None of the selected districts achieved 100 per cent FHTCs by March 2024. Details of progress in tap connection of selected districts is shown in **Appendix IV**. Further, in the six selected districts the progress of WSS was 16.57 per cent which indicated that FHTCs may not be fully functional.

Audit further observed that data of SWSM and data provided by the IAs of the districts on the FHTCs, as planned in AAP and connections provided did not match as discussed in **paragraph 4.3**. As such, the reliability of the information regarding achievement in providing FHTC was doubtful.

In the Exit Conference, the State Government stated (December 2025) that non-achievement of FHTC was due to delay in getting clearances, non-availability of land, local disputes and interferences, left out habitation from earlier estimates, failure of source etc.

4.1.1 Non-coverage of villages/habitations under JJM

JJM has been launched with an objective of providing FHTC to every rural household by 2024. Para 3.6.1 of JJM Guidelines provide that VAP prepared by the GP or its sub-committee shall include number of existing FHTCs and number of FHTCs yet to be provided in all habitations. Total FHTCs required to be provided in the district are to be arrived at by consolidating the VAPs.

Audit observed that in the State, 108000 households were left out from the District Action Plan for providing FHTC under JJM.

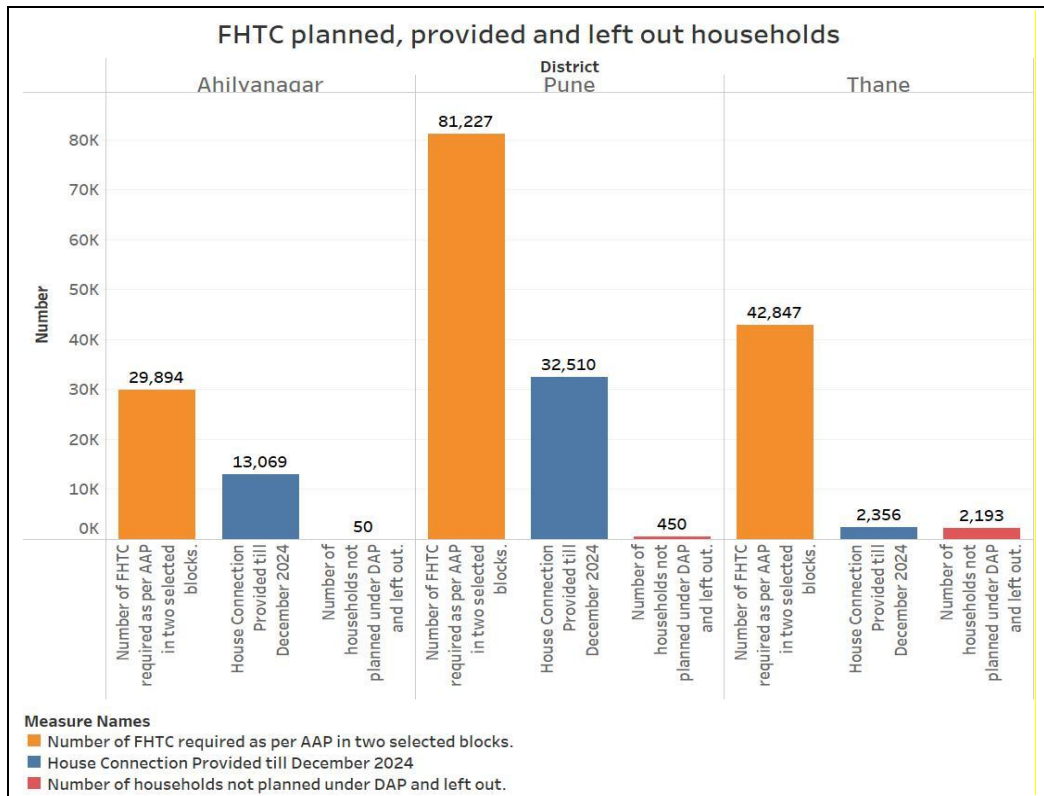
Scrutiny of GP resolution and correspondences with ZP revealed that in eight¹⁴ villages under six selected blocks¹⁵ of three districts¹⁶, 2693 households were not planned under DAP. Details of households that were left out to be provided FHTCs in three out of six selected districts are shown in **Chart 6**. In the remaining three districts, no household was left out.

¹⁴ Ambegaon, Done, Kanhol, Parivali, Tondali, Talegaon Male, Velholi Budruk and Vadhu Khurd.

¹⁵ Nevasa, Kopargaon, Bhor, Maval, Bhivandi and Shahapur.

¹⁶ Ahilyanagar, Pune and Thane.

Chart 6: FHTCs planned, provided and left out households



Source: Information furnished by the department and IMIS

Further, information furnished by SWSM revealed that in Thane district, 201 households were left out from providing FHTCs, however during the test check of records of only two selected blocks, Audit observed that 2193 households were not planned under DAP. As such, this discrepancy in figures was not reconciled by the SWSM.

