CHAPTER – II

FRAMEWORK OF JJM PLANNING

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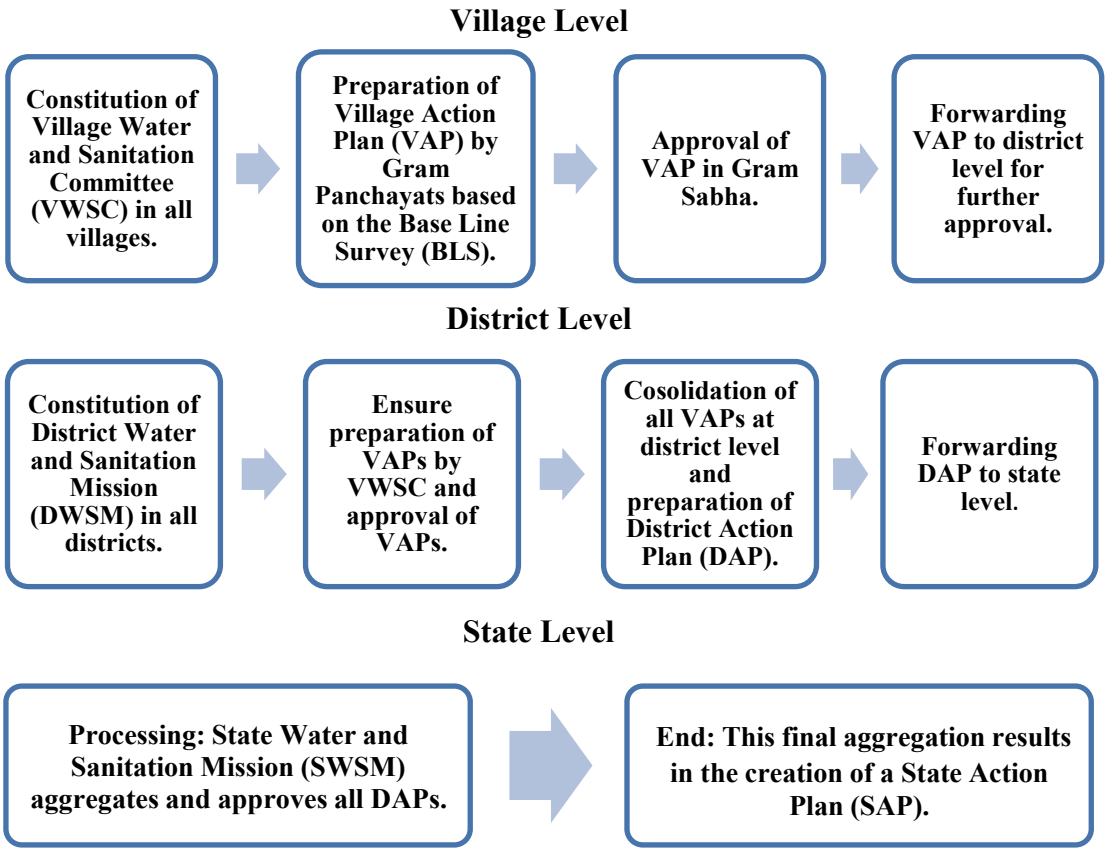
Planning

2. Framework of JJM Planning

JJM envisaged a bottom-up approach to planning. Census coded revenue village is the unit of planning JJM activities along with district and State level. The flowchart illustrated below gives the multi-level planning process for the Jal Jeevan Mission:

Jal Jeevan Mission Planning Process: A Bottom-Up Approach



Records related to baseline survey, Village Action Plans and District Action Plans of the selected districts, blocks and villages were scrutinized. The audit observations are detailed below.

2.1 Preparation of action plans at village, district and state level

2.1.1 Deficiencies in planning at village level

As per guidelines, Base Line Survey (BLS) was to be conducted by VWSC. Based on the baseline survey, Village Action Plan (VAP) was to be prepared by VWSC to assess the number of available household tap connections and quality and quantity of water supplied. As per JJM guidelines the VAP shall include GP resolution, details of coverage of households, population projection for the next 15 and 30 years, details of schools/anganwadi/ GPs *etc*., availability of FHTC,

rainwater harvesting and soak pits, details of total daily requirement of water, grey water management *etc*.

