

# **CHAPTER – I**

## **INTRODUCTION**



# WATER SUPPLY AND SANITATION DEPARTMENT

## Performance Audit on Jal Jeevan Mission

### Chapter I

#### 1.1 Introduction

Since independence, Government of India (GoI) has undertaken various programmes to provide safe drinking water to the rural population. In 2009, GoI launched the National Rural Drinking Water Programme (NRDWP) by modifying the earlier programmes with major emphasis on ensuring sustainability of water availability in terms of potability, adequacy, convenience, affordability and equity, on a sustainable basis, adopting decentralized approach involving Panchayat Raj Institutions (PRIs) and community organizations.

With population of 11.24 crore (population Census 2011) and geographical area of 3.08 lakh square kilometer, Maharashtra is ranked second by population and third in terms of area. The rural area of the State is largely dependent on groundwater for drinking purposes as nearly 80 *per cent* of water sources are dependent on groundwater. The rural population of Maharashtra is 54.77 *per cent*, of which 34.96 *per cent* households were having tap connections as of August 2019.

#### 1.2 Objectives of Jal Jeevan Mission

Jal Jeevan Mission (JJM) is the flagship programme of the GoI which was launched on 15 August 2019. The Ministry of Jal Shakti is the nodal Ministry for the overall policy, planning, funding and coordination of the JJM at National level. It has been launched in partnership with the State Governments.

The scheme aimed to provide potable piped water supply to the 19 crore rural households of the country through Functional Household Tap Connection (FHTC) by the end of 2024. According to the Operational Guidelines (2019) for implementation of JJM, a functional tap connection has three definite characteristics in terms of water supply *i.e.* to provide water in adequate quantity (minimum 55 liters per capita per day), of prescribed quality (BIS: 10500) and continuous supply on regular basis.

The Government of Maharashtra (GoM) *vide* resolution dated 04 September 2020 approved the implementation of the JJM scheme in the State. The ongoing programmes under NRDWP were also subsumed in JJM.

#### 1.3 Physical progress of the scheme

During 2019-2024, total 51560 Water Supply Schemes (WSS) were taken up by GoM under JJM. These WSSs were to be completed by 2024, to achieve the objectives of JJM. As of March 2024, 12703 WSS were completed and 38857 WSS were ongoing. Similarly, as against 1.46 crore rural households in

the State aimed to provide FHTC, 1.25 crore households were provided FHTC till March 2024.

#### **1.4 Organisational Structure for implementation of JJM in the State**

For the implementation of the scheme, a four-tier institutional mechanism is set up as detailed below:

At the **National level**, the National Jal Jeevan Mission is set up which is headed by the Mission Director who is responsible for overall implementation of JJM and provides policy guidance, financial assistance and technical support to the participating States.

At the **State level**, the State Water and Sanitation Mission (SWSM) having Governing body (Apex Committee) and the Executive Committee are responsible for overall planning, implementation and control of JJM.

At the **District level**, the District Water and Sanitation Mission (DWSM) is responsible for implementation of JJM.

At the **Village Level**, the Village Water and Sanitation Committee (VWSC), through Gram Panchayat (GP) or its sub-committee, is responsible for preparing Village Action Plan and planning, designing, implementing, operating and maintaining the in-village water supply schemes. Gram Sevak of the village is the Member Secretary of the VWSC.

The State also has a State Level Scheme Sanctioning Committee (SLSSC) which essentially works as State level technical committee for JJM. SLSSC is headed by the Principal Secretary of Water Supply and Sanitation Department (WSSD). SLSSC convenes the meetings for approval of schemes which are not under the purview of DWSM for sanction *viz.*, intra/ inter district distribution networks, regional water supply schemes, treatment plants *etc.*

#### **Role of Implementing Agencies in the State**

**Maharashtra Jeevan Pradhikaran (MJP):** It is an autonomous body under the WSSD. Member Secretary is the executive head at the State level and Executive Engineer (EE) is at the division level. The water supply schemes having estimated costs above ₹ five crore and multi-village schemes are implemented by MJP.

**Zilla Parishad:** It works under the Rural Development and Panchayat Raj Department (RDPD). Chief Executive Officer (CEO), Zilla Parishad (ZP) is the co-chairman of DWSM. The EE, Rural Water Supply Department (RWSD), ZP looks after the overall implementation of water supply schemes having estimated cost upto ₹ five crore.

