SUPREME AUDIT INSTITUTION OF INDIA

लोकहितार्थ सत्यनिष्ठा

Dedicated to Truth in Public Interest

Report of the
Comptroller and Auditor General of India
On
Implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme in Jharkhand
and
Implementation of Jal Jeevan Mission in Jharkhand

Government of Jharkhand

Report No. 5 of 2026

(Combined Performance Audit-Civil)

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Preface

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This Report of the Comptroller and Auditor General of India has been prepared for submission to the Governor of Jharkhand under Article 151 (2) of the Constitution of India, for being laid before the State Legislative Assembly.

Two Performance Audits *viz*., '*Implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme in Jharkhand'* and *'Implementation of Jal Jeevan Mission in Jharkhand*', covering the period from April 2019 to March 2024, were carried out to highlight deficiencies, suggest remedial action, and recommend measures to strengthen the outcomes of the Scheme.

The instances mentioned in this Report are among those which came to notice in the course of test audit for the period 2019-20 to 2023-24 as well as those which came to notice in earlier years but could not be reported in previous Audit Reports. Instances relating to the period subsequent to 2023-24 have also been included, wherever necessary.

The Audit has been conducted in conformity with the Auditing Standards, Performance Auditing Guidelines and Regulation on Audit and Accounts issued by the Comptroller and Auditor General of India.

Executive Summary

Executive Summary

Performance Audit on 'Implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme in Jharkhand'

The Government of India (GoI) enacted the National Rural Employment Guarantee Act, 2005, subsequently renamed as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in October 2009. The mandate of the Act is to enhance the livelihood security of the households in rural areas of the country by providing at least 100 days of guaranteed wage employment in every financial year (FY) to every household whose adult members volunteer to do unskilled manual work.

Jharkhand is predominantly an agrarian State. Agriculture is the main stay for 80 *per cent* of the rural population of the State. The dependence of agriculture on the vagaries of seasonal rainfall can be gauged from the fact that as much as 92 *per cent* of the total cultivated area is un-irrigated. As agriculture has a seasonal pattern, Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) has the potential of being implemented effectively in the State by dovetailing it with lean agricultural seasons when the demand for work may be more.

The PA on the implementation of MGNREGS in Jharkhand was conducted for the period 2019-24 by test checking records of the MGNREGA Commissioner, and in the test-checked offices at the districts (6), blocks (12) and *Gram Panchayats (*48*)* levels. Besides, physical verification of 480 selected works and survey of MGNREGS beneficiaries was also carried out.

Audit examined the planning process for implementation of the Scheme; the allocation, release and utilisation of funds earmarked for MGNREGS and monitoring, internal control and grievance redressal mechanisms.

Significant audit findings

- Audit observed that a bottom-up approach was not used to prepare the Labour Budget for the Scheme and assessment of demand for work had not been properly assessed based on door-to-door and baseline surveys. The Department, therefore, had resorted to calculating the demand for work on budgetary basis and subsequently distributing the approved budget down to the districts and the Gram Panchayats. Further, Audit also noted that Development Plans at the Gram Panchayat level and District Perspective Plans were not prepared. There were deficiencies in issuing and updation of Job Cards in the test-checked districts.

[**Paragraph 1.2.1, 1.2.2.2 & 1.4.1**]

- Funds for the Scheme were released by the State Government with delays ranging between 40 and 55 days. As the Scheme was aimed at providing employment to those in need of daily wages, delay in payments and non-payment of wages defeated the very objective of the Scheme.

[**Paragraph 1.3.1**]

- There were discrepancies between the NREGASoft portal data and the certified financial accounts maintained by the Department. Further, it was noticed that, in three test-checked districts, expenditure of ₹ 32.62 lakh were irregularly incurred on inadmissible items of works *viz*., maintenance of old vehicles, salaries of functionaries engaged by Government/PRI/other Implementing Agencies (IAs) and on other items which were not covered under the MGNREGS.

[**Paragraph 1.3.2 & 1.3.8**]

- As of March 2025, wages to unskilled labour amounting to ₹ 321.84 crore for the period from 2019-20 to 2023-24, were outstanding. Non-payment of wages deprived the workers of their due entitlement, caused financial hardship, and defeated the objective of providing guaranteed employment under the Scheme.

[Paragraph 1.3.4]

- Out of total 1,02,68,484 works proposed to be executed during 2019-24, only 27,96,044 (27 *per cent*) were completed and 50,21,492 (49 *per cent*) were lying incomplete as of March 2024 after incurring an expenditure of ₹ 2,633 crore. Moreover, 24 *per cent* works were not taken up at all. It was noticed that out of the 480 works taken up for detailed scrutiny in the six test-checked districts, 139 works were lying incomplete as of January 2025. Mandatory records like Measurement Books (MBs) and Muster Rolls (MRs) were not maintained and the NREGASoft portal lacked necessary application controls to prevent the system from making payments in the absence of validated data from MBs. There were cases of payments being released, even though measurements were not recorded or, incompletely recorded in the MBs. Physical verification of certain works revealed that expenditure rendered remained unfruitful/ wasteful as it could not serve the intended purposes.

[**Paragraph 1.1.2.4, 1.3.5, 1.4.3.2, 1.4.6 & 1.4.7**]

- Monitoring and steering of MGNREGS as envisaged under the Scheme was not conducted at regular intervals by the State Employment Guarantee Council. The manpower required for the Scheme was not deployed as per requirement (with shortfall ranging between 8.24 to 21.07 *per cent*) and relevant records and registers were also not maintained. There was no assurance that demand for work and payment of wages therein, had been accurately recorded, thereby defeating the objectives of the Scheme.

[**Paragraph 1.3.6, 1.4.2, 1.5.1.1 & 1.5.3**]

- Achievement of 100 days of guaranteed wage employment and representation of women beneficiaries under the Scheme could not be assessed as the prescribed Demand Registers were not properly maintained in the test-checked GPs.

[**Paragraph 1.4.11 and 1.4.12**]

- The Grievance Redressal Mechanism under the Scheme was ineffective as complaints were not disposed off in time. Further, Vigilance cells were not constituted, State and District Quality Monitors (SQM/DQMs) were not appointed and Citizens' Charter was not prepared, as required under MGNREGA guidelines.

[**Paragraph 1.5.1.2 to 1.5.1.5**]

Recommendations:

- ***The Department may ensure that periodic surveys and bottoms-up approach are adopted in the preparation of Shelf of Projects, Development Plan and Labour Budgets, as envisaged in the Operational Guidelines of MGNREGA*.**
- ***The Department may take corrective measures to ensure that delays in payment of wages to workers are minimised. Also, Department should ensure expeditious calculation and release of unemployment allowance and compensation for delayed payments to unskilled workers, as per MGNREGS guidelines.***
- ***The Department should ensure that complete work files, including approved estimates, measurement books, muster rolls, and vouchers are properly maintained and duly authenticated, with strict reconciliation in NREGASoft to enhance transparency and prevent irregularities.***
- ***The Department should ensure reconciliation of physical e-MRs with entries in NREGASoft, maintain complete e-MRs in work files, and fix accountability for discrepancies to prevent underpayment, overpayment, or non-payment of wages.***
- ***The Department should strengthen accountability mechanisms by ensuring regular SEGC meetings, timely disposal of complaints, constitution of Vigilance Cells, appointment of SQMs/DQMs, and preparation of a Citizens' Charter in line with MGNREGA guidelines.***
- ***The Department should ensure adherence to the prescribed six-monthly frequency of social audits in all GPs and establish a robust mechanism***

for timely settlement of audit observations to enhance transparency and accountability in scheme implementation.

- ***The Department may reassess the manpower requirement and provide adequate number of skilled staff for effective functioning of the scheme, particularly at the field level.***

Performance Audit on 'Implementation of *Jal Jeevan* Mission in Jharkhand'

Jal Jeevan Mission (JJM) was launched (August 2019) by GoI to provide access to safe and sufficient drinking water to each rural household (HH) through Functional Household Tap Connections (FHTCs) by 2024. The State Water and Sanitation Mission (SWSM) was responsible for the implementation of JJM in Jharkhand with the assistance of the Programme Management Unit (PMU), District Water and Sanitation Missions (DWSMs) and the Village Water and Sanitation Committees (VWSCs). The Drinking Water and Sanitation Department (the Department), Government of Jharkhand (GoJ) was the nodal department for implementation of JJM.

The Performance Audit (PA) on "Implementation of JJM in Jharkhand" was conducted (between September and November 2024) for the period from 2019-20 to 2023-24 to ascertain whether the programme objectives had been achieved, efficient institutional framework was in place for planning, implementation, and post operational management of the schemes, financial resources had been employed in an economic and efficient manner and assets created under the programme were sustainable for the next two to three decades.

Significant audit findings

- The State Government approved 98,067 schemes under JJM at an estimated cost of ₹ 24,360.91 crore. Of these, 97,535 schemes had been taken up for execution at an agreed cost of ₹ 24,665.29 crore. However, only 27,249 (28 *per cent*) schemes could be completed, as of December 2024. This affected planned coverage of HHs through FHTCs.

  [**Paragraph 2.2.1**]

- The Department could utilise Central share of only 1.41 *per cent* (₹ 83.35 crore) of funds on Support Activities and 0.85 *per cent* (₹ 50.58 crore) on Water Quality Monitoring and Surveillance during 2019-24, against the prescribed norms of five and two *per cent* respectively. This affected preparation of Village Action Plans, and water quality tests of all sources as per prescribed basic parameters.

  [**Paragraph 2.2.2**]

- There were 52,27,214 rural households (HHs) in Jharkhand when the Scheme was launched (August 2019) as per the JJM Portal. Of these, 3,45,165 (seven *per cent*) HHs had already been covered with tap water connections. As of March 2025, 34,31,115 (55 *per cent*) out of 62,53,471 HHs had been provided FHTCs in Jharkhand. The FHTC coverage in the State was, however, below the national average of 80 *per cent*.

[**Paragraph 2.2.3**]

- At the time of launch (August 2019) of JJM, 3.45 lakh (6.60 *per cent*) HHs had FHTCs which went up to 34.31 lakh (55 *per cent*) HHs, as of March 2025. Further, 6,439 (22 *per cent*) out of 29,398 villages in the State had full coverage of FHTCs whereas 6,958 (24 *per cent*) villages had no FHTCs.

[**Paragraph 2.2.4**]

- The water inflow data (for July and September 2024) of 40 test-checked Single Village Schemes (SVSs) revealed that 20 SVSs supplied only 37 *per cent* of the prescribed minimum quantity of 55 litre per capita per day to HHs.

[**Paragraph 2.2.5**]

- Survey of 479 beneficiaries by Audit revealed that 19 to 40 *per cent* of the beneficiaries were not satisfied with the service provided to them under JJM as they were facing multiple issues like irregular or no supply of water, supply of insufficient water and supply of dirty water.

[**Paragraph 2.2.6**]

- All revenue villages, as enumerated in the census, were to be taken as the basic unit for planning under JJM. However, 3,339 villages, though appearing as census villages in the Local Government Directory of the Ministry of *Panchayati Raj*, GoI, were not included for the planning purpose under JJM.

[**Paragraph 2.3.1**]

- The Implementation Support Agencies (ISAs) were to assist *Gram Panchayats* (GPs) in preparing Village Action Plans (VAPs). Due to delay in engagement (September 2021) of ISAs, the divisions prepared VAPs at their own level without ensuring participation of the village community, as envisaged in JJM guidelines. The DWSMs also did not make any effective contribution in planning and implementation of JJM.

[**Paragraph 2.3.2]**

- The VAPs were the main documents for planning and implementation of JJM. However, it was seen that the VAPs lacked crucial details such as history and availability of water supply in the village, mapping of available sources of water and requirements/needs of the village community, as required in the Scheme guidelines. Annual Action Plans (AAPs), prepared at the State level, were also not based on reliable data and numbers of HHs in some listed categories fluctuated over the years.

[**Paragraph 2.3.5 & 2.3.6]**

- Against the prescribed 31 to 42 days, only five to 22 days were allowed for submission of bids in 36 (92 *per cent*) out of 39 test-checked cases. Shorter period for submission of bids was fraught with the risk of limiting the number of competitive offers.

[**Paragraph 2.4.1**]

- Multiple tenders were awarded to the same contractor, who did not have sufficient bid capacity and resources (manpower and equipment) as per the bid conditions. Further, collusive bidding or bid rotation between two to three bidders, who participated in 32 out of the 39 test-checked bids, could not be ruled out. These contractors had purchased bid documents for each other and had been awarded multiple contracts based on the list of same equipment and key personnel.

[Paragraph 2.4.2 & 2.4.3]

- Undue financial aid of ₹ 27.13 crore was extended to the contractors. This included inadmissible payments (₹ 8.17 crore), payment for unauthorized variation in quantity (₹ 2.75 crore), non-adjustment of price variation (₹ 41.01 lakh), non-recovery of liquidated damages (₹ 5.08 crore), non-recovery of mobilisation advances (₹ 9.77 crore) and excess payment (₹ 94.75 lakh). In addition, cost overrun of ₹ 280.85 crore was noticed in two test-checked Multi Village Schemes (MVSs).

[**Paragraph 2.4.4**]

- During 2019-22, expenditure of ₹ 1,578.25 crore was incurred without ensuring mandatory inspection and certification of works by Third-Party Inspection Agencies (TPIAs). TPIAs of two test-checked districts did not fulfil their contractual obligation of inspection of works and submission of work progress reports. In one test-checked division, ₹ 13.20 crore was paid to the contractors without ensuring correction of defects pointed out by the TPIA.

[**Paragraph 2.4.5**]

- Multi panchayat/village water and sanitation committees (VWSCs) were not formed in the test-checked villages to collect connection and user fee to meet the operation and maintenance (O&M) expenses of MVSs. User fee was also not being collected by VWSCs to ensure O&M of water supply projects.

[**Paragraph 2.4.6**]

- Four out of six test-checked district laboratories did not have NABL accreditation on prescribed five to eight basic water quality test parameters, due to non-deployment of required manpower and non-availability of testing equipment.

- The test-checked district laboratories had only eight (23 *per cent*) to 16 (46 *per cent*) types of equipment against the recommended 35 types of equipment. It was further seen that the test-checked district laboratories had not been supplied chemicals by PMU after 2021-22, due to which they could not conduct some tests, for which facilities were available with them.

[**Paragraph 2.5.1**]

- Bacteriological tests of water sources could be conducted only in two to 34 *per cent* of villages. The five test-checked district laboratories reported 37,928 bacteriological tests on JJM Portal, but none of the laboratories had Microbiologists/Bacteriologist and three out of five laboratories did not have the required NABL accreditation.

[**Paragraph 2.5.3**]

- The Department did not procure sufficient Field Test Kits (FTKs) for initial screening of all water sources and only 15 to 45 *per cent* of villages in the test-checked districts had been provided FTKs during 2021-23.

[**Paragraph 2.5.4**]

- The District Coordinators, responsible for feeding the data in the JJM Portal, did not maintain proper records to support the uploaded data. As of September 2024, while the six test-checked districts reported connection of 6.27 lakh FHTCs in their progress report, the JJM Portal reported connection of 8.31 lakh FHTCs.

[**Paragraph 2.6.1**]

- Monitoring of functionality of a particular SVS was difficult as only the device ID of the Remote Management System (RMS), attached with SVSs, was mapped with the online information and monitoring system (*Jhar Jal* Portal) of the State, without mapping the details of the scheme *viz.*, scheme ID and name of habitation/village or Panchayat.
- *Jal Sahiyas* of VWSCs, who were supposed to feed data on *Jhar Jal* Portal, had not been provided mobile phones with internet facility and required technical training to feed data in the Portal.

[**Paragraph 2.6.2**]

Recommendations:

- ***The Department may utilize the prescribed support and water quality monitoring funds to ensure long term sustainability of the water supply systems and supply of quality water.***
- ***The Department may ensure supply of the minimum prescribed quantity of water to every beneficiary by rectifying defects in the functional SVSs.***
- ***The Department may ensure mandatory third party inspection of all projects. Action may also be taken on adverse observations of TPIAs before release of any payment to contractors.***

- ***The Department may ensure effective implementation of O&M policy for water supply projects and participation of the village community.***
- ***The Department may take steps to ensure that NABL accreditation is obtained for testing at least 13 basic quality parameters, as required in JJM.***
- ***The Department may ensure procurement and distribution of sufficient chemicals and FTKs to field units in time, and training to Jal Sahiyas for timely testing of all water sources.***
- ***The Department may ensure maintenance of proper records in support of data uploaded on the JJM Portal.***
- ***The Department may ensure mapping of scheme details on the Jhar Jal Portal for monitoring of individual SVSs.***

Chapter I

Chapter I

Rural Development Department

Performance Audit on 'Implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme in Jharkhand'

1.1 Introduction

The Government of India (GoI) enacted the National Rural Employment Guarantee Act, 2005, subsequently renamed as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in October 2009. The mandate of the Act is to enhance livelihood security of households in the rural areas of the country by providing at least 100 days of guaranteed wage employment in every financial year, to every household whose adult members volunteer to do unskilled manual work.

The other objective of MGNREGA was to create durable assets, social protection for the most vulnerable sections of rural India by providing employment opportunities, livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity. It also aimed to strengthen *Panchayati Raj* Institutions by deepening democracy at the grassroots and ensuring that there was a source of livelihood for the economically weaker sections of the population. MGNREGS is a centrally sponsored scheme implemented on a cost sharing[1] basis between GoI and the State Government. The State Government also bears the total expenditure of compensation[2] on delayed payment of wages to workers, unemployment allowance[3] and administrative expenses of the State Employment Guarantee Council[4] (SEGC).

Jharkhand is predominantly an agrarian state where agriculture is the main stay for 80 *per cent* of the rural population. The agricultural economy of Jharkhand is characterised by dependence on nature, low investment, low productivity, mono-cropping with paddy as the dominant crop, inadequate irrigation facilities and small and marginal holdings. As agriculture has a seasonal pattern,

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1 Unskilled wages of labour and administrative cost 100 *per cent* borne by Centre, Skilled/semi-skilled/materials cost 75 *per cent* borne by Centre and 25 *per cent* by State and Unemployment allowance/ delayed compensation 100 *per cent* borne by State.

2 Workers are entitled to receive compensation for delayed payment of wages beyond 15 days.

3 An applicant shall be entitled to unemployment allowance at a rate not less than one fourth of the wage rate for the first thirty days during the financial year and not less than one half of the wage rate for the remaining period of the financial year, if employment not provided within 15 days of receipt of application.

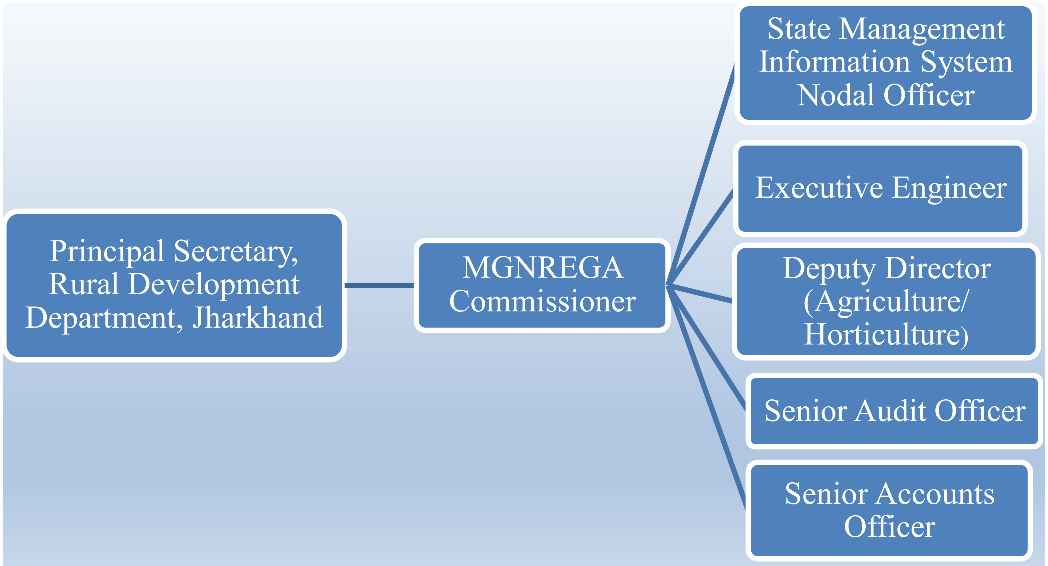
4 SEGC was constituted to play an advisory role for the State Government on all matters related to the scheme.

MGNREGS can be implemented effectively in the State by synchronising the demand for work with the periods when agricultural demand is slack.

1.1.1 Organisational Set-up

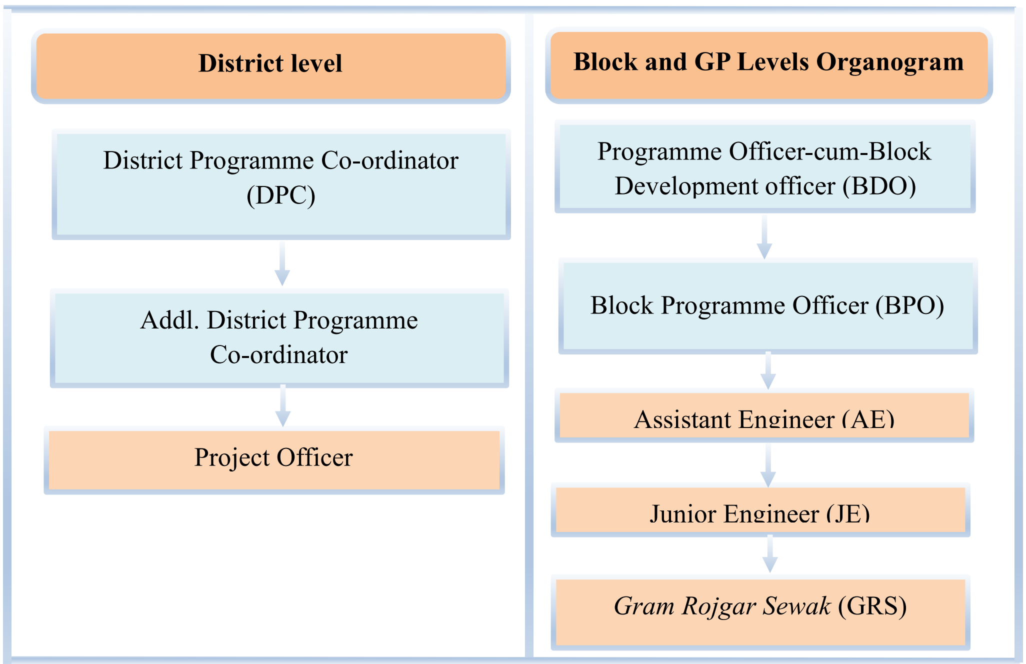
The organisational set up for implementation of the MGNREGS at the State, District, Block and Gram Panchayat (GP) levels are represented in **Chart 1** and **Chart 2**.

Chart 1: State Level organogram



(Source: Office of the Commissioner, MGNREGA, Rural Development Department, Jharkhand)

Chart 2: District and Block level organogram



(Source: Office of the Commissioner, MGNREGA, Rural Development Department, Jharkhand)

The institutional mechanism put in place by the Government of Jharkhand (GoJ) for implementation of MGNREGS and the roles and responsibilities of officials at different levels is summarised in **Table 1**.

Table 1: Responsibilities of designated officers for implementation of the Scheme

Level	Designated Officers	Roles and Responsibilities
State Level	Principal Secretary, Rural Development Department, GoJ	Monitor and co-ordinate with the relevant Departments and finalise relevant rules for the implementation of the Scheme.
	MGNREGA Commissioner Rural Development Department, designated as State Program Coordinator (SPC)	Co-ordinate with the District Programme Coordinators, review and monitor the Scheme, organise trainings, *etc*.
District Level	District Collector, designated as District Programme Coordinator (DPC)	Overall co-ordination and implementation of the scheme in the District
Block Level	Block Programme Officer (Coordinator for MGNREGS at the Block level)	Responsible for matching demand with work and for ensuring effective implementation of the Scheme at the block level; co-ordinate with the Deputy Development Commissioner (DDC) - District Rural Development Authority (DRDA).
	Assistant Programme Officer (APO)	Assists the Programme Officer & is in-charge of the Management Information System (NREGASoft) at Block level, upload the work orders, pay orders, muster rolls, *etc*.
Gram *Panchayat* (GP) Level	*Panchayat Sachiv* (PS)	Receive applications for Job Cards, wage employment, maintain muster roll, timely processing of payment of wages and maintenance of assets.
	Gram Rojgar Sevak (GRS)	Oversee the process of registration, distribution of job cards, allocation of work to applicants etc. Ensure availability of worksite facilities and updation of job cards of the workers. Assists the *Panchayat Sachiv* in maintaining relevant records.

(Source: Operational guidelines of MGNREGA, 2013).

1.1.2 Audit framework

1.1.2.1 Audit Objectives

A Performance Audit (PA) of implementation of MGNREGA in Jharkhand was conducted during the period 2019-24 with the following objectives.

- whether planning process and financial management practices were adequately geared towards achieving the goals of the MGNREGA, while adhering to relevant rules and regulations;
- whether fair access to employment opportunities was achieved, and employment was adequately generated, leading to social protection and livelihood security as envisaged;

- whether durable and useful assets were created and maintained in compliance with rules and regulations, while ensuring convergence with other programmes/schemes;
- whether appropriate and adequate monitoring, social audit and grievance redressal systems were in place and functioning as envisaged to achieve greater transparency and accountability.

1.1.2.2 Audit Criteria

Audit criteria for the Performance Audit were derived from the following:

- Mahatma Gandhi National Rural Employment Guarantee Act, 2005 (further mentioned in the report as Act);
- Operational Guidelines 2013, amendments thereto, and Rules issued under the Act;
- Annual Master Circulars issued by the Ministry of Rural Development (MoRD), GoI;
- Jharkhand State Rural Employment Guarantee Scheme, 2007 as notified by State Government;
- Government orders, circulars and instructions, guidelines *etc*., issued by GoI and the State Government *viz,* Jharkhand State Compensation for Delayed Payment of Wages Regulation, 2015, Jharkhand State Unemployment Allowance Payment Regulation, 2015; and
- Jharkhand Financial Rules and General Financial Rules.

1.1.2.3 Audit scope and methodology

The PA was conducted for the period 2019-24 by test checking of records at the office of MGNREGA Commissioner, Jharkhand and in the sampled offices at the districts, blocks and *Gram Panchayats* levels. Besides, physical verification of selected works and a beneficiary survey covering 480 beneficiaries, was also conducted. The results of beneficiary survey have been included under the relevant findings.

An Entry Conference was held on 25 June 2024 with the Principal Secretary, Rural Development Department, GoJ and the MGNREGA Commissioner, Jharkhand, wherein audit objectives, criteria, scope and methodology were discussed.

The Exit Conference was held on 10 September 2025, and the Department's replies have been suitably incorporated in the Report.

1.1.2.4 Sampling methodology

There are 24 districts under five[5] administrative divisions in Jharkhand. Out of these, six districts (25 *per cent*) were selected for Audit by using Stratified Random Sampling (SRS) method in IDEA software based on expenditure. Selection of the districts was carried out to also ensure geographical representation from all five divisions *i.e.*, one district each from the four[6] divisions in the State, besides two[7] districts from the Santhal Pargana division.

Figure: 1.1 Location of selected district

Twelve (12) blocks (two from each district) were selected from the six sampled districts by using SRS method through IDEA software. From 12 selected blocks, 48 GPs (four GPs per block) were selected by using Systematic Probability Proportional to Size Sampling ***(Appendix 1.1)***. Further, 480 works were selected for detailed scrutiny during audit, including 82 works that had been undertaken in convergence with other Schemes. The status of these selected 480 works, categorised as completed/ ongoing (as of January 2025) is detailed in **Table 2**.

Table 2: Category wise selection of works

Name of district	Total selected works	Completed works	Ongoing works
East Singhbhum	80	63	17
Garhwa	80	67	13
Giridih	80	58	22
Godda	80	65	15
Gumla	80	25	55
Pakur	80	63	17
Total	**480**	**341**	**139**

During the PA records maintained at MGNREGA Commissionerate, RDD along with the sampled districts, blocks and GPs were scrutinised during the period July 2024 to August 2024 and November 2024 to February 2025. Pictorial

5 Kolhan, North Chhotanagpur, Palamu, Santhal Pargana and South Chhotanagpur
6 Kolhan- East Singhbhum, North Chhotanagpur- Giridih, Palamu- Garhwa, and South Chhotanagpur- Gumla
7 Santhal Pargana- Godda and Pakur

evidence of selected works was also gathered and has been used to strengthen audit observations, wherever necessary.

1.2 Planning

Participatory planning is a way for communities to work together to identify and solve problems and create plans to achieve a desired goal. It's a key part of MGNREGS approach to sustainable development. MGNREGS is a demand driven programme for timely generation of employment. Therefore, it was expected that *Gram Panchayats* (GPs) would identify their own needs to create infrastructure or quality assets for their communities.

MGNREGS policy framework, adopts a bottom-up approach wherein de-centralisation of power is institutionalised. As per MGNREGS guidelines, under the planning process, the Department had to conduct a baseline survey[8], and an annual door-to-door survey and accordingly prepare a Labour Budget[9] (LB) for anticipation of quantum of demand of works and for further submission to GoI.

The irregularities noticed in the planning process during audit are enumerated in the succeeding paragraphs:

1.2.1 Non-conduct of surveys

MGNREGA Operational Guidelines, 2013 stipulated that a survey of job card holders was to be mandatorily conducted in every GP, to prepare baseline data to assess the requirement and timing of demand for employment. The survey would help in eliciting information on the seasonal demand for labour from job card holders in the GP.

The baseline assessment would also be a mandatory component of the Development Plan of the GP and the district. A Development Plan was an Annual Plan for MGNREGA that was to be prepared by every GP by matching prioritised needs with the resources available, and after incorporating the suggestion of the Gram Sabha and consolidated at Block & District level.

Further, a multi-year District Perspective Plan (DPP) should be prepared by the District Programme Co-ordinator (DPC), which would identify the needs and gaps in the districts in all sectors for implementation of convergence between different departmental projects. Further, the Operational Guidelines of the scheme, also required maintaining a shelf of possible works to be taken up under the Scheme as and when the demand for works arose.

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8 As per the Operational Guidelines, 2013, a baseline survey was to be conducted and subsequently an assessment of work demand was to be done every five years as part of household surveys.

9 The District Programme Co-ordinator (DPC) under MGNREGA shall prepare LB for the next financial year in the month of December every year, containing the details of anticipated demand for unskilled manual work in the district and the plan for engagement of workers in the works covered under the programme.

In addition to the baseline survey, Operational Guidelines also provide that a door-to-door survey should be undertaken by each GP every year to identify eligible households that may have been missed out and wish to be registered under the Act.

Scrutiny of records revealed that no baseline survey or door-to-door annual surveys were conducted in the test-checked GPs during 2019-2024 despite being mandatorily required. As a result, required information/data to realistically assess the quantum and timing of demand for employment in the GPs was not available. Moreover, in absence of the baseline survey, GPs could not ascertain the nature of works that may be required and timing of demand for employment, thereby impacting the preparation of Development Plans and LB at the GP level.

Since Development Plans play a pivotal role in implementing the Scheme, in absence of the same, the Department could not ascertain the labour demand and benefits expected from employment generated. Scrutiny of records further revealed that the DPP was also not prepared in the selected districts, though some convergence works *viz., Birsa Sinchai Kup*, PMAY (*Gramin*), Construction of *Anganwadi, etc*., had been executed as per instructions issued by the State Government. Thus, overall needs and gaps of all sectors in the districts, with reference to convergence of schemes and developmental works, could not be identified.

During field audit, it was also observed that due to the absence of regular and systematic door-to-door surveys, there was a risk of eligible and willing households being left out of the benefits of the scheme. This undermined the core objective of the MGNREGA to provide livelihood security to every rural household.

1.2.2 Preparation of Labour Budget

Paragraph 6 of the Operational Guidelines, 2013 for MGNREGS provides that matching demand and supply of work would be achieved through preparation of a Labour Budget (LB) by the GP annually.

The needs of the people were to be identified through consultations with different stakeholders[10] and the needs thus identified were to be prioritised, with special focus towards priorities suggested by SCs and STs. Further, before the preparation of the LB, reassessment of the demand for work on the basis of a baseline survey was to be done once in every five years to account for changes in the local pattern of livelihoods and opportunities for work in production activities, after which a Development Plan and shelf of projects[11] would be prepared by the GP.

[10] MGNREGS workers, Self Help Groups (SHGs), small and marginal farmers, Watershed Committees and agricultural labour

[11] Approved list of available works that a GP has prepared and prioritised to meet the expected demand for work.

However, in the preparation of LB various deficiencies/irregularities were noticed, which are discussed in the succeeding paragraphs.

1.2.2.1 Non-adherence to timeline in preparation of Labour Budget

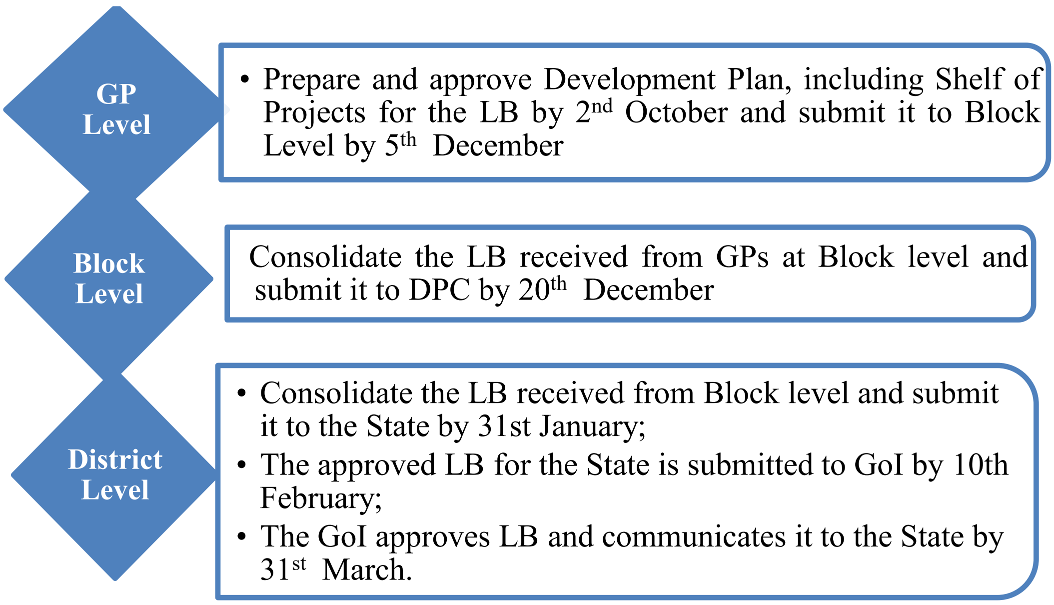
Sub-section 6 of Section 14 of the Act, mandates that the DPC under MGNREGA would prepare the LB for the next financial year in the month of December every year, containing the details of anticipated demand for unskilled manual work in the district and the plan for engagement of workers in the works covered under the programme.

Further, the DPC also had to ensure strict adherence to the principles of bottoms-up approach from planning to approval of the selected shelf of projects by each *Gram Sabha* in the district.

Ministry of Rural Development, GoI issued (September 2019) directions to all the States to take up a time bound participatory planning exercise to ensure timely and realistic preparation of LB.

The roadmap for preparation, submission and approval of the LB is given in **Chart 3**.

Chart 3: Roadmap for preparation, submission and approval of labour budget



From the information provided by the 48 selected GPs in the six selected districts, it was noticed that no GP had submitted proposals to blocks during 2019-24 for formulation of LBs. Further, LBs had also not been submitted by these blocks to the concerned districts to consolidate a district wise LB by following a bottom-up approach. Without participatory planning, the LB exercise was reduced to a mere act of fitting the numbers to the approved budget of the Department.