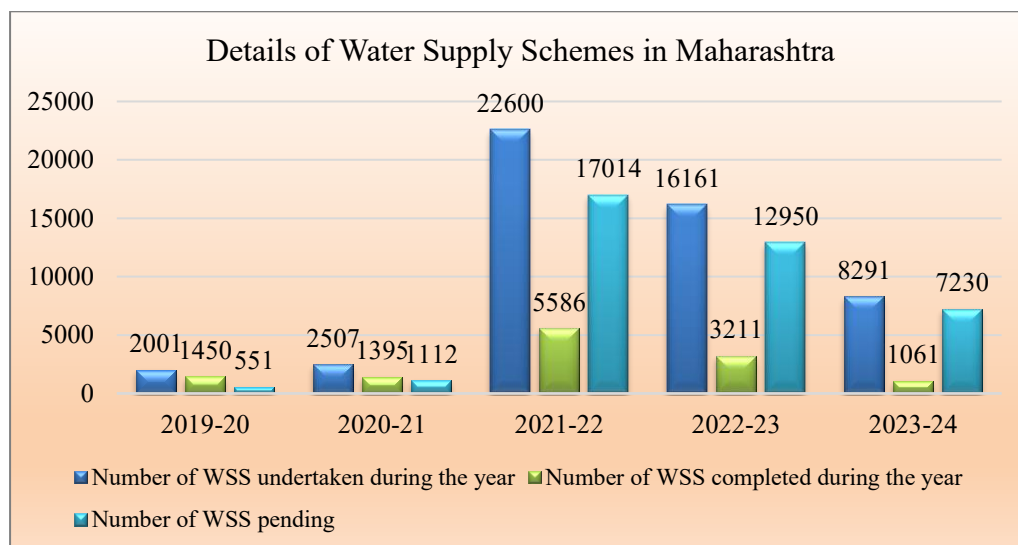
In the Exit conference (December 2025), the Government stated that the available resources were not adequate for execution of the scheme, the surveys and estimates were carried out with limited resources, hence, some of the habitations were left out, same would be covered in revised estimates.

The above omissions are indicative of the fact that not conducting a BLS resulted in inadequate preparation of VAPs.

4.1.2 Progress of Water Supply Schemes

During the year 2019-24, 51,560 WSS were undertaken under JJM. The year-wise break up of WSS taken up in the State during 2019-24 is as shown in **Chart 7**.

Chart 7: Details of WSS



Source: Information furnished by the department

During the year 2019-24, a total of 51,560 WSS were initiated in the State, of which 25 per cent (12,703) WSSs were completed and the work of 75 per cent (38,857) of the WSSs were ongoing as on March 2024. The WSS are required for supply or augmenting the supply of water through FHTC. The slow progress of WSS completion affected the adequate supply of water.

The progress of WSS for household tap connections in the six selected districts during 2019-24 is given in **Table 9**.

Table 9: Progress of WSS undertaken by ZPs and MJPs

Name of the district	Number of WSS planned		Number of WSS completed		Number of WSS pending		Percentage completion of WSS	
	ZP	MJP	ZP	MJP	ZP	MJP	ZP	MJP
Ahilyanagar	2099	112	257	04	1842	108	12.24	3.57
Jalgaon	1371	26	164	01	1207	25	11.90	3.8
Kolhapur	1270	15	416	01	854	14	32.75	6.67
Pune	1239	168	150	05	1089	163	12.10	2.97
Thane	720	22	137	01	583	21	19.03	4.54
Solapur	1840	23	339	01	1501	22	18.79	4.34
Total	8539	366	1463	13	7076	353	17.13	3.55

Source: Information furnished by the ZP/MJP of the districts

As can be seen from above:

1. Out of 8,539 WSS planned by ZPs and 366 WSS planned by MJPs, only 1,463 were completed (17.13 per cent) by ZPs and 13 were completed (3.55 per cent) by MJP. This is not a marginal underperformance. It reflects a system-wide execution lapses, cutting across both rural (ZP) and regional / bulk (MJP) implementing agencies.
2. Consistently poor performance across all the districts was observed as completion of WSS by ZP ranges from 11.90 per cent (Jalgaon) to 32.75 per cent (Kolhapur). In case of MJP the WSS completion ranges from 2.97 per cent

(Pune) to 6.67 per cent (Kolhapur). There is no district showing even moderate performance. This rules out localised problem explanations and supports a state-level systemic weakness in planning and execution.

3. In Ahilyanagar, out of 112 WSS planned, four WSS were completed (3.57 per cent). In Pune, five out of 168 WSS planned were completed (2.97 per cent). In Solapur, only one out of 23 WSS planned were completed (4.34 per cent). MJPs typically handle bulk water supply schemes and multi village schemes. The extremely low completion rate is a strategic risk because delays here cascade into multiple village schemes dependent on bulk supply.

4. High pendency of 7,076 WSS in ZP and 353 WSS in MJP suggests overloading of execution pipeline without commensurate capacity, or sanctioning of schemes without ensuring readiness (land, DPRs, clearances, water sources).

