

CHAPTER-I

INTRODUCTION

1 Programme Overview and Audit Approach

1.1 Introduction

The Jal Jeevan Mission (JJM) is a flagship programme announced by the Government of India (GoI) in August 2019 with the aim to ensure that every rural household (HH) in India has access to regular and long-term supply of potable water in adequate quantity and prescribed quality by 2024¹ through Functional Household Tap Connections (FHTCs). In consonance with the above, the Government of Chhattisgarh (GoCG) launched the mission to provide FHTC to 44.39 lakh HHs which was revised as 50 lakh HHs by 2024. Public Health Engineering Department (PHED) is the nodal department of the GoCG entrusted with the responsibility of providing drinking water to rural population of the State.



1.2 Institutional framework for implementation of JJM in Chhattisgarh

For implementation of JJM in Chhattisgarh two committees viz. Apex Committee and Executive Committee were formed (March and June 2020) under the State Water and Sanitation Mission (SWSM) Chhattisgarh. The Apex Committee is headed by the Chief Secretary of the State and is responsible for overall policy formulation, strategic planning and monitoring. The Secretary, PHED acts as the Member Secretary of the Apex Committee. The Executive Committee is headed by the Mission Director, JJM a Secretary level officer responsible for handling day-to-day implementation, including project planning, fund management and coordination with district and village bodies.

The **Chart 1.1** shows the institutional framework for implementation of JJM.

¹ GoI announced extension of JJM till 2028.

Chart 1.1: Institutional framework for implementation of JJM in Chhattisgarh

SWSM	State Water and Sanitation Mission
• Apex committee: Apex Committee headed by Chief Secretary, GoCG, The Principal Secretary, Public Health Engineering Department, GoCG is the Member Secretary of the Apex Committee. • Executive Committee: Executive Committee headed by Mission Director, a Secretary level officer responsible for monitoring of physical and financial performance and management of the water supply schemes.	
DWSM	District Water and Sanitation Mission
• Chairman, DWSM: District Collector acts as Chairman of the DWSM, responsible for overall implementation of JJM at district level. • Member Secretary, DWSM: Executive Engineer, PHED acts as the Member Secretary responsible for providing technical help to village community in preparation of Village Action Plan (VAP), preparing design, estimate and providing technical approvals of water supply infrastructure.	
VWSC	Village Water and Sanitation Committee
• Village community, through Gram survey at or its sub-committees is responsible for preparing VAPs, planning, designing, implementing, supervising, operating and maintaining water supply schemes.	

The financial powers for sanctioning of schemes and invitation of tenders for schemes costing up to ₹ 5 crore were delegated to the DWSM. Further, powers to sanction the MVS (out-village) were vested with SWSM.

1.3 Types of Schemes under JJM

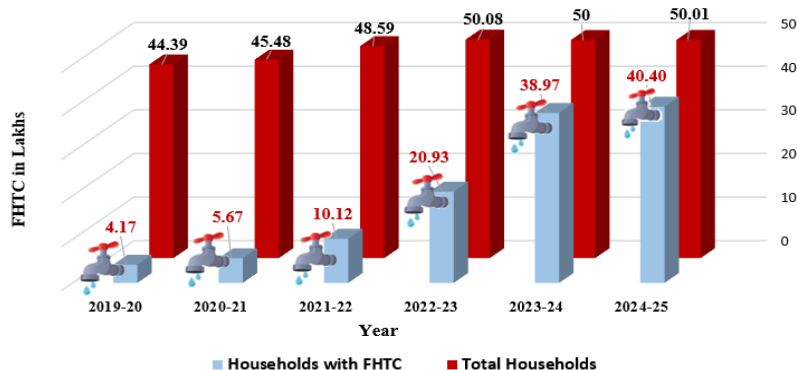
JJM guidelines (2019) had provision of two types of schemes viz. Single Village Scheme (SVS) and Multi Village Scheme (MVS) for providing FHTC. The SVS is a groundwater, springs, or surface water scheme consisting of development/ augmentation of drinking water source, a water treatment plant, pumping arrangement, Overhead Tank (OHT) and distribution network leading to FHTC. In Chhattisgarh most (90 *per cent*) of the SVS are based on groundwater source. The MVS is a surface water-based scheme that caters to multiple villages. It consists of two parts, i.e. in-village infrastructure and out-village infrastructure. In-village infrastructure consists of pumping arrangement, OHT and distribution network leading to FHTC similar to SVS and the major components of out-village infrastructure includes the source of raw water, raw water storage, transmission system, filtration system, pumping machinery, balancing reservoir and distribution system up to the village boundary. In Chhattisgarh, out-village infrastructure component was executed under MVS while in-village infrastructure was executed separately as SVS.