These shortcomings in planning at the GP, block and district levels with regard to LBs had repercussions on the State level budget planning which is discussed in the succeeding paragraph.

On this being pointed out the Rural Development Department (Department) stated (August 2025) that State had issued advisories and guidelines to the district regarding preparation of LB.

1.2.2.2 Gaps in projected and achieved person days

As per para 6.1.1 of the Annual Master Circular, the LB includes planning, approval, funding and project execution modalities for anticipation of demand for unskilled manual work. Further, RDD had issued directions (every year) to prepare LB to generate projected Person Days (PDs)[12] to ascertain the demand of work prior to the commencement of any financial year.

As explained in para 1.2.2.1 above, no proposals for LBs were flowing up from the GP to Blocks and then on to the districts. Scrutiny of records revealed that RDD without obtaining inputs from the Districts, on its own projected and allotted district-wise PDs. Due to lack of inputs from the ground level, and unrealistic assessment Audit noted that in sampled districts either there was shortfall in achievement of PDs (5.66 *per cent* for 2020-21 and 7.94 *per cent* for 2023-24) or, there was excess generation of PDs (2.59 *per cent* for 2019-20, 5.52 *per cent* for 2021-22 and 3.09 *per cent* for 2022-23) as mentioned in ***Appendix 1.2***.

Further, as per NREGASoft database, PDs were not projected by respective Programme Officers (POs), in three[13] and seven[14] selected blocks during 2022-23 and 2023-24 respectively, thereby impacting the accurate estimation of labour demand, allocation of funds, and timely implementation of works under the programme.

Thus, due to not conducting of door-to-door and baseline surveys, there was lack of bottoms-up approach and projection of PDs was made without actual basis resulting in gaps between projected and generated PDs.

Recommendation 1: The Department may ensure that periodic surveys and bottoms-up approach are adopted in the preparation of Shelf of Projects, Development Plan and Labour Budgets, as envisaged in the Operational Guidelines of MGNREGA.

1.2.3 Non-formation of District Level Technical Committee

Paragraph 4.4.3 of Operational Guidelines, 2013 for MGNREGS provided that a District Level Technical Committee (DLTC) should be formed to examine GP and Block Development Plans on the basis of technical considerations and

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[12] Number of workdays of employment generated for workers

[13] Garhwa, Gumla and Nagar Untari

[14] Basia, Garhwa, Gumla, Hiranpur, Mahagam, Nagar Untari and Pakur

district level development priorities. The Committee would examine the shelf of projects submitted by GPs and PSs, and lay down norms to ensure quality of assets being created under MGNREGS.

Audit observed that DLTCs were constituted in all test-checked districts for guiding MGNREGS implementation. However, records of activities and workings of these Committees were not made available to Audit. As a result, no assurance could be gained regarding the technical assessment carried out by these Committees and the possibility of over/under-estimation of cost of works and time overrun cannot be ruled out.

The Department stated (August 2025) that directions have been issued to the districts to provide guidance regarding implementation of the Scheme.

1.2.4 Shortfall in conducting *Rojgar Diwas*

Para 3.3 (i) of the Operational Guidelines, 2013 provides that every GP should organise a *Rojgar Diwas* at least once every month. At this event, the GP should pro-actively invite applications for work from potential workers for the current, as well as subsequent quarters. The *Rojgar Diwas* should be earmarked for processing work applications and related activities such as disclosure of information, allocation of work, payment of wages, payment of unemployment allowances and grievance redressal. Further, RDD, GoJ instructed (June 2020) the concerned functionaries to organise *Rojgar Diwas* every week on Thursday at the GP level.

Audit observed that in 14[15] out of 48 test-checked GPs, no *Rojgar Diwas* was organised. In the remaining 34 test-checked GPs, shortfall in organising of *Rojgar Diwas* ranged between 21 *per cent* and 96 *per cent* during 2019-2024. ***(Appendix 1.3).*** Due to non-conducting of *Rojgar Diwas* in the GPs, awareness generation with respect to the MGNREG scheme, opportunity for job card holders to formally demand work, opportunities for grievance redressal etc., could not be provided to the intended beneficiaries.

On this being pointed out the Department accepted the fact and ensured (August 2025) that *Rojgar Diwas* will be held as per norms.

1.3 Financial Management

MGNREGA is a Centrally Sponsored Scheme implemented on a cost sharing basis between the GoI and the State Government as detailed in **Table 3**.

[15] Giridih Block- Bajto, Barahmoriya, Pindatand; Suriya Block- Chachaki, Kailatand, Kusumadih; Basia Block- Kumhari, Oreya, Pantha, Kaliga; Gumla Block- Amboa, Nawadih, Kaseera, Katri

Table 3: Sharing ratio between GoI and State

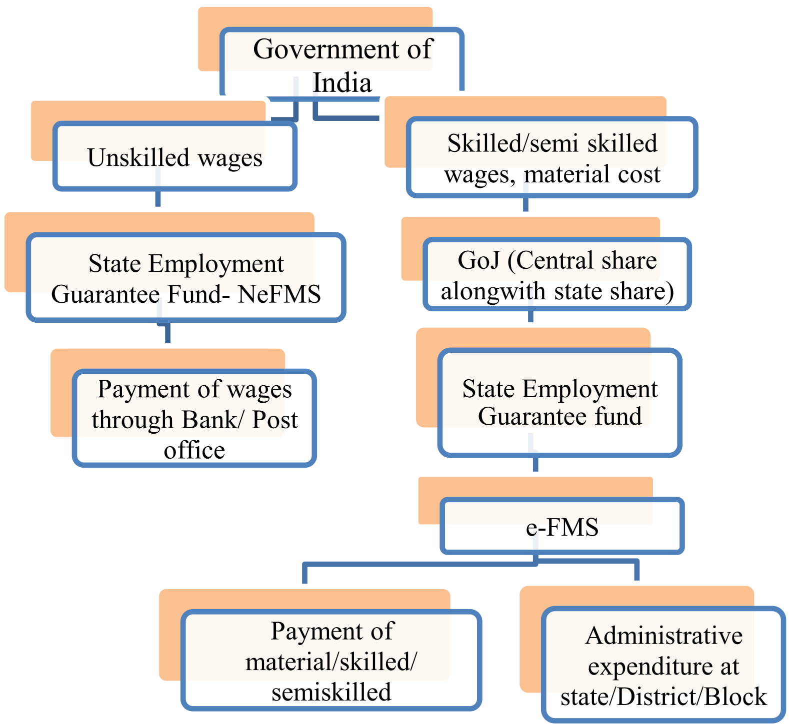
(in per cent)

Details of component	Central share	State share
Wages for unskilled manual workers	100	Nil
Wages for skilled and semi-skilled workers	75	25
Cost of material	75	25
Unemployment allowance/ delayed compensation	Nil	100
Administrative Expenditure	100	Nil

Funding Pattern

Central Share (CS) of funds under the Scheme is normally released in two tranches. While release of the 1st tranche of CS is based on proportionate fund requirement as per the agreed upon LB to take care of the requirement for the first six months of the financial year[16], the release of the 2nd tranche is based on unspent balances and actual performance against the agreed upon LB during the year. Accordingly, the funds flow under the Scheme to the State during the period 2019-24 is given in **Chart 4**.

Chart 4: Funds flow under MGNREGS



Funds for unskilled wages under the Scheme are transferred by the GoI directly into beneficiary's account through the State Employment Guarantee Fund Ne-FMS[17] (SEGF Ne-FMS). The GoI also releases 75 *per cent* of the expenditure for skilled, semi-skilled labours and material cost to the State in two tranches. The GoJ subsequently releases this 75 *per cent* fund to the SEGF

16 Subject to a maximum of 50 *per cent* of the total fund required for the whole year

17 NeFMS (National Electronic Fund Management System)- a system used to transfer funds for the MGNREGA scheme for wage payments from Central Government to respective state

including the State's share. Payments for skilled/semi-skilled wages and material are made into the accounts of labour/vendors/suppliers through eFMS.

1.3.1 Release of funds and Expenditure

Para 2 of the sanction letters (01 February 2023 and 19 July 2022) issued by the GoI provided that the State Government must transfer Central funds along-with the State Share (SS) to the SEGF for programme implementation within a maximum period of 15 days from the receipt of Central funds in the State treasury (in case of materials) and three days from the date of receipt of these funds (in case of administrative expenses).

The funds released and expenditure incurred in Jharkhand during 2019-24 are given in **Table 4**.

Table 4: Funds released, and expenditure incurred

Year	OB	Release of funds					Total releases	Total fund available	Expenditure incurred			Misc Exp	Total Exp	CB
		Material		Wages	Admin	Misc* receipt			Material	Unskilled	Admin			
		CS	SS	Unskilled (CS)	(CS)				CS+SS	Wages	exp			
1	2	3	4	5	6	7	8 (3+4+5+6+7)	9 (2+8)	10	11	12	13	14 (10+11 + 12+13)	15 {9(-)14}
2019-20	140.98	327.14	88.40	948.68	0	685.05	2049.27	2190.25	513.82	1,095.43	78.75	398.76	2,086.76	103.49
2020-21	103.49	1024.67	300.00	2,404.56	0	891.63	4620.86	4724.35	799.31	2,268.85	82.22	1,372.50	4,522.88	201.47
2021-22	201.47	837.91	226.87	2,228.66	0	1,021.47	4314.91	4516.38	844.9	2,531.25	80.08	542.92	3,999.15	517.23
2022-23	517.23	518.46	149.26	2,204.68	0	43.79	2916.19	3433.42	618.18	2,223.82	102.23	151.3	3,095.53	337.89
2023-24	337.89	576.46	192.15	2,265.15	90.66	232.09	3356.51	3694.40	852.96	2,501.53	106.52	11.11	3,472.12	222.28
Total		**3,284.64**	**956.68**	**10,051.73**	**90.66**	**2,874.03**	**17257.74**	**18558.80**	**3629.17**	**10,620.88**	**449.80**	**2,476.59**	**17,176.44**	**1,382.36**

(Source: data provided by RDD)

****Misc. receipt includes Bank Interest and compensation paid by the State Government due to delay in transfer of funds***

Scrutiny of records revealed that during the period 2019-20 to 2023-24, a total of ₹ 18,558.80 crore was available under MGNREGS with the State, of which a total expenditure of ₹ 17,176.44 crore was incurred. The unspent amount during these five years ranged between four to 11 *per cent* of the total available funds with the State.

Further, GoI released Central Share (CS) of ₹ 1,356.37 crore under the material component (₹ 837.91 crore in 2021-22 and ₹ 518.46 crore in 2022-23). Of this, ₹ 231.83 crore (₹ 153.87 crore in 2021-22 and ₹ 77.96 crore in 2022-23) was credited into SGEF by the State Government with delays of 40 days and 55 days, respectively. Thus, the State Government was liable to pay interest at the rate of 12 *per cent* per annum for this delay in release of funds which works out to ₹ 3.43 crore[18].

[18] ₹ 77.96 crore x 55 days/365 x 12/100 = 1.41 crore and ₹ 153.87 crore x 40/365 x 12/100 = ₹ 2.02 crore. Records related to 2019-20, 2020-21 and 2023-24 were not provided by the department.

On this being pointed out the Department stated that (August 2025) delay was only of six days from the date of receipt of sanction order. The reply of the Department is not acceptable as delay in days should have been counted from 15 days from the receipt of the Central funds.

1.3.2 Mismatch of Departmental data with NREGAsoft data

Para 13(a) of Schedule I of the NREGA Act, 2005 stipulates that all information relating to implementation of the Act shall be pro-actively put in public domain. Further, to ensure transparency and accountability the scheme data was put in the public domain through a workflow based, web-enabled application known as NREGASoft[19]. This web application enabled real time data capture from the field for quick and easy analysis and allowed the implementing and supervising authorities to take timely corrective action.

Further, Para 13.5.1, 13.5.2 and 13.5.3 of the Operational Guidelines 2013, envisaged that MGNREGS accounts for each district as well as accounts of the State Employment Guarantee Fund shall be annually audited by the Director, Local Fund Audit or equivalent authority or by Chartered Accountants (CAs). The Director, Local Fund Audit, or CAs, as the case may be, shall submit the accounts together with the audit report thereon to the State Government, for laying before the State Legislature.

Scrutiny of Accounts certified by CAs and reports of NREGASoft revealed that there was mismatch between data related to release of funds by GoI and corresponding release by the State. Further, there were also mismatches in expenditure figures related to payment of wages, material/skilled/semi-skilled as reflected in Accounts and as uploaded on NREGASoft during 2019-24. The differences are given in **Tables 5** and **6**.

Table 5: Mismatch of funds received from GoI and release of State share and expenditure thereon

(₹ in crore)

Year	As per Certified Accounts			As per NREGASoft			Difference		
	CS	SS	Misc. (CS+SS)	CS	SS	Misc. (CS+SS)	CS	SS	Misc. (CS+SS)
2019-20	1,275.82	88.40	685.05	1,311.15	88.40	36.97	-35.33	0	648.08
2020-21	3,429.23	300.00	891.63	3,489.84	0	17.11	-60.61	300	874.52
2021-22	3,066.57	226.87	1,021.47	2,724.56	0	0	342.01	226.87	1,021.47
2022-23	2,723.14	149.26	43.79	2,731.96	146.83	0.07	-8.82	2.43	43.72
2023-24	2,932.27	192.15	232.09	2,585.11	106.65	0	347.16	85.5	232.09

(Source: NREGASoft and Certified Financial Statements)

[19] NREGASoft is a workflow-based e-Governance system available in offline as well as online mode to capture all the activities under NREGA at the Centre/ State/ District/ Block and GP level.

Table 6: Mismatch of expenditure incurred on scheme component

(₹ in crore)

Year	As per Certified Accounts			As per NREGASoft			Difference		
	Wages	Material	Admin	Wages	Material	Admin	Wages	Material	Admin
2019-20	1,095.43	513.82	78.75	1,092.11	549.61	78.8	3.32	35.79	0.05
2020-21	2,268.85	799.32	82.22	2,268.36	799.46	82.57	0.49	0.15	0.35
2021-22	2,531.25	844.9	80.08	2,138.66	831.74	78.94	392.59	13.16	1.14
2022-23	2,223.82	618.18	102.23	2,207.91	618.09	103.42	15.91	0.09	1.19
2023-24	2,501.53	852.96	106.52	2,821.97	852.70	106.46	320.44	0.26	0.06

(Source: NREGASoft and Certified Financial Statements)

The above discrepancies indicated lack of reconciliation between certified accounts and the data uploaded on NREGASoft. As a result, the reliability of financial reporting in public domain was undermined, besides indicating lack of transparency.

Similarly, in the six test-checked districts, differences were observed between certified accounts and data uploaded in NREGASoft with respect to expenditure incurred during 2019-24 ***(Appendix 1.4)*** and between opening and closing balances for the period 2019-2024 **(*Appendix 1.5*)**.

On this being pointed out the Department accepted the fact and stated (August 2025) that the districts don't have dedicated accounts related to MGNREGA, hence data entered by the districts in the NREGASoft was different from that of Certified Accounts.

The reply of the Department is not acceptable as the data in both NREGASoft and Certified Accounts was furnished by the districts, and therefore uniformity should have been ensured.

1.3.3 Short release under material component

As per MGNREG Act, 75 *per cent* of the funds for material component of the Scheme, would be provided by GOI, while the remaining 25 percent would be met from the State share. Scrutiny of sanction orders and their releases for the period 2019-2024 revealed that out of ₹ 4,633.94 crore sanctioned by GoI, ₹ 1,349.30 crore (29.12 *per cent*) was short released. Similarly, SS was also short released by ₹ 521.32 crore (35.27 *per cent*) as detailed in **Table 7**.

Table 7: Statement of Sanction and release of Central and State share for the material component

(₹ in crore)

Year	Central share				State Share			
	Sanction	Release	Short release	Short release (*Per cent*)	Sanction	Release	Short release	Short release (*Per cent*)
1	**2**	**3**	**4(2-3)**	**5**	**6**	**7**	**8 (6-7)**	**9**
2019-20	750.00	327.14	422.86	56	175.00	88.40	86.60	49
2020-21	981.97	1024.67	-42.70	(-)4	300.00	300.00	0.00	0
2021-22	981.97	837.91	144.06	15	363.00	226.87	136.13	38
2022-23	975.00	518.46	456.54	47	325.00	149.26	175.74	54
2023-24	945.00	576.46	368.54	39	315.00	192.15	122.85	39
Total	**4,633.94**	**3,284.64**	**1,349.3**	**29**	**1,478.00**	**956.68**	**521.32**	**35**

(Source: data provided by the Department)

It was observed that the State as well as GoI had released less funds than the sanctioned amount**,** despite having pending liabilities on account of payments towards materials, skilled/semi-skilled labour as discussed in ***paragraph 1.4.4***.

On this being pointed out the Department did not furnish any specific reply.

1.3.4 Pending Liabilities

As per instructions issued by MoRD, GoI, pending liabilities of wages under the scheme should be cleared as per the MGNREGS Guidelines and payment to workers should be made within 15 days of work done. Based on scrutiny of NREGASoft data, audit observed the following:

(i) In the State, ₹ 603.91 crore was outstanding in respect of unskilled wages, semi-skilled/skilled wages, material components, and taxes during 2019-24. The details of outstanding liability are given in **Table 8**.

Table 8: Outstanding liabilities

(₹ in crore)

Year	Unskilled wages	Semi-skilled/ skilled wages	Material	Tax	Total
2019-20	2.87	0.34	3.12	0.10	6.43
2020-21	3.96	0.36	14.58	0.53	19.43
2021-22	300.63	2.74	44.86	1.73	349.96
2022-23	7.01	4.20	66.87	2.37	80.45
2023-24	7.37	3.84	132.85	3.58	147.64
Total	**321.84**	**11.48**	**262.28**	**8.31**	**603.91**

(Source: Departmental NREGASoft data)

As can be seen from the **Table 8**, liability of ₹321.84 crore and ₹ 262.28 crore was not cleared with respect to unskilled wages and material respectively as of March 2025.

Further, it was also observed that:

(i) In the six test-checked districts, the pending liability on account of unskilled/semi-skilled/skilled wages, material and taxes was ₹ 218.58 crore (as of March 2025), due to insufficient funds ***(Appendix 1.6)***.

(ii) Further, in 48 selected GPs, ₹ 13.61 crore was pending as liabilities on account of wages for unskilled/semi-skilled/skilled workers and for material, whereas in selected blocks, pending liabilities amounted to ₹ 49.43 crore (as of March 2025) due to insufficient funds**.**

Non-payment of wages to unskilled labour deprived the workers of their due entitlements, caused financial hardship, and defeated the objectives of providing guaranteed employment under the scheme.

1.3.4.1 Non-regeneration of rejected transactions

As per National electronic Fund Management System Framework, Fund Transfer Orders (FTOs) were to be generated by the GP/Block after due verification of the work and muster rolls, to transfer the wages direct into the beneficiary accounts. Further, as per Paragraph 2.2.1(xiii) of the Operational Guidelines, 2013, for MGNREGS, the POs at block level were responsible for liaising with banks and post offices for opening of new accounts and for liaising between GPs, blocks and districts for all correspondence and communication relating to opening of accounts in banks / post offices for payment of wages.

During the period 2019-24 it was noticed that FTOs related to 42,45,281 transactions of ₹ 231.09 crore for payment of wages to unskilled workers were rejected. The stated reasons for this were dormant bank accounts, change of banks, variations in IFSC code, incorrect bank accounts and non-mapping of Aadhaar of beneficiaries ***(Appendix 1.7)***.

Scrutiny of NREGASoft data revealed that a total of 301 wage transactions amounting to ₹3.23 lakh and 2,584 material transactions amounting to ₹ 1.94 crore were pending regeneration by the POs of the concerned blocks in the six selected districts.

Lack of timely regeneration of rejected transactions by the POs of the concerned blocks adversely affected timely disbursement of wages to beneficiaries and highlighted persistent inefficiencies in the effective implementation of the Scheme.

1.3.5 Pending compensation for delayed payments to workers

As per the provisions in para 30 of Schedule II of the MGNREG Act, workers are entitled to compensation in the event of any delay in wage payments. This compensation cost had to be borne by the respective State Governments. The wage seekers were entitled to payment of compensation at the rate of 0.05 *per cent* of the unpaid wages per day of delay beyond the fifteenth day of closure of muster roll.

Scrutiny of muster rolls of 423 out of test checked 480 works in six selected districts revealed that there were delays ranging from one to more than 180 days in payment of wages, but compensation for delayed payment had not been made to the concerned workers in any of the cases. Delay in payment of wages was also corroborated during the beneficiary survey wherein 188 (out of 480) beneficiaries stated that they had not received timely payment of wages, and neither was any compensation for delayed payment made to them.

On scrutiny of 4,300 Muster Rolls related to 423 selected works, an amount of ₹ 7,37,824 was calculated as compensation by Audit (***Appendix 1.8***).

On this being pointed out, the Department accepted (August 2025) the audit observation.

1.3.6 Non-providing of unemployment allowance

Para 3.5 of the Operational Guidelines, 2013 provides that an applicant shall be entitled to a daily unemployment allowance, if not provided employment, within fifteen days of receipt of application. Further, Register III (demand register) was to be maintained manually at the GP level in which employment demanded and work offered were to be recorded.

As per MIS available in NREGASoft, employment was not provided to 5,308 households (HHs) within the stipulated 15 days period in the test-checked districts during 2019-24 and therefore unemployment allowance amounting to ₹ 5,05,075 was payable by the State. Details of unemployment allowance due and payment made therein are given in **Table 9**.

Table 9: Unemployment allowance due and payment made to the beneficiaries

(in ₹)

Year	Unemployment allowance due	Amount paid	Amount due
2019-20	89,145	0	89,145
2020-21	1,11,654	6,111	1,05,543
2021-22	37,350	506	36,844
2022-23	2,41,299	1,62,964	78,335
2023-24	25,627	19,128	6,499
Total	**5,05,075**	**1,88,709**	**3,16,366**

(Source: NREGASoft data)

As it can be seen from above, unemployment allowance of ₹ 5.05 lakh was to be paid to 5,308 HH but only ₹ 1.89 lakh was paid and an amount of ₹ 3.16 lakh remained outstanding (as of April 2025).

In case of test-checked GPs, Audit noted that the required demand registers (Register III) were not being maintained properly. Due to improper maintenance of records, Audit could not verify the number of cases where employment had not been made available within the stipulated time of 15 days (of demand being raised) or assess the unemployment allowance due.

This lack of record-keeping not only impeded transparency but also raised concerns about the potential denial of entitlements to beneficiaries.

On this being pointed out the Department accepted (August 2025) the audit observation regarding non-payment of unemployment allowances as per data of NREGASoft.

Recommendation 2: The Department may take corrective measures to ensure that delays in payment of wages to workers are minimised. Also, Department should ensure expeditious calculation and release of unemployment allowance and compensation for delayed payments to unskilled workers, as per MGNREGS guidelines.

1.3.7 Transfer of unspent balance to SNA account

As per instructions[20] of GoI, after opening of a Single Nodal Account (SNA) for the Scheme, all Implementing Agency (IAs) at every level were required to return any unspent balances lying in their accounts to the SNA. It was the responsibility of the State Government to ensure that the entire unspent amount was returned to the SNA by all IAs. The SNAs were also required to maintain a record of the unspent balances held by the IAs and the amounts refunded by them.

Scrutiny of certified Accounts of RDD for the year 2019-20 to 2023-24 revealed that ₹ 36.47 crore was lying unspent with the district level IAs and had not been transferred to the SNA as on 31 March 2024.

Failure to return unspent balances to the SNA undermined the very objective, behind the constitution of a SNA. Timely transfer of unspent balances might have reduced to that extent, the burden of pending liabilities.

On this being pointed out the Department stated (August 2025) that the matter was regularly monitored, and that necessary directions have been issued to the districts for returning the balance amount.

1.3.8 Inadmissible expenditure

Para 12.5.6 of the Operational Guidelines, 2013 provides that expenditure should not be incurred on certain specific items such as purchase of vehicles, repair of old vehicles, civil works, salaries/ remuneration of functionaries already engaged by the Government/ PRIs/ any other implementing agency and material procurement for works. Under no circumstances were these to be booked under the administrative costs of MGNREGA.

Scrutiny of records revealed that in three selected districts (Giridih, Gumla and Pakur), ₹ 32.62 lakh was irregularly spent during 2019-20 to 2021-22 on maintenance of old vehicles, purchase of tyres/ battery for old vehicles, salary of functionaries who were engaged by Government/PRIs/any other IAs and on other inadmissible items, violating the provisions of the Operational Guidelines of the Scheme ***(Appendix 1.9)***.

On this being pointed out the Department replied (August 2025) that directions would be strictly followed, and the amount would be adjusted as soon as allocation was received.

1.3.9 Discrepancies in Cash balance

Scrutiny of Receipt and Payment Accounts prepared and certified by CA for the years 2019-20 to 2023-24 of Garhwa district revealed that in case of Manjhion Block there was a discrepancy of ₹ 78,27,923 between the Cash book being

[20] LN-. F No. 1 (13) PFMS/FCD/2020 dated 23 March 2021 and F No. 1 (13) PFMS/FCD/2020 dated 08 December 2021

maintained by the cashier and the CA's Audit report. There was nothing on record to show if any action had been taken by the district authority to sort out the discrepancy that had carried forward over the years.

On this being pointed out Department stated that empanelled CA was instructed to reconcile the difference.

1.4 Implementation and Employment Generation

The main objectives of MGNREGS were to provide minimum 100 days of guaranteed wage employment every year to a willing household whose adult members volunteer to do unskilled manual work and to create durable assets to strengthen the livelihood resource base of the rural poor. The scope of works/ activities to be taken-up under the Scheme are broadly categorised into water conservation and harvesting, drought-proofing, micro and minor irrigation work, renovation of traditional water bodies, rural connectivity and land development *etc*. Under MGNREGS employment is provided to only those beneficiaries, who have valid Job Cards issued by GPs.

Audit noticed irregularities in issuing, updation and maintenance of Job Cards as discussed in the succeeding paragraphs:

1.4.1. Deficiencies in issue and updation of Job cards

The Operational Guidelines, 2013 stipulated that a local[21] household having adult members desirous of seeking unskilled employment in MGNREGS may apply for registration under the scheme. If a household was found to be eligible for registration, the GP concerned would, within a fortnight of the receipt of application, issue a Job Card (JC) to the household. The JC[22], a key document that records workers' entitlements under MGNREGS, legally empowers the registered households to apply for work, ensures transparency and protects workers against fraud. Further, the *Gram Rojgar Sevak* (GRS) is responsible for overseeing the process of registration, distribution of Job Cards, provision of dated receipts against job applications, allocation of work to applicants *etc*. The key process of issuance of JC is given in **Chart 5**.

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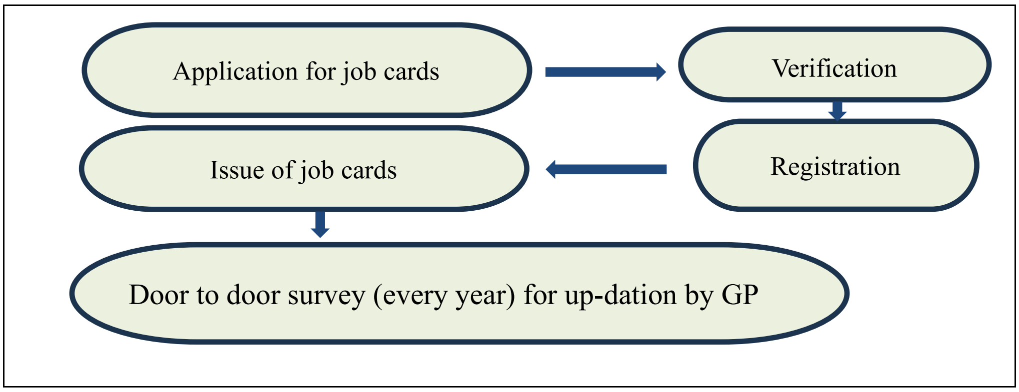
[21] Local implies residing within the GP and includes families of that area that may have migrated some time ago but may return.

[22] Job Card include number, particulars (such as age and sex) of all adult members of the family who are willing to work, household member-wise work demand and allocation, description of work done, dates and days worked, Muster Roll numbers by which wages have been paid, amount of wages paid and unemployment allowance if any paid. Photographs of adult members who are applicants or are interested in seeking work under MGNREGA have to be attached to the job cards.

Chart 5: Process of issuing of job cards



(Source: Operational Guidelines, 2013)

Analysis of NREGASoft database of MGNREGA for the period 2019-24 revealed that against 59,195 applications received under the Scheme in the test-checked GPs, 47,822 JCs were issued, and 11,373 applications were still pending for issuance with a delay ranging between 11 months to six years, since the receipt of the application.

Table 10: Status of issue of Job cards against application in selected GPs

Name of Districts	Total application receipt	Issued Job cards	Issued within time	Delay in issuance of Job Cards				JC issued with delay	Not issued (as of Feb. 2025)
				Up to 30 days	31 days to 90 days	91 days to 180 days	More than 180 days		
East Singhbhum	6,811	5,383	4,552	190	144	102	395	831	1,428
Garhwa	17,351	13,925	9,680	838	872	497	2,038	4,245	3,426
Giridih	10,274	8,886	6,817	480	386	257	946	2,069	1,388
Godda	7,847	5,728	4,048	236	319	319	806	1,680	2,119
Gumla	7,277	6,489	3,812	414	476	252	1,535	2,677	788
Pakur	9,635	7,411	4,877	290	336	308	1,600	2,534	2,224
Total	**59,195**	**47,822**	**33,786**	**2,448**	**2,533**	**1,735**	**7,320**	**14,036**	**11,373**

(Source: NREGASoft data)

It was also observed from the **Table 10** that there was a significant delay in the issuance of JCs to applicants, ranging between one day and more than 180 days beyond the prescribed 15 days. These delays were also corroborated during the beneficiary survey where it was noted that out of 480 beneficiaries, nine were issued JCs with delays of 16 to 30 days, 11 with delays of 31 to 90 days, two with delays of 91 to 180 days and two after more than 180 days.

Due to delayed issuance of JCs, eligible applicants remained unable to demand/ avail employment**,** which effectively denied them timely access to wage-based livelihood opportunities.

Job Cards were to include the card number, particulars (such as age and sex) of all adult members of the family who are willing to work, household member-wise work demand and allocation, description of work done, dates and days of work availed, photographs of the adult members etc. In this context, Audit observed that in 480 number of cases in test-checked GPs, the JCs were not updated to reflect attendance, payments, and work demanded by the beneficiaries. Photographs were also not found affixed to the JCs in 392 cases.

Further, during survey of 480 beneficiaries in the 48 test-checked GPs it was observed that payment details in respect of 364 beneficiaries were not updated in their JCs, despite the fact that they had worked recently.

On this being pointed out the Department stated (August 2025) that State had advised MGNREGA functionaries at all levels to issue JCs in a time bound manner.

1.4.2 Maintenance of Job Card Application Register

Para 10.3.5 of the Operational Guidelines stipulates that a JC Register was to be maintained at the GP level by the *Panchayat* Secretary, as it plays a crucial role in implementation and monitoring of the Scheme, payment of wages *etc*.

Scrutiny of records revealed that JC Registers were not maintained in all the 48 test-checked GPs. In the absence of JC Registers, Audit could not verify actual number of applications received and JCs issued against such applications. Audit also could not verify the number of workers who were eligible for payment of unemployment allowance as no work was provided to them within the prescribed 15 days period.

Thus, due to non-maintenance of JC register delay in provision of work or, denial of work to the JC holders cannot be ruled out.

On this being pointed out the Department stated (August 2025) that directions have been issued for maintenance of JC registers.

1.4.3 Execution of works and generation of employment

As per para 7.12.5 of GoI's Annual Master Circular for MGNREGA, a Work file should be maintained by the GP with listed relevant documents in a sequential manner for each project/ work under MGNREGS. This would enable review, monitoring and auditing of the project/work during execution and even after completion. In this regard, status of availability of records with respect to the 480 works that were test-checked during Audit is given in **Table 11**.

Table 11: Availability of records relating to the test-checked works

Sl. No.	Descriptions	Total test-checked works	Available in work files with GPs	Not available in work files with GPs
1	Gram Sabha approval	480	382	98
2	Administrative Approval	480	270	210
3	Technical Sanction	480	282	198
4	Technical Estimates	480	336	144
5	Filled e-muster Rolls	480	418 (in 215 works partial MRs available)	62
6	Measurement books	480	349	131

Impact of absence of important documents *viz*., technical estimates, sanctions, muster rolls, measurement books and vouchers in the test-checked work files are discussed below:

1.4.3.1 Work Estimates

Para 21.5.4 of the Annual Master Circular for MGNREGA stipulates that the estimates were to be prepared by the Junior Engineer/ Technical Assistant at Block Panchayat/ Gram Panchayat for each work, based on the State' SoR data.

Scrutiny of test-checked work files revealed that approved work estimates of 144 out of 480 test-checked works taken up under MGNREGA in 48 test-checked GPs during the period 2019-24 were not available in the files. In the absence of approved work estimates, Audit could not verify the executed quantity of work as against the estimated quantity to ascertain variations in items.

Further, Audit noticed that in 48 test-checked GPs, 324 works were completed at a total expenditure of ₹ 8.45 crore against the sanctioned amount of ₹ 9.91 crore during the period 2019-24. Of these, 28 works were completed at 40 to 73 *per cent* below the sanctioned amount.

Thus, there were significant variations between the estimated costs of works and the actual expenditure, indicating that either the estimates were not prepared on a realistic basis, or the work executed was sub-standard.

1.4.3.2 Measurement Books (MB):

Para 7.13.2 of the Operational Guidelines, 2013 provides that measurement of works should be taken weekly by measurement officers[23] and recorded measurement should be duly authorised by the competent authority[24]. All measurements were to be taken within three days of closure of the weekly muster rolls and payments were to be made based on the measurements of works as recorded in the MBs.

Further, para 7.13.4 of the Guidelines stipulates that measurements recorded in MBs need to be captured in NREGASoft also along with MB number, page number, measurement date and measurement period along with details like Activity, Length, Width, Height, Unit cost, Total cost and Labour component of the works to determine valuation of work done.

Scrutiny of records in 29 out of 48 test-checked GPs during 2019-24 revealed that MBs for 131 out of 480 test-checked works were not available in the work files. Further, it was noticed that only for the purposes of payment, an arbitrary MB number was recorded (for eg. 0, 1 etc.), in NREGASoft. Thus, due to the absence of MBs and improper referencing, Audit could not ascertain the accuracy and authenticity of payments made.

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[23] Technical Assistants/Overseers/Junior Engineers
[24] Assistant Engineer

Further, scrutiny revealed that in case of completed works, MBs were available in 277 out of 341 test-checked work files. Out of 277 MBs, 256 MBs were signed by JE but only 133 out of these 256 were authenticated by the Assistant Engineers (AEs). In a number of cases (48), it was also observed that the JEs had not put signatures with dates, making it difficult to ascertain whether the measurement was taken within the prescribed period.

1.4.3.3 Vouchers:

As per Annexure 7 of the Annual Master Circular, material supply vouchers submitted by suppliers/contractors and related bills should be kept in work files. The PO must ensure that all required records of implementing agencies were attached therein.

Scrutiny of records of 265 works in 46 GPs revealed that expenditure of ₹ 3.00 crore (related to 460 works), was booked under material component in the Asset Register of NREGASoft, however, vouchers for ₹ 0.71 crore were not available in the related work files at the GPs level.

Due to the non-availability of vouchers, Audit could not verify the actual procurement, quantity purchased, and consumption of material.