5. The completion of WSS in ZP and MJP Kolhapur was 32.75 per cent and 6.67 per cent. Among the six selected districts, Kolhapur achieved maximum percentage of completion, however, it is also able to achieve one-third completion at ZP level and negligible at MJP level. This shows the ceiling of current system capability is low.

The low completion of water supply schemes by both Zilla Parishads and Maharashtra Jeevan Pradhikaran across all test-checked districts indicates serious execution constraints and points to a disconnect between planning and implementable capacity, adversely affecting the timely achievement of Mission objectives.

In the Exit Conference (December 2025), Government accepted the facts and stated that progress was hampered due to reasons such as delay in getting clearances from Forest, Railways, State PWD, NHAI, local disputes/interference, failure of source and shortage of supply of pipes etc.

4.1.3 Delay in execution of water supply schemes

In the selected districts, the delay in completion of the WSS was mainly attributed to delay in commencement of work, non-availability of land required for developing infrastructure of WSS by the concerned GP, non-clearance of forest land from the forest department, delay in getting NOC from various authorities etc. Some selected cases are illustrated below.

A) Delay due to non-availability of land

Para 3.6.1 of the JJM guidelines provides that VAP prepared by GP shall ensure availability of land in favour of GP for construction of in-village water supply infrastructure. Further, for in village water works, Para 6.2 of the guidelines provides that land is to be provided by the GP and in case the land is not available, the State Government will provide/arrange the land.

Audit observed that the IAs while preparing estimates did not ensure the availability of clear sites and issued work orders without having possession of land which resulted in either work of WSS remaining stalled or work completion being delayed.

In the selected districts, Audit observed an inordinate delay of six to 27 months in execution of seven WSS, where various components of WSS were not executed as shown in *Appendix V*.

In the Exit Conference (December 2025), the Government accepted that progress is hampered due to various reasons such as delay in getting clearances from various departments (Forest/Railways/NHAI/PWD), non-availability of land, local disputes, left out habitations, failure of sources, shortage of pipes *etc.*

The reply is not acceptable as the IAs should have ensured that the land and all required permissions were obtained before taking up the scheme.

B) Delay due to change in scope of work

The Bavi SVS under EE, ZP, Ahilyanagar commenced in August 2022 at an estimated cost of ₹ 0.61 crore. The work order was issued in August 2022 and was to be completed till August 2023. The contractor executed the work of ₹ 0.09 crore (September 2024).

The GP passed a resolution (July 2023) for addition of residents of nine areas who were left out from the initial FHTC proposal. Further, GP resolved that Bavi tank, the source of water, did not cater to the need of the water hence source of water should be changed to a new well in Dhondpargaon tank. Accordingly, a revised estimate of ₹ 1.51 crore sanctioned technically (February 2024) and administratively approved (November 2024).

As of November 2025, 74 *per cent* work was completed and an expenditure of ₹ 0.45 crore incurred. Thus, the work completion was delayed due to change in scope and the estimates were prepared without proper survey of inhabitants, resulting in deprivation of benefits of getting regular water supply to the beneficiaries for three years.

In the Exit Conference (December 2025), Government stated that as the source of approved scheme was insufficient to cater to the needs of additional population, the scope of original scheme was changed.

This strengthens that there were inadequacies in preparation of action plan at village, district and State level as discussed in **Paragraph 2.1** and improper planning resulted in delay in completion of WSS.

C) Incomplete work of prefabricated package type water treatment plant

Chief Engineer, MJP Nashik Region sanctioned (June 2023) use of prefabricated package type WTP in 33 ongoing WSS of Jalgaon Circle, instead of conventional

simplified WTP to save time on construction and to overcome the problem of skilled labours so that the WSSs could be completed before March 2024. Accordingly, prefabricated WTP was sanctioned as an extra item in all the 33 WSS.

Audit observed that in four test checked WSS¹⁷ of Jalgaon district, extra item of prefabricated WTP amounting ₹ 4.70 crore was sanctioned. The WSS was scheduled to be completed by May 2024. However, neither the WSS nor the work of prefabricated WTP was completed till November 2025. As such the basic objective to procure prefabricated WTP was not fulfilled.

In Exit Conference Government stated (December 2025) that IAs would be instructed to avoid such delays in future.

4.2 Adequacy of water supply

The objective of JJM was to supply minimum drinking water of 55 lpcd. Chapter 12 of the JJM guidelines provides that output of the FHTC to every household could be assessed through the household meters. Further, Para 2.3 of the guidelines brought forth the recommendations of 14th Finance Commission (2015-2020) which recommend that States should progressively move towards 100 *per cent* metering of individual drinking water connections to households. All existing individual connections in urban and rural areas should be metered by March 2017. JJM guidelines vested SWSM with power to decide action on unmetered connections so as to stop continued loss of water/revenue.