In Chhattisgarh, 29,153 SVS and 70 MVS were sanctioned during the period of audit under JJM to provide FHTC to 50 lakh HHs. As of March 2024, only 172 SVSs had been completed and out of those 32 schemes had been handed over to the community/Gram Panchayat (GP). Work of all 70 MVS (out-village) sanctioned to cover 9.85 lakh FHTCs through surface water sources was under progress as of March 2024.

1.4 Physical Progress

At the time of commencement of JJM, 3.20 lakh rural HHs had FHTC at their houses in Chhattisgarh. Chhattisgarh ranked 23rd in terms of FHTC progress in India as of March 2024 and further slipped to 26th rank as of March 2025.

Chart 1.2: Year-wise progress of FHTCs provided under JJM



The year-wise FHTCs provided are detailed in **Table 1.1**.

Table 1.1: Year-wise progress of FHTCs provided under JJM

Year	Total rural HHs ² as on 1 April	HHs provided with FHTC up to 31 March	Achievement in per cent
2019-20	44,38,941	4,16,568	9
2020-21	45,48,080	5,66,614	12
2021-22	48,59,443	10,11,583	21
2022-23	50,08,481	20,92,828	42
2023-24	50,00,155	38,97,049	78
2024-25	50,01,291	40,40,180	81

(Source: JJM IMIS report J36)

(Note: Figure of 40.40 lakh includes existing FHTCs of 3.20 lakh as of April 2019 and 1.48 lakh connections provided through private/own source.)

Out of 40.40 lakh FHTCs installed, 13.31 lakh FHTCs (33 per cent) were non-functional as of January 2025, due to dry source, incomplete OHTs, lack of electric connection, non-installation of solar pump etc.

As per JJM guidelines all 19,656 villages in Chhattisgarh were to be certified as 'Har Ghar Jal' by March 2024. Against the target of 100 per cent certification of 19,656 villages as HGJ, only 716 villages (3.64 per cent) were certified as HGJ as of March 2024 which increased to 3,266 villages (17 per cent) as of March 2025 in Chhattisgarh.

As of March 2024, none of the 33 districts and 146 blocks of Chhattisgarh has achieved 100 per cent saturation in providing FHTC to all HHs. The FHTC coverage in 18 districts ranged from 76 to 98 per cent with Dhamtari district

² Total number of households in the State was updated during yearly data updation.

leading with 98 per cent coverage and Balodabazar with 76 per cent. Further, the remaining 15 districts had FHTC coverage in the range of 56 to 74 per cent. The district-wise status of FHTC coverage in the State as of March 2024 is shown in **Chart 1.3**.

Chart 1.3: District-wise status of FHTC coverage



1.5 Financial Progress

During 2019-20 to 2023-24, the total fund released by the GoI and GoCG under JJM was ₹ 11,855.72 crore out of which expenditure of ₹ 11,034.26 crore was incurred for implementation of JJM in the State. The funds released and expenditure under JJM during 2019-20 to 2023-24 are shown in **Table 1.2**.