The Department did not provide any specific reply to the Audit observation.

Recommendation 3: The Department should ensure that complete work files, including approved estimates, measurement books, muster rolls, and vouchers are properly maintained and duly authenticated, with strict reconciliation in NREGASoft to enhance transparency and prevent irregularities.

1.4.4 Irregular booking of expenditure

Para 7.13.3 of the Operational Guidelines, 2013 stipulates that all measurements should be captured task-wise so that nothing remains invisible and underpaid.

Scrutiny of records such as muster rolls, vouchers, and measurement books revealed that during the period 2019-24, in 25 works across 14 GPs in five[25] test-checked districts, while as per MBs, the works were completed between the period October 2019 to June 2024, but payment of ₹ 12,19,225 was made based on Muster Rolls that were prepared after completion of these works (***Appendix 1.10***). Similarly, in 11 out of 70 works in seven GPs of four[26] test-checked districts, materials worth ₹ 12,95,175 were purchased after completion of work as per final measurements recorded in the respective MBs (***Appendix 1.11***). However, the expenditure against the material purchased had already been booked on the NREGASoft portal. Since, no expenditure can be

[25] East Singhbhum, Garhwa, Giridih, Gumla and Pakur
[26] East Singhbhum, Garhwa, Gumla and Pakur

booked against a work after final measurement, the expenditure of ₹ 25,14,400 appears to be doubtful.

Further in case of 202 works, Audit also noted that material statements were not prepared in the MBs[27] of these works during the period 2019-24 due to which quantity of material purchased and utilised, could not be verified by Audit.

On this being pointed out the Department accepted the fact and stated that Department had already issued orders in this regard.

1.4.5 Non-providing of Work site facilities

Para 7.12 of the Operational Guidelines provides that work site facilities such as medical aid, drinking water and shade etc., were to be provided to workers. In case, children below the age of six years accompany women workers at any site and are five or more, a crèche was also needed to be provided for. Para 7.12.5 of the Guidelines State that all expenditure on worksite facilities should be booked as part of administrative expenditure.

During beneficiary survey (of 480 beneficiaries), the following were noticed:

- 22 (5 *per cent*) beneficiaries stated that drinking water facility at work sites was not available;
- 107 (22 *per cent*) beneficiaries stated that first aid facility was poor;
- 145 (30 *per cent*) beneficiaries stated that provision of shade at work sites was not adequate; and
- 316 (66 *per cent*) beneficiaries stated that childcare facility was not provided.

The absence of such facilities not only violated mandated provisions but also adversely affected the working condition, health and safety of workers, especially women workers.

On this being pointed out the Department stated that guidelines had been issued (December 2024) to districts and field level functionaries for providing worksite facilities to workers based on their eligibility.

1.4.6 Absence of physical e-MRs in the work file and discrepancies in payment of wages

The Operational Guidelines 2013 for MGNREGS stipulates that before starting a work, the Programme Officer (PO) is required to issue e-muster rolls[28] (e-MR) within three days from the date of declaring the intent to start the work. The e-MRs should be authorised by the PO and issued to GPs. Attendance would

[27] For each work, only one Measurement Book (MB) was maintained, as the estimates for works taken up under MGNREGS were of relatively low value. Accordingly, 202 MBs were maintained for 202 works.

[28] e-muster roll has preprinted names of workers who have demanded employment and are allocated a particular work.

then be prepared by the *Gram Rojgar Sevak* (GRS) only in the e-MR duly signed and authorised by the PO. Further, Para 7.12.5 of Annual Master Circular for MGNREGA stipulates that the copies of the filled e-MRs for each muster period of the work, duly verified and certified by the competent authority should be placed within the case record/ work file.

Scrutiny of records in test-checked districts revealed that e-MRs were not available in work files of 62 out of 480 test-checked works in 22 test-checked GPs, while these were only partially available in 215 out of 418 work files. It was also observed that payments were being made based on e-MRs captured in the NREGASoft.

Due to non-availability of e-MRs in the work files, Audit could not verify the payments against attendance taken on the physical e-MRs as details of marked attendance on physical e-MRs were being entered in NREGASoft manually by the GRS. This could raise concerns over the transparency and accountability of the wage disbursement.

Further, cross checking of e-MRs of NREGASoft with physical e-MRs available in work files of 179 test-checked works in 35 GPs revealed cases of under/over payment and non-payment of wages as discussed below:

1.4.6.1 Underpayment of wages to workers

Audit noted that in case of 49 works under 15 test-checked GPs of three[29] selected districts, 551 labourers were deployed during 2019–24. The labourers were marked present in the physical copy of e-MRs in the work file, and their signatures or thumb impressions were duly recorded and authenticated. As per physical copy of e-MRs, wages amounting to ₹ 10.06 lakh were payable to the labourers against their attendance. However, it was noticed during Audit that wages amounting to ₹ 6.75 lakh only were paid to the labourers as per payment orders generated through the NREGASoft. This resulted in short payment of ₹ 3.30 lakh for 1,291 Person-Days work against their recorded presence.

Besides highlighting data discrepancies between NREGASoft and physical records, payment of less than entitled wages risked causing financial hardship to workers, while also impeding the effectiveness of the Scheme.

1.4.6.2 Overpayment of wages to workers

Similarly, Audit noted that in 29 works under 14 GPs of five[30] selected districts, 125 labourers were deployed during the period 2019–24 and wages amounting to 2.04 lakh became payable to them, against their attendance marked in 41 physical copies of e-MRs. However, it was noticed that wages amounting to ₹ 3.08 lakh were paid to these 125 labourers through payment orders generated on NREGASoft, resulting in excess wage payment of ₹ 1.04 lakh for 454 PDs.

[29] East Singhbhum, Giridih and Gumla

[30] East Singhbhum, Garhwa, Giridih, Gumla, and Pakur

This overpayment was due to manual entry of inflated attendance in the NAREGASoft system by GRS, leading to excess disbursement of wages to workers.

It was further noticed that in three GPs each of Gumla and East Singhbhum districts, 41 workers were paid wages of ₹ 0.49 lakh against 192 PDs in eight works, however, the workers were found absent as per the physical copy of e-MRs enclosed in the work file. It was noted that these workers had not worked even for a single day resulting in undue financial benefit, while also raising the possibility of fraudulent payment by entry of inflated working days against their names in the e-MR.

1.4.6.3 Non-payment of wages to workers

Audit observed that in case of 144 test-checked works, under 34 GPs of six[31] selected districts, 970 labourers were employed for MGNREGS related works. These labourers were shown as present in the physical copy of e-MRs and their signatures or thumb impressions were also recorded and authenticated. As per physical e-MRs, wages amounting to ₹ 13.91 lakh were payable to these labourers against their attendance for 6,101 number of PDs. However, the applicable wages were not paid to the labourers for the said person days as seen from the non-entry of their attendance in NREGASoft and lack of generation of any related payment orders. Therefore, the workers were denied their legitimate payment of wages against the work done, impacting the intended objectives of the MGNREG scheme.

On this being pointed out, the Department stated (August 2025) that instructions were issued to all the concerned officials to enter information in NREGASoft strictly on the basis of physical e-muster rolls.

Recommendation 4: The Department should ensure reconciliation of physical e-MRs with entries in NREGASoft, maintain complete e-MRs in work files, and fix accountability for discrepancies to prevent underpayment, overpayment, or non-payment of wages.

1.4.7 Work execution under MGNREGS

As per Paragraph 1.2 of the Operational Guidelines, 2013 for MGNREGS, livelihood security by creation of durable assets and employment generation for rural HHs are the main objectives of MGNREGS. The Scheme has the potential to transform rural areas by creating durable assets that would not only enhance the livelihood security of rural poor but also result in substantial infrastructural development.

The status of total number of works to be executed under MGNREGA in the State is given in the **Table 12**.

[31] East Singhbhum, Garhwa, Giridih, Godda, Gumla, and Pakur.

Table 12: Status of approved works

(₹ in crore)

Year	No. of works to be taken up as per NREGASoft	No. of works completed	No. of incomplete works	No. of works not started	Expenditure incurred on incomplete works	Percentage of works not started
2019-20	11,34,671	3,53542	5,77,494	2,03,635	48.02	18
2020-21	20,32,932	4,97,356	11,36,826	3,98,750	267.41	20
2021-22	24,33,835	5,40,737	13,67,320	5,25,778	422.68	22
2022-23	23,29,156	7,17,322	10,21,984	5,89,850	554.23	25
2023-24	23,37,890	6,87,087	9,17,868	7,32,935	1,340.77	31
Total	**1,02,68,484**	**27,96,044**	**50,21,492**	**24,50,948**	**2,633.11**	**24**

(Source: NREGASoft data)

From the above table, it is evident that out of total 1,02,68,484 works proposed to be executed during 2019-24, only 27,96,044 (27 *per cent*) were completed and 50,21,492 (49 *per cent*) were lying incomplete as of March 2024 after incurring an expenditure of ₹ 2,633 crore. The Department failed to start work in 24 *per cent* works even after planning.

Further, status of works approved, completed, incomplete and not started in the six selected districts during 2019-24 is given in **Table 13**.

Table 13: Status of works in selected districts

(₹ in crore)

District	Works to be executed as per NREGASoft	No. of works completed	Expenditure on completed works	No. of Works not completed/ suspended	Expenditure on incomplete works	No of works not started
East Singhbhum	4,46,104	1,13,374	358.19	1,87,980	74.28	1,44,750
Garhwa	7,87,951	2,35,505	1,024.39	3,74,218	211.44	1,78,228
Giridih	7,94,840	2,18,560	1,049.18	3,89,109	228.831	18,7171
Godda	3,36,133	86,202	512.61	1,75,496	142.14	74,435
Gumla	1,19,187	63,095	263.35	34,743	247.23	21,349
Pakur	1,20,130	80,208	136.44	18,806	49.74	21,116
Total	**26,04,345**	**7,96,944**	**3,344.16**	**11,80,352**	**953.66**	**6,27,049**

(Source: NREGASoft data)

It is evident from the table above that in the selected districts during 2019-24, out of 26,04,345 works, only 7,96,944 (30.60 *per cent*) were completed and 11,80,352 (45.32 *per cent*) were lying incomplete or suspended as of March 2024. Besides, 6,27,049 (24.08 *per cent*) works were not started even after approval.

Further, in the test-checked GPs, out of 61,276 works taken up during 2019-24, 37,401 were completed, 9,061 remained incomplete, 10,548 were not started, and 4,266 were abandoned/suspended ***(Appendix 1.12)***.

During Audit, 480 works were selected for detailed examination of which it was noted that 341 were taken up at an estimated cost of ₹ 10.32 crore, and completed at a cost of ₹ 8.87 crore. Besides, 141 works that were taken up at an estimated cost of ₹ 4.93 crore, remained incomplete for periods ranging from 12 to 70 months despite an expenditure of ₹ 2.72 crore (January 2025).

Joint physical verification of 480 works was conducted across 48 test-checked GPs between November 2024 and February 2025 in the presence of the *Mukhiya*, GRS, and *Panchayat Sachiv*. Audit observations based on this verification, are discussed in the following paragraphs:

1.4.7.1 Incomplete Works

The work "Construction of Anganwadi Centre (AWC) in Mahulia village, Garhwa block, was sanctioned (March 2017) at a cost of ₹ 6.12 lakh with 31 December 2017 as the due date of completion. An expenditure of ₹ 3.14 lakh was incurred on the work, while ₹ 71,364 was incurred on the labour component. During joint physical verification (December 2024), Audit noticed that the work remained incomplete even after incurring an expenditure of 3.85 lakh, and after expiry of seven years from the scheduled date of completion. The photograph below shows the status of the incomplete work:

Photograph 1: Incomplete construction of Anganwadi Centre, in Garhwa

1.4.7.2 Wasteful expenditure on plantation work

Technical and administrative approval was accorded (June 2021) for the work of "Mango orchard on one acre land of Upen Manki" in Asna GP, Block Ghatshila, East Singhbhum at an estimated cost of ₹ 3.73 lakh. A total of 112 mango saplings and 80 timber trees were to be planted with Cattle Protection Trench (CPT) around the orchard. Audit noted that an expenditure of ₹ 1.32 lakh[32] was incurred on this project as of October 2024. However, during physical verification (December 2024), no mango or timber plants were found on the site. Instead, there was a pond constructed on the same land, rendering the entire expenditure of ₹ 1.32 lakh wasteful and defeating the purpose of providing livelihood to the beneficiaries.

[32] Wages-₹ 97,569 and Material- ₹ 34,049

The site of the constructed pond as viewed during joint physical verification is given in the photographs below:

Photograph 2: Pond was constructed in place of mango plantation at Asna GP

1.4.7.3 Wasteful expenditure on construction of ponds

During JPV, Audit observed that in two[33] selected districts three ponds that were constructed under MGNREGS were either non-existent or, not in use. The details of the cases are discussed in **Case Study 1 and 2**.

Case Study- 1

The work "Construction of pond on land of Vijya Devi" in Pipardih GP (Block- Nagaruntari District –Garhwa) was technically sanctioned (October 2020) for ₹ 4,99,336. The work commenced in December 2020 and was to be completed by October 2021. Expenditure of ₹ 3,29,914 was incurred up to June 2021, entirely on the labour component. During JPV by audit (February 2025), no pond was found to be in existence on the site. Thus, the entire expenditure of ₹ 3.30 lakh incurred on the work was rendered wasteful (as seen from the photograph 3), besides not meeting the intended objectives of creating durable assets under the scheme.

Photograph 3: Construction of pond in land of Vijya Devi at GP Pipardih in Garhwa

Case Study- 2

Technical and administrative approval was accorded for "construction of ponds on the land of Arjun Besra in Amuwar Santhali GP and of Jhumri Kisku in Bhataundha GP under Godda district in February 2023 and December 2021, respectively. The estimated costs of the works were ₹ 5 lakh and ₹ 4.99 lakh respectively. While the work of Arjun Besra was completed in December 2024 at a total cost of ₹ 4.56 lakh, the second work related to

[33] Garhwa and Godda

Jhumri Kisku was completed in July 2023 at an expenditure of ₹ 4.27 lakh. It was noted that the total expenditure of ₹8.83 lakh which was incurred, was entirely on the labour component.

During JPV (January 2025), Audit noticed that both ponds were surrounded by dense bushes and had no water, which showed that the ponds were not in use. Thus, expenditure of ₹ 8.83 lakh incurred on the schemes was rendered wasteful.

Photograph 4: Pond of Arjun Besra

Photograph 5: Pond of Jhumri Kisku

Thus, the objectives of creating durable assets, as per MGNREGA guidelines, as also improving land productivity, enhancing water conservation and sustainable natural resource management efforts, were not achieved despite significant expenditure.

On this being pointed out the Department stated (August 2025) that due to lack of interest by the beneficiaries, unavailability of funds for materials and disputes at local level, works planned could not be completed. The reply of the Department is not acceptable as these factors should have been assessed at the planning stage and failure to do so highlights inadequate planning and weak implementation of the Scheme. Further, regarding wasteful expenditure, the Department accepted the fact (August 2025) but did not furnish any specific reply.

1.4.8 Doubtful execution of work

1.4.8.1 Doubtful plantation work

A Plantation scheme in Jharkhand was being implemented in the name of *Birsa Harit Gram Yojna* in convergence with MGNREGS to provide enhanced livelihood security to rural households. In this scheme, a total of 112 mango saplings and 80 timber trees were to be planted with Cattle Protection Trench (CPT)[34] around the orchard.

[34] A Cattle Protection Trench is a narrow ditch dug around mango and timber saplings to prevent cattle from entering and damaging the plantation.

During scrutiny of NREGASoft data, Audit observed that in eight test checked GPs[35] in Gumla district, 31 plantations (incorporating both mango & timber) were administratively sanctioned (between February 2020 and July 2023) at an estimated cost of ₹ 108.34 lakh[36]. An expenditure of ₹ 49.68 lakh[37] was incurred on these 31 plantations as of December 2024, which included expenditure of ₹ 22.83 lakh (1,305 man-days) incurred on digging pits for timber plants, construction of compost pit and construction of CPT/dressing of CPT as also ₹ 3.94 lakh[38] (72 mandays) on excavation of *Jalkund* and related materials during the year 2020-21 to 2024-25 ***(Appendix 1.13)***.

However, during JPV of 31 plantation sites (between November 2024 to January 2025) by Audit and *Mukhiya*/GRS/P*anchayat Sachiv* no CPT, compost pit, *Jalkund* were found constructed and timber plants were also found to be absent, rendering the related expenditure of ₹ 26.77 lakh as doubtful.

Thus, officials failed to closely monitor scheme execution which resulted in payment being made for works that were not actually executed.

On this being pointed out the Department accepted the fact and stated (August 2025) that necessary instructions for carrying out modifications in plantation sites have been issued.

1.4.9 Construction of cowshed under *Mukhyamantri Pashudhan Vikas Yojna*

As per the instructions[39] of the Commissioner, MGNREGA, five cowsheds under the *Mukhyamantri Pashudhan Vikas Yojna (MPVY)* in convergence with MGNREGS were to be constructed in each GP, with priority to be given to needy beneficiaries. Further, as per Model Estimate for the scheme issued by GoJ in January 2022, the estimated cost of construction of cowshed for five cows was 1.51 lakh.

In the sampled GPs of five[40] test-checked districts audit observed that based on the number of GPs (51), only 255 cowsheds were required but instead a total of 2,795 cowsheds were constructed. This resulted in construction of 2,540 excess cowsheds at a cost of ₹15.96 crore, in violation of Departmental instructions regarding need-based implementation of the MPVY scheme.

Further, during the JPV conducted in December 2024 and February 2025 for 24 cowsheds in 19 GPs across five districts, the following was observed:

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35 Gumla Block: Kaseera, Nawadih, Ambua and Katri; Basia Block: Kumhari, Pantha, Oreya and Kaliga

36 Wages: ₹ 78.92 lakh, Material: ₹ 29.14 lakh and Contingencies: ₹ 0.28 lakh

37 Wages: ₹ 39.12 lakh, Material: ₹ 10.56 lakh

38 Wages: ₹ 1,25,964 and Materials: ₹ 2,67,877

39 letter No. 16-301/श्रम बजट /2018/ग्रा0 वि0/ (N)/154 dated 03-02-2021

40 Garhwa, Giridih, Godda, Gumla and Pakur

- Eight cowsheds in Pakur district and two cowsheds in Gumla district, constructed at cost of ₹ 14.27 lakh during 2021-22, were found being used for purposes other than intended. While nine cowsheds were used for residential purposes by beneficiaries, one was being used for storage purpose.

	
Photograph 6: Cowshed in Pakur district used for residential purpose	*Photograph 7: Cowshed in Gumla district was being used for storage purpose.*

- Two cowsheds in Gumla district, constructed during 2021-22, were found to have used bamboo/asbestos sheets in the construction of the ceiling instead of galvanized corrugated iron (GCI) sheets, in contravention of applicable provisions. However, instead of bamboo or asbestos, payments were seen to have been made as per rates prescribed for GI pipes/GCI Sheets, leading to doubtful payment of ₹ 44,160.

	
Photograph 8: Cowshed in Gumla district constructed with bamboo and asbestos sheet	*Photograph 9: Cowshed in Gumla district used for constructed with bamboo and asbestos sheet*

- One cowshed in Gumla district, constructed during 2021-22, was observed in a dilapidated condition during JPV, with its roof and floor fully damaged.

Photograph 10: Cowshed in Gumla district in dilapidated condition.

Thus, poor execution under MPVY in convergence with MGNREGS defeated the objectives of livelihood enhancement as well as led to the creation of non-durable assets.

On this being pointed out the Department accepted the fact and stated (August 2025) that beneficiaries had been directed to undertake animal husbandry work in the constructed cowshed. The reply of the Department is not acceptable, as it is silent on issues such as construction of 2,540 excess cowsheds, use of substandard materials, creation of non-durable assets etc.

1.4.10 Employment provided to differently abled persons

According to Paragraphs 9.3.1 and 9.3.4 of the Operational Guidelines, 2013 differently abled persons were to be considered as a special category of vulnerable persons for the purposes of MGNREGA. Each State Government needed to identify specific works that could be done by disabled and vulnerable persons under the scheme.

The details of employment generated for persons with disabilities in the State during 2019-24, as recorded in NREGASoft, are provided in **Table 14**.

Table 14: Employment generation for disabled persons

Year	Registered differently abled persons	Disabled provided work	No of person days	Percentage of disabled getting work	Average day per disabled who got work
2019-20	45,098	6,120	2,21,412	13.57	36
2020-21	45,089	9,783	3,47,508	21.69	36
2021-22	49,307	8,869	3,08,993	17.98	35
2022-23	30,500	7,226	2,48,902	23.69	34
2023-24	32,258	7,127	3,04,420	22.09	43

(Source: NREGASoft data)

It was evident from the **Table 14** that employment provided to disabled persons ranged between 13.57 to 23.69 *per cent*, while average person days employment provided to disabled persons ranged between 34 and 43.

In six selected districts, it was observed that employment provided to registered disabled persons under MGNREGA during the audit period ranged between nine and 50 *per cent* of those who were registered. This highlighted a significant gap between inclusion and participation of disabled beneficiaries in the Scheme.

On this being pointed out the Department accepted (August 2025) the fact and stated that districts had been requested to maintain a database of work demand for disabled persons.

1.4.11 Provision of 100 days guaranteed wage employment

Para 1.1 of the Operational Guidelines of MGNREGA mandates provision of at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to undertake unskilled manual work.

As per MIS data available in NREGASoft, the proportion of families completing 100 days of employment during 2019–24 against the registered households that demanded employment, ranged between two and four *per cent* at the State level and between one and three *per cent* in the test-checked districts. As the prescribed demand registers were not properly maintained in the test-checked GPs, Audit could not assess achievement of the stipulated 100 days of guaranteed wage employment.

1.4.12 Representation of women beneficiaries under the Scheme

Para 3.4 (x) of the Operational Guidelines, 2013, and para 15 Schedule II of the NREGA Act provides that while providing employment, priority shall be given to women in such a way that at least one-third of the beneficiaries shall be women who have registered and requested for work under the Scheme.

Further, Register-III relating to Demand for Work, Allocation of Works and Payments of Wages was to be maintained completely manually maintained running Register to be maintained by the GRS. Register III forms the core and non-negotiable transparency register from a worker’s perspective and was to be maintained month-wise.

As per NREGASoft, women person days against the total generated employment was between 41 and 48 *per cent* in the State and ranged between 42 and 49 *per cent* in the test-checked districts during 2019-24. However, as the prescribed demand registers (Register III) were not maintained properly in the test-checked GPs, Audit could not verify the number of women who had registered and requested for work. As such, representation of women beneficiaries under the Scheme, as envisaged, could not be ascertained.

1.5 Grievance Redressal, Monitoring and Internal Control

In order to ensure transparency and accountability, it was important to have a robust and efficient monitoring, evaluation and review mechanism in place.

As per paragraph 13.6.1 the Operational Guidelines, 2013, a three-tier[41] vigilance mechanism was to be arranged by the State to proactively detect irregularities in the implementation of the Act. Besides, District Quality Monitor, State Quality Monitor, District Level Technical Cells were to be constituted for quality control of works executed under the Scheme. Audit observations on the monitoring and oversight mechanism are discussed below:

1.5.1 Existence of grievance redressal mechanism

1.5.1.1 Functioning of State Employment Guarantee Council

The State Employment Guarantee Council (SEGC) was constituted (January 2007) by RDD, GoJ to advise the State Government on all matters concerning the Scheme, review the monitoring and redressal mechanism and give recommendations for improvement, as well as to prepare the annual report to be laid before the State Legislature.

As per para 4 of the resolution of the State Government, the SEGC should meet at least twice a year, and the interval between two consecutive meetings should not exceed six months.

Scrutiny of records revealed that the SEGC met only two times (February 2021 and July 2023) against the required minimum of 10 meetings during 2019-2024.

Thus, monitoring and steering of the Scheme at the highest level was not being conducted regularly, as envisaged, thereby weakening the accountability mechanism also.

1.5.1.2 Disposal of Complaints

Section 23(6) of the MGNREG Act provides that the PO shall enter every complaint in a compliant register maintained by him and shall dispose of dispute and complaints within seven days of their receipt. In case the complaints relate to matters to be resolved by any other authority, they shall forward the same to such authority under intimation to the complainant. For monitoring of status, a complaint register had to be maintained at the GP, Block and District levels, as required under para 10.3.9 of Operational Guidelines, 2013.

Scrutiny of records revealed that out of six selected districts, in three[42] districts, no complaint registers were maintained. Hence, the status of complaints could not be verified by Audit. However, information provided to Audit regarding complaints, revealed that in the sampled six districts, 431 out of 811 complaints were still pending[43] at the district level as of March 2024, with delays in disposal ranging between one to five years.

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[41] i. State Vigilance Cell, ii. District Vigilance Cell and iii. Vigilance and monitoring Committee *at Panchayat level*

[42] East Singhbhum, Gumla and Pakur

[43] Complaints regarding non-issuance of JC, work was not given on demand and delay in payment etc.

Further, it was also observed that complaint registers were not being maintained at the Block and GP levels.

This improper maintenance of records as well as pendency in disposal of complaints highlighted the ineffectiveness of the MGNREGS grievance redressal mechanism in the State.

1.5.1.3 Non-constitution of Vigilance Cell

Para 13.6.2, 13.6.3 and 13.6.4 of Operational Guidelines, 2013 provide that at the State level, a Vigilance Cell consisting of a Chief Vigilance Officer (CVO), at the district level the District Vigilance Cell under the district level authority and at the local level a Vigilance and Monitoring Committee were to be set-up after approval of the Gram Sabha. These cells were required to be set up for receiving complaints about implementation of the scheme, for conducting regular field visits to detect irregularities, and for taking *suo moto* action based on reports appearing in the media, visit to the work sites and interaction with workers.

Scrutiny of records revealed that no Vigilance Cell was constituted at the State level as of December 2024. Further, the requisite Vigilance Cells were not constituted at any level of the selected districts and GPs during 2019-24.

Thus, regular oversight, early detection of irregularities, and prompt corrective action were not ensured.

On this being pointed out the Department stated (August 2025) that the constitution of vigilance committee is under consideration.

1.5.1.4 Non-appointment of State and District Quality Monitors

In terms of paras 14.8 (vi) and 14.10.4 of Operational Guidelines, 2013 the State Quality Monitor (SQM) would inspect at least five *per cent* of works while they are still in progress, to assess the quality aspects. Further, as per para 7.12.1 of the Annual Master Circular 2019-20, there would be a District Quality Monitoring (DQM) Cell which would have a panel of 10 to 15 technical officials. These officials will monitor and evaluate at least 10 *per cent* of the works executed under the scheme.

Scrutiny of records and information supplied by the MGNREGA, Commissionerate revealed that SQM/DQM was not appointed during the period 2019-24. As a result, no work was inspected either during its execution or, after completion for its quality or authenticity. Further, the Department had not made any efforts towards the appointment of SQM/DQM.

1.5.1.5 Non-preparation of Citizens' Charter

As per para 13.12.1 of Operational Guidelines, Citizens' Charter shall cover all aspects of the duties of *Panchayats* and officials under the Act. It should describe the specific steps involved in implementing the provisions of the Act and lay down the minimum service levels mandated by these provisions on the *Panchayats* and the officers concerned.

During test check of records, it was noticed that no Citizens' Charter was prepared by the State Government during the period covered under audit. It was also observed that the Ministry of *Panchayati R*aj had prepared a Model *Panchayat* Citizens' Charter/Framework for delivery of the services across the 29 sectors, aligning actions with localised Sustainable Development Goals (SDGs) for the *Panchayats* to adopt and customise during July-August 2021 and provided to the State Government for preparation of their own Citizens' Charter. However, the work of preparation of State Governments' Citizens' Charter was not initiated.

This shows deficient approach of the Department towards establishing the necessary accountability structures in the State.

On this being pointed out the Department accepted the fact and stated (August 2025) that the State has earlier asked all districts to comply with the citizen charter Guidelines of MGNREGA.

Recommendation 5: The Department should strengthen accountability mechanisms by ensuring regular SEGC meetings, timely disposal of complaints, constitution of Vigilance Cells, appointment of SQMs/DQMs, and preparation of a Citizens' Charter in line with MGNREGA guidelines.

1.5.2 Social Audit

An innovative feature of the MGNREGS is that it has an institutionalised 'Social Audit' mechanism as a means of continuous public vigilance. The main objective of Social Audit is to verify the effective implementation of MGNREGS vide a participatory audit process at the level of every GP.

1.5.2.1 Shortfall in required social audit

Paras 13.1.1 and 13.2.2 of the Operational Guidelines, 2013 provided that Social Audit Unit (SAU) shall identify appropriate number of resource persons at the State, District, Block and GP levels to facilitate the *Gram Sabha* in conducting social audit.

As per applicable guidelines of the Scheme, social audit was to be conducted in every GP at least once in six months, involving a mandatory review of all aspects.

The status of conduct of social audit by GPs in the State during 2019-24 is given in **Table 15**.

Table 15: Status of conducting social audit in the state

Year	Total GP in the State	No. of GPs to be planned for social Audit as per norms	No of GPs planned for Social Audit	Social Audit conducted	Shortfall in Social Audit as per plan	Percentage of Shortfall against planned
2019-20	4,406	8,812	2,252	1,523	7,289	83
2020-21	4,392	8,784	1,139	737	8,047	92
2021-22	4,388	8,776	4,258	2,160	6,616	75
2022-23	4,388	8,776	0	0	8,776	100
2023-24	4,388	8,776	4,276	2,807	5,969	68
Total		**43,924**	**11,925**	**7,227**	**36,697**	**84**

(Source: Departmental data)

Audit noticed that the SAU had prepared the annual social audit plans for the years 2019-24 by considering an annual audit of each GP instead of the mandated six-monthly frequency, leading to deviation from the Operational Guidelines besides an overall shortfall in planning for social audits in the State. Further, there were shortfalls even with respect to the number of social audits carried out *vis a vis* the ones planned, as only between 68 to 100 *percent* of the planned GPs could be audited during this period.

Status of conduct of social audit in the test checked is detailed in **Table 16**.

Table 16: Social Audits in selected GPs during 2019-24

Total No. of GPs	Social Audit Not conducted even once	Social Audit conducted in all five years	Social Audit partially conducted
48	3	0	45

(Source: Departmental data)

As can be seen from above, in three GPs, social audit was not conducted even once in six months during the entire audit period. Further, in the remaining 45 GPs, annual social audit was conducted partially (once in two/ three years) and 100 *per cent* social audit was conducted in none of the selected GPs.

1.5.2.2 Pendency in settlement of Social Audit Observations

Para 13.4.2 of Operational Guidelines, 2013 provides that District Programme Co-ordinator (DPC) shall ensure that time bound corrective action is taken on the social audit report.

The status of social audit observations and their pendency at State level is given in **Table 17**.

Table 17: Social audit observations pendency status in State

Year	Social audit observations raised	Social audit observations settled	Outstanding Social audit observations	Percentage of outstanding
2019-20	32,969	23,946	9,023	27.37
2020-21	9,830	2,043	7,787	79.22
2021-22	23,032	33	22,999	99.86
2022-23	12,230	73	12,157	99.40
2023-24	56,437	0	56,437	100.00
Total	**1,34,498**	**26,095**	**1,08,403**	**80.60**

Source: Data provided by the Department

It was seen from **Table 17** that the social audit observations ranging between 27.37 *per cent* and 100 *per cent* were outstanding for want of corrective measures. The pending issues had remained unresolved for periods ranging from one to five years.

Scrutiny of records of selected GPs revealed the following:

Table 18: Social audit observations pendency status in selected GPs

No. of GPs	Social audit observations raised	Social audit observations settled	Outstanding Social audit observations	Percentage of outstanding
48	1,796	494	1,302	72

Source: Data provided by the Department

It was evident from **Table 18** that 1,796 observations were as part of social audit in selected GPs during 2019-24 but only 494 observations were settled, and rest 1,302 observations were still pending for settlement ***(Appendix 1.14)***.

Thus, the Department missed a crucial opportunity to strengthen implementation of the scheme for the benefit of the people through the mechanism of social audit. Persistent irregularities over an extended period can erode public trust in the scheme, particularly among the dependent population.

Recommendation 6: The Department should ensure adherence to the prescribed six-monthly frequency of social audits in all GPs and establish a robust mechanism for timely settlement of audit observations to enhance transparency and accountability in scheme implementation.

1.5.3 Shortage of manpower

Section 18 of the MGNREGA provides that State Government is mandated to make available to the DPC and PO necessary staff and technical support as may be necessary for effective implementation of the scheme. Supporting staff could also be hired, on contractual basis, to provide professional services at the State level. The recruitment policy for the functionaries will be decided by the State Government.

The availability of staff against the sanctioned posts are given in **Table 19**.

Table 19: Shortage of staff

Name of post	Sanctioned post	Person in position	Shortage	Shortage (*per cent*)
Block Programme officer	340	312	28	8.24
Assistant Engineer	261	214	47	18.01
Junior Engineer	857	712	145	16.92
Computer Assistant	261	206	55	21.07
Account Assistant	257	212	45	17.51
Gram Rozgar Sevak	4,317	3,960	357	8.27
Total	**6,293**	**5,616**	**677**	**10.76**

(Source: Departmental data)

It was seen from **Table 19** that shortfall of staff against the sanctioned strength ranged between 8.24 *per cent* and 21.07 *per cent* with respect to the main functionaries[44].

Scrutiny of records and information provided by the test checked districts revealed that in the districts there was shortage of MGNREGA related staff, as detailed in **Table 20**.

Table 20: Shortage of staffs of MGNREGA in selected districts

Name of districts	BPO			AE			JE			A. Ast.			C. Ast.			GRS		
	SS	PIP	S	SS	PIP	S	SS	PIP	S	SS	PIP	S	SS	PIP	S	SS	PIP	S
East Singhbhum	15	12	3	11	10	1	46	13	33	11	6	5	11	6	5	231	177	54
Garhwa	22	22	0	19	17	2	38	36	2	19	19	0	19	17	2	189	185	4
Giridih	23	21	2	13	10	3	69	58	11	13	13	0	13	12	1	344	323	21
Godda	14	14	0	9	8	1	39	38	1	9	9		9	8	1	197	197	0
Gumla	13	12	1	12	10	2	32	26	6	12	8	4	12	5	7	159	134	25
Pakur	8	6	2	6	4	2	26	10	16	6	2	4	6	4	2	128	124	4
Total	**95**	**87**	**8**	**70**	**59**	**11**	**250**	**181**	**69**	**70**	**57**	**13**	**70**	**52**	**18**	**1,248**	**1,140**	**108**

(Source:** Data provided by the Department**); SS- Sanction strength, PIP- Person-in-position, S- Shortage

It was evident from **Table 20** that there was a gap between the sanctioned strength and person in position in case of field level/grass root staff who play a crucial role in scheme execution, thereby hampering the smooth implementation of MGNREGS.

Recommendation 7: The Department may reassess the manpower requirement and provide adequate number of skilled staff for effective functioning of the scheme, particularly at the field level.

1.5.4 Conclusion

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) aims to provide at least 100 days of guaranteed wage employment in a financial year to every rural household whose adult members volunteer to do unskilled manual work. The scheme is demand-driven in nature and emphasizes transparency, accountability, and timely payment of wages.

Audit scrutiny, however, revealed systemic deficiencies in its implementation, marked by poor planning, financial irregularities, weak record management, and ineffective oversight. The Department failed to assess the quantum and timing of labour demand, as no surveys were conducted, thereby violating the demand-driven objective of the scheme. Key planning requirements such as demand assessment, preparation of labour budgets, and proper record maintenance were not fulfilled, reflecting lack of transparency and weak implementation. Further, delays in release of funds to the SEGF, non-payment

[44] Block Programme officer, Assistant Engineer, Junior Engineer, Computer Assistant, Account Assistant and *Gram Rozgar Sevak*

of compensation for delayed wages and unemployment allowances, irregular wage payments including delays, short payments, and cases of over/underpayment were observed. Basic records such as measurement books and muster rolls were poorly maintained or not maintained at all.