Audit observed that SWSM did not plan metering of tap connections under JJM, rather, it issued directions (February 2021) not to include the provision of metering in the estimates of the schemes which was contrary to the JJM guidelines. As such there was no mechanism to measure the quantum of water supplied due to which Audit could not ascertain the adequacy of supply of drinking water.

SWSM stated (November 2024) that instructions were issued not to include the provisions of meter in the estimates of schemes as funds under 14th and 15th Finance Commission were meagre to undertake the work of installing water meters at all household tap connections.

The reply is not acceptable as through water meters the supply of minimum 55 lpcd of water could be ensured.

4.3 Discrepancy in FHTCs data furnished by SWSM and districts

As per JJM dashboard, till March 2024, 1.25 crore out of 1.46 crore households have been provided FHTC. However, Audit noticed discrepancies in the data furnished by SWSM and the six selected districts pertaining to FHTCs required

¹⁷ Dahiwad & four village, Pimpalgaon taluka Pachora, Vadhoda & eight village, Shirsoli taluka Jalgaon.

as per AAP and connection provided under JJM for the year 2019 to 2024. The data of FHTC furnished by SWSM and IAs at district level did not match. The comparison of data of FHTCs planned and provided in selected district against the data furnished by SWSM for 2019-24 is shown in **Table 10**:

Table 10: FHTC planned and provided as per SWSM and IAs at district level

District	Information furnished by SWSM		Information furnished by the selected district (IA)		Difference/ Mismatch	
	Number of FHTC required as per AAP	House Connection Provided	Number of FHTC required as per AAP	House Connection Provided	Number of FHTC required as per AAP	House Connection Provided
1	2	3	4	5	Difference of 2 and 4	Difference of 3 and 5
Ahilyanagar	563526	316736	255548	126264	307978	190472
Jalgaon	262172	199614	298497	298497	36325	98883
Kolhapur	343310	280240	1351441	637077	1008131	356837
Pune	761335	146909	541295	427817	220040	280908
Solapur	383356	183715	376819	371658	6537	187943
Thane	400828	74999	71521	2356	329307	72643
Total	2714527	1202213	2895121	1863669	180594	661456

Source: Information furnished by the department

As per information furnished by SWSM, 12,02,213 FHTCs were provided out of planned 27,14,527 FHTC in six selected districts. However, information furnished by IAs of selected districts revealed that FHTCs provided were 18,63,669 against planned FHTC of 28,95,121. The year-wise and district-wise details of FHTCs are given in **Appendix-VI**.

Due to mismatch of data at SWSM and district level, the actual FHTCs target and achievement could not be ascertained for quantifying the achievement under JJM.

Analysis of **Table 10** reveals:

1. Mismatch between State and district data:

- SWSM reported that FHTC required was 27,14,527 whereas the selected districts reported required FHTC of 28,95,121 which points to mismatch of 1,80,594 connections.
- SWSM reported that the FHTC provided was 12,02,213 whereas the selected districts reported that FHTC provided was 18,63,669, thereby a mismatch of 6,61,456 connections.

These are not marginal variances. The figures indicate serious data integrity and reporting control issues between the SWSM and field-level records.

2. District-wise distortions are extreme and not explainable by timing differences like in case of Kolhapur, as discussed below:

- As per SWSM, FHTC required was 3,43,310 however, district reported FHTC required as 13,51,441 which points to difference of 10,08,131 connections.
- SWSM reported that FHTC provided was 2,80,240 whereas the district reported that FHTC provided was 6,37,077 which indicated the difference of 3,56,837 connections.

Such scale of variation cannot be attributed to minor data lags, updating cycles or clerical error. The inconsistent data shows that the issue is not a one-time migration problem, but a structural lack of reconciliation, validation, and control over data flows. The wide variations in both the number of connections required and the number of connections reported as provided indicate deficiencies in data validation and reconciliation mechanisms, thereby impairing the reliability of progress monitoring and planning under the Mission.

In the Exit Conference (December 2025), Government stated that the FHTC data updation on IMIS was closed for updation since 2022, therefore the data on IMIS were not matching with data submitted by district.

In the absence of regular updation, the data available on IMIS cannot be relied upon.

4.4 Incorrect certification of Har Ghar Jal village

Jal Jeevan Mission was launched with an objective of achieving Har Ghar Jal (HGJ) by 2024. The villages covered under JJM with FHTCs are to be declared as Har Ghar Jal village. The GoM issued guidelines (October 2021) and directed IAs that after providing FHTC under JJM, HGJ certificate should be issued to the GP. The status of HGJ is shown in **Table 11**.

Table 11: Status of Har Ghar Jal Certification in Maharashtra

Level	Total Number	Certified as HGJ
Blocks	351	2
Villages	40297	10677

Source: IMIS- information shown in J8 (as on 01.04.24)

In six selected districts, out of 70 blocks and 8005 villages, none of the blocks but 2185 villages were declared as HGJ as shown in **Table 12**.