Audit observed that in none of the test checked districts, the baseline survey was conducted. Though, all the 24 selected villages had prepared VAPs, however, in case of 13 villages, VWSCs prepared VAPs without getting resolution passed by the GPs. In four cases, information regarding GP resolution was not mentioned in the VAP. Further, the VWSCs were either partially constituted or not constituted in ten villages. In none of the selected villages, planning for source sustainability and grey water management was done. It was also noticed that essential parameters of VAP such as details about current population, coverage of households, status of FHTCs, history of water supply, details about identification of washing/ bathing block, identification of water source/ land, details about annual O&M charges and community share were not mentioned in the VAPs of twenty villages. Further resource/ source mapping was also not done in 20 out of 24 VAPs test checked by Audit. The deficiencies noticed in VAPs of 24 selected villages are detailed in ***Appendix II***. Due to non-conducting of BLS, comprehensive coverage of all the households was not ensured as discussed in **Paragraph 4.1.1**.

Regarding non-conducting baseline surveys, SWSM replied that VAP was treated as BLS and VAP was prepared by village panchayat in consultation with the Implementing Support Agencies[2] (ISAs) and technical support by EE, ZPs.

In the Exit Conference (December 2025), Government replied that the VAP was prepared by Gram panchayat with support from different agencies (DWSM, Maharashtra Jeevan Pradhikaran/ Rural Water Supply Division, ZP, Ground water Survey and Development Agency, ISA) based on data available from various resources.

However, the reply was silent about the deficiencies highlighted by Audit in the preparation of VAP.

2.1.2 Deficiencies in planning at district level

As per the JJM guidelines, the DWSM prepares and finalizes DAP which would invariably be aggregation of all VAPs of the districts. Apart from giving the road map to achieve FHTCs within 2024, the plan shall include long term drinking water security of the district by preparing a district annual water budget. It shall also include water conservation efforts to be taken to ensure drinking water security and capacity building requirements of all the stakeholders. DWSM, on the basis of DAP, would be able to assess the requirement of tap connection, water availability and other resources and quantum of work to be undertaken.

[2] Non-Government Organisations/ Village Organisations/ women Self Helf Groups/ Trusts/ Foundations are referred as ISAs and play critical role as partners in mobilizing and engaging the communities to plan, design, implement, manage, operate & maintain in-village water supply infrastructure.

Audit observed that VAPs were prepared in six selected districts without incorporating essential parameters as discussed in **Paragraph 2.1.1**. This affected the preparation of DAP as the DAPs of six selected districts were not prepared as per the JJM guidelines. Out of six DWSMs, four DWSM[3] prepared DAPs for the period of one to four years instead of preparing DAP for the full scheme period (2019-24). In all the six DWSM, the essential parameters such as quarterly and Annual Action Plan (AAP) for providing FHTC, financial action plan, water security, requirement of land, overall human resource requirement at various levels, estimation of type of water sources, distribution network, greywater and reuse measures and source sustainability measures *etc.,* were not included. Deficiencies in preparation of DAPs affected the assessment of resource requirement and quantum of work to be undertaken in the district as IAs were working with same manpower which was sanctioned for regular works during pre-JJM period resulting in human resource constraint. Further, the Water Supply Schemes (WSS) were sanctioned without assessing the requirement of Water Treatment Plant (WTP), distribution network to cover all habitations of villages and water availability from proposed source, as discussed in subsequent paragraphs.

In the Exit Conference (December 2025), Government stated that the DAPs were prepared with planning up to 2024 to saturate all villages with 100 *per cent* FHTCs. The deficiencies in preparation of DAP were due to bigger coverage of scheme. The IAs were informed from time to time to fill vacancies.

2.1.3 Preparation of State Action Plan

Para 7.5 of the JJM Guideline provides that every State has to prepare a five-year SAP wherein the annual target of FHTCs and corresponding financial requirements will be projected. Para 3.6.1 of the JJM guidelines provides that, based on DAPs, SAP was to be prepared and finalised by SWSM with an objective of achieving overall State drinking water security and used for financial planning to cover all rural households in the State.

Audit observed that SWSM did not prepare SAP for the State, instead AAP were prepared for the year 2020 to 2024. In the absence of SAP, taking up of WSS was not uniform during the scheme period which is evident from the fact that 75 *per cent* of the WSS (38761 out of 51560) were taken up during 2021-22 and 2022-23 alone. In the absence of SAP, possibility of Public Private Partnership project for implementation of JJM was not explored, land requirement was not assessed properly which resulted in delay in execution of schemes (**Paragraph 4.1.3**), assessment for ISAs were not made which resulted in appointment of inefficient ISAs (**Paragraph 6.7.2**). Further, no O&M policy was finalised as discussed in **Paragraph 6.1**.

