

CHAPTER I

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1.1 Jal Jeevan Mission - Broad objectives

Jal Jeevan Mission (JJM) was launched in August 2019 with the vision viz., ‘Every rural household has drinking water supply in adequate quantity of prescribed quality on regular and long-term basis at affordable service delivery charges leading to improvement in living standards of rural communities’. JJM is a decentralised, demand-driven and community-managed programme. Some of the broad objectives of the Mission are:

- to provide Functional Household Tap Connection (FHTC) to every rural household and to Schools, *anganwadi* centres, Gram Panchayat buildings, Health centres, wellness centres and community buildings.
- to prioritise provision of FHTCs in quality affected areas, villages in drought prone and desert areas, *Sansad Adarsh Gram Yojana* villages, etc.
- to monitor functionality of tap connections and to promote and ensure voluntary ownership among local community by way of contribution¹.
- to assist in ensuring sustainability of water supply system, i.e. water source, water supply infrastructure, and funds for regular Operation and Maintenance (O&M).
- to bring awareness on various aspects and significance of safe drinking water and involvement of stakeholders in manner that make water everyone’s business.

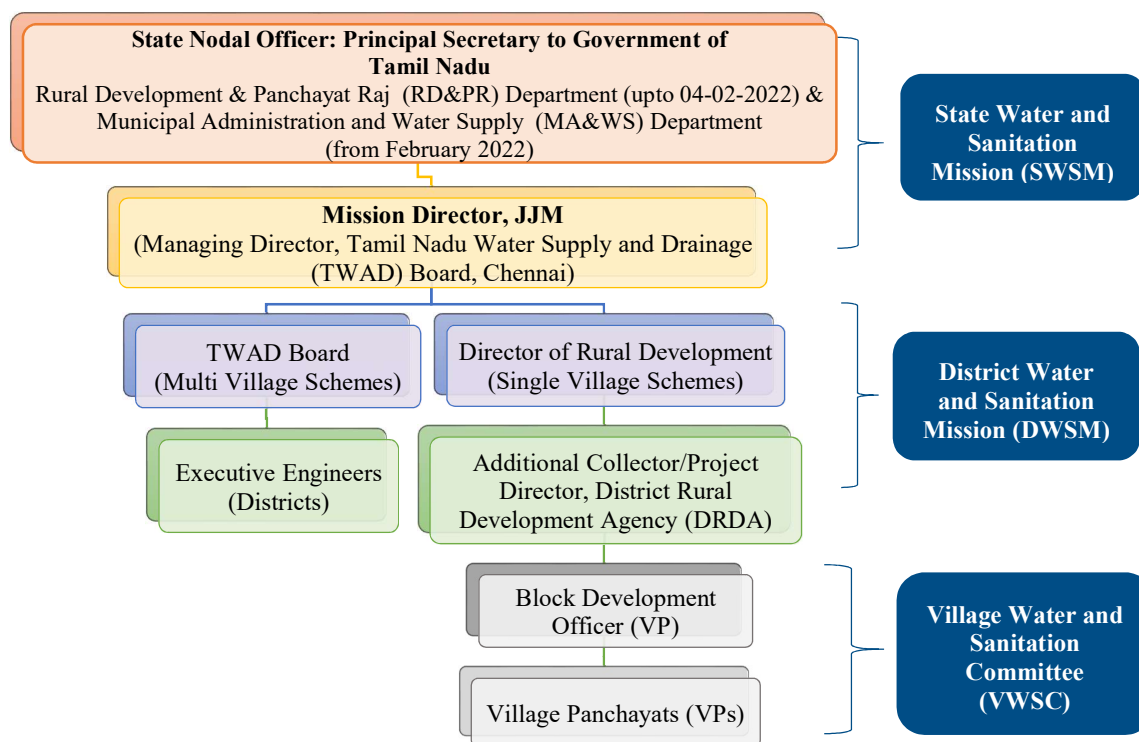
1.2 Organisation Structure

The organisation structure for implementation of JJM in Tamil Nadu is given in **Exhibit 1.1**. At the State level, the Principal Secretary to Government, Municipal Administration and Water Supply Department, is the Nodal Officer and the Managing Director, Tamil Nadu Water Supply and Drainage (TWAD) Board, is the Mission Director of JJM in Tamil Nadu.