Additionally, monitoring and grievance redressal mechanisms were largely non-functional, SEGC oversight was weak, social audit objections were inadequately addressed. Key field-level posts remained vacant, and record management at the Gram Panchayat level was deficient. These lapses indicate that the scheme was not implemented in accordance with its guidelines, thereby undermining the objectives of transparency, accountability, and assured employment.

Chapter II

Chapter II

DRINKING WATER AND SANITATION DEPARTMENT

Performance Audit on Implementation of *Jal Jeevan* Mission in Jharkhand

2.1.1 Introduction

The *Jal Jeevan* Mission (JJM) was launched (August 2019) by the Government of India (GoI) as a flagship scheme with a vision to provide access to drinking water of the prescribed quality and adequate quantity to every rural household. JJM aimed to provide piped water supply to each rural household (HH) through Functional Household Tap Connections (FHTCs) by 2024. A FHTC was to have three definite characteristics (i) provide water in adequate quantity *i.e.*, at least 55 litres per capita per day (lpcd) (ii) provide water of the prescribed quality *i.e.*, BIS: 10500[1] standard and (iii) supply water on a regular basis in the long-term.

Different models[2] of ground water based Single Village Schemes (SVS) to supply water within a village, and surface water based Multi Village Schemes (MVS) to supply water to more than one village, were taken up under JJM in Jharkhand.

Considering the progress achieved under JJM and ongoing works, the Union Finance Minister announced (in the union budget speech 2025-26) extension of JJM till December 2028. The GoI accordingly informed (June 2025) the States that further Central grants would be released after approval of budget outlay and revised guidelines, and instructed them to continue the work on ongoing schemes from their own resources.

Government of Jharkhand (GoJ) made a budget provision of ₹ 2,503.43 crore (Central share: ₹ 895.99 crore and State share: ₹ 1,607.44 crore) for implementation of JJM in 2025-26. However, during 2025-26, no funds have been released either by GoI or by the State under JJM, as of July 2025.

2.1.2 Organisational setup

The State Water and Sanitation Mission (SWSM), headed by the Chief Secretary of Jharkhand, was responsible for the overall implementation of JJM in Jharkhand. The nodal department for implementation of JJM in the State was the Drinking Water and Sanitation Department (the Department), headed by the Principal Secretary/Secretary. The State Level Scheme Sanctioning Committee (SLSSC), headed by the Chief Secretary, provided policy guidance for JJM. The

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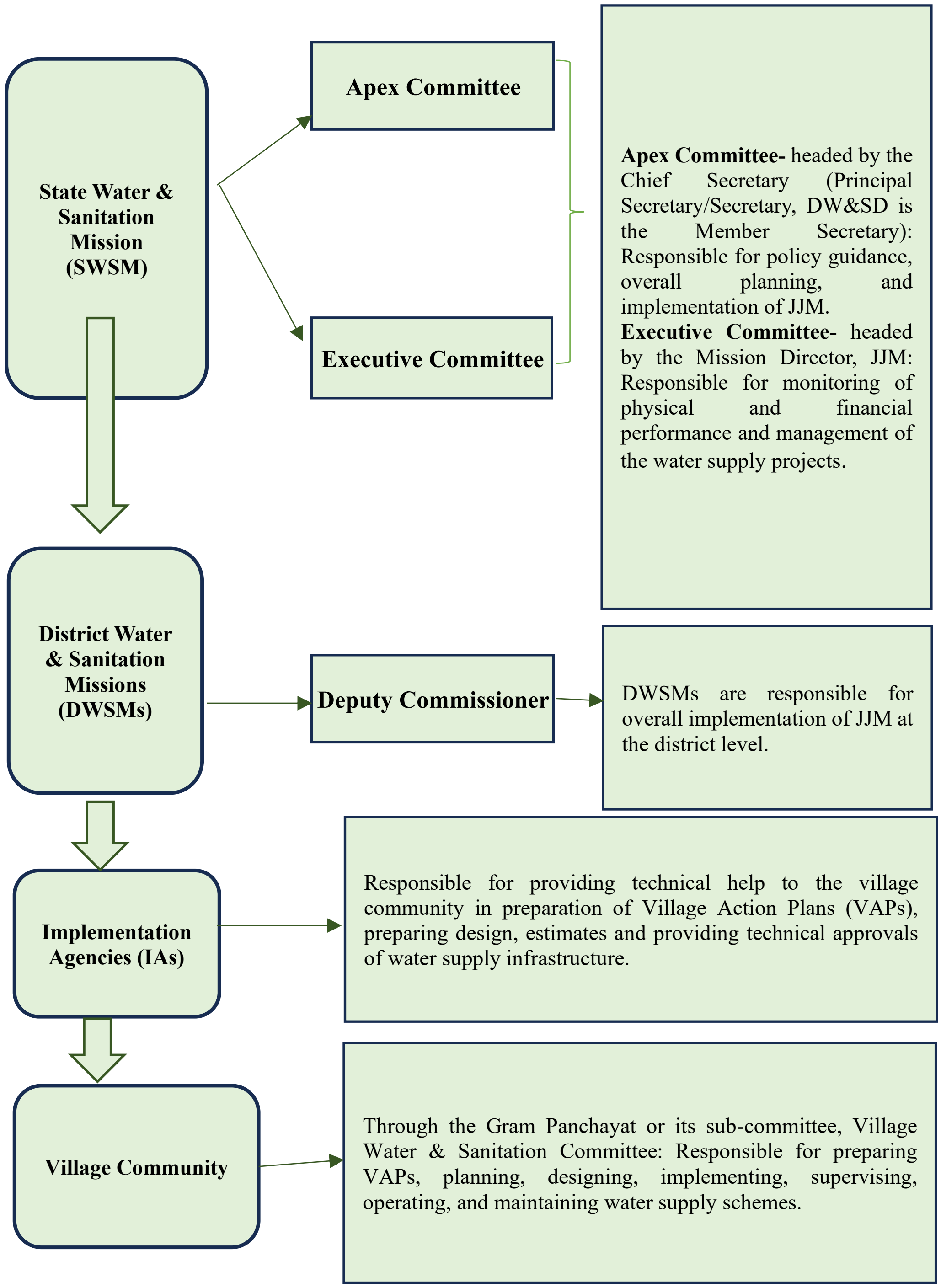
1 IS 10500:2012 'Indian Standard – Drinking Water Specification' as amended from time to time.

2 Solar power based schemes with plastic or concrete overhead water tank having storage capacity of 2,000 litres to 16,000 litres.

District Water and Sanitation Missions (DWSMs), the Village Water and Sanitation Committees (VWSCs), the Programme Management Unit (PMU) and the Drinking Water and Sanitation (DWS) Divisions supported the SWSM in planning, implementation and monitoring of JJM at various levels in the field. The organisational structure and institutional mechanism of JJM is shown in **Chart 2.1.1.**

Chart 2.1.1: Institutional mechanism of JJM in Jharkhand



2.1.3 Audit objectives

A Performance Audit (PA) on implementation of JJM was conducted to ascertain whether:

- Programme objectives have been achieved successfully
- Efficient institutional framework is in place for planning, implementation, and post operational management of the schemes
- 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.

2.1.4 Audit criteria

The main sources from which the audit criteria were drawn are as follows:

- Operational Guidelines for the implementation of JJM
- Water Quality Monitoring and Surveillance Framework
- Jharkhand Financial Rules, Jharkhand Public Works Account Code, Jharkhand Public Works Department Code and instructions issued thereunder; and
- Orders issued by the GoI/State regarding the implementation of JJM.

2.1.5 Audit scope and methodology

The PA, covering the period from 2019-20 to 2023-24, was conducted between September and November 2024. Records of the Principal Secretary of the Department, the Chief Engineer-cum-Executive Director, PMU (SWSM), and the Executive Engineers of nine[3] DWS Divisions of six[4] out of the 24 districts were examined. Districts were selected through simple random sampling after stratifying them into two[5] strata based on their achievements in respect of coverage of rural households. Twelve blocks (two from each district) and 26 villages (villages having higher achievements in the selected block) were selected for analysing achievement under JJM. Beneficiary survey of 479 beneficiaries was also conducted by Audit in the selected villages to assess the status of delivery of services and quality of water being supplied to them.

Audit conclusions have been drawn through scrutiny of records, analysis of data, information gathered through questionnaires, response of the departmental functionaries on audit memorandum, beneficiary survey and joint physical verification (JPV). Photographs of assets created under JJM, taken during the

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[3] DWS Divisions: Adityapur, Chaibasa, Chakradharpur, Dhanbad-I, Dhanbad-II, Hazaribagh, Jamshedpur, Khunti and Jhumritilaiya.

[4] Dhanbad, East Singhbhum, Hazaribagh, Khunti, Koderma and West Singhbhum.

[5] Districts having achievements of more than 50 *per cent* with respect to coverage of rural households with FHTCs in one stratum and districts having achievements up to 50 *per cent* in the second stratum. Three districts have been selected from each stratum.

JPV and beneficiary survey, have also been included to support the audit findings.

An entry conference (9 September 2024) was held with the Additional Secretary of the Department wherein objectives, scope, criteria and methodology of audit were discussed. An exit conference was also held (24 June 2025) with the Principal Secretary of the Department to discuss the audit findings and recommendations. The replies (March to July 2025) of the Department and views expressed during the exit conference have been suitably incorporated in the report.

Audit findings

2.2 Progress of JJM in Jharkhand

Financial progress

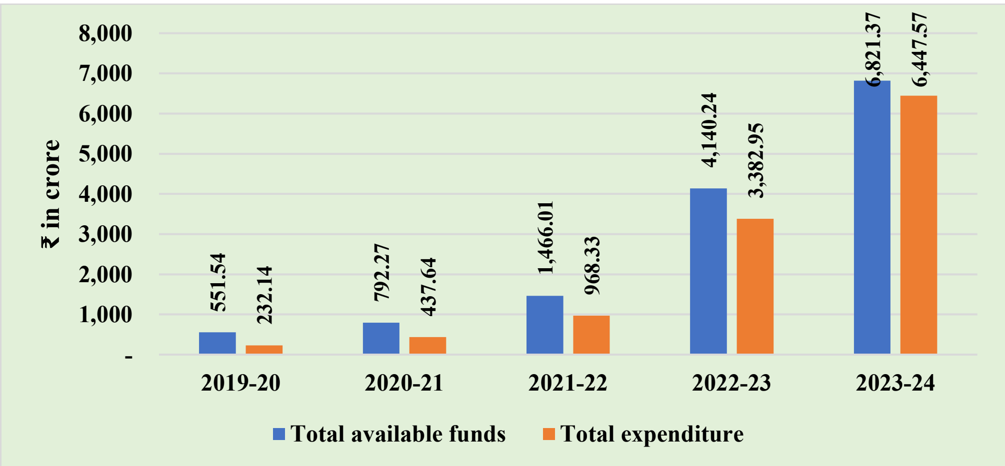
2.2.1 Utilisation of funds

The fund sharing pattern between the Central and State Government under JJM was 50:50 for coverage (creation of assets) and 60:40 for support activities (IEC, human resource development and training, Community mobilisation *etc.*) and Water Quality Monitoring and Surveillance (WQMS).

The State Water and Sanitation Mission (SWSM) approved (between January 2020 and February 2023) 98,067 schemes[6] under JJM at an estimated cost of ₹ 24,360.91 crore. Of these, 97,535 schemes had been taken up for execution at an agreed cost of ₹ 24,665.29 crore. As of December 2024, 27,249 (28 *per cent*) schemes were complete. Out of the 70,286 incomplete schemes, 35,783 (51 *per cent*) schemes had remained incomplete for more than two years.

Audit noticed that the Department could not utilise the funds available under JJM during 2019-24 as depicted in **Chart 2.1 and Table 2.1.**

Chart 2.1: Funds available and expenditure under JJM during 2019-24



[6] SVS: 97,770 at an estimated cost of ₹ 8,076.34 crore and MVS: 297 at an estimated cost of ₹ 16,284.57 crore.

Table 2.1: Funds available under JJM and utilised during 2019-24

(₹ in crore)

Year	Opening Balance (Central and State)	Receipt (Central and State)	Total available funds	Total expenditure	Closing Balance	Percentage of unspent funds
2019-20	152.33	399.21	551.54	232.14	319.40	58
2020-21	319.40	472.87	792.27	437.64	354.63	45
2021-22	354.63	1,111.38	1,466.01	968.33	497.68	34
2022-23	497.68	3,642.56	4,140.24	3,382.95	757.29	18
2023-24	757.29	6,064.07	6,821.36	6,447.57	373.79	5
Total		**11,690.09**[7]		**11,468.63**	**373.79**	

It can be seen from the **Table 2.1** that the State could utilise only ₹ 11,468.63 crore out of the available funds of ₹ 11,842.42 crore during 2019-24. The unspent balance which was 58 *per cent* of the available funds in 2019-20 came down to five *per cent* in 2023-24. Short utilization of funds in the initial years of launch of JJM was mainly due to the COVID pandemic (2019-2022) and non-utilisation of funds under support activities and WQMS, as detailed in **Paragraph 2.2**.

This restricted completion of the ongoing schemes, which affected the planned FHTC coverage of rural HHs. In addition, award of works to inefficient contractors who lacked capital and manpower, was another reason for slow progress of work, leading to underutilization of fund as discussed in **Paragraph 4.2** and **4.3**.

2.2.2 Short utilisation of funds on support activities and water quality monitoring

As per JJM Guidelines, besides creating water infrastructure, the Scheme also aimed at building capacities of different stakeholders especially local communities to own, manage, operate, and maintain in-village water supply systems. For this purpose, JJM made a provision of up to five *per cent* of the annual allocation to the States as funds for Support Activities. These funds were to be used to spread awareness and sensitise communities about judicious use of water, community contribution and ownership, capacity building of GPs and/or its sub-committees to plan, implement, manage, operate and maintain in-village infrastructure, focus on setting up long-term sustainable institutional mechanisms, build skills of various human resources required, *viz*. masons, plumbers, electricians, motor mechanics, pump operators, *etc*. These activities were to develop responsible and responsive leadership among communities to ensure long-term sustainability of the water supply systems.

Further, WQMS was essential for ensuring supply of safe and clean water to communities. To achieve this goal, a provision of up to two *per cent* of the

[7] Including bank interest of ₹ 53.04 crore and miscellaneous receipts of ₹ 76.87 crore.

allocation to States had been made for carrying out WQMS activities which included setting up of laboratories at the State/District/Sub-divisional level, laboratories under PPP mode, upgradation of existing water quality testing laboratories which *inter alia* included procurement of equipment, instruments, chemicals/reagents, glassware, consumables, hiring of outsourced human resources, hiring of vehicles for transportation of water samples, expenses incurred for NABL accreditation, procurement of FTKs, refills and bacterial detection kits.

Audit observed that GoI had released ₹ 5,917.46 crore during 2019-24 under JJM, with a direction to use the prescribed percentage of funds on Support Activities and WQMS. As such, the State had ₹ 493.12 crore[8] for spending on Support Activities and ₹ 197.25 crore[9] on WQMS. However, the State could utilise Central share of only ₹ 83.35 crore (1.41 *per cent*) on the Support Activities and ₹ 50.58 crore (0.85 *per cent*) on WQMS, during 2019-24. GoI later on allowed (May 2023) the states to utilise unspent balance of Support and WQMS on execution of schemes. Accordingly, the State utilised unspent balance of Support Activities amounting to ₹ 160 crore on execution of schemes.

Less expenditure on Support Activities and WQMS, despite availability of funds, led to delay in appointing of Implementation Support Agencies and Third Party Inspection Agencies (as discussed in **Paragraphs 2.3.2** and **2.4.5)** and less procurement of FTKs, chemicals and equipment for laboratories (as discussed in **Paragraphs 2.5.1, 2.5.2** and **2.5.4)**. Shortfall in utilisation of these funds also had an adverse impact on preparation of VAPs, generation of awareness amongst beneficiaries, and conduct of water quality tests against all prescribed parameters.

In reply, the Department stated (July 2025) that sufficient funds would henceforth be utilised on Support Activities and WQMS.

Recommendation 1: The Department may utilize the prescribed support and water quality monitoring funds to ensure long term sustainability of the water supply systems and supply of quality water.

Physical progress

2.2.3 Coverage of households

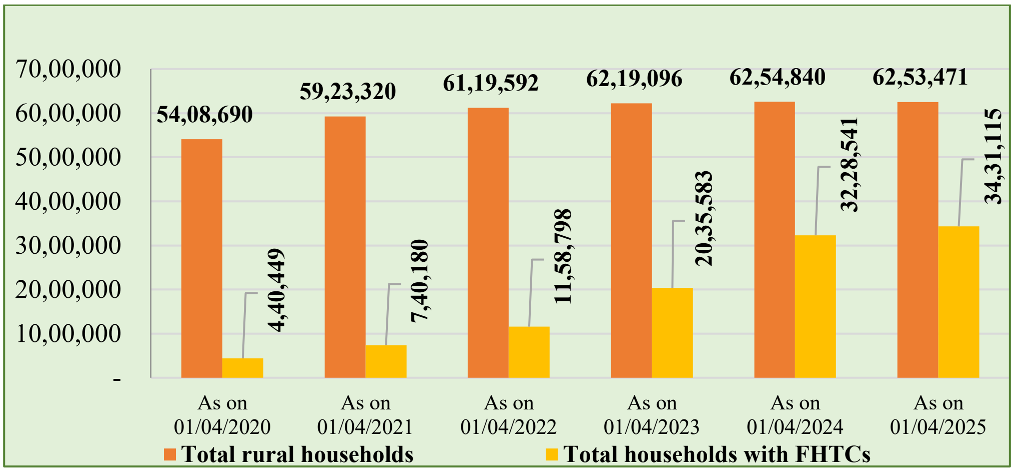
In August 2019, when JJM was launched, there were 52,27,214 rural households (HHs) in Jharkhand as per the JJM Portal. Of these, 3,45,165 (seven *per cent*) HHs had already been covered with tap water connections. As of

8 Five *per cent* of ₹ 5,917.46 crore = ₹ 295.87 crore (60 *per cent* being GoI share) plus ₹ 197.25 (40 *per cent* matching state share)

9 Two *per cent* of ₹ 5,917.46 crore = ₹ 118.35 crore (60 *per cent* being GoI share) plus ₹ 78.90 (40 *per cent* matching state share)

March 2025, 34,31,115 (55 *per cent*) out of 62,53,471 HHs[10] had been provided FHTCs in Jharkhand, as shown in **Chart 2.2.2**.

Chart 2.2.2: FHTC coverage during 2019-20 to 2024-25 in the State

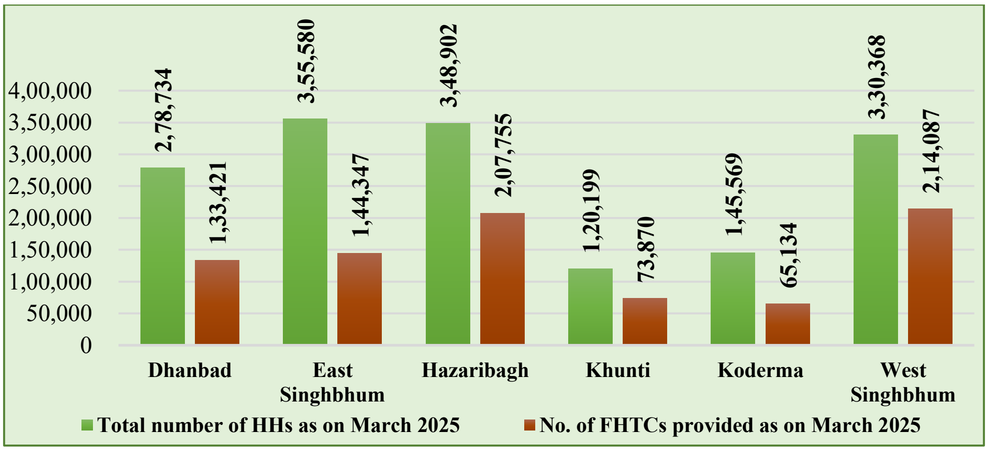


(Source: JJM dashboard)

The FHTC coverage of nearly 55 *per cent* in the State as of March 2025 was, however, below the national average of 80 *per cent*[11].

With regard to the test-checked districts, Audit noticed that 8,38,614 (53 *per cent*) out of 15,79,352 HHs had been provided FHTCs as of March 2025, as shown in **Chart 2.2.3**.

Chart 2.2.3: Number of FHTC provided in the test-checked districts



(Source: JJM dashboard)

The FHTC coverage in the test-checked districts ranged between 41 *per cent* (East Singhbhum) and 65 *per cent* (West Singhbhum). Achievements in three[12] out of the six test-checked districts was below the State average of 55 *per cent,* as of March 2025.

Thus, the objective of providing piped water supply through FHTC to each rural

[10] Number of HHs varies on JJM portal as HHs data is updated regularly.
[11] 15,56,62,752 out of 19,36,40,317 HHs.
[12] Dhanbad: 48 *per cent*, East Singhbhum: 41 *per cent* and Koderma: 45 *per cent*.

HH could not be achieved within the initial duration of the Mission *i.e.,* by December 2024. In the light of extension of the Mission till December 2028, the State Government was in the process of rescheduling the timelines of the ongoing projects.

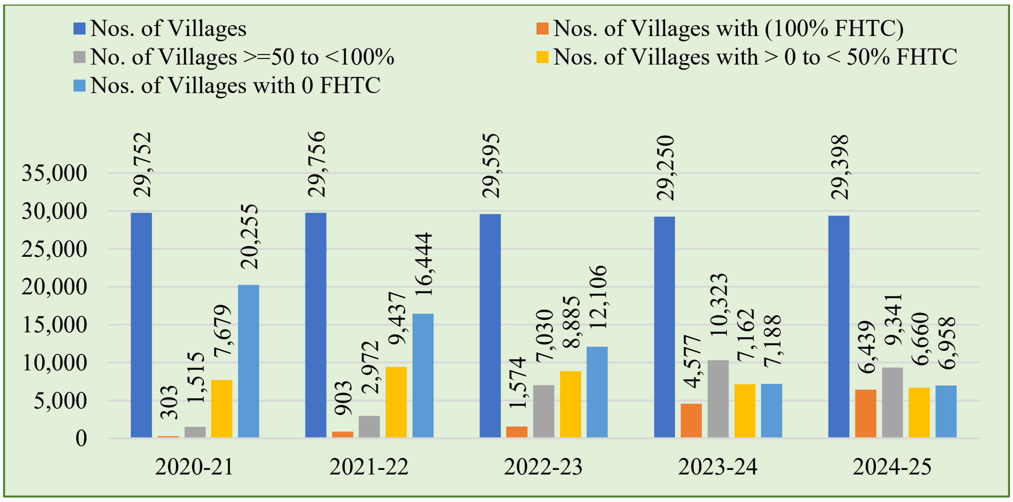
In reply, the Department stated (July 2025) that JJM period had been extended till December 2028 to complete the remaining work and accordingly, the plan is being revised to cover all rural HHs by March 2028. In the exit conference (June 2025), the Department stated that the coverage would go up on completion of ongoing mega water supply projects.

2.2.4 Coverage of villages

As per JJM guidelines, if a revenue village achieves 100 *per cent* FHTC, it would be declared as a 100 *per cent* FHTC village termed as a *Har Ghar Jal* (HGJ) reported village. For this, the concerned water supply division would certify that water is being supplied through taps to all HHs and public institutions *viz*., schools, *Anganwadi* centres *etc*. in the village. The certificate would then be verified by the *Gram Sabha* concerned which would then pass a resolution to confirm the village as a HGJ certified village.

Coverage of villages with FHTCs in percentage terms is shown in **Chart 2.2.4**.

Chart 2.2.4: Coverage of villages in the State during 2020-25 (up to March 2025)



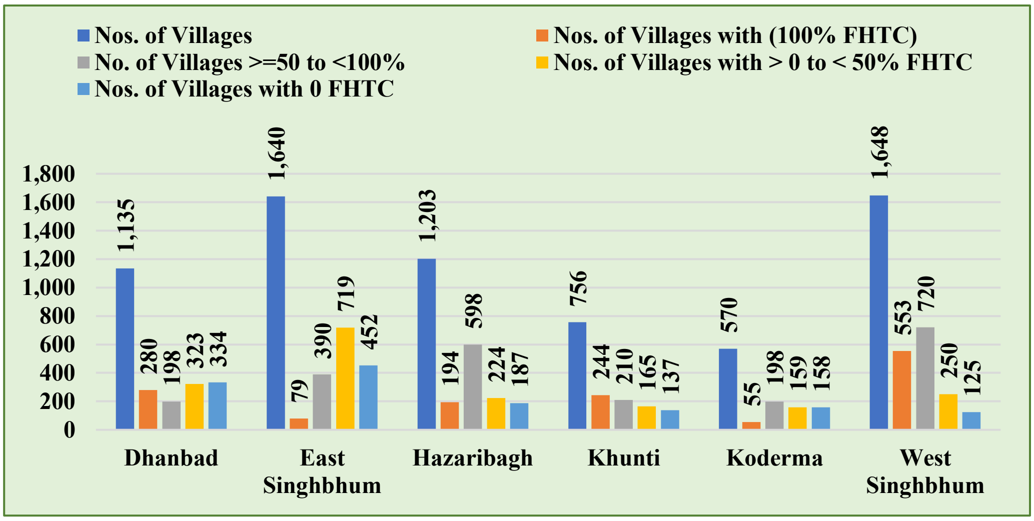
(Source: JJM dashboard)

It can be seen from **Chart 2.2.4** that 6,439 (22 *per cent*) out of 29,398 villages had full FHTC coverage, as of March 2025. The remaining 22,959 villages (78 *per cent*) were yet to be provided full FHTC coverage. Of the 6,439 fully covered villages, 4,631 villages (72 *per cent*) had been certified as HGJ reported villages by the concerned DWS divisions. Of these, only 2,279 (49 *per cent*) villages had been confirmed as HGJ villages by the concerned *Gram Sabha*, mainly due to non-verification of FHTCs by the *Gram Panchayats*.

Further, 6,958 villages (24 *per cent*) of the State had no FHTCs as of March 2025, mainly due to non-completion of ongoing schemes.

The percentage of coverage in the 6,952 villages of the six test-checked districts, as of March 2025, is shown in **Chart 2.2.5.**

Chart 2.2.5: Coverage of villages in the test-checked districts



(Source: JJM dashboard)

As depicted in **Chart 2.2.5,** only 1,405 (20 *per cent*) villages in the test-checked districts had FHTC coverage of 100 *per cent*.

In reply, the Department stated (July 2025) that a Standard Operating Procedure (SoP) had been developed (December 2024) to report and certify HGJ villages after *cent per cent* verification of FHTCs by the divisional engineers to avoid the gaps in the number of HGJ certified villages.

The reply is not acceptable as against the fully covered 6,977 (24 *per cent* of 29,398) villages as of July 2025, the number of HGJ reported villages was 69 *per cent* (4,830) but HGJ certified villages remained at 39 *per cent* (2,705). As such, reporting and certification of HGJ villages did not improve despite developing SoP for the purpose.

2.2.5 Adequacy of water supply

Under JJM, adequate quantity (minimum 55 lpcd) of drinking water is to be provided on a regular basis to every rural household through FHTCs.

Audit noticed that a sensor based Remote Monitoring System (RMS) was connected to each Single Village Scheme[13] (SVS) taken up under JJM to track the inflow of water into the storage tank. The RMS data (for July and September 2024) of 40 SVSs in five[14] test-checked divisions revealed that:

- Twenty out of the 40 SVSs were to provide 983 FHTCs and as such, water inflow of 81.10 lakh litre per month (30 days) was required to ensure supply of at least 55 lpcd to each HH. However, the water inflow of these SVSs

[13] A ground water based scheme with drilled tube-well as source with arrangements of automatic start and stop function with water level detection system.
[14] Chaibasa, Dhanbad II, Hazaribagh, Khunti and Jhumritilaiya.

was 29.89 lakh litre (37 *per cent*) in the test-checked months for 873 connected FHTCs.

- The remaining 20 SVSs had been planned for 421 FHTCs and hence water inflow of at least 34.73 lakh litre per month was required to ensure the minimum quantity of supply. Against the requirement, the water inflow of these SVSs was 69.34 lakh litre (200 *per cent*) for 338 connected FHTCs.

Thus, 50 *per cent* of test-checked SVSs supplied less than half (*37 per cent*) of the minimum prescribed quantity of water to the beneficiaries while the remaining 50 *per cent* SVSs were providing excess water to beneficiaries.

During the beneficiary survey (September and October 2024), 10 beneficiaries of Bamraja[15] village stated (September 2024) that the solar pump of the SVS did not function properly during rainy/cloudy days resulting in the water tank remaining empty. As a result, they had to collect water from the existing hand pump/open well located at a considerable distance. The storage tank of the SVS in Barhoria village[16] was found installed at a lower height[17] (**Photograph 2.1**) resulting in reduced pressure and insufficient supply of water to the beneficiaries. Six beneficiaries of the SVS stated (October 2024) that they had to carry water from a broken distribution pipeline (**Photograph 2.2)** situated near the storage tank or from an existing hand pump.

<table>
<tr><th>Photograph 2.1</th><th>Photograph 2.2</th></tr>
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Thus, supply of the prescribed minimum quantity of water to all beneficiaries was not ensured in the physically verified SVSs, due to deficiencies in their working or faulty installation of storage tank.

In reply, the Department stated (July 2025) that functioning of RMS was being reviewed regularly. The Deputy Commissioners of the districts had also been directed by the Chief Secretary to monitor the same. The Department also

15 Panchayat- Bamraja, Block- Karra and District: Khunti.
16 Panchayat: Jarga, Block: Koderma and District: Koderma.
17 Less that 10-12 meter as prescribed in the model estimates.

accepted (July 2025) less water discharge from solar based schemes during the rainy season due to inadequate sun light.

In the exit conference (June 2025), the Department stated that operation and maintenance of functional projects were to be monitored by villagers for which awareness programmes were being organised regularly. The Department also stated that new source of water for SVSs have been created, on need basis, with State funds.

Recommendation 2: The Department may ensure supply of the minimum prescribed quantity of water to every beneficiary by rectifying defects in the functional SVSs.

2.2.6 Beneficiary survey

JJM Guidelines provide for Social Audit to be conducted by respective *Gram Panchayats*, to help narrow the gap between the Department's provision of services and the beneficiaries' level of satisfaction.

Further, JJM guidelines envisaged supply of adequate quantity of water of the prescribed quality to beneficiaries on regular basis through FHTCs provided in every household with three delivery points *viz*., kitchen, washing area and toilet. Out of the three delivery points, one point was to be funded under JJM. Information, Education and Communication (IEC) activity was also to be carried out to familiarise the local communities with the objective of JJM and to develop responsible and responsive leadership among them to own, manage, operate and maintain in-village water supply systems.

Audit noted that Social Audit of JJM had not been conducted in Jharkhand during 2019-24 by the respective *Gram Panchayats*. To analyse the level of satisfaction of end users, Audit conducted beneficiary survey of 479 beneficiaries in the 26 test-checked villages of the six test-checked districts.

It was noticed that out of 479 beneficiaries, four[18] beneficiaries had not been provided FHTCs whereas 114 beneficiaries (24 *per cent*) were not getting supply of water from their FHTCs. The remaining 361 beneficiaries were facing multiple issues. While 145 beneficiaries (40 *per cent*)) did not get daily/regular water supply, 138 beneficiaries (38 *per cent*) did not receive sufficient quantity of water and 67 beneficiaries (19 *per cent*) reported getting dirty water.

Further, 111 out of 479 beneficiaries (23 *per cent*) did not get FHTCs at the prescribed delivery points or close to their premises and 397 beneficiaries (83 *per cent*) did not get involved in IEC activities.

Thus, 19 to 40 *per cent* of beneficiaries were not satisfied with the service provided to them under JJM.

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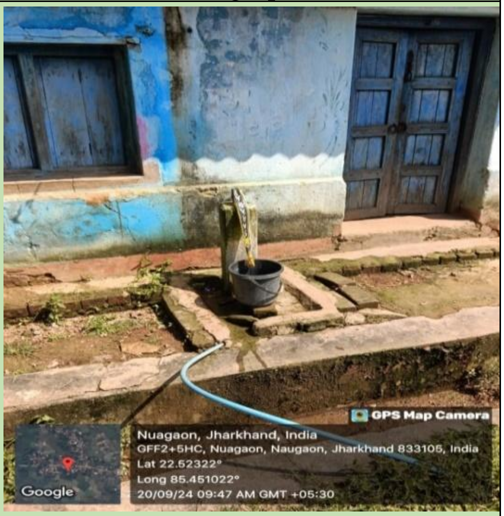
[18] Three beneficiaries of a HGJ Certified village Chaiudhi of Domchanch block in Koderma district and one beneficiary of Bandarchuwan village of Baliyapur block in Dhanbad district.

During the beneficiary survey, audit also noticed that:

- The supply pipe connected with the storage tank of the SVS in Nawagaon village[19] of West Singhbhum district was found damaged. A tap connection was seen fixed by the side of an abandoned house (**Photograph 2.3**). The delivery pipe was also found lying over the ground (**Photograph 2.4)**, though it was required to be laid beneath the ground as per the estimate of the particular SVS.

Photograph 2.3	Photograph 2.4



- The State Level Scheme Sanctioning Committee (SLSSC) approved (November 2020) model estimate of rural water supply schemes in which FHTCs were to be provided through concrete based standposts. However, FHTCs with standposts were not found provided in test-checked Kursi and Gaisuti villages[20]. Besides, the delivery pipes were found lying over the ground without any taps (**Photographs 2.5 to 2.8**).

Photograph 2.5	Photograph 2.6

[19] Panchayat: Beljori, Block: Sonua and District; West Singhbhum.
[20] Panchayat: Kursi, Block: Chaibasa Sadar and District: West Singhbhum.

Photograph 2.7

Photograph 2.8

In reply, the Department stated (July 2025) that GoI had conducted several functionality assessment studies and that the State Government had taken appropriate action on the findings of such studies. It was also stated that the Department has constituted (April 2025) Circle-wise teams headed by a Superintending Engineer (SE) to assess sustainability, functionality and reliability of all completed water supply schemes and for regular verification. The Department further stated that Social Audit would be taken up.

2.3 Institutional set up and planning

2.3.1 Planning based on inconsistent data

As per JJM Guidelines, a bottoms-up approach was to be adopted in planning and implementation of the Scheme. All revenue villages along with their habitations, as enumerated in the census, were to be taken as the basic unit for planning. A Village Action Plan (VAP) was to be prepared for each village. Thereafter, the District Action Plan (DAP) was to be prepared aggregating VAPs and finally the State Action Plan (SAP) aggregating DAPs was to be prepared, to provide FHTCs to all rural HHs by 2024.

The Local Government Directory (LGD) of the Ministry of *Panchayati Raj*, GoI, assigned a unique location/census code (LGD code) to each revenue village (inhabited and uninhabited). The data of revenue villages, as entered on the JJM Portal, was to be verified from the data of LGD.

Audit noticed that there were 32,737 villages in Jharkhand as per LGD while it was 29,398 as per JJM Portal. As such, 3,339 villages, though appearing as census villages in the LGD, were not included in the JJM Portal.