[3] Ahilyanagar, Jalgaon, Pune and Solapur.

In the Exit Conference (December 2025), Government stated that AAPs along with financial planning was prepared for the whole mission period 2020-2024. In JJM Guidelines, there was no provision for acquisition of land. Therefore, land was to be made available by DWSM along with co-operation from Gram Panchayat. O&M policy was at finalization stage at state Government Level. It further stated that, to overcome shortfall of Engineers, five project management consulting agencies (PMCs) were appointed and additional manpower were also permitted for co-ordination in DPR preparation, monitoring, evaluation and updating of data on IMIS.

Although AAPs were prepared, the SAP was required to serve as a comprehensive roadmap for achieving the objectives of the Jal Jeevan Mission by 2024. As per paragraph 6.2 of the JJM guidelines, it was the responsibility of IAs to ensure availability of land for the scheme; however, the Department did not monitor land availability for effective implementation. Further, even after appointment of PMC and permitting additional manpower for various works only 24.64 *per cent* (12,703) of water supply schemes were completed by March 2024, indicating significant implementation shortfalls.

2.2 Improper planning

JJM is to assist, empower and facilitate the State in planning participatory rural water supply strategy for ensuring potable drinking water security on long-term basis to every rural household and to assist in ensuring sustainability of water supply system. The results of improper planning are discussed below:

2.2.1 Sanction of scheme without assured water supply

Audit observed that in nine[4] WSS of Thane district, MJP executed the augmentation of WSS *i.e.,* from 40 to 55 lpcd in which the earlier source of water was either BMC, STEM[5] tapping, ground water or surface water. Though, the schemes were approved by MJP during September and October 2022, the BMC was approached in May 2023 for permission for tapping to its sources for the proposed water supply schemes. In response, BMC refused (June 2023) supply of water. An expenditure of ₹ 35.69 crore had been incurred (July 2024) on these WSS.

Similarly, ZP, Thane proposed tapping on BMC sources for augmentation of WSS from 40 to 55 lpcd for four[6] schemes without the permission of BMC. The earlier source of water for the schemes was ground water. The approvals for the schemes were accorded in September 2021. However, the work of WSS could not commence as the permission to get water from BMC source was not granted

[4] Aghai (Shahapur Block), Shelar Borpada, Karivali, Katai, Ambadi, Rahanal, Kongaon, Borivali (Rahur) and Padhaga (Bhivandi Block).

[5] STEM Water Distribution and Infrastructure Company Private Limited, which manages large-scale water distribution in Thane.

[6] Kunde, Kurund, Kawad Khurd, Vaghivali (Bhivandi Block).

(July 2023). EE, ZP, Thane stated (September 2024) that the four WSS were under revision considering new source after refusal for tapping by BMC.

In respect of refusal of additional water from BMC source to the nine WSS in Thane district under MJP, Government in Exit Conference stated (December 2025) that six[7] villages were already having permission from BMC with demand per capita of 40 lpcd. Two[8] villages, for which the BMC refused to sanction demand, would be covered by STEM authority and proposal for the same was in progress. In the remaining Padhga village, alternate source proposal was in progress. No reply was furnished in respect of four schemes of ZP, Thane. The Government also stated that instructions would be issued to IAs to take all precautions before finalizing the proposal.

The reply is not acceptable as IAs did not ensure the availability of assured water source for the scheme by obtaining prior permission from BMC which resulted in deprival of scheme's benefits to the beneficiaries as the WSSs were still incomplete.

2.2.2 Sanction of WSS without WTP

(i) Audit observed that in village Shingve Tukai of Ahilyanagar district, WSS was approved (September 2021) having source of water from Maharashtra Industrial Development Corporation (MIDC) distribution line. The distribution line was releasing raw water as WTP of MIDC was yet to be completed (December 2022). Since the WSS of Shingve Tukai village was designed without assessing the requirement for WTP, the beneficiaries were getting untreated water. The water from the MIDC source was not potable when tested (October 2024).

As shown in **Photograph 1**, the village had a WTP and one Elevated Service Reservoir (ESR) in un-used condition which were not considered in the new WSS.

[7] Aghai (Shahapur Block), Shelar Borpada, Karivali, Ambadi, Rahanal, and Borivali (Rahur).

[8] Katai and Kongaon.

Photograph 1: Unused WTP and ESR in Shingve Tukai village (Ahilyanagar district)

In the Exit Conference (December 2025), Government stated that the water for the scheme was proposed through tapping from MIDC source, hence no need for the WTP.

The fact remained that the villagers were getting raw water which could be hazardous for their health.