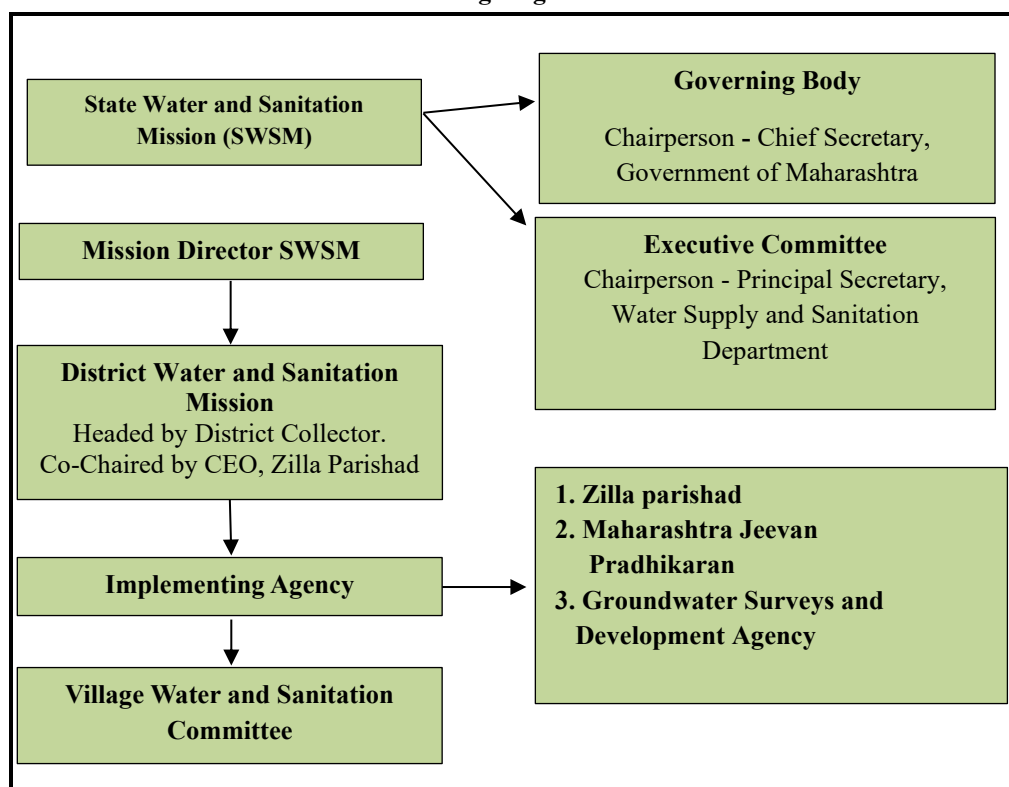
**Ground Water Surveys & Development Agency:** It is headed by the Directorate and is engaged in the development and management of groundwater

resources in the State through various schemes. Its main aim is to provide safe and potable drinking water to the community.

The Implementing Agencies (IAs) are also responsible for providing technical help to the village community in preparation of Village Action Plans (VAPs) for preparing design, estimates and providing technical approvals for in-village infrastructure.

Organisational structure for implementation of JJM in the State is given in **Chart 1:**

**Chart 1: Organogram for JJM**



Source: Records of the department

## 1.5 Financial management

At the National level the estimated outlay of the mission was envisaged (2019) at ₹ 3.60 lakh crore with Central and State share of ₹ 2.08 lakh crore and ₹ 1.52 lakh crore respectively.

GoM estimated (September 2020) ₹ 13,668.50 crore for implementation of JJM in the State. The sub-components of JJM fund includes Coverage Fund, Support Activities and WQMS. Up to five *per cent* and up to two *per cent* of the allocated funds to a State will be utilized for Support Activities and WQMS activities respectively. Component-wise Centre-State funding pattern is shown in **Table 1** below:

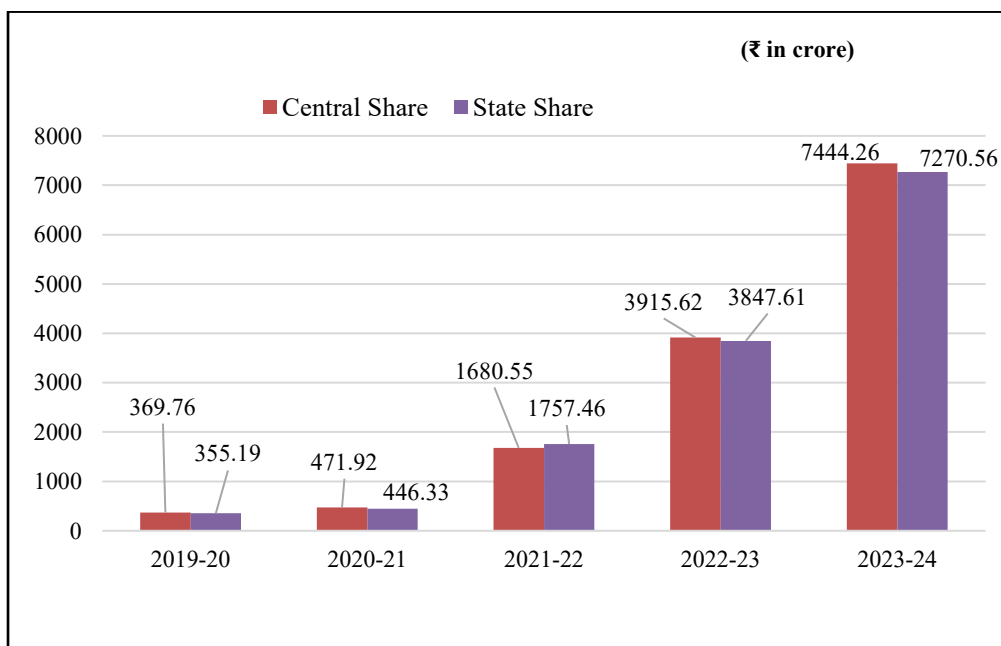
**Table 1: Components of JJM funds**

Component	Centre/State fund ratio	Expenditure on
Coverage Fund	50:50	Construction of water supply schemes for providing household tap connections.
Support Activities	60:40	Information, education and communication among local communities; human resource development; training and skill development; mobilization of local communities; third party inspection; change management; resource centres; knowledge centre; workshops, review meetings, exposure visits on JJM; Integrated Management Information System (IMIS).
Water Quality Monitoring and Surveillance	60:40	Water quality testing, laboratory <i>etc.</i> , related matters.

SWSM, a society registered under the Societies Registration Act, 1860, has operationalised Single Nodal Account (SNA) as an ‘escrow account’ in HDFC Bank, Thane. The Central and State share of JJM funds are directly credited to this SNA.

During 2019-20 to 2023-24, the total fund (Central and State share) allotted for implementation of JJM in Maharashtra was ₹ 27,559.26 crore. Year-wise break up of the Central and State share of JJM fund is provided in **Chart 2**.

**Chart 2: Central and State share for JJM**



Source: Information furnished by the SWSM

The component-wise funding is given in **Table 2**.

Table 2: Details of Central and State share component

₹ in crore)

Year	Central Share				State Share			
	Coverage Fund	Support Fund	WQMS	Total	Coverage Fund	Support Fund	WQMS	Total
2019-20	345.76	17.10	6.90	369.76	339.19	11.40	4.60	355.19
2020-21	439.74	23.04	9.14	471.92	425.22	15.11	6.00	446.33
2021-22	1563.89	83.33	33.33	1680.55	1679.32	55.84	22.30	1757.46
2022-23	3641.53	195.78	78.31	3915.62	3641.53	153.87	52.21	3847.61
2023-24	6923.16	372.21	148.89	7444.26	6923.16	248.14	99.26	7270.56
<b>Total</b>	<b>12914.08</b>	<b>691.46</b>	<b>276.57</b>	<b>13882.11</b>	<b>13008.42</b>	<b>484.36</b>	<b>184.37</b>	<b>13677.15</b>

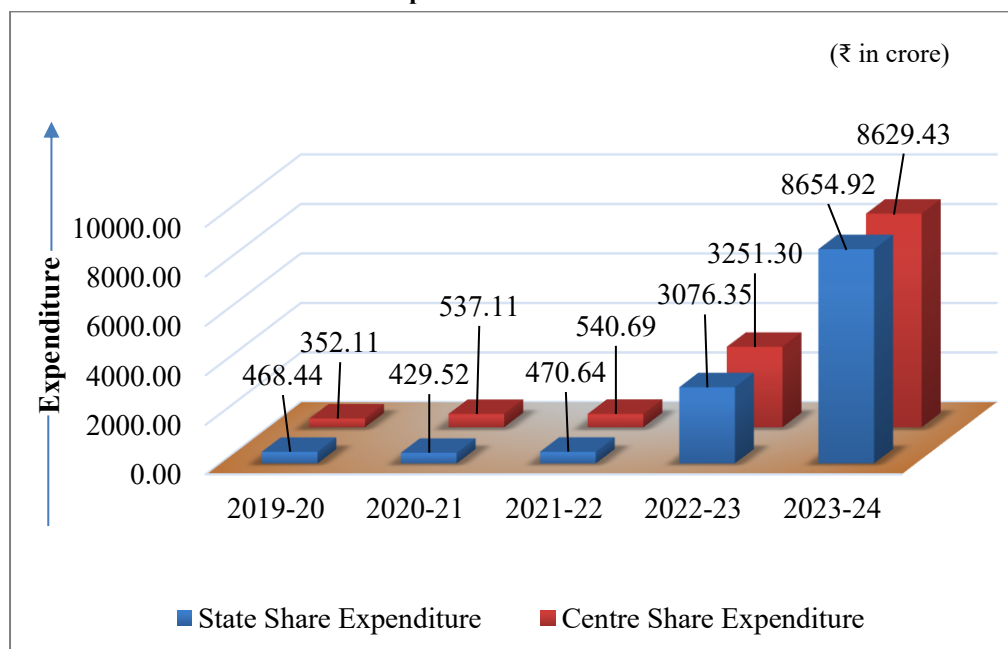
Source: Year-wise utilization certificates