The difference in the number of villages in the LGD and as per the JJM Portal in the test-checked districts, is shown in **Table 2.3.1.**

Table 2.3.1: Difference in numbers of villages in the test-checked districts

District	Numbers of villages as per LGD			Numbers of villages on JJM Portal	Numbers of villages not taken on JJM Portal
	Inhabited	Uninhabited	Total		
Koderma	612	91	703	570	133
Khunti	757	00	757	756	1
East Singhbhum	1,784	01	1,785	1,640	145
West Singhbhum	1,659	28	1,687	1,648	39
Dhanbad	1,139	75	1,214	1,135	79
Hazaribagh	1,322	01	1,323	1,203	120
Total	**7,273**	**196**	**7,469**	**6,952**	**517**

It can be seen from **Table 2.3.1** that 517 villages (including 321 inhabited villages of the test-checked districts) were not included in the JJM Portal, although these appear as census villages in the LGD.

The SLSSC, while approving (March 2023) the AAP for 2023-24, discussed the issue of difference in the number of villages between LGD and the JJM Portal and decided to reconcile the same. However, the data has not been reconciled by the State PMU as of November 2024.

Audit further noticed that 70 villages in the six test-checked districts, shown as uninhabited in the LGD, were shown as inhabited villages in the JJM Portal and FHTCs were provided to 2,692 out of total 8,063 HHs of these villages.

As the number of rural HHs, included in the VAPs of villages, were basic units for providing FHTCs under JJM, there was risk of non-provision of FHTCs in villages not included in the JJM Portal.

In reply, the Department stated (July 2025) that the issue of difference in the number of revenue villages has been addressed and a letter for reconciliation of data of LGD *Panchayats* and villages has been sent to GoI.

2.3.2 Village level institutions

As per JJM guidelines, the VAP was to be prepared by the Gram Panchayat (GP) and/or its sub-committee (Village Water & Sanitation Committees (VWSC)/*Paani Samiti*/User Group) with the support of the Implementation Support Agency (ISA), the Water Supply Department and DWSM. Each VWSC was to have 10 to 15 members.

Audit noticed that:

- The Department/SWSM empaneled (September 2021) 36 NGOs through open tender as ISAs for a contract period of 12 months. ISAs were to assist the GPs to prepare VAPs; form VWSCs; mobilize the community through Information, Education and Communication (IEC) and Social and Behavioral Change Communication (SBCC) activities; assist water quality testing through Field Test Kits (FTKs); facilitate geo-tagging of FHTCs and update the related data; and to facilitate handing over of the completed assets to VWSCs. The PMU further directed (July 2023) the divisions to extend the contract period of ISAs up to March 2024 after reviewing their past performance against assigned works *viz*. preparation of VAPs, IEC and SBCC activities, water quality testing *etc*.

The Executive Engineers (EEs) of the test-checked divisions executed (between September 2021 and January 2022) initial agreements with 10 ISAs to prepare VAPs of 600 out of 6,952 villages[21] in the six test-checked districts. Further, an additional target of 4,305 VAPs[22] was fixed (February 2022 and May 2023) by the PMU. However, the test-checked divisions did not initiate any action to extend the contract period of the ISAs. As a result, ISAs could assist in preparation of only 821 VAPs[23] during 2021-24 against the target of 4,905 VAPs. Test check of 32 VAPs, prepared by ISAs revealed that two VAPs did not have details of members of VWSCs whereas nine VAPs had details of only two to five members of VWSCs, though VWSCs with 10 to 15 members were required to be formed.

- Prior to engagement of ISAs, the divisions prepared VAPs at their level with the supposed involvement of the VWSCs and *Gram Panchayats* concerned, and uploaded them on the JJM Portal in 2020-21. Audit scrutiny of the uploaded VAPs of 26 test-checked villages revealed that four out of the 26 VAPs did not have details of members of VWSCs while 20 VAPs had details of only one to three members. Further, though 111 VAPs of Dhanbad district prepared by the divisions had the signature of the head of the Gram Panchayat (*Mukhiya*) or *Jal Sahiya* of VWSCs, they did not contain details of members of VWSCs besides other details like date of organizing *Gram Sabha*, total HHs in the village, requirement of FHTCs in the village *etc*. Only names of the village, *Panchayat*, block and district were found mentioned in these VAPs.

As such, there was no evidence of the participation of the VWSCs in the preparation of the VAPs.

On being pointed out in audit, the Department stated (July 2025) that ISAs were engaged to provide technical support to VWSCs in preparation of the VAPs. The ISAs had started their work in the divisions only from January 2022. Hence, the divisions had prepared the maximum number of VAPs with hand holding support given by the State level teams.

The reply is not convincing as VWSCs were not formed in all villages with prescribed numbers of members and the participation of the VWSCs in the preparation of the VAPs also appears doubtful.

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[21] Dhanbad: 1,135, East Singhbhum: 1,640, Hazaribagh: 1,203, Khunti: 756, Koderma: 570 and West Singhbhum: 1,648

[22] Dhanbad: 732, East Singhbhum: 1,009, Hazaribagh: 730, Khunti: 461, Koderma: 371 and West Singhbhum: 1,002.

[23] Dhanbad: Nil, East Singhbhum: 180, Hazaribagh: 184, Khunti: 88, Koderma: 60 and West Singhbhum: 309.

2.3.3 Higher level institutions

Audit noted that the SWSM with SLSSC (Apex Committee of SWSM) at the State level and DWSMs at the district level were in place. However, DWSMs did not ensure preparation of DAPs based on VAPs as per JJM guidelines. The schemes[24] under JJM were proposed by the divisions or departmental authorities and approved by SLSSC without the involvement of DWSMs.

As per JJM guidelines, the DWSMs were supposed to meet monthly. Three[25] out of the nine test-checked divisions could produce only minutes of 40 meetings (MoM) of DWSMs though 165 meetings were required to be held between September 2019 and March 2024, since the launch (August 2019) of JJM. Scrutiny of MoMs of DWSMs revealed that generally delay in completion of ongoing schemes or providing FHTCs to beneficiaries and IEC activities were discussed in these meetings. However, DWSMs did not examine reasons for non-preparation of VAPs with the participation of the community, their compilation into DAPs and submission of DAPs to the SWSM.

Thus, DWSMs did not make any effective contribution in planning and implementation of JJM.

In reply, the Department stated (July 2025) that district level workshops had been held during 2021-23 for the stakeholders. Regional level consultation meetings were also held to ensure proper planning process of JJM. State level workshop was conducted to discuss the role of VWSCs and DWSMs in JJM. Training and hand holding support programmes had also been organised to make programme planning and to define the role of different institutions at different levels.

The reply is not acceptable as the DWSMs did not ensure preparation of VAPs as envisaged and their compilation into DAPs to ensure effective planning under JJM. During the exit conference, the Principal Secretary stated (June 2025) that involvement of DWSMs in the planning process of JJM would be ensured henceforth.

2.3.4 Involvement of the rural community in planning

As per JJM guidelines, the VAP was to be approved by the concerned *Gram Sabha* with the presence of 80 *per cent* of its members.

Examination of VAPs in the test-checked divisions revealed the following.

- Analysis of VAPs of the test-checked 26 villages, prepared by the divisions, revealed that twelve out of 26 VAPs had been prepared without holding any

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[24] Ongoing and incomplete schemes taken up under NRDWP, *Nir Nirmal Yojana*, *Mukhya Mantri Janjal Yojana*, State Plan *etc*; schemes sanctioned under State Plan but not commenced; schemes for which technical sanction given by the competent departmental engineers and schemes approved by the Committee headed by the Engineer-in-Chief, DWSD.

[25] Hazaribagh: 12, Khunti: 8, Koderma: 20.

meeting of the *Gram Sabha*, four VAPs did not mention the number of members who attended the *Gram Sabha*, six VAPs were approved by only two to six *per cent* of members[26] of the *Gram Sabha*, two VAPs were approved by 12 to 17 *per cent* of members while the other two VAPs were approved by 23 and 25 *per cent* of members. As such, community participation in planning was not ensured by the divisions as envisaged.

- Analysis of 32 VAPs of three[27] test-checked divisions, prepared with the assistance of ISAs, revealed that nine VAPs of Chaibasa division did not have information regarding meetings of *Gram Sabha,* whereas 23 VAPs of the remaining two divisions were approved by one to 12 *per cent* of members of the *Gram Sabha.*

Thus, VAPs were not prepared with the involvement of the village community as envisaged. Further, during the beneficiary survey, 191 (40 *per cent*) out of 479 beneficiaries stated that they had not been contacted before selection and execution of schemes under JJM.

In reply, the Department stated (July 2025) that all Deputy Commissioners and Executive Engineers had been directed (August and September 2020) to ensure community engagement in preparation of VAPs with the assistance of ISAs. However, most of the VAPs were prepared by the divisions before engagement of the ISAs. Further, in the exit conference (June 2025), the Principal Secretary, DWSD acknowledged discrepancies in some of the prepared VAPs due to rapid implementation of the Scheme and stated that efforts are being made to involve and activate the DWSM and the concerned Deputy Commissioner in the planning process.

2.3.5 Micro level planning

As per JJM guidelines, a VAP was to be prepared based on a baseline survey which would include the history and availability of water supply in the village, mapping of available sources of water and requirements/needs of the village community. It was to include status of the existing infrastructure in the village including community assets, status of existing water sources, proposal for the required water supply project (SVS or part of MVS) with their location, location of cattle trough, implementation schedule of in-village water supply infrastructure, grey water management plan[28], long-term O&M plan, convergence plan with other schemes and financial planning. All drinking water-related works in the village were to be taken up as per the approved VAPs.

[26] As per Election Commission of India data, almost 60 *per cent* of the population (1.97 crore amongst a population of 3.29 crore) of Jharkhand are voters. Accordingly, 60 *per cent* of the population of a village has been considered as members of the *Gram Sabha* as every voter of a village constitute the *Gram Sabha*.

[27] Chaibasa-09; Chakradharpur-09 and Khunti-14.

[28] Basic treatment of domestic non-fecal waste-water, also called grey water, which typically accounts for nearly 80 *per cent* of all domestic water.

There were 29,398 villages in the State against which 29,174 VAPs had been prepared, as of November 2024, including 6,927 VAPs in the six test-checked districts. Analysis of VAPs of the 26 test-checked villages revealed that:

- VAPs prepared by the divisions generally had information about population of the village, number of HHs, number of HHs having no tap connection and number of public institutions like schools and *Aanganwadis*. They did not have details of the existing infrastructure, available water sources, grey-water generation and its management mechanism. VAPs also did not contain proposals regarding the suitable water supply schemes (MVS/SVS) to be taken up, need of cattle troughs, periodical implementation plan and financial planning.

- Analysis of 32 VAPs of three[29] test-checked divisions, prepared with the assistance of ISAs, revealed that they also did not contain analysis of daily water requirement, history of water supply, status of grey water generation/management, analysis of source sustainability, water quality of available sources *etc*., as required.

- Discrepancies were also noticed between the data of VAPs prepared by ISAs (between February 2022 and March 2024) and VAPs prepared by the divisions (July and August 2021), as shown in **Table 2.3.2**.

Table 2.3.2: Discrepancies in VAPs prepared by ISAs and the test-checked divisions

Category	As per VAPs prepared with the assistance of ISAs	As per VAPs prepared by divisions
Population of Villages	25,615	28,007
Number of total HHs	5,889	5,671

It can be seen from **Table 2.3.2** that the population of 32 villages was less in the VAPs prepared by ISAs while the number of HHs was more compared to VAPs prepared by the divisions.

Thus, though the VAPs were the main documents for planning and implementation of JJM, they lacked crucial details such as history and availability of water supply in the village, mapping of available sources of water and requirements/needs of the village community, as required in the Scheme guidelines.

During beneficiary survey, it was seen that 231 FHTCs had been provided in Kursi village[30] including tap connections in the Upgraded Primary School, Ladurbasa, through Kursi RPWSS, which was taken up (November 2017) under District Mineral Foundation Trust (DMFT) and was functional since November 2019. However, drinking water facility had been set up again in the same school by the *Gram Panchayat* at a cost of ₹ two lakh from its own funds in 2022-23. This indicated lack of convergence plan in VAPs to avoid duplicity of schemes.

[29] Chaibasa-09; Chakradharpur-09 and Khunti-14.
[30] Panchayat: Kursi, Block: Chaibasa and District: West Singhbhum.

In reply, the Department stated (July 2025) that duplicate works would be avoided through inter-departmental meetings at the DWSM level. It was further stated that maintaining quality of the VAPs was really a challenge and stated that all important aspects will be considered while upgrading the VAPs.

2.3.6 Macro level planning

As per JJM guidelines, DWSMs were to prepare District Action Plans (DAPs) by aggregating the VAPs and were to give a roadmap to achieve provision of FHTCs to all HHs by 2024. DAPs were to focus on long-term drinking water security of the district by preparing annual district water budget based on availability of surface and ground water and its domestic, agricultural and industrial uses. DAPs were to incorporate planning for water conservation activities, water quality monitoring/surveillance, financial resources planning, IEC activities, skill development, mobilisation of local communities *etc*.

The State Action Plan (SAP) was to be prepared by the SWSM by aggregating DAPs for the period up to 2024, covering overall strategic plan, modalities for implementation, activities to be taken up, output to be achieved with timelines and financial outlay. The Annual Action Plan (AAP) of the State for JJM was to be drawn from the SAP.

Audit analysis revealed the following.

- DAPs were not furnished to Audit by the test-checked divisions. Analysis of DAPs uploaded on the JJM portal revealed that they contained only data regarding numbers of blocks, *panchayats*, villages, community assets, total number of HHs, HHs with tap connections, and requirement of FHTCs and coverage of villages through tap connections, in percentage terms. These DAPs did not include total requirement of water in the district, availability of water in the district, road map for construction of water supply projects, plan for water conservation and required financial resources.

- Despite requisition, SAP was not furnished to Audit by the PMU. The water supply schemes of JJM were approved by the SLSSC based on proposals submitted by the departmental authorities. In the absence of SAP, Audit could not ascertain the adequacy of the strategy/planning of the State to achieve *cent per cent* coverage of rural HHs by the end of 2024.

- The AAPs for 2020-21 to 2023-24 of the State mainly included status of uncovered HHs, target of FHTCs for the year, financial resources required and achievements against the preceding AAPs. However, differences were noticed in the number of HHs in the AAPs for different years, as shown in **Table 2.3.3**.

Table 2.3.3: Difference in data of HHs in AAPs of different years

Category	AAP for 2020-21	AAP for 2021-22	AAP for 2022-23	AAP for 2023-24
Total HHs in quality affected villages	17,700[31]	13,177	7,638	Not Available
Uncovered HHs in drought-prone and desert area	22,52,816	26,05,320	21,84,403	Not Available
Uncovered HHs in SC/ST dominated villages	20,70,789	25,38,392	20,35,364	17,63,847
Uncovered HHs in PVTG habitations	21,384	399	Not Available	37,765

It can be seen from **Table 2.3.3** that the number of total and uncovered HHs of different categories was not consistent during 2020-24. Increase or decrease in the number of HHs was directly linked with the provision of FHTCs to eligible beneficiaries and achievement of FHTCs under JJM. The SLSSC also discussed (March 2023) the difference in the number of HHs (13.81 lakh[32]) between the JJM Portal and Swachh Bharat Mission- Gramin (SBM-G) but the same has not been reconciled by the State PMU, as of November 2024.

Thus, macro level planning was not based on reliable data adversely impacting provision of FHTCs to all eligible HHs.

In reply, the Department stated (July 2025) that a road map had been developed earlier for saturation of the State under JJM by 2024 and accordingly targets for FHTCs and other related activities had been fixed. After extension of the period of JJM till December 2028, the Department has prepared (January 2025) revised action plan for completion of ongoing schemes and conducting other activities. It was further stated that the issue of differences in the number of HHs in the JJM Portal and SBM (G) has been addressed in coordination with the GoI and the issue would be resolved fully.

2.3.7 Sustainability of water sources

Long-term planning for sustainable water sources to ensure availability of water throughout the year was required as per JJM Guidelines. Source sustainability ensured functioning of a water supply scheme throughout its design period. This was to be achieved through sustainability measures like rainwater harvesting and artificial recharge. In case of groundwater-based sources, bore well recharge structures were to be included in the estimates.

Audit observed that:

- The SWSM set up (June 2020) a Source Finding Committee (SFC) under the chairmanship of the SE of the DWS Circle concerned where JJM schemes were to be implemented. The Committee was to certify the sustainability of the water source prior to submission of proposals of water supply schemes to the

[31] Number of uncovered HHs. Total number of HHs in quality affected villages not given in AAP of 2020-21.

[32] JJM: 62,02,675 and SBM (G): 48,21,197.

SLSSC. Audit noticed that though the SE certified source sustainability of 21 test-checked MVSs, such certificates were not found with the estimates/proposals of the test-checked 454 ground water based SVSs. Estimates of SVSs also did not have provision for recharge of bore wells.

- Different models of SVSs, with different bore depths[33], had been sanctioned under JJM based on the storage capacity[34] of ground water-based SVSs. However, prior to drilling, the test-checked divisions did not follow any scientific method[35] to ensure source sustainability of the bore sites. Water discharge reports from drilled bores were also not obtained from the contractors by the divisions to verify their sustainability. This indicated that only bore depths were considered as the source of sustainability in all models of SVSs. This led to insufficient water inflow from SVSs.

In reply, the Department stated (July 2025) that for sustainability of SVS sources, it had converged with different departments for creating infrastructure for water conservation and bore well recharge through constructing rain water harvesting structures, check dams, irrigation tanks and rejuvenation of river and other water bodies. All Deputy Commissioners have also been requested to develop rain water harvesting systems and soak pits for grey water management.

The fact remains that source sustainability of the SVSs was not ensured at the planning stage adversely impacting the implementation of the Scheme.

2.4 Procurement of works

The Department sanctioned various models of SVSs[36] in Clusters/Groups (several SVSs in single Cluster or Group) considering the number of HHs to be covered in villages, which could not be covered through MVSs due to the limited number of perennial rivers in Jharkhand.

Audit further noticed that in six test-checked districts, 21,339 schemes[37] had been taken up at an agreed cost of ₹ 7,127.80 crore to provide 13,37,982 FHTCs. Of these, 18,726 schemes[38] were completed as of September 2024 and 6,26,793 FHTCs had been provided. Of the remaining 2,613 schemes, 1,842 were incomplete with delays of four to 59 months against their scheduled completion dates (before September 2024), while 771 schemes were scheduled for completion beyond September 2024.

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33 Model-1A and 1B were generally sanctioned with bore depth of 60 metres and Model-2 with bore depth of 90 metres.

34 Model-1A with storage capacity of 2,000 litres, Model-1B with storage capacity of 5,000 litres and Model-2 with storage capacity of 8,000 litres.

35 There is a Hydro-Geo-Morphological map prepared by the National Remote Sensing Centre (NRSC), Hyderabad to determine the probable location of ground water availability and the locations for recharge of the aquifers.

36 Model 1A with existing source having storage capacity of 2,000 litre, Model 1A new source having storage capacity of 2,000 litre, Model 1B with existing source having storage capacity of 5,000 litre, Model 1B new source having storage capacity of 5,000 litre and Model 2 with storage capacity of 8,000 litres.

37 MVS: 103 SVS: 21,236.

38 MVS: 27, SVS: 18,699.

Audit analysed 28 agreements relating to 20 MVSs and eight clusters/groups of 454 SVSs (**Appendix 2.1**) sanctioned at ₹ 2,342.10 crore for which agreements were executed (between November 2017 and June 2023) with contractors at ₹ 2,016.24 crore. Additionally, evaluation process of 39 bids (**Appendix 2.2**) were analysed at the Department level. Audit findings in the test-checked works are discussed in the succeeding paragraphs.

2.4.1 Non-adherence to prescribed time for submission of bids

As per Rule 159 (a) of the Jharkhand Public Work Department (JPWD) Code, seven to 14 days were to be given for sale of Bill of Quantities (BOQ) and 14 to 28 days for receipt of tender after the last date of sale of BOQ, based on the tendered cost of the work. As such, 21 to 42 days[39] were to be allowed in case of e-tendering where BOQ is available online from the date of publication of tender. However, in case of emergency, the prescribed timeline can be reduced as per the requirement, with the prior approval of the SE.

Analysis of the evaluation process of 39 bids **(Appendix 2.2)** revealed that time limit as prescribed for submission of bids was not allowed in 36 bids (92 *per cent*). Approval of the SE as required, with justification for not allowing the prescribed period was also not found on record. Details of the 36 bids are shown in **Table 2.4.1**.

Table 2.4.1: Prescribed time not allowed for submission of bids

Tendered cost of the work	Number of works	Prescribed time as per JPWD Code	Time allowed as per NIT	Time taken to decide on the tender	Time taken in issuing LoA after decision
		(in days)			
₹ 2.5 crore to ₹ 20 crore	18	31	5 to 10	26 to 156	3 to 32
	11		12 to 22	32 to 157	1 to 114
₹ 20 crore to ₹ 50 crore	4	35	5 to 18	32 to 154	3 to 31
More than ₹ 50 crore	3	42	5 to 17	43 to 62	5 to 19
Total	**36**				

It can be seen from **Table 2.4.1** that only five to 22 days were allowed for submission of 36 bids against the prescribed 31 to 42 days. However, 26 to 157 days were taken by the Department to take a decision on these bids and up to 114 days were taken in issuing Letter of Acceptance (LoA) to the successful bidders, clearly indicating that there was no emergency to execute these works.

Further, of these 39 bids, three bids were single bids, 34 bids had only two bidders, and the remaining two bids had four and five bidders. The 37 bids having one or two bidders, were finalised at premiums ranging between 0.5 *per cent* and 9.7 *per cent* over the tendered cost. This included 26 bids of

[39] Work costing ₹ 2.50 lakh to ₹ 2.5 crore: 21 days, ₹ 2.5 crore to ₹ 20 crore: 31 days, ₹ 20 crore to ₹ 50 crore: 35 days and more than 50 crore: 42 days.

SVS clusters which were finalised at a uniform premium of 4.5 *per cent.* The remaining two bids with four and five bidders, were finalised at 8.10 *per cent* and 14.64 *per cent* below the tendered cost.

On being pointed out in Audit, the Department stated (July 2025) that SVSs had been proposed mostly in those habitations which were located either in forest or hilly areas. Agencies showed less interest to participate in tenders related to such areas and as such, in many cases, repeated tenders were invited with a short period for bid submission.

The reply is not acceptable as 12 out of 16 bids in two test-checked divisions (Khunti and Chakradharpur) had been finalised at the first call whereas four bids were finalised at the second call.

2.4.2 Award of work to an ineligible bidder

Audit analysis revealed that seven out of the 39 test-checked bids had been awarded (March to June 2023) to a contractor (Agency D[40]) at ₹ 54.05 crore by the Departmental Tender Committee (DTC). The same contractor had also been awarded (between February 2022 and July 2023) 13 other bids valued at ₹ 94.07 crore. Analysis of tender papers of the seven bids revealed the following:

- As per the bid conditions, the bidder was required to submit books of accounts for five financial years and his bid capacity was to be calculated on the basis of turnover of civil works executed by him. However, the bidder had submitted the complete Profit & Loss (PL) accounts and Balance Sheets (BS) for only two financial years (*i.e.* 2020-21 and 2021-22) in all the seven bids. For the remaining three years, incomplete PL Accounts had been submitted.

The PL Account for FY 2021-22 depicted gross turnover of ₹ 56.04 crore which included civil engineering works for ₹ 5.27 crore. However, the bid capacity (₹ 72.46 crore to ₹ 159.36 crore[41]) was worked out on the basis of the gross turnover instead of on the value of civil engineering works. Based on the value of civil engineering works, the bid capacity was negative (- ₹ 6.87 crore[42]), as calculated by Audit. As such, bids were awarded to a contractor who did not have the bid capacity as per the bid conditions.

- For timely completion of a work, requirement of a set of technical manpower (engineers *etc.*) and equipment (drill machine *etc.*) had been

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40 Sri Sai Construction, Ranchi.

41 Considering gross turnover of ₹ 56.03 crore in 2021-22 which was worked out to be equivalent to ₹ 61.64 crore in 2022-23 with multiplying factor of 1.1. Bid capacity = 2AN-B= (2 x ₹ 61.64 crore x 1.5) – ₹ 25.56 crore = ₹ 159.36 crore. Where A = Maximum value of works executed in any one year during the last five years updated to the price level applying the multiplying factor, N = completion time, and B = value of existing commitments.

42 Bid capacity = 2AN-B = (2 x ₹ 5,79,51,006.30 x 0.75) – ₹ 15,56,00,000 = (-) ₹ 6,86,73,490.55 where A = ₹ 5,26,82,733 x 1.1 (multiplying factor), N = 9 months (0.75 years) and B = ₹ 15,56,00,000 (existing commitments).

prescribed in the bid document. It was seen that the contractor had submitted the list of the same technical personnel and equipment in all the seven bids. This aspect was not looked into while awarding the bids to the same contractor though all the seven bids were finalized by the same DTC.

Audit further noticed that agreements in respect of these 20 bids[43] had been executed (between February 2022 and July 2023) for completion of works between November 2022 and September 2024. However, only three out of 20 works were completed as of September 2024. The remaining 17 works were incomplete (September 2024) despite lapse of five to 22 months from the scheduled date of completion with physical progress ranging between 23 to 98 *per cent*.

Thus, multiple tenders were awarded to a contractor who did not have sufficient bid capacity and resources (manpower and equipment) as per the bid conditions, which ultimately led to non-completion of works.

In reply, the Department, while remaining silent on erroneous calculation of bid capacity and overlooking the capability of the contractor with respect to manpower and equipment available with him, stated (July 2025) that the agencies had to engage required manpower according to the volume of awarded works.

The reply is not convincing as the technical and financial capability of the contractor was to be evaluated prior to finalising the bids to ensure timely completion of works.

2.4.3 Absence of transparency in bid evaluation

Test check of 39 bids revealed instances of collusive bidding and bid rotation as detailed below:

- Only two contractors (Agency X[44] and Agency Y[45]) participated (November 2021 to May 2022) in five bids valued at ₹ 38.62 crore pertaining to work of SVS clusters of two divisions[46]. Of this, three bids[47] were awarded (August 2022) to Agency X at ₹ 23.04 crore in one Division (Chakradharpur) while the other two bids[48] were awarded (January to June 2022) to Agency Y at ₹ 17.32 crore in another Division (Chaibasa). Bids pertaining to two MVSs (one each in Garhwa and Jamshedpur) were found awarded (August 2021 and December 2022) at ₹ 89.65 crore to the Joint Venture (JV) of Agency X and Agency Y.

Agency X or its JV (with maximum stake of Agency X) had also participated (December 2021 and March 2022) in four other bids of SVS clusters valuing

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43 Seven test-checked bids and 13 other bids that were awarded to the contractor.
44 M/s Priti Enterprises, Bokaro.
45 M/s Aditya Arav Dev Construction Company Pvt. Ltd., Dhanbad.
46 Chakradharpur and Chaibasa.
47 Cluster 4A, Cluster 4B and Cluster 6 C.
48 Cluster 9A and Cluster 11A.

₹ 25.98 crore of Chakradharpur division with another contractor (Agency Z[49] or its JV). Of these, three bids[50] were awarded (April and July 2022) to Agency X or its JV at ₹ 21.13 crore and the remaining one (August 2022) bid (Cluster 6A) was awarded to the JV of Agency Z at ₹ 6.02 crore.

As such, the agencies were awarded bids of particular divisions either separately or through their JVs. Hence, collusive bidding[51] in these bids could not be ruled out.

- It was noticed that only two contractors (Agency M[52] and Agency N[53]) participated (November and December 2021) in 11 bids (valued at ₹ 74.08 crore) of two divisions (Ranchi East and Khunti) pertaining to SVS clusters. Of these, nine tenders[54] were awarded (January and May 2022) to Agency M at ₹ 60.50 crore while the remaining two tenders (Cluster 5A and 8B) of Ranchi East Division were awarded (March 2022) to Agency N at ₹ 16.62 crore.

Scrutiny further revealed that Agency M had purchased the demand drafts for 10 out of 11 bids for both the bidders for submission against the cost of BOQs, while Agency N had purchased the demand drafts for the remaining one bid for both the bidders.

Purchase of demand draft for competitors indicated possibility of bid rotation[55] or collusive bidding by these Agencies.

- Clause 4.5.B (b) of SBD (Instructions to bidders) require each bidder to demonstrate availability of experienced key personnel[56] for each project.

Audit noticed that 15 tenders pertaining to SVS clusters were awarded (between January 2022 and August 2022) to two contractors (nine to Agency M and six to Agency X) in the jurisdiction of three[57] different divisions. Further, all the awarded works were to be completed in nine months (between October 2022 and May 2023) and, therefore, different sets of manpower were required to be deployed for each work for completion within the stipulated time. However, it was seen that these contractors had submitted details of the same manpower/key

[49] M/s Mosus Infrastructure Pvt. Ltd., Lohardaga.
[50] Cluster 6B, Cluster 12A and Cluster 12C.
[51] Collusive bidding/cartel formation creates illusion of competition to maximize the profits of cartel members. The bidders join together and manipulate the rates. The cartel decides winnability of the bid, bid in a preferred location, increasing of contract cost by quoting higher/non-competitive and lowest rates with mutual consent.
[52] Mr. Saroj Narayan Prasad Singh, Nalanda, Bihar.
[53] Sri Sameer Saurav, Nalanda, Bihar.
[54] (i) all seven tenders (Cluster 8A, 8B, 9A, 9B, 10A, 10B and 11A) of Khunti Division and (ii) two (Cluster 3A and 3B) out of four tenders of Ranchi Division.
[55] An arrangement among bidders to get tenders on rotational basis by agreeing in advance that which of the bidders should win which contract.
[56] Project Manager: 1, Site Engineer: 1, Site Supervisor: 2, Supervisor: 1 and Social Mobiliser: 1
[57] Chakradharpur: 6, Khunti: 7 and Ranchi East: 2.

personnel in all the bids awarded to them. This aspect was not duly considered by the DTC and multiple contracts were awarded to the same contractor in different divisions. Absence of sufficient manpower with the contractor led to delays ranging between 15 and 21 months in completion of eight out of 15 works, as of September 2024.

Thus, the DTC did not examine the capability of the contractors with respect to technical manpower available with them prior to awarding multiple contracts to the same contractor resulting in delay/non-completion of works.

In reply, the Department stated (July 2025) that bids were decided by the competent authorities after evaluation of bid capacity and other allied issues as per the provision of the contract documents. It was further stated that a transparent process was adopted in tender finalisation and there was no question of bid rigging, bid rotation or collusive bidding.

The reply is not acceptable as the pattern of bidding and offer of rates, and documents of key personnel submitted along with the bid documents points towards collusive bidding/bid rotation.

2.4.4 Irregularities in execution of works

Audit also noticed cases of excess payments, non-recovery of mobilisation advance, irregular payment of price variation, non-recovery of liquidated damages besides delays in execution of work, as discussed below.

- As per the payment schedule of the contract, the contractor was to be paid 85 *per cent* of the cost of DI pipes after their supply and laying, and the remaining 15 *per cent* after commissioning of the project. Further, as per clauses 39 and 40 of the contract, the contractor was required to include all variations in the updated work programme for obtaining approval of the Engineer.

Jagannathpur Rural Pipe Water Supply Scheme (RPWSS) was taken up (April 2023) at an agreed cost of ₹ 118.60 crore under Chaibasa Division for providing 13,072 FHTCs in 54 villages of Jagannathpur Block. The scheme was to be completed by July 2025. Audit noticed that the contractor was paid (till March 2024) 100 *per cent* of the cost of DI pipes (₹ 34.05 crore) after supply and laying of pipes instead of 85 *per cent* (₹ 28.94 crore) as the project, with physical progress of 48 *per cent*, had not been commissioned, as of September 2024. Also, the contractor had been paid ₹ 2.75 crore for laying of additional distribution pipelines (150 and 300 mm diameter) over and above the agreed quantities (ranging between 32 and 154 *per cent*) without submitting any proposal for variation or obtaining the required approval. As such, inadmissible payment of ₹ 5.11 crore was made to the contractor against cost of DI pipes, and ₹ 2.75 crore against variation beyond the agreed quantity as per the contract.

In reply, the Department stated (July 2025) that the work was in progress and the inadmissible payment would be adjusted from the future running account bills of the contractor.

➢ Aita and Purana Chaibasa, two RPWSSs was taken up (February 2019) under the Chaibasa Division at an agreed cost of ₹ 94.03 crore for providing 17,963 FHTCs to 52 villages of Chaibasa block. The works were to be completed by February 2022. The contractor was paid ₹ 13.81 crore (as of September 2024) instead of the payable amount of ₹ 12.69 crore (85 *per cent*) against cost of pipes leading to inadmissible payment of ₹ 1.12 crore without commissioning of the schemes. Physical progress of the schemes was 30 *per cent* (Aita RPWSS) and 60 *per cent* (Purana Chaibasa RPWSS), as of September 2024.

Further, as per clause 51 of the contract, 10 *per cent* of the contract price was to be given as mobilization advance to the contractor for mobilization of resources. The mobilization advance was to be recovered within the stipulated date of completion from the interim payments made the contractor.

The Division had granted mobilisation advance of ₹ 9.40 crore (between June 2019 and July 2019) to the contractor without insisting on invoices or other documents in support of purchase of equipment or mobilisation of resources. As of September 2024, only ₹ 1.61 crore could be recovered within the stipulated date of completion (February 2022) with ₹ 7.79 crore pending recovery. The schemes were incomplete (September 2024) mainly due to non-deployment of required manpower and slow execution[58] by the contractor, delay in submission/approval of design and drawings of various components (up to September 2024), delay in providing (October 2023) site for water treatment plant (WTP) of Aita RPWSS and delay in getting no objection certificates (NOCs[59]) for laying pipelines. It was further seen that the Division, other than issuing reminders, had not initiated any action against the contractor.

In reply, the Department stated (July 2025) that the EE concerned had been directed to recover the amount from the next running account bill of the contractor.

➢ The Department sanctioned (November 2021) 12 SVS clusters (total of 2,481 SVSs) at ₹ 214.05 crore in Chaibasa Division to cover 283 villages with 66,301 FHTCs. Thirty agreements were executed (February 2022 and May 2023) at ₹ 216.89 crore for completion of the works within nine months. As of September 2024, 2,303 out of 2,481 SVSs (in various clusters) were complete at a cost of ₹ 155.34 crore through which 56,719 FHTCs had been provided.

Scrutiny of three[60] agreements (executed between February and August 2022 for one cluster) valued at ₹ 19.98 crore, out of thirty agreements, revealed that

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58 The EE reminded (June 2020 to February 2024) the contractor regarding slow execution of components *viz*., Intake Wells, Elevated Service Reservoirs, pipe laying and non-execution of works on some components/sites from last six to 12 months.

59 NOCs from Railways and Road for laying pipelines and from Water Resources Department for constructing WTP of Aita RPWSS was pending as of September 2024.

60 Cluster 11 A: 7 SBD/2021-22 for ₹ 7.21 crore, Cluster 11 B: 2 SBD/2021-22 for ₹ 7.48 crore and Cluster 11 C: 9 SBD/2022-23 for ₹ 5.29 crore of Chaibasa division sanctioned in November 2021.

no work had been executed against one agreement (Sub-cluster 11B having provision of 77 SVSs and 4,016 FHTCs), as of September 2024. In the remaining two agreements, models and numbers of SVSs sanctioned were changed during execution by the EE/SE, as shown in the **Table 2.4.2**.