Table 12: Status of Har Ghar Jal Certification in selected districts

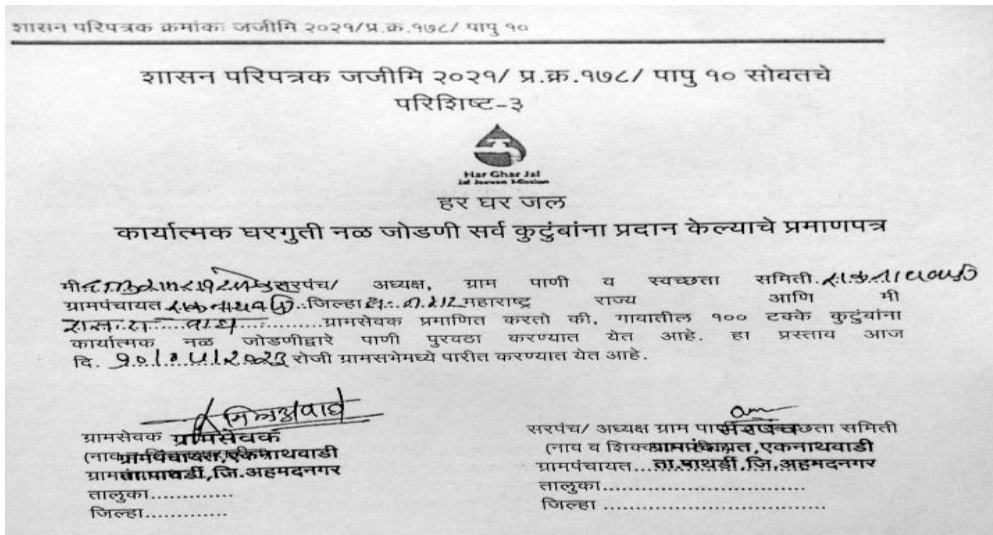
Name of the districts	Blocks		Villages	
	Number of blocks	Number of blocks certified as HGJ	Number of villages	Number of villages certified as HGJ
Ahilyanagar	14	Nil	1575	296
Jalgaon	15	Nil	1487	631
Kolhapur	12	Nil	1191	578
Pune	13	Nil	1833	91
Solapur	11	Nil	1128	441
Thane	5	Nil	791	148
Total	70	Nil	8005	2185

Source: IMIS-information shown in J8 (as on 01.04.24)

Audit test checked the status of HGJ in selected districts and observed that villages were declared HGJ village despite the fact that water was not supplied to every household.

- 24 villages of six blocks¹⁸ in Ahilyanagar have been certified as HGJ villages during 12 August 2022 to 22 August 2023 despite the fact that these villages were supplied water by tanker during February 2024 to July 2024.

Copy of HGJ certificate is shown in **Photograph 4**



Photograph 4: HGJ certificate issued by the GP (Eknathwadi in Pathardi Block of Ahilyanagar District) in tanker fed village

- In Punatgaon village of Nevasa taluka in Ahalyanagar district, FHTCs were not provided in Anganwadi center. Also, during visits for beneficiary survey (October 2024), audit observed that one household was not covered under JJM although, the village was certified as HGJ village in July 2023.

¹⁸ Ahilyanagar, Jamkhed, Karjat, Nevasa, Parner and Pathardi.

- Out of 643 villages certified as HGJ compliant, 14 villages of five blocks of Jalgaon district were certified as HGJ villages during August 2022 to August 2023. However, audit observed that these villages were fed by water tankers during the period March 2024 to June 2024.
- Palashkhede Khurd of Bodwad block in Jalgaon district was certified as HGJ village on May 2023. However, during beneficiary survey it was observed that none of the 24 households were provided with FHTC. The Sub-Divisional Engineer replied (October 2024) that the villagers refused to take water connections and insisted on getting water from the existing stand post. He further stated that, work of providing FHTC to these households was under progress. (October 2024).
- Three¹⁹ villages of Bhivandi block in Thane district were certified as HGJ village, despite the fact that 237 households, out of 1671 projected FHTCs, remained to be provided with FHTC.

In the Exit Conference (December 2025), Government stated that instructions would be issued to IAs to follow the guidelines for certifying HGJ village.

4.5 Geo-tagging of the assets of water supply scheme

As per Para 11.1.3 of JJM guidelines, States were required to geo-tag all the assets of WSSs to bring transparency and for monitoring. Every infrastructure asset, either new or otherwise, was to be geo-tagged including washing and bathing places, greywater collection and treatment plants, source sustainability structures, *etc.*

As per JJM IMIS (FUA-3),²⁰ the geo-tagging of water sources in the State was 57568 (December 2024) out of total 59234 water sources while water sources geo-tagged recorded in another report (FUA-5) of JJM, IMIS was 79889. Further, in 23 cross verified cases of geo-tagging in the eleven villages²¹ of the selected districts from report (FUA-3) of IMIS, Audit observed that same water sources were geo-tagged two or three times, thereby, inflating the achievement of geo-tagging. As can be seen in the following **Photograph 5** and **6** below where same water source of village Talegaon Male of Kopergaon Block in Ahilyanagar was geo tagged for two schemes with different Ids.