Abbreviations used in this Report are listed in the Glossary at Page 80.

¹ In cash, kind and/or labour and voluntary labour (*shramdaan*).

Exhibit 1.1: Institutional mechanism for the implementation of JJM



1.3 Audit Objectives

The Performance Audit was conducted to ascertain whether

- Programme objectives (output and outcomes) have been achieved successfully.
- Efficient institutional framework is 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.

1.4 Audit Criteria

The main sources of audit criteria were:

- Operational Guidelines for implementation of JJM issued by Government of India (GoI) and Government of Tamil Nadu (GoTN);
- Water Quality Monitoring & Surveillance Framework;
- Central Public Health and Environmental Engineering Organisation Manual 2005;
- Codes, Manual and Rules issued by GoTN;

- State specific guidelines and all orders issued by the State Government facilitating implementation of JJM in Tamil Nadu;
- Provisions of ‘Tamil Nadu Transparency in Tenders Act, 1998’ and ‘The Tamil Nadu Transparency in Tenders Rules, 2000’ made thereunder.

1.5 Audit Scope and Methodology

There are 37 District Panchayats (one each for 37 districts excluding Chennai), 388 Panchayat Unions (Blocks) and 12,525 VPs in Tamil Nadu. Of the 37 districts, Audit sampled six districts as given in **Table 1.1**.

Table 1.1: Sample Selection for the Performance Audit on JJM

Level	Audit Sampling
District	Districts were divided into three categories - high, average and low performing districts in terms of number of tap connections provided up to 30 June 2024 and two districts from each strata were selected (Exhibit 1.2).
Block	In each selected district, two Blocks were selected based on random sampling.
Village Panchayat	In each selected block, 5 VPs were selected on random sampling.

(Source: Approved Guidelines)

The details of selected districts, Blocks and VPs are given in **Appendix 1.1**.

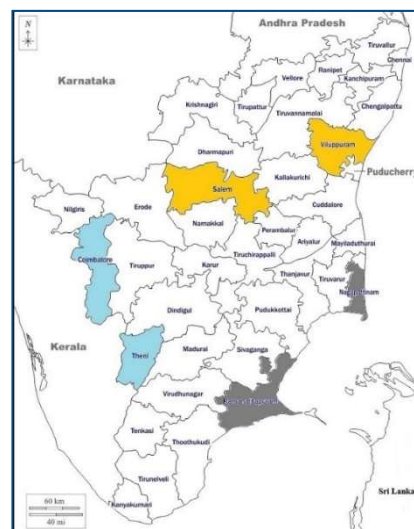
The audit was conducted by scrutiny of records at the Secretariat of RD&PR and MA&WS departments of GoTN, TWAD Board, DRDAs and TWAD divisions in the six selected districts, Blocks and VPs. In addition, Audit also conducted Joint Physical Verification (JPV) with Departmental officials, Focused Group Discussion (FGD) with stakeholders in each Block and Beneficiary Survey in the selected VPs.

The Performance Audit was conducted covering a period of 2019-2024. An Entry Conference was held with the Principal Secretary to GoTN, MA&WS Department on 25 July 2024 where the Audit objectives, criteria and scope of Audit were explained.

An Exit Conference was held with the Principal Secretary to Government, MA&WS Department on 10 March 2025 to discuss the Audit findings.

The responses given by the audited entities were considered and suitably incorporated in this report.