Table 2.4.2: Details of models and number of SVSs changed during execution

Sub-cluster	Models of SVSs sanctioned and agreements were executed for				Models constructed		
	Model	Numbers	Storage capacity (in litre)	Maximum FHTCs to be provided	Numbers	Storage capacity created	FHTCs
11A	1 A with source	11	22,000	110	Nil	Nil	Nil
	1 B with source	39	1,95,000	780	53	2,65,000	1,060
	1 B without source	Nil	Nil	Nil	2	10,000	40
	Model 2 (with source)	31	2,48,000	1,240	Nil	Nil	Nil
	Sub total	**81**	**4,65,000**	**2,130**	**55**	**2,75,000**	**1,100**
11C	1 A with source	15	30,000	150	3	6,000	30
	1 A without source	1	2,000	10	Nil	Nil	Nil
	1 B with source	11	55,000	220	43	2,15,000	860
	1 B without source	5	25,000	100	12	60,000	240
	Model 2 (with source)	29	2,32,000	1,160	13	1,04,000	520
	Sub total	**61**	**3,44,000**	**1,640**	**71**	**3,85,000**	**1,650**
	Grand total	**142**	**8,09,000**	**3,770**	**126**	**6,60,000**	**2,750**

It can be seen from the **Table 2.4.2** that the sanctioned SVSs were to create storage capacity of 8.09 lakh litres to provide maximum of 3,770 FHTCs. However, due to change in Models and numbers of SVSs, storage capacity of only 6.60 lakh litres could be created which was only sufficient to provide a maximum of 2,750 FHTCs.

As the Models of SVSs had been sanctioned considering the number of uncovered HHs in a village/habitation, the changes adversely impacted the coverage of targeted HHs.

In reply, the Department stated (July 2025) that the SVS schemes were executed as per agreement but a few models had been changed as per site conditions to provide FHTCs to all beneficiaries.

The reply is not acceptable as the storage capacity created was lower as compared to that envisaged which would ultimately lead to less coverage of HHs.

➢ The Department sanctioned (2021-23) 132 SVSs (in 25 Groups) at ₹ 13.35 crore to provide 3,470 FHTCs in 25 villages of West Singhbhum district under Chaibasa Division. The Division executed (between February 2021 and May 2023) 25 agreements valued at ₹ 13 crore for the execution of these schemes. These SVSs were completed with 3,466 FHTCs and payment of ₹ 9.66 crore was made to the contractors, as of September 2024.

- Scrutiny of three[61] out of 25 agreements revealed that 409 FHTCs had been provided from 17 SVSs against two agreements (14 and 21 F2). However, 166 FHTCs were provided from 10 SVSs of Model 1A and 1 B, which were designed for providing a maximum of 140 FHTCs. It was further seen that only 243 FHTCs were provided from seven SVSs of Model 2 though they were designed for providing up to 280 FHTCs. As such, FHTCs were provided to HHs without considering the capacity of SVSs which would impact the supply of the prescribed quantity of water to the beneficiaries, as shown in **Table 2.4.3.**

Table 2.4.3: Details of FHTCs provided to HHs from SVSs

Agreement No.	Model of SVSs	Nos. of SVSs constructed	Maximum FHTCs to be provided	FHTCs provided
14 F2/2023-24	Model 1A	3	30	31
	Model 1A	3	30	43
	Model 1B	1	20	25
21 F2/2023-24	Model 1B	3	60	67
	Sub total	**10**	**140**	**166**
14 F2/2023-24	Model 2	5	200	175
21 F2/2023-24	Model 2	2	80	68
	Sub total	**7**	**280**	**243**
	Grand total	**17**	**420**	**409**

- In one agreement (2 F2), six SVSs of Model 2 were constructed in four habitations[62] that were different from the sanctioned habitations. Further, it was seen that one SVS of Model 1A was constructed at Buruborta Khas in place of the sanctioned two SVSs (one each of Model 1B and Model 2).
- In another agreement (14 F2), one SVS of Model 1A was constructed at Lowasai in place of the sanctioned SVS of Model 2.

Thus, due to deviation in the model or location of the SVSs, the targeted rural HHs could not be provided FHTCs as planned and sanctioned.

In reply, the Department stated (July 2025) that works had been done as per site conditions and to cover nearby habitations.

The reply is not acceptable as the approval of SLSCC was not obtained, as required, for changing the model or the location of the SVSs.

➢ The Khariodih RWSS scheme was initially sanctioned (June 2018) under the State Plan and the work was started (June 2019) at an agreed cost of ₹ 18.35 crore to be completed by June 2021. The work was later brought under JJM (June 2020) with sanction of ₹ 16.25 crore to provide 4,075 FHTCs in 16 villages of Jainagar Block of Koderma district under Jhumritilaiya Division. Due to slow progress of work, the contractor was debarred (April 2021) for six months by the CE, Central Design

61 Agreements Nos. 2, 14 and 21 F2/2022-23 executed in April and May 2023 at ₹ 2.56 crore.
62 Botanghatu-1, Hesapi-2, Tolasai-1 and Totang-2 in place of sanctioned Buruborta Khas, Ulipi, Mundasai, Sirkapi and Yodhattu.

Organisation (CDO), from participating in any bid of the Department. Despite this, the contractor did not expedite the work and his contract was finally rescinded in July 2024. Final measurement of work done was not carried out and penal action was not taken against the contractor, as of September 2024. The contractor had been paid ₹ 1.88 crore against executed work value of ₹ 1.98 crore (as of March 2024) with the physical progress of the work being 31 *per cent*[63]. As such, the objective of the Scheme could not be achieved due to not initiating timely action against the contractor and commencement of execution of the balance work.

In reply, the Department stated (July 2025) that the contractor could not complete the work even after three years of the stipulated date of completion and hence the agreement was rescinded and the contractor blacklisted. It was further stated that the final measurement of work has now been taken, the estimate for the remaining work has been prepared and would be taken up on receiving administrative approval.

- Sanction for an amount of ₹ 214.41 crore was granted for the Koderma-Domchanch-Jainagar Mega RWSS scheme (January 2023) to provide 30,390 FHTCs under Jhumritilaiya Division. The work was started (March 2023) at an agreed cost of ₹ 217.91 crore and was to be completed by June 2025. During execution, an Elevated Service Reservoir (ESR) built by the contractor collapsed (June 2024). The SE, DWS Circle, Hazaribagh, reported (June 2024) that non-adherence to the approved drawing and design and not ensuring quality of the work were the reasons for collapse of the ESR. The contract was rescinded in July 2024. As of February 2024, the contractor had been paid ₹ 25 crore against the executed work value of ₹ 26.49 crore. The physical progress of the work was 16 *per cent.*

  In reply, the Department stated (July 2025) that the final measurement of the work had been taken and estimate of the remaining work had been prepared. It was further stated that fresh tender for the balance work would be invited after getting administrative approval.

- The Katiya-Madhopur RWSS scheme had been taken up (March 2022) for providing 4,055 FHTCs under Jhumritilaiya Division at an agreed cost of ₹ 24.66 crore and was to be completed by March 2024. It was seen that the contractor was paid (till March 2024) ₹ 17.36 crore against the executed work value of ₹ 19.09 crore which included inadmissible payment of ₹ 1.94 crore (100 *per cent* of pipe work) for supply and laying of pipes without ensuring commissioning of the scheme as per conditions of the contract. Besides, liquidated damages of ₹ 2.47 crore had also not been recovered from the contractor for delay in execution of work. The work was incomplete, as of October 2024.

[63] Progress of WTP, Intake Well and three ESRs ranged between 10 and 65 *per cent*. Pipeline laid in 1.91 Km out of agreed 48.32 Km.

In reply, the Department stated (July 2025) that payments were done as per the schedule of payments.

The reply is not acceptable as 100 *per cent* payment was made against supply and laying of pipes though 15 *per cent* of the payment was to be released only after commissioning of the scheme. Further, applicable liquidated damages were not realised for delay in execution of works.

- The Ulihatu and adjoining village RPWSS scheme had been taken up (August 2022) under Khunti Division at an agreed cost of ₹ 15.45 crore and was to be completed by August 2024. As of August 2024, the work was incomplete with overall physical progress of 95 *per cent* and the contractor had been paid (till November 2023) ₹ 11.82 crore against the executed work value of ₹ 12.26 crore. The Division had not calculated the price adjustment[64] despite decrease in the cost of DI pipes during August 2023 to October 2023. As a result, ₹ 41.01 lakh (**Appendix 2.3**), as worked out by Audit, had not been adjusted on account of price variation.

  In reply, the Department stated (July 2025) that the applicable amount of price adjustment was being calculated and would be recovered from the payment due to the contractor.

- The Pachra RPWSS had been taken up (July 2021) under Hazaribagh Division for providing 2,519 FHTCs in seven villages of Keredari Block at an agreed cost of ₹ 12.75 crore to be completed by July 2023. The scheme was complete (October 2024) and the contractor had been paid (till July 2024) ₹ 10.47 crore against the executed work value of ₹ 15.20 crore. The payment included excess payment of ₹ 94.75 lakh (**Appendix 2.4**) due to inter-change[65] in the quantity of two items in the approved BOQ, which was not corrected during finalisation of tender, while executing the agreement or while preparing the bill.

  In reply, the Department assured (July 2025) that the excess payment would be recovered from the upcoming bills of the contractor.

- Two surface water based RPWSS had been taken up (October 2017) by Dhanbad I Division for providing house connections to 1,27,363 HHs of 439 villages of two blocks (Govindpur and Nirsa) of Dhanbad district at an agreed cost of ₹ 522.40 crore[66]. The schemes were to be completed by July 2020. The physical progress of work was around 50 *per cent* after 19 months from the scheduled date of completion and contractors had been

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[64] Clause 47.1 of SBD agreement provides that the contract price would be adjusted for increase or decrease in rates and price of materials.

[65] The estimated rate of MDPE pipe was ₹ 23 per meter while for GM ferrules, it was ₹ 497.31 each. Due to interchange in the items, the agreed rate for MDPE pipe was considered as ₹ 400 per meter and that for GM ferrules as ₹ 24 each.

[66] Govindpur Nirsa North: ₹ 334.95 crore and Govindpur Nirsa South: ₹ 187.45 crore.

paid ₹ 158.50 crore[67] (till October 2021). Thereafter, it was seen that the Department rescinded (March 2022) the agreements for both the schemes as the contractors had not adhered to the time schedule in execution of works.

For the balance work, two fresh agreements were executed (December 2023) at ₹ 644.75 crore[68] to complete the schemes by March 2026. However, as of September 2024, the works were yet to start. This was despite the fact that the contractor of one Scheme (Govindpur Nirsa North) had been provided mobilisation advance of ₹ 42.78 crore in January 2024.

In the intervening period, 292 SVSs (in 92 Groups) were taken up (between July 2022 and December 2022) under JJM at an agreed cost of ₹ 23.53 crore for providing 6,635 FHTCs in 92 villages, which were to be covered by the two RPWSSs that were incomplete. As of September 2024, 280 out of 292 SVSs were complete and the contractors were paid ₹ 17.02 crore. Thus, SVSs were sanctioned and constructed in those villages which were to be covered by the RPWSS. In addition, the delay in construction of the RPWSS led to cost overrun of ₹ 280.85 crore[69].

In reply, the Department stated (July 2025) that the works of the RPWSS was in progress and mobilisation advance was being recovered as required from every payment. It was further stated that cost overrun was due to increase in rates in the new Schedule of Rates (SoR) and the Bills of Quantity (BOQ) for the remaining works was approved on new SoR.

The reply is not convincing as the RPWSS has remained incomplete for more than five years since commencement in October 2017 as a consequence of which the SVSs had to be taken up.

- Porahat RPWSS (MVS) was taken up (February 2019) under Chakradharpur Division at an agreed cost of ₹ 58.82 crore and was to be completed by May 2021. The RPWSS was to cover one of the test-checked villages (Nawagaon) of Sonua Block. The Scheme remained incomplete, as of August 2024, despite expenditure of ₹ 57.92 crore as NOC could not be obtained from the Road Construction Department for pipe laying along the flank of a PWD road due to delay in submitting application and encroachment in some stretches.

  Instead of resolving the issues of the RPWSS, 11 SVSs were taken up (April 2023) under JJM at an agreed cost of ₹ 77.60 lakh to provide 245 FHTCs in the village with a total of 284 HHs. Work of the SVSs were also in progress as of August 2024 after incurring an expenditure of ₹ 71 lakh. As per measurement books, 222 house connections had been provided from

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[67] Govindpur Nirsa North: ₹ 105.64 crore and Govindpur Nirsa South: ₹ 52.86 crore.
[68] Govindpur Nirsa North: ₹ 427.79 crore and Govindpur Nirsa South: ₹ 216.96 crore.
[69] Additional contract cost of ₹ 122.35 crore over the original contract plus paid amount of ₹ 158.50 crore.

10 SVSs having storage capacity of 32,000 litres though these SVSs were designed for providing up to 140 connections based on their storage capacity. The remaining one SVS was found incomplete (September 2024) during joint physical verification as the bore-well of the SVS did not yield water. However, 40 house connections were found to have been given from this SVS.

In reply, the Department stated (July 2025) that in the initial survey of the Scheme, Nawagaon village was not in the scope of MVS and hence SVSs were taken up to cover the village. It was further stated that the bore of one mentioned SVS was providing water discharge initially and hence FHTCs had been provided. But in due course the borewell was unable to provide sufficient discharge.

The reply is not acceptable as the MVS included provision of FHTCs to all 284 HHs of Nawagaon village. Further, the Department did not create new source of water for SVS with the dry borewell to ensure water supply to the connected 40 HHs.

- The Department sanctioned (January 2022) nine SVSs[70] to provide 119 FHTCs in seven habitations of a test-checked village (Raghui) of West Singhbhum District under Chakradharpur Division. The work was taken up in August 2022 and completed in May 2023 at a cost of ₹ 30.44 lakh. However, during execution, the scope of nine SVSs was revised (October 2022) by the SE to four SVSs[71] to provide 149 FHTCs. It was further seen that no SVS was given in two (Lohar Tola and Raghui) habitations of the village, though three SVSs had been sanctioned by the Department for these habitations. Two habitations (Bich Tola and Gope Tola), for which no SVS was sanctioned, were also found to have been included without the approval of the SLSSC.

  Further, 45 FHTCs were provided from one SVSs of Model 2, which was designed for providing up to 40 connections and 24 FHTCs was provided from one SVS of Model 1B, which was designed to provide up to 20 FHTCs.

  Thus, the location of the SVSs were changed without proper approval and FHTCs were provided in excess of the capacity of the SVSs which would lead to insufficient or no supply of water to the targeted beneficiaries.

  In reply, the Department stated (July 2025) that the planning of schemes was revised considering topography of the village and full coverage to all habitations. The reply was silent on provision of FHTCs in excess of the designed capacity of the SVSs.

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70 Three SVSs of Model 1B with storage capacity of 5,000 litres each and six SVSs of Model 1A with storage capacity of 2,000 litres each.

71 Three SVSs of Model 2 with storage capacity of 8,000 litres each and one SVS of Model 1B.

The reply is not acceptable as not only was the scope of work revised by the SE during execution but the location of the SVSs were also changed and FHTCs in excess of the capacity were provided without the approval of the SLSSC.

- The Department sanctioned (December 2021) 11 SVSs under Cluster 7B in the test-checked Bamraja village of Khunti district. The work was taken up in May 2023. During execution the number of SVSs was changed to seven. As per measurement books, ₹ 46.98 lakh had been paid to the contractor against execution of five out of the seven SVSs. However, on the JJM Portal, an expenditure of ₹ 75.59 lakh was reported against 11 SVSs. As such, reporting of expenditure and number of SVSs did not match the basic records and hence data uploaded on the JJM Portal was not reliable.

  In reply, the Department stated (July 2025) that the same will be corrected in the JJM Portal.

- The Kanti RPWSS, completed in October 2021 at a cost of ₹ 4.84 crore under Khunti Division, provided 673 FHTCs in nine villages including 173 FHTCs in a test-checked village (Kanti). The village was also certified (August 2022) as HGJ certified village by the *Gram Sabha.* However, it was noticed that two SVSs were taken up (in April 2023) in the same village. As of September 2024, construction of these SVSs was completed at a cost of ₹ 17.78 lakh and 15 FHTCs had been provided from one out of the two SVSs. As such, the SVSs were constructed in a village which was already certified as having full coverage with surface water based MVS.

  In reply, the Department stated (July 2025) that the Detailed Project Report (DPR) of the MVS was prepared on the basis of population of the year 2013 and the MVS was commissioned in the year 2021. Population/HHs of the village increased between 2013 and 2021 and to cover them two SVSs had been constructed.

  The reply is not acceptable as the DPR of the MVS was prepared and sanctioned to cover the projected population of the targeted villages till the year 2045. Further, the *Gram Sabha* concerned had certified (August 2022) the village as fully covered on the basis of reports (August 2022) of the Division itself.

- The Department sanctioned (November 2023) ₹ 463.63 crore for construction of 43,510 Deep Tube Wells (DTWs -10 per *Panchayat*) in the State to resolve scarcity of drinking water in villages, especially during the summer season. The sanction included 1,050 DTWs in Koderma district at a cost of ₹ 10.95 crore. To execute the work, 15 agreements valued at ₹ 10.42 crore were executed (February and March 2024) by the Jhumritilaiya Division with the stipulated date of completion between May and September 2024. As of September 2024, 907 DTWs had been constructed in different villages of Koderma district, which included 38 DTWs in 16 HGJ reported villages including 10 HGJ certified villages. This indicates that HGJ reported/certified villages were also facing scarcity of water despite coverage under JJM.

- Khutta-Nawadih RWSS was taken up (January 2023) under the Jhumritilaiya Division for providing 4,160 FHTCs at an agreed cost of ₹ 26.15 crore. Though the scheme was to be completed by July 2024, the physical progress of the work was 54 *per cent* as of November 2024 with payment of ₹ 9.39 crore (till March 2024) to the contractor including mobilisation advance of ₹ 2.50 crore. Despite delay in the execution of work, the Division did not recover LD of ₹ 2.61 crore from the contractor. Further, mobilization advance of ₹ 1.98 crore along with applicable interest was not recovered within the original stipulated date of completion.

  In reply, the Department stated (July 2025) that no payments were made after the stipulated date of completion and that audit instructions would be followed in future.

Thus, undue financial aid of ₹ 27.13 crore was extended to the contractors in the form of inadmissible payment (₹ 8.17 crore), payment for unauthorised variation (₹ 2.75 crore) in executed work quantities, non-recovery of liquidated damages (₹ 5.08 crore), excess payment (₹ 94.75 lakh), non-adjustment of price variation (₹ 41.01 lakh) and non-recovery of mobilisation advance (₹ 9.77 crore), besides cost overrun of ₹ 280.85 crore.

2.4.5 Third party inspections

JJM guidelines stipulated empanelment of a Third Party Inspection Agency (TPIA) by the SWSM to check the quality of work executed under the Scheme. TPIA inspection and certification of all works was mandatory before releasing any payment to the contractors.

The Department engaged four[72] TPIAs in the State only in July 2022 *i.e.,* almost three years after the launch of JJM. Prior to engagement of TPIAs, expenditure of ₹ 1,578.25 crore was incurred (till March 2022) on the scheme works executed in the State. This included payment of ₹ 479.32 crore made by the nine test-checked divisions for works executed under the supervision and certification of the divisional engineers. The test-checked divisions executed five agreements (July and September 2022) with the four selected TPIAs. Audit scrutiny of records related to TPIAs revealed the following:

- In eight works in two test-checked divisions involving an expenditure of ₹ 64.86 crore, TPIAs observed (August to November 2023) that inferior quality of steel and pipes were used in the works, structural work was inferior,

[72] (1) WAPCOS Ltd. (2) SGS India Pvt. Ltd. (3) Mars Planning and Engineering Service Pvt. Ltd. and (4) TUV SUD South Asia Pvt. Ltd.

reinforcement had not been done as per the approved design and drawing, sub-standard material were used, shuttering done was improper, concrete mix was unsatisfactory *etc*. (**Appendix 2.5**). However, action taken reports, if any, were not found available on record. Of these, in six works of Khunti Division, TPIAs recommended review of six Running Account (RA) bills, but the Division paid ₹ 13.20 crore against these bills without ensuring correction of defects as pointed out by the TPIA.

- The TPIAs of two test-checked divisions (Chaibasa and Chakradharpur) did not submit their reports regarding deployment of manpower[73], monthly progress report of ongoing works, site inspection report and reports regarding delay in execution of schemes as required under the contract. The divisions also did not take action to obtain the required reports and released payment (March 2023) of ₹ 6.21 lakh[74] for certifying the bills related to 54 agreements (September 2024).

Thus, mandatory certification and inspection of all works taken up under JJM by TPIAs was not ensured before making payments for the works. In addition, TPIAs did not fulfill their contractual obligation in two out of the six test-checked districts.

On being pointed out in Audit, the Department stated (July 2025) that action had been taken against faulty TPIAs and quality inspection was ensured wherever complaints were found. It was further stated that necessary action had been taken on the observations of TPIAs.

The reply is not convincing as no documentary evidence regarding action taken on the observations of TPIAs was furnished to Audit.

Recommendation 3: The Department may ensure mandatory third party inspection of all projects. Action may also be taken on adverse observations of TPIAs before release of any payment to contractors.

2.4.6 Operation and maintenance

As per JJM guidelines, the SWSM had to develop an operation and maintenance (O&M) strategy to meet recurring costs like electricity charges, cost of chemicals, expenditure on preventive/breakdown maintenance and remuneration of pump operators, and decide monthly tariff/user charges for ensuring financial sustainability of the water supply systems. The guidelines also emphasised promoting and ensuring voluntary ownership among the local community by way of contribution in cash, kind and/or labour to assist in ensuring the sustainability of the system.

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73 TPIA was to deploy one Senior Quality Control (QC) Engineer, one QC Engineer (Mechanical/Electrical) and four QC Engineers (Civil) in each division and a Team Leader and an Environment Engineer at Zone (Chaibasa).

74 Chaibasa: ₹ 3.49 lakh and Chakradharpur: ₹ 2.72 lakh.

Audit noticed that:

- Prior[75] to JJM, the Department had issued (September 2013) instructions for O&M of MVSs, by forming multi panchayat/village water and sanitation committees (VWSCs) to collect connection fee (minimum ₹ 310 per connection) and user fee as decided by the VWSCs. The collected amount was to be kept in a bank account to meet the O&M expenses *viz.,* electricity charges, remuneration to pump operators, cost of chemicals and repair work. However, no such committee was formed in eight[76] out of the 26 test-checked villages, where FHTCs were provided through MVSs, nor user fee rates fixed.

- The SLSSC discussed (June 2020) the issue of community contribution in its meeting and decided to submit a proposal to the State Cabinet. Pending this, community contribution was not made mandatory. However, the Department had not submitted any proposal to the SWSM or to the State Cabinet (as of November 2024). Hence, voluntary contribution from the village community was not realised in any of the test-checked divisions.

- To meet the financial burden of O&M of the completed projects, the SLSSC decided (June 2020) to study the system of O&M in other States. The SLSSC also advised (March 2023) the Department to frame O&M policy for the State. However, action taken in this regard was not found on record (as of November 2024). The Department instructed (February 2024) all EEs to ensure collection of water/user fee of ₹ 62 per month from all beneficiaries for meeting the O&M expenses. The test-checked divisions, however, did not have information regarding collection of user fees by the VWSCs. The VWSCs of the test-checked villages also did not furnish their bank account or details of user fee collected, if any to Audit.

- In three test-checked agreements of two divisions, the rates[77] quoted for O&M for five years by the contractor for two SVS clusters were 69 to 100 *per cent* (₹ one per annum only) while that of the MVS was 51 *per cent* below the estimated/tendered cost. However, the Departmental Tender Committee (DTC) did not ask for rate justification during finalisation of the tenders to ensure proper O&M of the completed schemes as provided under clause 29[78] of the SBD. Absence of O&M of the completed schemes was

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75 Under JJM, all contracts included the provision of O&M for five years by the contractors, after completion of the scheme. Thereafter, the scheme was to be handed over to the VWSC.

76 Dhanbad: Bandachuan and Baliyapur of Baliyapur block and Kumrdih of Baghmara block, Koderma: Bishnutikar of Koderma block and Chauri of Domchanch block; West Singhbhum: Kursi and Gaisutti of Chaibasa block, Khunti: Kanti of Karra block.

77 Khunti: (i) Cluster 7B- agreed cost was ₹ 12.90 lakh against estimated cost of ₹ 41.22 lakh, (ii) Tapkara and Adjoining villages water supply scheme- agreed cost of ₹ 54.86 lakh against estimated cost of ₹ 110.93 lakh and (iii) Koderma: Cluster 4 – agreed cost of ₹ one per SVS per year against total estimated cost of ₹ 15.74 lakh for five years.

78 Under clause 29.5 (Instructions to Bidders), the employer may require the bidder to produce detailed price analysis to demonstrate the internal consistency of the prices with the construction methods and schedule proposed, if the bid of a successful bidder is seriously unbalanced in relation to the estimated cost of the work. Clause 29.6 stipulates that, a bid which contains several items in the BOQ and are unrealistically priced low which cannot be substantiated satisfactorily by the bidder, may be rejected as non-responsive.

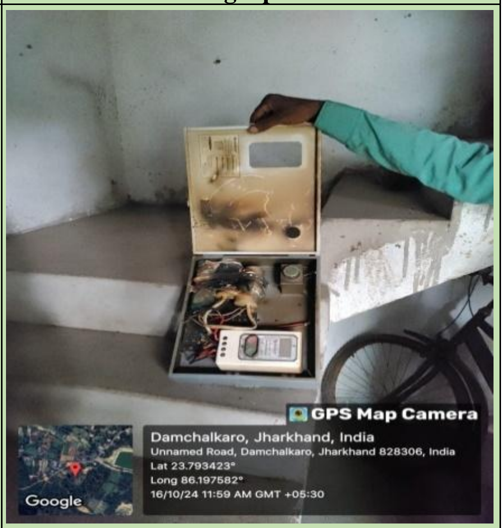
noticed during field visit and beneficiary survey as discussed in the following paragraphs.

- During field visit of Kursi and Gaisuti villages[79] of West Singhbhum district, the distribution pipe of an MVS (Kursi RPWSC) laid across a road was found damaged, disrupting supply of water to 12 HHs. Besides, the delivery pipeline of the MVS was also found lying in a field without any tap connected to it though the Scheme was under O&M period (**Photographs 2.9 and 2.10**).

Photograph 2.9	Photograph 2.10

- In Domchalkaro village[80] in Dhanbad, a mini rural water supply scheme was found non-functional due to lack of O&M *viz.,* non-repair/replacement of burnt out electrical switch and motor pump (**Photographs 2.11 and 2.12).** Beneficiaries stated (October 2024) that water has not been supplied from the Scheme since the last two years and they were facing acute shortage of drinking water.

Photograph 2.11	Photograph 2.12



79 Panchayat: Kursi, Block: Chaibasa and District: West Singhbhum.

80 A certified village in Panchayat: Matigarha, Block: Baghmara and District: Dhanbad having 74 households.

- Two, out of 18 beneficiaries of Kanti[81] village (a certified village with 173 HHs) of Khunti, stated (October 2024) that water was not being supplied through FHTCs of an MVS since its installation (April 2022). Further, all 18 beneficiaries and the *Jal Sahiya* of the concerned VWSC stated that there was no water supply since the last three months as the transformer at the intake well had burnt out. However, nothing was found on record regarding reporting of the burnt out transformer to the Division by the contractor or action for its repair despite the fact that the Scheme was under O&M period.

In reply, the Department stated (July 2025) that an O&M policy had been drafted on 19 parameters as per the direction of GoI and had been approved (May 2025) by the Cabinet.

Recommendation 4: The Department may ensure effective implementation of O&M policy for water supply projects and participation of the village community.

2.5 Water quality monitoring and surveillance

2.5.1 Water quality testing laboratories

JJM Guidelines stipulate accreditation of all water quality testing laboratories by the National Accreditation Board for Testing and Calibration Laboratories (NABL), especially for important testing parameters. It also stipulated testing of water against at least 13 basic water quality (11 chemical and two bacteriological) parameters[82]. The Drinking Water Quality Monitoring and Surveillance Framework[83] (DWQM&SF) envisaged NABL accreditation for 17 parameters for State and district laboratories.

As of September 2024, there were 31 laboratories (One State, 24 district and six sub-divisional) in Jharkhand. Audit observed that the State Laboratory had NABL accreditation for 17 parameters, including the 13 basic parameters required under JJM, while other laboratories had accreditation for only seven to 14 parameters. Scrutiny of records of the district laboratories in the six test-checked districts revealed the following:

- The test-checked laboratories had NABL accreditation for testing facilities of seven to 14 parameters but accreditation for five to eight basic parameters could not be obtained due to non-deployment of required manpower and non-availability of equipment. Four out of the six test-checked district laboratories had obtained NABL accreditation (between August 2022 and January 2023) after 36 to 41 months of launch (August 2019) of JJM (**Appendix 2.6**).

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81 Panchayat: Larta, Block: Karra and District: Khunti.

82 (1) PH value (2) Total dissolved solids (3) Turbidity (4) Chloride (5) Total alkalinity (6) Total hardness (7) Sulphate (8) Iron (9) Total arsenic (10) Fluoride (11) Nitrate (12) Total coliform bacteria and (13) E-coli or Thermo tolerant coliform bacteria.

83 The framework issued in October 2021 aims to facilitate water quality testing, monitoring and surveillance activities as envisaged under JJM.

- The Drinking Water Quality Monitoring and Surveillance Framework (DWQM&SF) recommended a staff strength of eight[84] in a district level laboratory. Against this, only three to seven staff were deployed during 2019-24 in the test-checked laboratories. The shortage was mainly of Micro-biologists/ Bacteriologists and Lab Attendants, which had an adverse impact on bacteriological tests and proper maintenance of the records of tests. It was also noticed that only two (Hazaribagh and East Singhbhum) out of the six test-checked district laboratories had accreditation for conducting bacteriological tests.
- The DWQM&SF suggested 35 types of instruments/equipment for a district laboratory. Against this, the test-checked district laboratories[85] had only eight (23 *per cent*) to 16 (46 *per cent*) types of equipment in place. Spectrophotometer, required for iron tests, was found out of order in Jamshedpur and Chaibasa laboratories since 2017 and 2021 respectively.
- The District Laboratory, Dhanbad, obtained NABL accreditation (March 2020) on only seven parameters and did not have the facility to test eight basic quality parameters as prescribed under JJM. It was also seen that the laboratory had obtained fresh accreditation in October 2022 on the same seven parameters.
- The District Laboratory, Chaibasa, collected (between March and August 2023) 3,648 samples but could not conduct quality test for TDS (576 samples) and Fluoride (296 samples) due to shortage of chemicals and consumables, despite having testing facility.
- The District Laboratory, Hazaribagh, did not conduct fluoride tests due to non-availability of required chemicals and reagents though 55 habitations of 21 villages of the District were fluoride affected.

Thus, district laboratories of the test-checked districts did not have adequate facilities/manpower for testing against the 13 parameters as prescribed in JJM guidelines and as such, supply of water of the prescribed quality could not be ensured.

In reply, the Department stated (July 2025) that the test-checked district laboratories had NABL accreditation on 11 to 12 chemical parameters. Three laboratories (Jamshedpur, Hazaribagh and Dhanbad) had accreditation on two bacteriological parameters too. It had been planned to enhance the capability of all laboratories of the State to test on 17 parameters (15 chemical and two bacteriological) with deployment of required manpower in FY 2025-26. During the exit conference (June 2025), the Department stated that it is working to upgrade the district level laboratories and chemicals, manpower and equipment will be supplied to them.

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84 Chemist/Water Analyst: one, Microbiologist/Bacteriologist: one, Laboratory Assistant-two, Data Entry Operator: one, Lab Attendant: one and Field Assistant: two.

85 Chaibasa: 12, Dhanbad: 16, Jamshedpur: 16, Hazaribagh: 15, Khunti: 15 and Koderma: 8.

Recommendation 5: The Department may take steps to ensure that NABL accreditation is obtained for testing at least 13 basic quality parameters, as required in JJM.

2.5.2 Availability of chemicals

The Uniform Drinking Water Quality Monitoring Protocol (UDWQMP) recommended availability of 67 types of chemicals in a district laboratory for testing water quality on at least 13 parameters as envisaged in JJM Guidelines. The laboratories were to have at least three months back-up of these chemicals.

Audit observed that the PMU had purchased chemicals centrally and supplied them to the field laboratories. The details of centralised purchase and its distribution to the field laboratories was not provided to Audit by the PMU. Scrutiny of records of the test-checked laboratories revealed that:

- PMU had supplied chemicals to the test-checked district laboratories only in two years (2018-19 and 2021-22) during 2019-24. No chemicals were supplied to them after 2021-22 though demand was placed periodically (between May 2023 and February 2025) by the test-checked laboratories[86]. During audit (September to November 2024), only four and 15 types of chemicals were found available in Hazaribagh and Khunti district laboratories respectively.

- The Spectrophotometer, an equipment used to test iron content in water, was out of order in the test-checked District Laboratory, Chaibasa, since 2021. It was, however, seen that a chemical (Iron Standard Solution) used in the Spectrophotometer for iron testing was supplied to the laboratory in 2021-22 and had expired in February 2025 without being used. It was further seen that the same chemical was not available with the District Laboratory, Hazaribagh, which had a functional Spectrophotometer. As a result, iron tests were not being conducted at Hazaribagh.

- Five types of chemicals[87] were supplied to the District Laboratory, Chaibasa, during 2021-22 without requirement and ultimately two types of chemicals[88] had expired in February 2023 and August 2023, without being used.

- The District Laboratory, Hazaribagh, did not have stock of chemicals as of September 2024 for testing on all 12 parameters, for which they had NABL accreditation. Audit further noticed that the expiry date of 52 out of the 62 chemicals (supplied to the laboratory in November 2018) was between November 2019 and August 2024. The laboratory had submitted (between June 2023 and March 2024) demand to PMU but no chemicals were supplied.

[86] Chaibasa: June and November 2023; Dhanbad: February 2024, December 2024 and February 2025; East Singhbhum: June 2022 and May 2023.

[87] Concentrate of Glacial Acetic Acid, Phenanthroline (GR 1,10), Sodium Acetate Solution, Nitrate Standard Solution and Ammonium Acetate AR.

[88] Nitrate Standard Solution in February 2023 and Sodium Acetate Solution in August 2023

As a result, the laboratory had conducted quality tests only on two parameters (pH value and colour) in October 2024.

Thus, the test-checked district laboratories did not have the required chemicals as recommended in UDWQMP. In addition, the mandatory backup stock of the chemicals was not ensured. Absence of required chemicals in the district laboratories had adversely impacted the quality testing of water.

In reply, the Department stated (July 2025) that procurement of chemicals, glassware and apparatus required for water quality testing on 17 parameters, were under process. After procurement, all laboratories would have sufficient chemicals and other required materials on regular basis.

2.5.3 Water quality tests

JJM Guidelines recommends that district laboratories test 250 water sources/samples per month, randomly covering all sources spread geographically, including the positive tested samples referred by lower-level laboratories. All laboratories were to maintain proper records of sampling and analysis.

It was seen that the State Government had fixed targets of testing (300 to 600 samples per month) for district laboratories during 2019-24. Five out of the six test-checked district laboratories had achieved the targets of testing except the district laboratory at Dhanbad, where only 25,080 (87 *per cent*) tests were conducted against the target of 28,800 tests.

Audit analysis of data of six months (March 2023 to August 2023) recorded in the quality test register maintained by the District Laboratory, Chaibasa, revealed that against entries of 3,648 samples, details of source (name of scheme/habitation/village/block) in respect of 475 samples, the time/date of sample collection in respect of 381 samples and time of testing of any sample had not been recorded in the register. As such, the test-checked district laboratories did not maintain proper records of testing to analyse the details of chemical or biological tests, village/habitation covered in sample collection, turnaround time of testing *etc*.

Details of villages covered under water quality tests by the test-checked district laboratories, as uploaded in the JJM Portal, is shown in **Table 2.5.1**.