(ii) Audit observed that in Kashti village of Shrigonda block, WSS having surface water as its source was sanctioned (March 2022) without the provisions of WTP. The WSS was handed over to GP on 08.09.2023, however the non-functional WTP constructed in old WSS was not put to use as shown in **Photograph 2**. The water supplied to the villagers was tested (September 2024) and found to be non-potable.

Photograph 2: Unused WTP in Kashti village of Shrigonda block

In the Exit Conference (December 2025), Government stated that the WTP in the existing scheme was non-functional and required repair works. Proposal to bring WTP to operational condition is under way.

The facts remained that till the repairing of existing WTP and making it functional, the villagers will get untreated water.

2.2.3 Assessment of retrofitting of scheme

Ghulewadi WSS of Ahilyanagar district under MJP, Sangamner, was initiated (November 2012) under NRDWP and handed over (March 2018) to the GP. The in-village water infrastructure handed over included two ESR having total capacity of 24 lakh liter, jackwell, pumping house and machinery, rising main, WTP and distribution network of 48.31 km with source of water from Pravara river. The scheme was made to provide 70 lpcd of water for a projected population of 60,320 by 2027.

Audit observed that a scheme of "Retrofitting of this Ghulewadi WSS," was taken up (September 2022) at cost of ₹ 80.24 crore for providing 55 lpcd water to projected population of 62,738 by 2053. The technical sanction to the WSS included construction of three new ESRs of total capacity of 5.25 lakh liters, jackwell, pump house and machinery, rising main, balancing tank, sump and distribution network of 75.60 km.

The WSS already handed over to GP was made to cater to a population of 60,320 whereas the retrofitting of this WSS was sanctioned to cater to a population of 62,738. As such, for additional population of 2418 by 2053, the additional distribution network of 75.60 km and three ESR was not justified as the previous WSS already had 48.31 km of distribution network, ESR having capacity of 24 lakh liter for providing 70 lpcd. An expenditure of ₹ 27.84 crore was made on retrofitting of these WSS till October 2024.

In the Exit Conference (December 2025), Government stated that existing scheme was not sufficient to cater to the needs of village population during summer hence balancing tank was proposed considering canal intake as source along with rising main from canal to balancing tank which constitutes major portion of the cost of retrofitting WSS.

The reply is not acceptable as department justified the component of balancing tank only whereas taking up of additional distribution network of 75.60 km and ESR was not justified for additional population of 2418.

2.2.4 No plan to cover household with connection from private/own source

Para 3.3 of JJM guideline provides that the objective of JJM is to provide FHTC to every rural household by 2024. Information displayed (January 2025) on JJM dashboard showed that there were 129.05 lakh functional tap connections which included 27.74 lakh tap connection which had tap connections from private/own source. These FHTCs were not covered under the JJM scheme for providing functional tap connections. However, these were shown as achievement on the dashboard.

In the selected six districts, JJM dashboard showed that there were 37.89 lakh tap connections which included 9.64 lakh tap connection from private/own source which were not covered under the JJM scheme.

Tap connections from private/own source do not ensure functionality and hence cannot be counted as achievement of providing FHTC under JJM. As such, considering tap connection from private/own source under JJM inflated the achievement under JJM.

In the Exit Conference (December 2025), Government stated that as per demand households having private connections were proposed in revised schemes and necessary instructions would be issued to the concerned.

Conclusion

There were systemic deficiencies in planning and implementation of the Jal Jeevan Mission at village, district and state levels. Baseline surveys were not conducted. There were deficiencies in preparation of DAP. The essential parameters such as quarterly and annual action plan for providing FHTC, financial action plan, water security, requirement of land and human resources and water sources *etc.,* were not included in DAP. This affected the assessment of resource requirements and quantum of work to be undertaken. At the State level, absence of a comprehensive SAP led to defects in execution, weak resource planning and inadequate focus on sustainability. Improper planning resulted in sanction of schemes without assured water sources, supply of untreated water, delays in completion of works and non-coverage of certain households, thereby compromising the objectives of providing safe, sustainable and equitable drinking water to rural households and non-conversion of households having tap connection from private/own water sources.

Recommendations

- *Government may provide a clear implementation roadmap and balanced execution of works through effective and efficient Village Action Plans, District Action Plans and State Action Plan as stipulated in JJM guidelines.*
- *Government may ensure that WSS are sanctioned only after ensuring assured water sources.*
- *Government may ensure that conversion of all households having tap connections from private/own source to regular FHTC under JJM.*