¹⁹ Dunge, Pimplaghar and Pimplas (Bhivandi).

²⁰ Field user application (FUA-3 and 5).

²¹ Shingve Tukai and Punatgaon in Nevasa block and Talegaon Male in Kopergaon block of Ahilyanagar district; Vehloli Budruk, and Kukambhe in Shahpur block of Thane; Varkhede Khurd in Bodwad block of Jalgaon; Sangavade in Daund block of Pune; Achegaon in South Solapur and Diksal in Sangola block in Solapur and Arjuni in Kagal block and Chokak in Hatkanangale block in Kolhapur district.



**Photograph 5: Scheme Id 20008952
Talegaon Male**



**Photograph 6: Scheme Id 20123583
Talegaon Male-FHTC component**

Source: Photo 5 and 6 available on JJM dashboard showing same water sources geo tagged twice.

In the Exit Conference (December 2025), the Government stated that the duplication of geo-tagging was due to data synchronization issues on IMIS and WQMIS. IAs at district level were instructed to remove the duplicate geo-tagging of source and other assets and request has been sent to NJJM to reopen the necessary tabs to update the information.

4.6 Instruction against JJM guidelines resulting in exclusion of item of fencing from DPRs

As per Para 6.1 of the JJM guidelines, green fenced premises were to be provided for the in-village water supply infrastructure, viz., ESR/ sump, pump operator room, community water treatment plant, etc. However, the SWSM issued instruction (February 2021) not to include works of chain link fencing and compound wall in estimates of WSS.

During scrutiny of WSS in three villages²² audit noticed that the fencing/ compound wall was not constructed for the ESR.

In the Exit Conference (December 2025), the Government stated that in order to meet the per capita/per FHTC cost criteria, the item of fencing was not considered.



Photograph 7: ESR without fencing at Village Punatgaon Block: Nevasa

²² Shingve Tukai and Punatgaon in Ahilyanagar and Dohale in Thane district.

The reply is not acceptable as instruction of SWSM was not in concurrence with the JJM guidelines and also compromised with the safety of assets under JJM.

4.7 Tendering Process

PWD GR of September 2018 provides that after getting administrative approval of the project, the processing and finalization of various tender procedures including publishing of tender, Pre-bid meeting, Technical bid and Financial bid *etc.*, should be done. WSSD, SWSM and MJP issued various instructions/circulars for administering various stages of tender process. Audit test checked tendering process in these six sampled districts and the audit observations noticed are detailed below.

4.7.1 Issue of work order of WSS without prior approval of SLSSC

GoI, National Jal Jeevan Mission amended (June 2022) JJM Guidelines which stipulates, any cost escalation beyond the approved cost²³, will have to be borne by the concerned State and no additional expenditure out of the resources available under JJM will be permitted. In case of WSS, if the approved cost was more than 10 to 25 *per cent* of the cost put to tender prior approval of the SLSSC and in case if approved cost was more than 25 *per cent* of the cost put to tender, then prior approval of Apex Committee of the SWSM, was required before awarding the work.

Audit noticed that in 479 schemes of six selected districts, where the approved cost was 10 *per cent* to 25 *per cent* more than the tender cost, the IAs issued work order of WSS without the prior approval of SLSSC which was irregular. The details are in **Table 13**.

Table 13: District-wise schemes where approved cost was more than tender cost

Name of District	Number of schemes in which approved cost was 10 to 25 <i>per cent</i> more than tender cost	Total approved cost/tender cost (₹ in lakh)	Total Accepted cost of work (₹ in lakh)
Ahilyanagar	81	53315.76	60070.50
Jalgaon	47	4914.82	5511.57
Kolhapur	254	28362.61	32433.27
Pune	80	66930.94	79148.94
Solapur	16	4598.48	5297.80
Thane	1	2059.04	2380.25
Total	479	160181.65	184842.33

In the Exit Conference (December 2025), the Government stated that all the schemes were approved by SLSSC before taking up schemes. In cases of WSS, if the approved cost was more than 10 to 25 *per cent* and more than 25 *per cent*,

²³ The cost as discovered through an open, transparent and competitive bidding process as per prevailing Rules. Resources available under the JJM can be utilized to the extent of such approved costs.

the proposals were submitted for approval of SLSSC and Apex Committee respectively.

However, fact remained that prior approval was not obtained before issue of works order in above cases.

4.7.2 Assessment of bid capacity of the contractors

As per WSSD directions (September 2022 and as amended thereafter), the bid capacity was to be implemented for all works above ₹ 1.50 crore of Rural Water Supply Schemes. However, if any contractor has taken up three or more works in a financial year, in such case his bid capacity for execution of works is to be calculated. Further, as per pre-qualification criteria of Detailed Tender Notice, for works with more than ₹ 50 lakh tender cost, the bidder shall have a bid capacity more than the value of the bid. Bidding capacity²⁴ of the contractor was to be decided by the prescribed formula.