Table 2.5.1: Total villages in the test-checked districts *vis-à-vis* villages where quality tests were conducted

Name of district/Year	2021-22		2022-23		2023-24	
	No. of villages		No. of villages		No. of villages	
	Total	Where tests conducted	Total	Where tests conducted	Total	Where tests conducted
Dhanbad	1,156	562	1,137	1,038	1,137	1,136
Hazaribagh	1,205	1,111	1,186	1,184	1,186	1,184
Koderma	583	519	574	568	574	574
Khunti	760	447	755	721	755	745
East Singhbhum	1,678	781	1,640	1,502	1,640	1,632
West Singhbhum	1,661	710	1,648	1,608	1,648	1,468
Total	**7,043**	**4,130 (59)**	**6,940**	**6,621 (95)**	**6,940**	**6,739 (97)**

(Source: JJM Portal)

It can be seen from **Table 2.5.1** that the coverage of villages with respect to quality tests had improved over the years. Audit findings, in this regard, are discussed below:

- JJM Portal did not have data of bacteriological tests conducted during 2019-21. During 2022-24, bacteriological tests were conducted only in two *per cent* (570), 23 *per cent* (6,761) and 34 *per cent* (9,930) villages respectively.
- During 2022-24, five out of the six test-checked district laboratories (except Chaibasa) reported 37,928 bacteriological tests on the JJM Portal. However, Audit noticed that none of the five laboratories had Microbiologists/ Bacteriologists during this period and three of these laboratories (except East Singhbhum and Hazaribagh) did not have NABL accreditation for bacteriological tests.
- The DWQM&SF emphasized that timely availability of test results is the key for expeditious and comprehensive management of contaminated water sources. It recommended that the turnaround time[89] for testing the chemical parameters should not exceed 24 hours, whereas for testing biological parameters, it should not exceed 48 hours.

The test-checked district laboratories did not maintain proper records showing date and time of collection of samples and their testing to analyse turnaround time. However, as reported in the JJM Portal, the turnaround time in the State ranged between six and 42 days while it ranged between 12 and 33 days in the test-checked district laboratories.

Thus, the test-checked district laboratories did not have required specialists and NABL accreditation to substantiate the bacteriological tests reported on the JJM Portal. Besides, they did not maintain proper records of test data to enable verification of the achievements reported on the JJM Portal.

[89] Period from when the sample(s) are received at the laboratory to the time when the reports are finalised.

In reply, the Department stated (July 2025) that earlier H2S vials were used (by *Jal Sahiya* or any lab person) for bacteriological test and the test reports were entered on JJM Portal. Option for entering reports of bacteriological tests conducted using H2S vials has been disabled by the Government of India, resulting in fewer bacteriological tests being reported. In FY 2025-26, NABL accreditation on bacteriological parameters would be obtained for all the district laboratories and tender had been floated to procure equipment and hire Microbiologists/Chemists. It was further stated that turnaround time was high as data from August 2022 (when data was not being entered regularly) onwards was taken for calculation of turnaround time and that directions has now been issued to all laboratories to reduce the turnaround time by entering test results within 24 hours. In the exit conference (June 2025), the Department stated that proper training and mobile phones have been provided to *Jal Sahiyas* to conduct frequent water quality tests and timely entry of data to reduce the turnaround time.

The reply is not convincing as only two to 23 *per cent* of villages had been covered under bacteriological tests during 2021-23. Further, during verification (July 2025) of 39 samples tested (in June and July 2025) in four[90] test-checked laboratories, it was noticed that 31 samples were analysed within two days and eight samples within three days. However, in respect of 35 out of 39 samples, an additional four to 19 days was taken from the date of analysis for generating reports and uploading on the JJM Portal. As such, data entry had not improved and delays in report generation and entry on JJM Portal had increased the turnaround time by six to 19 days in respect of 35 test-checked samples.

2.5.4 Field Test Kits

As per DWQM&SF, multi-parameter Field Test Kits (FTKs) were to be used for examination of physico-chemical contamination for initial screening at the village level. Samples that tested positive were to be referred to a nearby water testing laboratory for confirmation. All drinking water sources including private sources were to be tested for water quality at the village level using FTKs. Further, one FTK had the capacity to carry out 100 tests.

Audit scrutiny revealed the following.

- The Department had directed (February 2023) the divisions to conduct water quality tests of 16 sources every month with FTKs. Accordingly, 192 sources were required to be tested every year for which at least two FTKs were required for each village. However, the Department did not procure sufficient FTKs for distribution among the divisions. Details of distribution of FTKs to *Jal Sahiya*/VWSCs by the test-checked divisions, is shown in **Table 2.5.2.**

[90] Chaibasa, Dhanbad, Jamshedpur and Khunti.

Table 2.5.2: Year wise availability of FTKs

District	Nos. of villages as on 1 April 2022	No. of FTK kits distributed to VWSCs/*Jal sahiyas* (*percentage in bracket*)		
		2021-22	2022-23	2023-24
Dhanbad	1,156	NA	NA	537 (*46*)
Hazaribagh	1,205	308 (*26*)	898 (*75*)	1,204 (*100*)
Koderma	583	140 (*24*)	435 (*75*)	545 (*93*)
Khunti	760	21 (*3*)	154 (*20*)	760 (*100*)
East Singhbhum	1,678	280 (*17*)	330 (*20*)	1,640 (*98*)
West Singhbhum	1,661	324 (*20*)	1,339 (*81*)	1,661(*100*)
Total	**7,043**	**1,073 (*15*)**	**3,156 (*45*)**	**6,347 (*90*)**

(Source: Compiled from information furnished by the Department)

It can be seen from **Table 2.5.2** that only 15 to 45 *per cent* of the villages had been provided FTKs during 2021-23. During 2023-24, FTKs were distributed to 90 *per cent* of villages. However, the distributed FTKs were not sufficient to conduct the prescribed number of monthly tests in all the villages.

The test-checked district laboratories or VWSCs of the test-checked villages did not compile the data of FTK testing. However, as per JJM Portal, tests of total 2,58,706 samples, covering 194 (three *per cent*) villages in 2021-22, 2,099 (30 *per cent*) villages in 2022-23 and 6,388 (91 *per cent*) villages in 2023-24, had been conducted through FTKs in the test-checked districts during 2021-24.

- It was seen from the JJM Portal that out of 2,58,706 samples tested using FTKs, 1,065 samples were found contaminated. However, of these, only 128 samples were re-tested in the district laboratories. Reasons for not conducting re-test of all the contaminated samples were not found on record.

- Scrutiny of stock register of FTKs in Dhanbad II Division revealed that the Division had received a total of 707 FTKs between June and August 2023. However, only 537 FTKs were distributed to VWSCs, as of 17 October 2024. The remaining 170 FTKs were found lying in the Division office (**Photographs 2.13** and **2.14**). Additionally, 288 expired (August 2024) FTKs were also found lying in the Division office (**Photographs 2.15** and **2.16**).

Photograph 2.13	Photograph 2.14
	
Photograph 2.15	**Photograph 2.16**
	
Expired FTKs	***Expired FTKs lying in Division Office***

Audit further noticed instances of distribution of FTKs by divisions to VWSCs without imparting proper training to *Jal Sahiyas* to use the FTKs for water quality test.

During the beneficiary survey (October 2024) at Domchalkaro village[91] of Dhanbad district, the *Jal Sahiya* stated that FTKs were provided by the Division just 10 days earlier without imparting any training for using them. The *Jal Sahiya* of Bamraja village[92] of Khunti district also accepted (September 2024) that she was unable to conduct tests with FTKs as no training was given.

However, tests of 19 samples during 2024-25 (as of December 2024) in Domchalkaro village and tests of 35 samples in Bamaraja village through FTKs had been reported on the JJM Portal.

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91 Panchayat: Matigarha, Block: Baghmara and District: Dhanbad.

92 Panchayat: Bamaraja, Block: Karra and District: Khunti.

Thus, the *Jal Sahiyas* were unable to conduct the required tests as the FTKs were distributed without imparting proper training.

In reply, the Department stated (July 2025) that work order has been issued for procurement of FTKs and would be distributed (to field units) in time. In the exit conference (June 2025), the Department assured that sufficient FTKs would be procured and distributed along with training to *Jal Sahiyas* for conducting frequent and proper water quality tests.

Recommendation 6: The Department may ensure procurement and distribution of sufficient chemicals and FTKs to field units in time, and training to Jal Sahiyas for timely testing of all water sources.

2.5.5 Sanitary inspection

As per JJM Guidelines, an on-site inspection of a water supply facility, called sanitary inspection, was to be done by the *Gram Panchayat* to identify actual and potential sources of microbiological contamination. This information was to be used for deciding appropriate remedial action.

Audit observed that the test-checked divisions had not maintained proper data of year-wise sanitary inspections carried out. The data of sanitary inspection carried out during 2019-21 was also not available on the JJM Portal. It was reported that, during 2021-23, sanitary inspections was not carried out in any of the test-checked districts (except of one source in Hazaribagh district) on 27,872 water sources. During 2023-24, sanitary inspections of 66 *per cent* of sources (18,524 out of 27,872) was reported to have been carried out.

The test-checked Khunti Division reported (May 2024) to the PMU that sanitary inspection of 1,179 sources had been conducted between 10 May 2024 and 28 May 2024. However, the reports of sanitary inspections were not furnished to Audit either by the Division or by the District Co-ordinator, MIS, who was responsible for feeding the data in the JJM Portal.

Thus, sanitary inspection of all water sources were not carried out to identify potential sources of microbiological contamination.

In reply, the Department stated (July 2025) that sanitary inspections had been carried out in all districts and that data is kept in the district laboratories.

The reply is not acceptable as the JJM Portal did not reflect any sanitary inspection in the test-checked districts during 2021-23 and the test-checked district laboratories did not furnish any data to Audit.

2.6 Monitoring and evaluation

2.6.1 Integrated Management Information System

JJM guidelines stipulate creation of an Integrated Management Information System (IMIS) to monitor activities like planning, sanction, financial management, physical achievement, water quality and support activities. A dedicated JJM Portal (JJM Dashboard) was developed by GoI on which data/information was to be uploaded by the DWS divisions.

Audit noticed that:

- A Project Manager and five District Coordinators (ISA, IEC, Capacity Building, MIS and Water Quality), based on the size of the district and quantum of work, were to be engaged in each district to support the DWSMs in implementation of JJM.

Audit noticed that against the above requirement, the PMU sanctioned (April 2022) only two posts of District Coordinators (IEC and MIS) and one post of District Water Coordinator in each division. In the six test-checked districts having nine divisions, only 18 District Coordinators (IEC and MIS) were deployed against the prescribed 30 District Coordinators and six Project Managers. These Coordinators and Project Managers were responsible for supporting the DWSMs in organising related activities and feeding data/information in the JJM Portal. However, these District Coordinators had not maintained proper records of data/information being uploaded by them on the JJM Portal. As per monthly progress reports of the six test-checked districts, 6,26,793 FHTCs were provided, as of September 2024, whereas, it was 8,30,995 FHTCs as per the JJM Portal. As such, there was over-reporting of 2,04,202 FHTCs on the JJM Portal which was not supported by the progress reports of the divisions.

In reply, the Department stated (July 2025) that all divisions had been directed to keep the records of data being uploaded on JJM portal.

Recommendation 7: The Department may ensure maintenance of proper records in support of data uploaded on the JJM Portal.

2.6.2 *Jhar Jal* IMIS

JJM Guidelines stipulate the use of sensor-based Internet of Things (IoT) by utilizing mobile networks for capturing real-time data without any manual intervention. This data would then be used for analysis and decision making in the implementation of JJM. The guidelines also suggested installation of Supervisory Control and Data Access[93] (SCADA) system in MVSs to monitor water pressure, water quality, flow rate, *etc*.

Audit noticed that the State had an online information and monitoring system linked with the *Jhar Jal* Portal for efficient monitoring of assets created and various field activities like functioning of assets, water supply, grievance redressal, IEC activities, inspection of assets *etc*. Sensor based Remote Management System (RMS) installed in solar-based SVSs were also linked with the *Jhar Jal* portal. Analysis of data of the *Jhar Jal* Portal revealed the following:

[93] SCADA is a control system for accurate and efficient water and wastewater monitoring that gives the operators instant access to operational data and production information. Using these data, system operators locate operational problems in real time to ensure supply of clean drinking water.

- Functionality of any particular SVS was very difficult to monitor as only the device ID of RMS was mapped with the Portal without displaying details of scheme *viz*., scheme ID and name of habitation, village and *panchayat* where the SVSs had been installed. The details of the scheme could be seen only after clicking on the device ID. As such, the monitoring of a particular scheme through RMS was difficult.

- In five[94] out of nine test-checked divisions, RMS had been installed in 7,544 SVSs. However, data of only 6,659 SVSs were available on the *Jhar Jal* Portal as all systems were not linked with the Portal. Further, complete data from RMS devices could also not be fetched due to problems in the communication network.

- There was provision for installation of a SCADA system in the test-checked Kanti MVS of Khunti district. This Scheme had been operational since April 2022. However, data of SCADA was not furnished to Audit nor was the system found linked with the *Jhar Jal* portal. Thus, Audit could not derive any assurance regarding installation or functioning of the SCADA system for the Scheme.

- As of 12 December 2024, the test-checked divisions received a total of 4,483 complaints (**Appendix 2.7**) on the *Jhar Jal* portal (since March 2022[95]), mainly related to non-functional hand pumps/SVS/motors, leakage from water tanks/ distribution pipelines and non-supply of water. Of these, 4,084 complaints were reported as resolved by the divisions. However, Audit could not ascertain the time taken for resolving the complaints as the date of resolution/closing of the complaints were not recorded in the database. Of the remaining 399 complaints, 185 complaints were pending at the Junior Engineer (JE) level, 83 complaints were dropped as they related to the old and defunct system which needed replacement/special repairs *etc*., 38 complaints were forwarded to the AEs/JEs concerned, whereas no information was available on the Portal with regard to the remaining 93 complaints. Reasons for complaints remaining unsolved were not found recorded in the Portal.

- The test-checked divisions also received written complaints which were marked to the officials concerned and processed on file for redressal. These complaints had neither been uploaded on the *Jhar Jal* Portal nor compiled in the divisions to monitor their redressal.

- Audit noticed that the *Jal Sahiyas* of VWSCs, who were responsible for feeding data on to the *Jhar Jal* Portal, were not provided with required mobile phones (with internet facility) and also did not possess the required technical knowhow to feed data in the Portal.

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[94] Chaibasa, Dhanbad II, Hazaribagh, Khunti and Jhumritilaiya (Koderma).
[95] Data on the *Jhar Jal* Portal is available since 16 March 2022.

As such, complete data/information on complaints and their redressal were not being uploaded on the *Jhar Jal* portal.

In reply, the Department stated (July 2025) that directions have been issued to ensure mapping of scheme details on the *Jhar Jal* portal. *Jal Sahiyas* had been provided smart phones and training to upload data on *Jhar Jal* Mobile App is in process. Regular meetings were also held with solar agencies and the IT team for accurate data display on the *Jhar Jal* portal. Regarding complaint redressal, it was stated that verification of complaints and uploading the status of their redressal would be ensured in future.

The reply is not acceptable as test-check (August 2025) of 55 complaints in five test-checked divisions revealed that the complaints were lodged between February 2024 and July 2025. Of these, 49 complaints had been resolved between May 2024 and August 2025. However, resolution of 20 out of 49 complaints took more than one month and up to 69 days. Five out of six unresolved complaints were pending from May and June 2025.

Recommendation 8: The Department may ensure mapping of scheme details on the Jhar Jal Portal for monitoring of individual SVSs.

2.7 Conclusion

As of December 2024, only 27,249 (28 *per cent*) out of 97,535 schemes could be completed. This affected planned coverage of HHs through FHTCs as 34.31 lakh (55 *per cent*) HHs had been provided FHTCs, as of March 2025, and 6,958 (24 *per cent*) out of 29,398 villages had no FHTCs. The water inflow in 20 out of the 40 test-checked Single Village Scheme (SVSs) was only 37 *per cent* of the prescribed minimum quantity of 55 litre per capita per day. Beneficiary survey revealed that 19 to 40 *per cent* of beneficiaries were not satisfied with the service provided to them under JJM.

All revenue villages were not included in the JJM Portal for the planning purpose. Village Action Plans (VAPs) were prepared without ensuring participation of the village community and lacked crucial details such as history and availability of water supply in the village, mapping of available sources of water and requirements/needs of the village community.

Multiple tenders were awarded to the same contractor, who did not have sufficient bid capacity and resources (manpower and equipment) and collusive bidding or bid rotation could not be ruled out. Undue financial aid of ₹ 27.13 crore was also extended to the contractors. During 2019-22, ₹ 1,578.25 crore was incurred on the works without ensuring mandatory inspection and certification of works by the Third-Party Inspection Agencies. User fee was also not being collected, as required, to ensure O&M of the water supply projects.

The test-checked district laboratories did not have NABL accreditation for testing of 13 basic water quality parameters required under JJM. They had only eight (23 *per cent*) to 16 (46 *per cent*) types of equipment against the recommended 35 types of equipment and lacked availability of chemicals due to which they could not conduct some tests, for which facilities were available with them.

The District Coordinators, responsible for feeding the data in the JJM Portal, did not maintain proper records to support the uploaded data. Only device ID of Remote Management System (RMS), attached with SVSs, were mapped with the online information and monitoring system (*Jhar Jal* Portal) of the State without mapping details of the scheme *viz.*, scheme ID and name of habitation/village or *panchayat*, and as such monitoring the functionality of a particular SVS was difficult.

Ranchi
The 20 May 2026

(**INDU AGRAWAL**)
Principal Accountant General (Audit)
Jharkhand

Countersigned

New Delhi
The 29 May 2026

(K. SANJAY MURTHY)
Comptroller and Auditor General of India

Appendices

Appendix 1.1

(Referred to in Para 1.1.2.4, page no.13)

Details showing Sampled Districts, Blocks and Gram *Panchayats*

Sl. No.	Name of District	Name of Block	Name of Gram *Panchayat*
1	Garhwa	Garhwa	Mahulia
			Farathia
			Korwadih
			Tildag
		Nagar Untari	Kushdand
			Pipradih
			Haliwantakala
			Chit Bishram
2	Giridih	Giridih	Barahmoriya
			Pindatand
			Bajto
			Khawa
		Suriya	Bagodih
			Chachaki
			Kusumadih
			Kailatand
3	Godda	Poraiyahat	Amuwar Santhali
			Bhataundha
			Dhenukatta
			Banjhi
		Mahagama	Garhi
			Lahathi
			Nayanagar
			Jiyajori
4	Gumla	Gumla	Nawadih
			Amboa
			Katri
			Kaseera
		Basia	Oreya
			Kumhari
			Pantha
			Kaliga
5	East Singhbhum	Ghatshila	Bankatti
			Banki
			Asna
			Barajuri
		Musabani	Forest Block
			Gohla
			Parulia
			Kuilisuta
6	Pakur	Pakur	Udainarainpur
			Narottampur
			Jamsherpur
			Ramchandrapur
		Hiranpur	Torai
			Dangapara
			Bartalla
			Babupur

Appendix 1.2

(Referred to in Para 1.2.2.2, page no 17)

Shortfall in achievement of projected Person days in selected Districts

Year	Total registered households	Person days projected	Person days generated	Shortfall (+)/ Excess(-)	Shortfall/ Excess in percent age
2019-20	12,76,408	1,98,78,693	1,93,63,475	5,15,218	2.59
2020-21	17,18,073	3,60,13,677	3,80,51,934	-20,38,257	-5.66
2021-22	17,90,720	3,83,09,120	3,61,93,291	21,15,829	5.52
2022-23	16,94,247	2,85,27,865	2,76,45,628	8,82,237	3.09
2023-24	18,05,981	3,12,49,384	3,37,29,780	-24,80,396	-7.94

(Source: Information provided by the district level offices)

Appendix 1.3

(Referred to in Para 1.2.4., Page no 18)

Pendency of Rozgar Diwas in the selected Gram *Panchayat*s during 2019-24

Name of District	Name of Bock	Name of *Panchayat*	Rozgar Diwas to be conducted	Rozgar Diwas Conducted	Shortfall	Shortfall Percentage
East Singhbhum	Ghatshila	Asna	260	83	177	68.08
		Bankati	260	98	162	62.31
		Barajuri	260	167	93	35.77
		Banki	260	133	127	48.85
	Musabani	Gohla	260	155	105	40.38
		Parulia	260	168	92	35.38
		Forest Block	260	114	146	56.15
		Kuilisuta	260	166	94	36.15
Giridih	Giridih	Bajto	260	0	260	100.00
		Barahmoriya	260	0	260	100.00
		Khawa	260	25	235	90.38
		Pindatand	260	0	260	100.00
	Suriya	Bagodih	260	41	219	84.23
		Chachaki	260	0	260	100.00
		Kailatand	260	0	260	100.00
		Kusumadih	260	0	260	100.00
Pakur	Hiranpur	Babupur	260	206	54	20.77
		Dangapara	260	205	55	21.15
		Bartalla	260	192	68	26.15
		Torai	260	205	55	21.15
	Pakur	Jamsherpur	260	198	62	23.85
		Narottampur	260	191	69	26.54
		Ramchandrapur	260	198	62	23.85
		Udainarayanpur	260	196	64	24.62
Godda	Mahagama	Garhi	260	59	201	77.31
		Jiyajori	260	41	219	84.23
		Lahathi	260	99	161	61.92
		Nayanagar	260	10	250	96.15

Name of District	Name of Bock	Name of *Panchayat*	Rozgar Diwas to be conducted	Rozgar Diwas Conducted	Shortfall	Shortfall Percentage
	Poraiyahat	Amuwar Santhali	260	29	231	88.85
		Banjhi	260	27	233	89.62
		Bhataundha	260	110	150	57.69
		Dhenukatta	260	96	164	63.08
Garhwa	Garhwa	Tildag	260	61	199	76.54
		Mahuliya	260	83	177	68.08
		Korwadih	260	60	200	76.92
		Farhathia	260	93	167	64.23
	Nagaruntari	Kushdand	260	94	166	63.85
		Pipardih	260	68	192	73.85
		Haliwantakla	260	57	203	78.08
		Chit Bishram	260	24	236	90.77
Gumla	Gumla	Nawadih	260	0	260	100.00
		Amboa	260	0	260	100.00
		Katri	260	0	260	100.00
		Kaseera	260	0	260	100.00
	Basia	Oreya	260	0	260	100.00
		Kumhari	260	0	260	100.00
		Pantha	260	0	260	100.00
		Kaliga	260	0	260	100.00
Grand Total			**12,480**	**3,752**	**8,728**	**69.94**

(Source: Information provided by test-checked GPs)

Appendix 1.4

(Referred to in Para 1.3.2, page no 22)

Mismatch in Opening balance and Closing balance of *NREGASoft* data w.r.t Certified Financial statement for selected districts

(₹ in crore)

District	Year	As per CA Report		As per *NREGASoft*		Diff	
		OB	CB	OB	CB	OB	CB
East Singhbhum	2019-20	3.07	2.79	3.38	3.52	-0.31	-0.73
	2020-21	2.79	2.92	3.03	3.09	-0.24	-0.17
	2021-22	2.92	2.70	2.91	15.69	0.01	-12.99
	2022-23	2.70	2.59	2.00	2.37	0.70	0.22
	2023-24	2.59	2.52	1.46	1.59	1.13	0.93
Garhwa	2019-20	4.46	3.34	2.58	3.02	1.88	0.32
	2020-21	3.34	2.56	1.94	2.91	1.41	-0.35
	2021-22	2.56	2.81	1.62	35.95	0.94	-33.14
	2022-23	2.81	2.96	-0.57	-0.62	3.38	3.58
	2023-24	2.96	3.18	-1.37	-0.23	4.33	3.41
Giridih	2019-20	2.08	2.27	7.19	7.51	-5.11	-5.24
	2020-21	2.27	1.77	6.99	7.10	-4.72	-5.33
	2021-22	1.77	1.84	6.73	38.89	-4.96	-37.05
	2022-23	1.84	0.89	4.93	5.14	-3.09	-4.25
	2023-24	0.89	1.22	3.84	5.33	-2.95	-4.11
Godda	2019-20	1.15	1.19	-0.26	-0.01	1.41	1.20
	2020-21	1.19	1.06	-0.32	-0.28	1.51	1.34
	2021-22	1.06	0.99	-0.37	13.43	1.43	-12.44
	2022-23	0.99	0.06	-1.06	-0.77	2.05	0.83
	2023-24	0.06	0.32	-1.53	0.31	1.59	0.01
Gumla	2019-20	4.23	4.40	3.31	3.65	0.92	0.75
	2020-21	4.41	2.63	2.86	3.04	1.55	-0.41
	2021-22	2.63	2.93	2.69	18.05	-0.06	-15.12
	2022-23	2.93	2.68	1.81	1.97	1.12	0.71
	2023-24	2.68	2.76	1.17	2.89	1.51	-0.13
Pakur	2019-20	1.62	1.76	5.29	5.40	-3.67	-3.64
	2020-21	1.76	1.30	5.24	5.45	-3.48	-4.15
	2021-22	1.30	1.22	5.15	17.90	-3.85	-16.68
	2022-23	1.22	0.96	4.40	4.56	-3.18	-3.60
	2023-24	0.96	0.78	3.95	4.44	-2.99	-3.66
	Grand total	**67.24**	**61.4**	**78.99**	**211.29**	**-11.74**	**-149.89**

(Source: NREGASoft data and Certified Financial Reports)

Appendix 1.5

(Referred to in Para 1.3.2, page no 22)

Mismatch in Expenditure incurred in *NREGASoft* data w.r.t Certified Financial statement for selected districts

(₹ in crore)

District	Year	Expenditure as per CA Report			Expenditure As per *NREGASoft*			Difference		
		Wage	Material	Admin	Wage	Material	Admin	Wage	Material	Admin
East Singhbhum	2019-20	33.49	7.55	2.86	33.35	7.51	2.67	0.14	0.04	0.19
	2020-21	82.47	30.71	3.72	82.43	31.16	3.73	0.04	-0.45	-0.01
	2021-22	74.77	26.66	2.81	64.00	27.26	2.90	10.77	-0.60	-0.09
	2022-23	52.95	21.88	3.05	52.46	22.52	3.68	0.49	-0.64	-0.63
	2023-24	68.82	28.46	3.79	68.95	29.37	4.31	-0.13	-0.91	-0.52
Garhwa	2019-20	86.38	53.65	5.03	86.80	56.87	5.17	-0.42	-3.22	-0.14
	2020-21	171.51	77.46	5.54	171.47	77.49	5.13	0.04	-0.03	0.41
	2021-22	228.28	87.81	5.21	199.74	87.09	5.50	28.54	0.72	-0.29
	2022-23	182.07	34.83	6.54	181.02	34.96	6.59	1.05	-0.13	-0.05
	2023-24	261.01	65.76	7.02	260.95	65.76	7.16	0.06	0.00	-0.14
Giridih	2019-20	104.92	51.99	5.81	104.92	54.16	6.02	0.00	-2.17	-0.21
	2020-21	201.70	62.88	5.60	219.48	66.99	5.48	-17.78	-4.11	0.12
	2021-22	225.40	49.51	57.73	204.34	52.97	6.28	21.06	-3.46	51.45
	2022-23	195.56	39.17	9.00	210.24	42.41	9.01	-14.68	-3.24	-0.01
	2023-24	257.87	65.03	8.42	257.80	62.36	7.88	0.07	2.67	0.54
Godda	2019-20	42.96	25.08	2.99	43.24	25.96	3.02	-0.28	-0.88	-0.03
	2020-21	114.49	40.27	3.95	114.49	40.92	3.24	0.00	-0.65	0.71
	2021-22	96.25	42.28	3.06	84.49	43.02	2.93	11.76	-0.74	0.13
	2022-23	83.33	23.08	4.41	83.22	24.38	4.37	0.11	-1.30	0.04
	2023-24	110.61	54.85	4.40	110.57	55.84	4.20	0.04	-0.99	0.20
Gumla	2019-20	37.28	21.53	3.88	37.29	21.52	3.66	-0.01	0.01	0.22
	2020-21	32.94	80.71	4.15	80.45	33.02	3.59	-47.51	47.69	0.56
	2021-22	86.42	37.38	2.53	72.04	37.64	3.23	14.38	-0.26	-0.70
	2022-23	72.03	26.70	3.71	71.23	26.70	3.92	0.80	0.00	-0.21
	2023-24	96.16	41.82	4.22	92.83	43.52	4.13	3.33	-1.70	0.09
Pakur	2019-20	24.10	8.49	1.84	24.00	8.49	1.87	0.10	0.00	-0.03
	2020-21	66.08	24.02	1.68	65.92	24.02	1.72	0.16	0.00	-0.04
	2021-22	76.15	32.13	2.11	65.71	32.15	1.95	10.44	-0.02	0.16
	2022-23	62.71	25.15	3.27	60.98	25.13	3.11	1.73	0.02	0.16
	2023-24	77.70	29.78	3.36	77.70	29.80	3.34	0.00	-0.02	0.02
Grand total		**3,306.41**	**1,216.62**	**181.69**	**3,282.11**	**1,190.99**	**129.79**	**24.3**	**25.63**	**51.90**

(Source: NREGASoft data and Certified Financial Reports)

Appendix 1.6

(Refer to as in Para 1.3.4, Page no.23)

Pending Liabilities of test-checked Districts for the period 2019-24

(₹ in lakh)

Name of District	Unskilled wages	Semi skilled wages/ skilled wages	Materials	Tax	Total
East Singhbhum	900.01	21.39	388.50	37.57	1,347.47
Garhwa	3,121.07	63.25	2,381.10	47.34	5,612.76
Giridih	2,893.92	128.65	4,800.09	213.69	8,036.35
Godda	1,187.99	88.20	1,746.31	38.15	3,060.65
Gumla	1,387.21	17.62	437.22	31.06	1,873.11
Pakur	1,118.59	34.42	717.04	57.78	1,927.83
Grand Total	**10,608.79**	**353.53**	**10,470.26**	**425.59**	**21,858.17**

(Source: NREGASoft data)

Appendix 1.7

(Referred to in Para 1.3.4.1, Page no 24)

Status of transactions rejected and regenerated

(₹ in lakh)

Year	Total Rejected Transaction		Transactions Pending for Regeneration		Rejected transactions Successfully regenerated and payment made		Transactions Regenerated but pending for payment at Bank level	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
2019-20	1,72,296	1,896.58	91	0.98	1,46,754	1,600.76	25,451	294.84
2020-21	2,62,192	3,109.95	397	4.52	2,29,341	2,707.41	32,477	398.02
2021-22	15,07,279	13,821.74	771	9.99	12,26,957	12,441.68	2,79,574	1,370.08
2022-23	21,30,410	3,085.32	470	5.66	16,79,179	2,335.79	4,50,761	743.86
2023-24	1,73,104	1,195.04	670	8.78	1,03,064	705.96	69,370	480.30
Total	**42,45,281**	**23,108.63**	**2,399**	**29.93**	**33,85,295**	**19,791.60**	**8,57,633**	**3,287.10**

(Source: NREGASoft data)

Appendix 1.8

(Refer to in Para 1.3.5, page no 24)

Details of Pending compensation for delayed payments of workers in selected schemes

Name of District	Name of Block	Name of G.P	Up to 30 days		31 to 90 days		91 to 180 days		more than 180 days	
			No. of MR	Amount to be paid	No. of MR	Amount to be paid	No. of MR	Amount to be paid	No. of MR	Amount to be paid
East Singhbhum	Ghatshila	Asna	49	1,746	13	1,496	7	1,479	0	0
		Bankati	95	5,164	20	5,301	1	660	1	334
		Banki	58	2,604	19	1,817	6	2,663	2	816
		Barajuri	59	3,401	22	3,315	7	3,690	0	0
	Musabani	Forest Block	60	1,331	22	2,078	4	182	2	1,189
		Gohla	107	2,408	25	2,260	1	129	0	0
		Kuilisuta	53	2,344	8	1,103	3	765	0	0
		Parulia	89	3,586	25	2,787	15	9,553	2	2,788
Garhwa	Garhwa	Farathia	70	8,429	46	12,597	5	6,355	10	23,083
		Korwadih	100	9,790	22	11,353	2	2,243	3	8,150
		Mahulia	45	4,357	16	8,053	0	0	0	0
		Tildag	52	4,855	53	17,004	0	0	1	1,909
	Nagar Untari	Chit Bishram	51	3,443	22	4,939	5	6,344	0	0
		Haliwant Kala	45	2,942	15	4,608	2	2,986	0	0
		Kushdand	41	3,333	35	7,025	1	175	0	0
		Pipardih	36	2,709	24	5,020	3	1,701	0	0
Giridih	Giridih	Bajto	67	3,001	35	5,705	3	185	3	1,828
		Brahmoriya	23	1,026	13	1,764	0	0	0	0
		Khawa	36	2,383	15	2,815	4	2322	0	0
		Pindatand	61	3,748	51	12,085	8	4833	3	2,145
	Suriya	Bagodih	48	2,426	14	1,768	1	761	1	722
		Chachaki	56	2,674	19	4,411	1	435	0	0
		Kailatand	47	3,490	31	6,873	1	79	5	7,861
		Kusumadih	47	2,616	32	9,898	2	1064	2	1,629
Godda	Mahagama	Garhi	36	3,044	5	783	1	416	0	0
		Jiyajori	9	587	10	1,961	0	0	0	0
		Lahathi	62	4,316	18	4,522	0	0	2	624
		Nayanagar	24	1,855	21	6,282	0	0	2	2,226
	Poraiyahat	Amuwar Santhali	6	469	9	2,142	0	0	0	0
		Banjhi	21	1,848	14	6,212	2	1,379	0	0
		Bhataundha	57	8,289	14	6,753	0	0	0	0
		Dhenukatta	21	2,271	17	6,521	4	3,024	1	167
Gumla	Basia	Kaliga	45	1,922	45	7,471	13	13,717	2	2,075
		Kumhari	56	3,008	23	5,822	1	54	13	23,926
		Oreya	43	2,141	31	2,894	1	12	2	720
		Pantha	75	1,733	37	2,475	3	405	2	1,398
	Gumla	Amboa	143	5,626	42	3,379	7	1,216	6	4,234
		Nawadih	118	4,240	34	3,288	13	1,954	9	2,464
		Kaseera	125	5,432	27	3,114	10	4,711	24	30,104
		Katri	146	4,367	41	5,689	20	6,783	19	12,523
Pakur	Hiranpur	Babupur	38	2,182	14	1,846	19	10,656	18	19,165
		Dangapara	30	2,725	8	1,788	4	2,261	2	1,150
		Bartala	31	1,767	15	4,562	2	801	2	1,434
		Torai	34	2,254	14	2,866	1	220	26	34,292
	Pakur	Jamsherpur	49	3,806	29	4,547	19	11,621	9	1,669
		Narottampur	52	5,387	28	8,336	11	5,757	4	4,315
		Ramchandrapur	43	4,736	43	13,957	0	0	0	0
		Udaynarayanpur	49	3,951	38	8,093	25	13,617	2	2,536
Total			**2,708**	**1,61,762**	**1,174**	**2,51,378**	**238**	**1,27,208**	**180**	**1,97,476**

Appendix 1.9

(Referred to in Para 1.3.8, Page no 26)

Details of Inadmissible amount of Administrative Expenditure

Year	District	Head of Expenditure	Amount (₹)
2019-20	Giridih	Salary	3,18,826
	Gumla	Salary	3,99,277
		Repairing of Vehicles	21,386
	Pakur	Salary	71,013
2020-21	Giridih	Salary	3,30,394
	Gumla	Salary	3,37,191
		Repairing of Vehicles	22,000
		Purchase of Village information board	4,31,390
	Pakur	Salary	1,42,793
		Repairing of Vehicles	17,205
2021-22	Giridih	Salary	3,30,758
	Gumla	Salary	5,13,444
		Repairing of Vehicles	2,49,802
	Pakur	Salary	17,012
		Repairing of Vehicles	59,304
Total			**32,61,795**