Exhibit 1.2: Districts selected for PA



1.6 Components of JJM in Tamil Nadu and their Implementing Agencies

In order to achieve the goal of ensuring water supply to rural households, Government of Tamil Nadu (GoTN) issued 'Operational Guidelines for the implementation of JJM' in June 2020 which was further revised in August 2022. The components supported under JJM are given below:

- Development of in-village piped water supply infrastructure to provide tap water connection to every household. This includes source augmentation, storage, distribution line and household tap connections.
- Development of reliable drinking water source (Single Village Scheme (SVS)² and Multi Village Scheme (MVS)/Combined Water Supply Scheme (CWSS)³) and/or augmentation of existing water sources to provide long term sustainability of water supply system.
- Retrofitting of completed and on-going SVS/MVS (CWSS) wherever feasible to provide FHTCs at a minimum service level of 55 lpcd⁴.
- Support activities: Information, Education and Communication (IEC) among local communities, training, development of utilities, third party inspection, water quality laboratories, water quality testing and surveillance, etc.

The implementing agencies in Tamil Nadu for the various components of JJM are as below:

In-village infrastructure	:	Rural Development and Panchayat Raj (RD&PR) Department
MVS (CWSS)	:	Tamil Nadu Water Supply and Drainage (TWAD) Board
Maintenance	:	In-village components by the Village Panchayat (VP) and CWSS by TWAD Board
Support Activities	:	TWAD Board, RD&PR Department, Self Help Groups etc.

² A scheme to provide water supply to one/more than one or all habitations in a village panchayat, if the source is available within the habitation/village panchayat. The JJM Operational Guidelines defines habitation as a group of minimum 20 households and/or 100 persons.

³ Multi Village Scheme is called as Combined Water Supply Scheme in Tamil Nadu wherein water supply is provided to cover more than one local body, i.e, more than one village panchayat.

⁴ Litre per capita per day.

1.7 Status of works taken up under JJM

The MVS/CWSS works sanctioned in the State and taken up by TWAD board during 2019-24 and the connected in-village component of these works along with the SVS works executed by the RD&PR Department and the status of these works as of December 2024 are given in **Table 1.2**.

Table 1.2: JJM works pending at State level

MVS (CWSS) works - Implementing agency - TWAD Board			
Year	Number of works		
	Sanctioned	Completed	Pending
2020-21	10	9	1
2021-22	5	3	2
2022-23	86	62	24
2023-24 ⁵	0	0	0
In-village component of the above mentioned MVS (CWSS) works - Implementing agency - RD&PR Department			
NEW MVS	7,993	5,525	2,468
MVS Retrofitting	2,654	2,654	0
SVS works - Implementing agency - RD&PR Department			
2020-21	15,164	15,164	0
2022-23	3,244	3,244	0
2023-24	1,301	722	579

(Source: TWAD Board and RD&PR Department)

The number of works executed by TWAD Board and RD&PR Department during 2019-24 in the selected districts and the status of these works as of December 2024 is given in **Table 1.3**.

⁵ No new work was sanctioned in the year 2023-24 by TWAD Board and the works sanctioned earlier were still under execution.

Table 1.3: Status of JJM works executed in selected districts

(In numbers)

District	Works executed by TWAD Board			Works executed by RD&PR Department		
	Sanctioned	Completed	Pending	Sanctioned	Completed	Pending
Coimbatore	1	1	0	1,196	1,196	0
Nagapattinam	1	0	1	517	326	191
Ramanathapuram	2	0	2	1,565	408	1,157
Salem	5	3	2	2,570	2,553	17
Theni	0	0	0	452	452	0
Viluppuram	1	1	0	457	457	0
Total	10	5	5	6,757	5,392	1,365

(Source: TWAD Board and RD&PR Department)

In the selected districts, TWAD executed 10 major works during 2020-24. The status of these works as of December 2024 are given in **Appendix 1.2**.

1.8 Acknowledgement

Audit acknowledges the co-operation extended by the Departments and all audited entities including TWAD Board in conduct of this Performance Audit.

1.9 Report Structure

The audit findings are grouped under the following Chapters:

- Chapter II : Institutional Framework and Planning
- Chapter III : Implementation of Jal Jeevan Mission
- Chapter IV : Financial Management
- Chapter V : Water Quality Monitoring and Surveillance
- Chapter VI : Post Operation Management, Monitoring and Evaluation
- Chapter VII : Output and Outcome Framework of Jal Jeevan Mission