In the selected districts, audit observed that, in four cases the works were allotted to the contractors without or incorrectly assessing the prequalification criteria for bid capacity resulting award of works to the bidders having less bid capacity and in one case bidder was disqualified despite having the required bid capacity. The details are shown in **Table 14**.

Table 14: Cases of works allotted/ rejected without or incorrectly assessing the bid capacity

Sr. No.	Name of the division	Audit observation
1	EE, ZP, Ahilyanagar	Two works of PWS, Ambi Khalsa and Pimpalgaon fungi, costing ₹ 1.69 crore and ₹ 0.96 crore were awarded (June 2022 and August 2022) to a contractor. The bid capacity of the contractor was ₹ 2.88 crore. As he was already awarded works costing ₹ 1.77 crore, awarding of these two works resulted in total cost of awarded works of ₹ 4.42 crore which was beyond his bid capacity.
2	EE, ZP, Jalgaon	The bid capacity of the contractor was assessed (November 2022) as ₹ 34.45 crore. However, he was awarded (January 2023) 104 works costing ₹ 83.24 crore on a single day.
3	EE, ZP, Kolhapur	Three works of Retrofitting of PWS costing total ₹ 8.66 crore were awarded to a contractor during January to February 2023 based on incorrect assessment of his bid capacity by way of including purchase of assets in the turnover certificate.

²⁴ Bid Capacity = [(Ax N x 5)-B] where,
 N=Number of years prescribed for completion of the work for which bid is invited,
 A=Average of engineering works of maximum value executed by the contractor in any three years of last five years upgraded to the present year (i.e., tender accepted year) by the formula- {1+ (WPI present – WPI max value years)/WPI max value years} x maximum value of work executed in a year and B = value of existing commitment and ongoing works to be completed (work in hand).

Sr. No.	Name of the division	Audit observation
4	EE, ZP, Thane	A contractor was awarded 18 works during 2022-23. As per WSSD directions, after award of first three works, his bid capacity was required to be assessed irrespective of cost of work. However, he was awarded 15 works during September 2022 to March 2023 costing ₹ 22.16 crore without assessment of the bid capacity. Similarly, another contractor was awarded 50 works during September 2022-March 2023 costing ₹ 61.14 crore without assessment of his bid capacity although he was already awarded three works during the year prior to that.
5	EE, ZP, Ahilyanagar	The bid ²⁵ of ₹ 1.28 crore of a bidder was disqualified by the technical committee stating the reason that the bidder was not having the bid capacity for the work. However, the bid capacity of the bidder was ₹12.14 crore, and bidder was executing five works of ₹ 5.25 crore in the same division. Thus, dis-qualification of bidder on the basis of the bid capacity was irregular.

In the Exit Conference (December 2025), the Government stated that instructions would be issued to all IAs to adhere to procedures before inviting tenders and scrutiny thereof.

4.7.3 Irregular issue and use of Digital Signature Certificate

The e-procurement portal mandates that one Digital Signature Certificate (DSC) can only be mapped to one user account at a time. DSC is unique to an account, and each valid unique DSC is tied to a specific authorized account for secure and legally valid electronic bidding process. Further, in a two out of four DSCs bid opening procedure, processing of the digital bid documents requires any two of four designated DSCs configured as bid openers to digitally sign the action before the bid can be decrypted and accessed. This security measure prevents a single individual from having sole access to sensitive tender information.

Scrutiny of tendering records of three JJM works of ZP, Kolhapur revealed that out of total four DSCs configured as bid openers i.e. authorize for opening the bids, two DSCs were of the same person created by two different login ids in ZP Kolhapur. The details are given in **Table 15**.

Table 15: Cases of DSCs created with different login ids

Sr. No.	Name of WSS	Tender Cost (₹ in lakh)	Tender Date	Bid opening Date	Remarks
1	Thikpurli, Radhanagri	361.65	23.11.2022	07.12.2022	Out of 4 DSCs configured to authorize for opening the bids, 2 DSCs were in the name of EE, RWS, Kolhapur. Creator of the tender was the same person as well.
2	Siddhanerli, Kagal	413.87	06.12.2022	21.12.2022	
3	Vadipir, Karvir	358.45	15.12.2022	22.12.2022	

It was observed that in above three works (Siddhanerli, Thikpurli, Vadipir), DSCs of single person was used to decrypt/open the technical bids. Creating two

²⁵ Work of Manori WSS.

DSCs of the same person with different login ids and then configuring two DSCs of single person out of four mapped DSCs as bid openers of a particular tender, where the same person was the creator of the tender as well, is a suspected fraudulent act and indicates mala-fide intentions.

EE, RWSD, Kolhapur stated that tendering procedure was done by only Executive Engineer because huge number of tenders were to be processed within short time period.

In Exit Conference (December 2025) Government stated that instructions would be issued to all IAs to strictly adhere to all checks before finalization of tenders.