(Source: NREGASoft data)

Appendix 1.10

(Referred to in Para 1.4.4, page no 31)

Payment detail of Muster Roll after Completion of Work

Name of GPs	Work Code	Year	Date of Completion of Work as per MB	No. of Muster Roll use	Last date of MR used	Amount involved
Bankati	3410003010/IF/7080901407709	2020-21	05-06-2021	15	17-02-2022	21188
Bankati	3410003010/IF/7080902189586	2022-23	30-06-2023	1	03-08-2023	2867
Bankati	3410003010/IF/7080902369165	2022-23	14-02-2023	4	01-06-2023	10944
Banki	3410003015/IF/7080901321317	2019-20	02-10-2019	6	20-10-2019	47196
Banki	3410003015/IF/7080901313932	2020-21	25-03-2021	1	30-03-2021	9700
Gohla	3410005010/AV/7080901167131	2020-21	23-02-2021	3	22-03-2021	13856
Gohla	3410005010/IF/GIS/24360	2021-22	15-10-2022	4	04-11-2022	11077
Parulia	3410005006/IC/7080901189831	2021-22	25-06-2022	2	26-06-2022	5395
Pindatand	3419012031/IF/7080901409751	2020-21	10-07-2023	13	20-11-2023	174930
Bagodih	3419001009/IF/7080901493938	2020-21	30-11-2020	8	31-12-2020	57812
Kusumadih	3419001029/IF/7080901414465	2019-20	20-07-2020	4	20-09-2020	10864
Chit Bishram	3407013005/RC/7080901080059	2020-21	29-12-2020	12	23-03-2021	116400
Amboa	3403006002/IF/7080901918106	2021-22	21-01-2023	7	08-08-2023	7872
Babupur	3414002001/IF/7080902257002	2022-23	16-08-2022	3	20-11-2022	11148
Babupur	3414002001/IF/7080901521118	2022-23	02-03-2021	5	15-03-2021	40352
Bartalla	3414002003/IF/7080902123925	2021-22	05-02-2022	2	15-02-2022	10800
Bartalla	3414002003/IF/7080902032423	2021-22	10-02-2022	1	12-02-2022	8550
Bartalla	3414002003/IF/7080902292731	2022-23	20-02-2023	6	17-03-2023	50481
Dangapara	3414002004/IF/7080901528111	2020-21	02-02-2021	7	17-04-2021	59136
Dangapara	3414002004/IC/7080901195589	2022-23	09-12-2021	8	22-11-2022	59961
Dangapara	3414002004/IF/7080901511457	2020-21	02-02-2021	13	01-06-2021	125478
Torai	3414002013/IF/7080902659113	2020-21	14-03-2021	12	31-03-2021	77600
Torai	3414001011/IC/9010259353	2023-24	09-06-2024	14	23-12-2024	139536
Jamsherpur	3414001011/1F/7080902077585	2020-21	15-11-2020	8	18-01-2021	69646
Jamsherpur	3414001011/1F/7080901397498	2020-21	02-12-2020	9	01-02-2021	76436
Total Amount						**1219225**

Appendix 1.11

(Referred to in Para 1.4.4, page no 31)

Material purchase after completion of works

Name of GPs	Work Code	Year	Date of voucher	Date of Completion	No. of Vrs	Amount (in ₹)
Barajuri	3410003003/IC/7080901190060	2021-22	01.02.2023	26.12.2022	2	3,92,372
	3410003003/IC/7080901200137	2023-24	21.12.2023	22.09.2023	1	1,61,933
Gohla	3410005010/AV/7080901167131	2020-21	23.02.2021	23.02.2021	2	1,88,239
	3410005010/IF/GIS/24360	2021-22	30.10.2022 02.11.2022	15.10.2022	2	1,62,604
Chit Bishram	3407013005/RC/7080901080059	2020-21	06.03.2021	29.12.2020	1	96,958
Kushdand	3407013011/IF/7080901285337	2019-20	22.02.2020	05.08.2019	1	47,620
Amboa	3403006002/IF/7080901918106	2021-22	08.02.2023	21.01.2023	1	1,09,411
Torai	3414002013/IF/7080901506356	2020-21	05.05.2021	17.03.2021	1	75,833
	3414002013/IF/7080901506354	2020-21	02.07.2021	28.03.2021	1	55,805
Jamsherpur	70809010259353	2020-21	10.12.2020	15.11.2020	1	2,500
	7080901397498	2020-21	04.01.2021	02.12.2020	1	1,900
Total					**14**	**12,95,175**

Appendix 1.12

(Referred to in Para 1.4.7, Page no 35)

Status of works approved in selected Gram *Panchayat*s during 2019-24

Name of District	Name of Block	Works to be executed as per approved Annual Plan in selected GPs	No. of works completed	No. of incomplete/ ongoing works	No. of works not started/
East singhbhum	Ghatshila	5,524	3,352	612	641
	Musabani	4,531	2,997	587	614
Garhwa	Garhwa	11,760	9,265	613	1,533
	Nagaruntari	7,649	4,423	676	2,119
Giridih	Giridih	6,689	3,037	1,623	1,054
	Suriya	4,121	2,397	671	356
Godda	Mahagama	2,646	1,461	327	785
	Poraiyahat	3,259	2,197	445	530
Gumla	Basia	3,260	1,598	805	727
	Gumla	5,027	2,265	1,364	1,126
Pakur	Hiranpur	4,526	3,258	777	491
	Pakur	2,284	1,151	561	572
	Total	**61,276**	**37,401**	**9,061**	**10,548**

(Source: Information provided by the test-checked GPs)

Appendix 1.13

(Referred to in Para 1.4.8.1, Page no 39)

Statement of expenditure on 31 sampled plantation schemes in test checked GPs of Gumla district

Year	No. of Schemes physically visited	As per estimates (in ₹)				Expenditure on physically visited plantation schemes (in ₹)			
		Mandays	Wages (in ₹)	Materials	Total Amount (in ₹)	Mandays	Wages (in ₹)	Materials (in ₹)	Total Amount (in ₹)
Advance Work									
2019-20	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
2020-21	13	326.24	63,290.56	7,119.00	70,409.56	326.24	8,22,777.28	0.00	8,22,777.28
2021-22	2	326.24	73,404.00	7,119.00	80,523.00	326.24	1,46,808.00	0.00	1,46,808.00
2022-23	3	326.24	77,318.88	7,119.00	84,437.88	326.24	2,31,956.64	0.00	2,31,956.64
2023-24	13	326.24	83,191.20	7,119.00	90,310.20	326.24	10,81,485.60	0.00	10,81,485.60
Sub Total	**31**	**1,304.96**	**2,97,204.64**	**28,476.00**	**3,25,680.64**	**1,304.96**	**22,83,027.52**	**0.00**	**22,83,027.52**
Completion Work									
2020-21	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
2021-22	13	18.00	3,492.00	15,120.00	18,612.00	18.00	45,396.00	1,06,201.00	1,51,597.00
2022-23	2	18.00	4,050.00	15,120.00	19,170.00	18.00	8,100.00	6,408.00	14,508.00
2023-24	3	18.00	4,266.00	15,120.00	19,386.00	18.00	12,798.00	20,231.00	33,029.00
2024-25	13	18.00	4,590.00	15,120.00	19,710.00	18.00	59,670.00	1,35,037.00	1,94,707.00
Sub Total	**31**	**72.00**	**16,398.00**	**60,480.00**	**76,878.00**	**72.00**	**1,25,964.00**	**2,67,877.00**	**3,93,841.00**
Total		**1,376.96**	**3,13,602.64**	**88,956.00**	**4,02,558.64**	**1,376.96**	**24,08,991.52**	**2,67,877.00**	**26,76,867.52**

(Source: NREGASoft data)

Appendix 1.14

(Referred to in Para 1.5.2.2, Page no 47)

Pendency of Social Audit observations in the selected Gram *Panchayats* during 2019-24

Name of District	Name of Bock	Name of *Panchayat*	Social audit observations raised as on 31 March 2024	Social audit observations settled as on 31 March 2024	Outstanding Social audit observations as on 31 March 2024	Percentage of outstanding social audit observations
East Singhbhum	Ghatshila	Asna	26	22	4	15.38
		Bankati	24	14	10	41.67
		Barajuri	22	19	3	13.64
		Banki	0	0	0	0.00
	Musabani	Gohla	46	19	27	58.70
		Parulia	49	13	36	73.47
		Forest Block	24	0	24	100.00
		Kuilisuta	53	11	42	79.25
Giridih	Giridih	Bajto	194	0	194	100.00
		Barahmoriya	38	0	38	100.00
		Khawa	138	0	138	100.00
		Pindatand	85	0	85	100.00
	Suriya	Bagodih	39	0	39	100.00
		Chachaki	46	0	46	100.00
		Kailatand	59	0	59	100.00
		Kusumadih	56	0	56	100.00
Pakur	Hiranpur	Babupur	32	0	32	100.00
		Dangapara	60	0	60	100.00
		Bartalla	34	0	34	100.00
		Torai	58	0	58	100.00
	Pakur	Jamsherpur	30	0	30	100.00
		Narottampur	14	0	14	100.00
		Ramchandrapur	22	0	22	100.00
		Udainarayanpur	14	0	14	100.00
Godda	Mahagama	Garhi	11	9	2	18.18
		Jiyajori	11	11	0	0.00
		Lahathi	46	46	0	0.00
		Nayanagar	39	39	0	0.00
	Poraiyahat	Amuwar Santhali	0	0	0	0.00
		Banjhi	63	21	42	66.67
		Bhataundha	35	14	21	60.00
		Dhenukatta	35	14	21	60.00
Garhwa	Garhwa	Tildag	45	35	10	22.22
		Mahuliya	62	27	35	56.45
		Korwadih	41	23	18	43.90
		Farhathia	55	55	0	0.00
	Nagaruntari	Kushdand	34	11	23	67.65
		Pipardih	29	7	22	75.86
		Haliwantakla	37	36	1	2.70
		Chit Bishram	56	48	8	14.29
Gumla	Gumla	Nawadih	17	0	17	100.00
		Amboa	0	0	0	0.00
		Katri	17	0	17	100.00
		Kaseera	0	0	0	0.00
	Basia	Oreya	0	0	0	0.00
		Kumhari	0	0	0	0.00
		Pantha	0	0	0	0.00
		Kaliga	0	0	0	0.00
Grand Total			**1,796**	**494**	**1,302**	**72**

(Source: Departmental Data)

Appendix 2.1

(Refer to in paragraph: 2.4, page no 72)

Details of test-checked schemes

(Amount in crore)

Sl No.	Division	Name of Scheme (FHTCs)	SVS/ MVS	Nos. of schemes	Schemes completed as of Sept 24	Sanctioned amount (AA)	Date of Agreement	Agreed cost	Expenditure as of September 2024	FHTCs to be provided	FHTCs provided	Status of the scheme
1	Jamshedpur	Gurabandha & adjoining villlage RPWSS	MVS	1	0	79.85	28.03.23	79.17	63.09	9143	0	Ongoing
2	Adityapur	Potka MVS	MVS	1	0	275.25	27.06.23	257.77	15.1	35879	0	Ongoing
3	Khunti	Cluster 1A	SVS	67	67	9.25	05.07.22	8.48	8.65	2670	2782	Completed
4		Cluster 1B	SVS	76	76	8.72	05.07.22	8.25	8.14	2204	2204	Completed
5		Cluster 7B	SVS	70	61	8.71	17.05.23	8.75	3.3	2310	1468	Ongoing
6		Ulihatu & adjoining villages RWSS	MVS	1	0	14.85	18.08.22	14.04	11.82	2109	1008	Ongoing
7		Tapkara & adjoining villages RWSS	MVS	1	0	13.58	13.07.22	14.05	7.5	2438	0	Ongoing
8		Manhatu & adjoining village RWSS	MVS	1	0	19.95	11.07.22	21.64	11.62	2695	2	Ongoing
9	Hazaribagh	Khargu-Chaubey and adjoining village RWSS	MVS	1	0	11.50	10.06.22	11.97	11.17	2360	1704	Ongoing
10		SVS Chorhetta Village	SVS	3	3	0.29	30.10.21	0.30	0.27	107	113	Completed
11		Pachara-Jordag RPWSS	MVS	1	0	14.12	20.07.21	12.75	9.50	2519	1220	Ongoing
12	Chaibasa	Sub-Cluster 11A	SVS	80	78	7.02	05.03.22	7.21	5.22	2120	2125	Ongoing
13		Sub-Cluster 11C	SVS	58	57	5.03	10.08.22	5.29	4	1051	948	Ongoing
14		RPWSS Chaibasa Block	MVS	2	0	94.39	12.02.19	94.03	32.54	17963	195	Ongoing
15		RPWSS Kursi	MVS	1	0	9.85	27.11.17	9.51	9.78	1338	1065	Ongoing
16		RPWSS Jagannathpur	MVS	1	0	119.07	03.04.23	118.6	41.58	12973	0	Ongoing
17	Chakrad harpur	Nawagaon SVS	SVS	11	11	0.85	03.04.23	0.78	0.71	245	226	completed
18		Cluster 12 A Sonua	SVS	89	89	6.05	10.08.22	6.25	5.50	1439	1309	Ongoing
19	Dhanbad-I	Nirsa Govindpur RWSS (North)	MVS	1	0	616.97	12.12.23	427.792	42.78	77875	0	Ongoing

Sl No.	Division	Name of Scheme (FHTCs)	SVS/ MVS	Nos. of schemes	Schemes completed as of Sept 24	Sanctioned amount (AA)	Date of Agreement	Agreed cost	Expenditure as of September 2024	FHTCs to be provided	FHTCs provided	Status of the scheme
20		Remaining work of MVS Govindpur and Nirsa Block South Zone RWSS	MVS	1	0	325.15	14.12.23	216.96	0.00	49488	0	Ongoing
21	Dhanbad-II	Tundi and East Tundi Block RWSS	MVS	1	0	76.38	09.11.21	71.11	50.42	10248	0	Ongoing
22		Baghmara RWSS phase-II	MVS	1	0	176.9	10.03.22	177.6	29.87	32718	0	Ongoing
23		Baghmara block HQ RWSS	MVS	1	0	92.69	08.12.17	83.88	77.80	21635	845	Ongoing
24		Baliapur group of village 100% state plan Phase-II	MVS	1	0	74.54	03.07.19	72.99	73.91	16208	4851	Ongoing
25	Koderma	Kataiya and Madhopur RWSS	MVS	1	0	23.91	10.03.22	24.66	17.36	4055	0	Ongoing
26		Khariodih and adj. village	MVS	1	0	16.25	26.06.19	18.35	1.88	4075	0	Rescind (July 2024)
27		Koderma-Domchanch-Jainagar Mega RWS Scheme	MVS	1	0	214.41	14.03.23	217.91	25.00	30390	0	Rescind (July 2024)
28		Khutta-Nawadih RWSS	MVS	1	0	26.57	31.01.23	26.15	9.55	4160	98	Ongoing
				475	**442**	**2342.10**		**2016.24**	**578.06**	**352415**	**22163**	

(Source: Information provided by test-checked Divisions)

Appendix 2.2
(Refer to in paragraphs: 2.4 and 2.4.1, page no 72)
Details of tendering documents analysed at the Department level

Sl. No.	Name of Division	Name of work	Tendered cost	Bid Start date	Bid end date	Nos. of days allowed for submission of bid	Date of decision of tender by DTC	Date of LOA	Nos. of days consumed by the Department in deciding tenders	Nos. of days taken to issue LoA after award of contract by the DTC	Quoted cost by bidders (₹ in crore)	Agreed cost (₹ in crore)	Agreed amount below (-) / above (+) tendered cost (in *per cent*)	Agencies to which works were awarded
SVS Cluster schemes														
1	CKP	Cluster 4 A	6.42	20-05-2022	20-06-2022	31	23-08-2022	26-08-2022	64	3	7.13	6.71	4.5	X
2	CKP	Cluster 4 B	6.76	20-05-2022	20-06-2022	31	23-08-2022	26-08-2022	64	3	7.39	7.06	4.5	X
3	CKP	Cluster 6 B	9.00	23-11-2021	08-12-2021	15	12-04-2022	29-04-2022	125	17	9.90	9.41	4.5	X
4	CKP	Cluster 9 B	6.04	23-11-2021	08-12-2021	15	20-04-2022	04-05-2022	133	14	6.34	6.31	4.5	X
5	CKP	Cluster 12 A	5.98	04-03-2022	12-03-2022	8	22-07-2022	28-07-2022	132	6	6.26	6.25	4.5	X
6	CKP	Cluster 12 C	5.24	04-03-2022	12-03-2022	8	22-07-2022	28-07-2022	132	6	5.68	5.48	4.5	JV of X
7	CKP	Cluster 6 C	8.87	20-05-2022	20-06-2022	31	23-08-2022	26-08-2022	64	3	10.02	9.27	4.5	X
8	CKP	Cluster 6A	5.76	23-11-2021	08-12-2021	15	12-04-2022	04-08-2022	125	114	6.30	6.02	4.5	JV of Z
9	CKP	Cluster 8C	8.80	23-11-2021	08-12-2021	15	11-05-2022	27-05-2022	154	16	9.61	9.20	4.5	Y
10	Chaibasa	Cluster 11A	6.90	16-11-2021	08-12-2021	22	28-01-2022	19-04-2022	51	81	7.59	7.21	4.5	Y
11	Chaibasa	Cluster 9A	9.67	20-12-2021	27-12-2021	7	01-06-2022	20-06-2022	156	19	10.57	10.11	4.5	Y
12	Chaibasa	Cluster 3B	5.97	23-05-2022	30-05-2022	7	22-07-2022	28-07-2022	53	6	6.72	6.24	4.5	Y
13	Ranchi East	Cluster 3B	6.09	30-11-2021	18-12-2021	18	24-05-2022	20-06-2022	157	27	6.56	6.36	4.5	M
14	Ranchi East	Cluster 3A	7.55	30-11-2021	18-12-2021	18	24-05-2022	20-06-2022	157	27	7.93	7.89	4.5	N
15	Ranchi East	Cluster 8B	7.20	30-11-2021	18-12-2021	18	29-03-2022	29-04-2022	101	31	7.23	7.23	0.5	N
16	Ranchi East	Cluster 5A	8.98	30-11-2021	18-12-2021	18	29-03-2022	29-04-2022	101	31	9.43	9.38	4.5	M
17	Khunti	Cluster 8A	5.79	04-12-2021	14-12-2021	10	27-01-2022	28-02-2022	44	32	6.05	6.05	4.5	M
18	Khunti	Cluster 8B	7.61	04-12-2021	14-12-2021	10	27-01-2022	28-02-2022	44	32	7.98	7.95	4.5	M
19	Khunti	Cluster 9A	5.29	04-12-2021	14-12-2021	10	27-01-2022	28-02-2022	44	32	5.54	5.53	4.5	M
20	Khunti	Cluster 9B	6.75	04-12-2021	14-12-2021	10	27-01-2022	28-02-2022	44	32	7.08	7.05	4.5	M
21	Khunti	Cluster 10A	8.59	04-12-2021	14-12-2021	10	06-04-2022	29-04-2022	113	23	9.28	8.98	4.5	M
22	Khunti	Cluster 10B	5.04	04-12-2021	14-12-2021	10	27-01-2022	28-02-2022	44	32	5.29	5.27	4.5	M
23	Khunti	Cluster 11A	5.19	04-12-2021	14-12-2021	10	06-04-2022	29-04-2022	113	23	5.43	5.42	4.5	M
24	Ranchi West	Cluster 2A III	8.18	09-03-2023	14-03-2023	5	24-05-2023	01-06-2023	71	8	9.34	8.55	4.5	D
25	Lohardaga	Cluster 15	6.42	25-03-2023	12-04-2023	18	01-06-2023	01-06-2023	50	0	5.91	5.48	(-)14.64	D

Sl. No.	Name of Division	Name of work	Tendered cost	Bid Start date	Bid end date	Nos. of days allowed for submission of bid	Date of decision of tender by DTC	Date of LOA	Nos. of days consumed by the Department in deciding tenders	Nos. of days taken to issue LoA after award of contract by the DTC	Quoted cost by bidders (₹ in crore)	Agreed cost (₹ in crore)	Agreed amount below (-) / above (+) tendered cost (in *per cent*)	Agencies to which works were awarded
26	Ranchi West	Cluster 10 A I	5.96	09-03-2023	14-03-2023	5	17-04-2023	24-04-2023	34	7	6.55	6.23	4.5	D
27	Simdega	Cluster 22	8.85	04-01-2023	16-01-2023	12	17-02-2023	27-02-2023	32	10	9.05	8.85	0.0	D
28	Ranchi West	Cluster 5 A II	7.28	09-03-2023	14-03-2023	5	24-05-2023	01-06-2023	71	8	8.01	7.60	4.5	D
29	Ranchi West	Cluster 6 A-1	8.85	09-03-2023	14-03-2023	5	24-05-2023	01-06-2023	71	8	10.19	9.25	4.5	D
30	Chas	Reorganisation of Jaridih Bazar RPWSS	7.84	13-02-2023	20-02-2023	7	18-03-2023	21-03-2023	26	3	8.62	8.09	3.2	D
MVS schemes														
31	CKP	Porahat Sonua & Bila RPWSS	54.59	06-12-2018	11-12-2018	5	23-01-2019	29-01-2019	43	6	59.76	58.83	7.8	JV of X and Y
32	Garhwa	Adar Bardiha RPWSS	40.72	08-03-2021	24-03-2021	16	25-08-2021	09-09-2021	154	15	37.44	37.44	(-)8.1	JV of X and Y
33	CKP	Chandri-Chainpur RPWSS	10.93	17-01-2022	24-01-2022	7	21-02-2022	24-02-2022	28	3	12.04	11.92	9.0	X
34	Chas	Chandrapura full block RPWSS	45.17	09-02-2023	14-02-2023	5	18-03-2023	21-03-2023	32	3	48.95	46.62	3.2	X
35	JSR	Palasbani RPWSS	24.17	10-01-2022	28-01-2022	18	30-03-2022	08-04-2022	61	9	26.53	26.33	8.9	JV of X
36	Garhwa	Lowadag RPWSS	27.05	01-02-2022	12-02-2022	11	22-04-2022	23-05-2022	69	31	29.71	29.67	9.7	X
37	JSR	Bagbera RPWSS	50.58	21-10-2022	28-10-2022	7	29-12-2022	17-01-2023	62	19	54.88	52.21	3.2	JV of X and Y
38	Saraikela	Rapcha RPWSS	60.90	07-01-2023	24-01-2023	17	16-03-2023	21-03-2023	51	5	63.76	62.86	3.2	JV of X and Y
39	Ranchi West	Latratu RPWSS	9.82	25-01-2023	31-01-2023	6	23-03-2023	31-03-2023	51	8	10.66	10.14	3.3	JV of X

(Source: Information provided by Department)

Appendix 2.3

(Refer to in paragraph: 2.4.4, page no 81)

Calculation of price adjustment of Ulihatu RPWSS

Particulars	Month	Dia/ Grade	Quantity in meter	Rate	RDI	Index value of So (May 2022)	Index value of S1	S1-So/ So	Vs=0.85 x 0.65 x RDI x (S1-So) /So
RWRM	Aug-23	150 K9	2,105.0	2,100.00	44,20,500	174.8	154.9	-0.1138	-2,77,937
CWRM	Aug-23	150 K9	369.5	2,020.00	7,46,390	174.8	154.9	-0.1138	-46,929
	Sep-23	150 K9	4,180.0	2,020.00	84,43,600	174.8	156.0	-0.1076	-5,01,964
	Oct-23	150 K9	2,667.5	2,020.00	53,88,350	174.8	153.6	-0.1213	-3,61,118
	Oct-23	100 K9	27.5	1,700.00	46,750	174.8	153.6	-0.1213	-3,133
DM	Jun-23	100 K7	5,390.0	1,573.00	84,78,470	174.8	156.3	-0.1058	-4,95,605
	Aug-23	100 K7	7,892.5	1,573.00	1,24,14,903	174.8	154.9	-0.1138	-7,80,581
	Oct-23	100 K7	7,259.0	1,573.00	1,14,18,407	174.8	153.6	-0.1213	-7,65,242
	Jun-23	150 K7	4,477.0	1,800.50	80,60,839	174.8	156.3	-0.1058	-4,71,192
	Oct-23	150 K7	2,926.0	1,800.50	52,68,263	174.8	153.6	-0.1213	-3,53,070
	Oct-23	200 K7	220.0	3,005.00	6,61,100	174.8	153.6	-0.1213	-44,306
Total recoverable amount									**-41,01,075**

Appendix 2.4

(Refer to in paragraph: 2.4.4, page no 81)

Excess payment due to inadvertent interchange of items in BOQ/Agreement

Particulars	As per DPR		As per agreement		Amount payable		Amount paid	
	Quantity	Rate	Quantity	Rate	Quantity	Amount (in ₹)	Quantity	Amount (in ₹)
MDPE pipes @15 meter for each house connection	37,785 meter	₹ 23	2,519 meter	₹ 24	27,000 @ ₹ 24 per meter	6,48,000	27,000 @ ₹ 400 per meter	1,08,00,000
GM ferrule @ one piece for each house connection	2,519 piece	₹ 497.31	37,785 piece	₹ 400	1,800 @ ₹ 400 each	7,20,000	1,800 @ ₹ 24 each	43,200
Total						**13,68,000**		**1,08,43,200**
Excess payment								**94,75,200**

Appendix 2.5

(Refer to in paragraph: 2.4.5, page no 86)

TPIA observations on works in DWSD, Khunti Division

Sl. No.	Name of the division	Name of the scheme	Total Expenditure (₹ in crore) As of (Date)	Current hold point/Deviations
1	Khunti	Cluster 18	7.30 (June 2024)	1.Steel structure weight found not as per BOQ as thickness of members found approx. 25% lower than required. 2. Pipes are not found conforming to the IS4984 as thickness of pipes fond approx. 25% lower than required. 3. TPIA QA dossier of supply material found incomplete.
2	Khunti	Cluster 14B	3.00 (June 2024)	1.Steel structure weight found not as per BOQ as thickness of members found approx. 25% lower than required. 2. Pipes are not found conforming to the IS4984 as thickness of pipes fond approx. 25% lower than required. 3. TPIA QA dossier of supply material found incomplete.
3	Khunti	Tapkara RWSS	7.50 (July 2024)	1. Mix design report till date not received from agency. 2. Vertical reinforcement not as per drawing 3. Construction joints not proper due to lack of shuttering 4. Cover of reinforcement found unsatisfactory. 5. 2nd class brick used instead of 1st class bricks. 6. Shuttering was not found as per Engineering practices.
4	Khunti	Ulihatu RWSS	11.92 (July 2024)	1. Mix design report not received from agency 2. Cube test report not received 3. Stand post and platform not as per JJM guidelines 4. DI-K9, K-7, HDPE, MDPE pipe TPI depth not as per requirement
5	Khunti	Koinara RWSS	4.10 (July 2024)	1. Vertical reinforcement not as per drawing 2. Construction joints found not in proper due to lack of shuttering work 3. Cover to reinforcement found unsatisfactory 4. Shuttering was not found as per Engineering practices.
6	Khunti	Manhatu RWSS	11.62 (July 2024)	1. Mix design report till date not received from agency. 2. Vertical reinforcement not as per drawing 3. Construction joints not proper due to lack of shuttering 4. Cover of reinforcement found unsatisfactory. 5. 2nd class brick used instead of 1st class bricks. 6. Shuttering was not found as per Engineering practices. 7. Concrete mixing quality was found unsatisfactory.
7	Chaibasa	Manjhari RWSS	15.91 (October 2024)	1. Unauthorised steel is being used. 2. Storage of cement is not proper which is impacting the quality of cement.
8	Chakradharpur	Lisimoti Tensora Topabera RWSS	3.51 (October 2024)	1. Unauthorised steel is being used. 2. Curing of casting is not being done properly. 3. Steel bar cutting for steel lapping is not proper which affect the structural strength of Intake Well.

Appendix 2.6

(Refer to in paragraph: 2.5.1, page no 89)

Status of accredited parameters of tests in laboratories

Name of the District laboratories	Validity of NABL accreditation during 2019-24	Nos. of accredited Parameters	Prescribed Parameters as per JJM guidelines	Non-availability of prescribed parameters
Chaibasa	04.08.2022 to 03.08.2024	12	pH value, Total dissolved solids (TDS), Turbidity, Chloride, Total alkalinity, Total hardness, Sulphate, Iron, Total arsenic, Fluoride, Nitrate, Total coliform bacteria and E.coli or thermotolerant coliform bacteria (Total 13 parameters)	Sulphate, Iron, Total arsenic, Nitrate, Total coliform bacteria and E.coli or thermotolerant coliform bacteria (6 Parameters)
Dhanbad	12.03.2020 to 11.03.2022 & 20.10.2022 to 19.10.2024	7		TDS, Chloride, Sulphate, Iron, Total arsenic, Nitrate, Total coliform bacteria and E.coli or thermotolerant coliform bacteria (8 Parameters)
East Singhbhum	17.01.2023 to 16.01.2025	14		Sulphate, Iron, Total arsenic, Nitrate and E.coli or thermotolerant coliform bacteria (5 Parameters)
Hazaribagh	14.02.2020 to 13.02.2022 & 14.03.2023 to 13.03.2025	7 12		TDS, Sulphate, Iron, Total arsenic, Nitrate, and E.coli or thermotolerant coliform bacteria (6 Parameters)
Khunti	05.11.2022 to 04.11.2024	11		Sulphate, Iron, Total arsenic, Fluoride, Nitrate, Total coliform bacteria and E.coli or thermotolerant coliform bacteria (7 Parameters)
Koderma	18.08.2022 to 17.08.2024	12		Sulphate, Iron, Total arsenic, Nitrate, Total coliform bacteria and E.coli or thermotolerant coliform bacteria (6 Parameters)

(Source: Information provided by test-checked Divisions)

Appendix 2.7

(Refer to in paragraph: 2.6.2, page no 99)

Details of complaints received on *Jhar Jal* Portal in the test-checked districts

Name of district	Name of the division	Complaint received up to	Nos. of registered complaint	Complaint resolved	Complaint pending	Complaint rejected	Complaint forwarded to the concerned authority
Dhanbad	Dhanbad-I	31.3 2024	219	203	12	4	0
	Dhanbad-II	31.3 2024	225	212	6	6	1
East Singhbhum	Adityapur	16.10.24	185	148	20	12	5
	Jamshedpur	17.10.24	461	370	51	17	23
Hazaribagh	Hazaribagh	31.10.24	962	883	49	0	0
Khunti	Khunti	9.12.2024	143	139	3	1	0
Koderma	Koderma	31.3.2024	133	123	0	6	2
West Singhbhum	Chakradharpur	11.9.2024	604	580	6	17	1
	Chaibasa	3.10.2024	1,551	1,426	38	20	6
Total			**4,483**	**4,084**	**185**	**83**	**38**

(Source: Jhar Jal Portal)

Abbreviations

List of Abbreviations used in the report

Abbreviation	Full Form
Chapter-I	
AE	Assistant Engineer
APO	Assistant Programme Officer
AWC	Anganwadi Centre
BDO	Block Development Officer
BPO	Block Programme Officer
CA	Chartered Accountant
CB	Closing Balance
CPT	Cattle Protection Trench
CS	Central Share
CVO	Chief Vigilance Officer
DDC	Deputy Development Commissioner
DLTC	District Level Technical Committee
DPC	District Programme Coordinator
DPP	District Perspective Plan
DQM	District Quality Monitor
DRDA	District Rural Development Authority
e-FMS	Electronic Fund Management System
e-MR	Electronic Muster Roll
FTO	Fund Transfer Order
FY	Financial Year
GCI	Galvanized corrugated iron
GI	Galvanised Iron
GoI	Government of India
GoJ	Government of Jharkhand
GP	Gram Panchayat
GRS	Gram Rojgar Sevak
HH	Household
IAs	Implementing Agencies
IDEA	Interactive Data Extraction and Analysis
JC	Job card
JE	Junior Engineer
JPV	Joint Physical Verification
LB	Labour Budget
MB	Measurement Book
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MIS	Management Information System
MoRD	Ministry of Rural Development

Abbreviation	Full Form
MPVY	Mukhyamantri Pashudhan Vikas Yojana
MR	Muster Roll
NeFMS	National Electronic Fund Management System
NREGASoft	National Rural Employment Guarantee Act Software
OB	Opening Balance
PA	Performance Audit
PDs	Person Days
PFMS	Public Financial Management System
PMAY	Pradhan Mantri Awas Yojana
PO	Programme Officer
PRI	Panchayati Raj Institution
PS	Panchayat Sachiv
RDD	Rural Development Department
SAU	Social Audit Unit
SC	Schedule Caste
SDG	Sustainable Development Goal
SEGC	State Employment Guarantee Council
SEGF	State Employment Guarantee Fund
SNA	Single Nodal Account
SPC	State Programme Coordinator
SQM	State Quality Monitor
SRS	Stratified Random Sampling
SS	State Share
ST	Schedule Tribe
Chapter -II	
AAP	Annual Action Plan
AE	Assistant Engineer
BOQ	Bill of Quantity
BS	Balance Sheet
CDO	Central Design Organisation
CE	Chief Engineer
CSS	Centrally Sponsored Scheme
DI	Ductile Iron
DPR	Detailed Project Report
DTC	Departmental Tender Committee
DTW	Deep Tube Well
DWQM&SF	Drinking Water Quality Monitoring and Surveillance Framework
DWS	Drinking Water and Sanitation
DWSM	District Water and Sanitation Mission
EE	Executive Engineer
ESR	Elevated Service Reservoir
FHTC	Functional Household Tap Connection

Abbreviation	Full Form
FTK	Field Test Kit
GoI	Government of India
GoJ	Government of Jharkhand
GP	Gram Panchayat
HH	Household
IA	Implementation Agency
IEC	Information, Education and Communication
IFMIS	State Integrated Financial Management and Information System
IMIS	Integrated Management Information System
IoT	Internet of Things
ISA	Implementation Support Agency
JE	Junior Engineer
JJM	Jal Jeevan Mission
JPV	Joint Physical Verification
JPWD	Jharkhand Public Work Department
JV	Joint Venture
LGD	Local Government Directory
LoA	Letter of Acceptance
lpcd	litres per capita per day
MDPE	Medium-Density Polyethylene
MeitY	Ministry of Electronics and Information Technology
MIS	Management Information System
MVS	Multi Village Scheme
NABL	National Accreditation Board for Testing and Calibration Laboratories
NIC	National Informatics Centre
NIT	Notice Inviting Tender
NOC	No Objection Certificate
NRDWP	National Rural Drinking Water Programme
NRSC	National Remote Sensing Centre
O&M	Operation and maintenance
PA	Performance Audit
PFMS	Public Financial Management System
PL	Profit & Loss
PMU	Programme Management Unit
QC	Quality Control
RBI	Reserve Bank of India
RMS	Remote Management System
RPWSS	Rural Pipe Water Supply Scheme
RWSS	Rural Water Supply Scheme
SBD	Standard Bidding Document

Abbreviation	Full Form
SBM (G)	Swachh Bharat Mission- Gramin
SCADA	Supervisory Control and Data Access
SE	Superintending Engineer
SLSSC	State Level Scheme Sanctioning Committee
SNA	Single Nodal Accountant
SoR	Schedule of Rates
SVS	Single Village Scheme
SWSM	State Water and Sanitation Mission
TDS	Total Dissolved Solids
TPIA	Third-Party Inspection Agency
UDWQMP	Uniform Drinking Water Quality Monitoring Protocol
VAP	Village Action Plan
VWSC	Village Water and Sanitation Committee
WQMS	Water Quality Monitoring and Surveillance
WTP	Water Treatment Plant

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