Besides State and central allocations, bank interest and other receipts are also credited to the Programme/ SNA Account.

The total expenditure on the implementation of JJM in the state is ₹ 26410.51 crore against the total allotment of ₹ 27559.26 crore during the period 2019-20 to 2023-24.

Year-wise expenditure of JJM in Maharashtra is depicted in **Chart 3**.

Chart 3: Expenditure incurred under JJM



Source: Information furnished by the SWSM

## 1.6 Audit Objectives

The audit was undertaken to assess whether:

- Programme objectives have been achieved successfully,
- Efficient institutional framework was in place for planning, implementation and post operational management of the scheme,
- Financial resources have been employed in an economic and efficient manner; and

- Assets created through the programme are sustainable for the next two to three decades and do not compromise water security for future generations.

## **1.7 Audit Criteria**

Criteria adopted for the performance audit include:

- Guidelines for implementation of JJM.
- *Margdarshika* for Gram Panchayat and Village Water Sanitation Committee to Provide Safe Drinking Water in Rural Households.
- Water Quality Monitoring and Surveillance Framework.
- Sustainable Development Goal obligations and Standard Operating Procedure for Water Sanitation and Hygiene standards.
- General Financial Rules, 2017 and Bombay Financial Rules.
- Orders issued by Water Supply and Sanitation Department GoM, facilitating implementation of JJM.
- Act, Rules, Regulation, Circulars and Schedule of Rates of Maharashtra Jeevan Pradhikaran.
- Act, Rules and Regulation and instructions issued by Zilla Parishad/Gram Panchayat.
- Guidelines on tendering issued by Central Vigilance Commission.

## **1.8 Scope of Audit and Methodology**

The performance audit covered the period of JJM implementation from 2019-20 to 2023-24. Audit discussed the scope of audit and methodology with the Principal Secretary, WSSD and the Deputy Secretary, Rural Development and Panchayat Raj Department in an Entry Conference held on 07 August 2024.

Selection of districts for audit was made using stratified random sampling method. Districts were grouped into three strata namely top performer (60 *per cent* and above), mid performer (between 30-60 *per cent*) and less performer (less than 30 *per cent*), on the basis of performance of the district in terms of percentage of FHTC provided. Two districts from each stratum were sampled using simple random sampling without replacement method. Further two blocks in each of the selected districts and two villages from each of the selected blocks were sampled on random basis from the list of villages with completed schemes. A total of six<sup>1</sup> districts, 12 blocks and 24 villages were selected for the performance audit. The details of selected districts, blocks and villages are detailed in *Appendix I*.

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<sup>1</sup> Ahilyanagar, Jalgaon, Kolhapur, Pune, Solapur and Thane.

Audit surveyed 480 beneficiaries (20 beneficiaries from each of the 24 selected villages) of JJM. 24 selected GPs/VWSCs were also surveyed with reference to key issues viz., implementation of scheme, community contribution and water quality. While selecting villages for assessing the implementation of the scheme and conducting beneficiary survey, villages were sampled from list of villages having physically completed water supply scheme. In addition to selected villages, Audit selected villages on the basis of records of works checked at IA level.

Field audit involved scrutiny of records and files maintained in the offices of the Principal Secretary, Water Supply and Sanitation Department and Rural Development and Panchayat Raj Department, SWSM, DWSM, ZP, divisions of MJP and GSDA and GP/village of the selected districts and blocks. The information available on JJM dashboard/ Integrated Management Information System (IMIS) data was also used for references and test checks.

An Exit Conference was held with Principal Secretary, WSSD on 11 December 2025 in which the audit observations were discussed. The replies received from the State Government have been incorporated in the report. The audit findings are discussed in the succeeding chapters.

## **1.9 Acknowledgement**

Audit acknowledges the co-operation and assistance extended by the WSSD, RDPD, SWSM and offices of implementing agencies (ZP, MJP and GSDA) and their officials at various stages during the conduct of this performance audit.