4.8 Violation of contract conditions

4.8.1 Irregularities in taking work-insurance of the WSS

Clause 61 of the contract conditions provides that the contractor shall take out insurance policy from the Director of Insurance, Maharashtra (DoIM) to provide insurance cover for execution of work. However, if contractor desire to take insurance with local insurance company, the same should be under the Coinsurance-come-servicing²⁶ arrangement approved by DoIM. If the policy taken out by the contractor is not on Coinsurance basis, the same will not be accepted and the premium calculated by the director of insurance will be recovered directly from the amount payable to the contractors. The conditions stipulated in the work order include taking insurance policy within one month of the work order, failing which the department would recover penalty equal to one *per cent* of the estimated cost of work and ₹ 50,000 from the current bill payable to the contractor.

In seven test checked WSS in five blocks of Ahilyanagar district, audit observed that the contractor, before taking insurance from local insurance company, did not take approval from DoIM nor followed the norms in taking insurance policy as the ratio of coinsurance was taken as 40 *per cent* GIF share and 60 *per cent* insurance company share instead of GIF 60 *per cent* and insurance company 40 *per cent*. Further, in six out of seven WSS, the insurance was taken for twelve to twenty-one months and were not renewed after the lapse of policy, even though the work was in progress, as detailed in *Appendix VII*.

In the Exit Conference (December 2025), Government stated that instructions would be issued to take necessary action.

4.8.2 Short receipt of ₹ 0.55 crore on account of additional performance security and security deposit

Public Works Department, Government of Maharashtra, *vide* GR dated 27 September 2018 issued guidelines for recovery of Additional Performance

²⁶ Government's Insurance Fund (GIF)- 60 *per cent* and insurance company -40 *per cent*.

Security (APS), in case the bid received fall below the estimated cost put to tender as per specification below:

Sl no.	Percentage of bid below the estimated cost put to tender	APS recoverable
(i)	upto 10 <i>per cent</i>	one <i>per cent</i> of the estimated cost put to tender
(ii)	11 to 15 <i>per cent</i>	APS in (i) + one <i>per cent</i> for each <i>per cent</i> of bid between 11-15 <i>per cent</i> .
(iii)	More than 15 <i>per cent</i>	APS in (ii) + two <i>per cent</i> for each <i>per cent</i> of bid above 15 <i>per cent</i>

The APS was to be submitted by the contractor in the form of a bank guarantee or demand draft. Further, as per detailed Tender Notice (paragraph 2), a four *per cent* security deposit was to be obtained from the contractor, out of which the initial security deposit *i.e.*, two *per cent* of the estimated cost to be obtained in the form of a Bank Guarantee at the time of tender and the remaining two *per cent* to be recovered from the RA bills of the contractor.

Audit noticed in three tests checked WSS executed under ZP, Ahilyanagar that instead of receiving bank guarantee at prescribed rate, the department while issuing tender notice modified the rate for APS as nil upto 10 *per cent* below tender, two *per cent* upto 15 *per cent* below tender and four *per cent* for more than 15 *per cent* below tender. This resulted in short receipt of APS and initial Security Deposit of ₹ 0.55 crore as detailed in **Appendix VIII**.

In the Exit Conference (December 2025), Government stated that instructions would be issued to take necessary action.

Conclusion

In Maharashtra, there were 138.54 lakh households at the start (August 2019) of the JJM, of which 48.44 lakh households were having tap connections. By December 2024, 129.05 lakh households (87.90 *per cent*) were having tap connection (including 27.74 lakh tap connection from private/ own source). Thus, the objective of providing FHTCs to every rural household by 2024 was not achieved.

During the year 2019-24, a total of 51,560 WSS were initiated in the State out of which 24.64 *per cent* (12703) WSS were completed and 75.35 *per cent* (38857) WSS were ongoing. As such, the tap connections provided in the state may not be fully functional as 75.35 *per cent* of WSS were still incomplete. The low completion of water supply schemes indicates execution constraints and points to a disconnect between planning and implementable capacity, affecting the timely achievement of Mission objectives. Further, there was no mechanism in place to measure the quantity of water supplied and hence, audit could not ascertain the adequacy of water *i.e.* minimum 55 lpcd.

The reliability of reporting compromised due to mismatching of FHTC data between SWSM and district implementing agencies, incorrect certification of

Har Ghar Jal villages, and duplication in geo-tagging of assets. Villages were declared HGJ village even though water was not supplied to every household. Violation of contract conditions such as issue of work orders without prior approval of SLSSC, incorrect assessment of bid capacity of the contractors, irregularities in taking insurance of the WSS, short receipt of additional performance security were also noticed.

Recommendations

- *Government may speed up the process to provide FHTC to every household along with completion of pending WSS to make FHTC fully functional and ensure availability of land and mandatory clearances before sanctioning and awarding WSS.*
- *Government may strengthen monitoring systems and reconcile FHTC data to ensure accuracy and transparency and adhere strictly to JJM guidelines, particularly in certification of HGJ villages, metering of household connections and asset protection.*