Table 1.2: Details of JJM fund released and expenditure

(₹ in crore)

Year	Opening Balance	Fund release			Other receipts*	Total Available fund	Expenditure	Closing Balance
		Central	State	Total				
1	2	3	4	5 (3+4)	6	7 (2+5+6)	8	9
2019-20	0	24.27	24.27	48.54	0.59	49.13	23.36	25.77
2020-21	25.77	290.15	283.95	574.10	3.14	603.01	444.30	158.71
2021-22	158.71	556.82	543.64	1,100.46	13.35	1,272.52	988.98	283.54
2022-23	283.54	2,236.86	2,184.97	4,421.83	6.11	4,711.48	4,203.40	508.08
2023-24	508.08	2,885.56	2,825.23	5,710.79	15.28	6,234.15	5,374.22	859.93
Total		5,993.66	5,862.06	11,855.72	38.47		11,034.26	

(Source: As per the utilisation certificates in the audited statement of accounts of SWSM)

(* includes interest payment and refund)

(Note: During 2019-20, the GoI released ₹65.82 core out of which SWSM deposited ₹ 41.55 crore of Central share and ₹ 40.58 crore matching State share in next FY 2020-21. Similarly, Central share amounting to ₹ 92.47 crore and matching State share amounting to ₹ 89.87 crore pertaining to year 2020-21 was deposited to nodal account in FY 2021-22 and ₹ 12.88 crore Central and State share each pertaining to FY 2021-22 deposited in FY 2022-23)

It can be seen from the above table that expenditure of ₹ 11,034.26 crore had been incurred against the total funds of ₹ 11,855.72 crore released by GoI and GoCG with balance fund of ₹ 859.93 crore as of March 2024. The executive committee of SWSM in its meeting during 2023-24 projected requirement of funds of ₹ 26,137 crore based on administrative approval accorded to SVS/MVS under JJM. During 2024-25, funds of ₹ 3,823 crore were released by GoI and GoCG. For completion of existing schemes, more funds would be needed, however, no funds were released by Central Government during 2025-26 and the State Government released only ₹ 983 crore up to September 2025. This would also affect the completion of schemes in a timely manner.

1.6 Audit Objectives

The Performance Audit was taken up to assess whether

- Necessary planning and institutional mechanisms existed for the effective implementation of the programme;
- Financial resources were utilised in an economic and efficient manner;
- Implementation of the programme was effective and efficient, and the programme objectives were achieved successfully.

1.7 Audit Criteria

The audit criteria for the Performance Audit were sourced from the following:

- i. Operational guidelines (December 2019) for implementation of Jal Jeevan Mission
- ii. Central Public Health Environment Engineering Organisation (CPHEEO) Manual (May 1999) on Water Supply & Treatment and Manual on Operation & Maintenance
- iii. Water Quality Monitoring & Surveillance (WQM&S) Framework (October 2021) issued by the Ministry of Jal Shakti, GoI
- iv. Bureau of Indian Standards (BIS) IS: 10500 (2015)
- v. Orders/notifications/circulars issued by GoI and GoCG from time to time
- vi. Chhattisgarh Works Department Manual

1.8 Audit Scope and Methodology

Performance Audit on Jal Jeevan Mission (JJM) covers the period of JJM implementation from 2019-20 to 2023-24 with test-check of the records in the Office of the Engineer-in-Chief, PHED, and information collected from the Office of the Mission Director (MD), JJM and CEO, CREDA to assess the overall implementation of JJM in the State. Audit also scrutinised the records of six³ district- level implementing units i.e. District Water and Sanitation Mission and District and Block laboratories from August 2024 to September 2024, selected out of 33 districts by the Stratified Random Sampling method. Two blocks from each selected district and two villages from each selected block were selected for test-check of the schemes. Audit conducted a

³ 1. Dhamtari, 2. Gaurella-Pendra-Marwahi (GPM), 3. Kondagaon, 4. Korba, 5. Mahasamund, 6. Surguja

beneficiary survey of 20 HHs each in 24 selected villages to assess the project implementation in the state. The list of selected units is given in **Appendix 1.1**.

An entry conference was held (June 2023) with the Secretary, PHED, GoCG, to discuss the objectives, scope and methodology of the performance audit. The draft report was forwarded to the State Government in January 2025. An exit conference was held in May 2025 with the Secretary of the PHED to discuss the audit findings. The views/replies of the Government were suitably incorporated in the report. Audit acknowledges the cooperation and assistance extended by the Department and test-checked units visited during conduct of the performance audit.