

BEFORE THE ELECTRICITY OMBUDSMAN
(For the State of Goa and Union Territories)
Under Section 42 (6) of the Electricity Act, 2003
3rd Floor, Plot No. 55-56, Udyog Vihar - Phase IV, Sector 18
Gurugram (Haryana) 122015,
Email ID: ombudsman.jercuts@gov.in
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Appeal No-239 of 2025

Date of Video Conferencing: 28.07.2025,
04.08.2025, 04.09.2025, 25.09.2025
Date of Interim Order:09.09.2025
Date of Order: 09.10.2025

In the matter of

Shri Dr. Brahmanand Mohanty & Mrs. Hardie Mohanty,
13, Zamindar Garden,
Puducherry 605 004.

.... Appellant

VERSUS

1) The Executive Engineer (Urban O&M),
Electricity Department, Puducherry

....Respondent(s)

Appellant(s)

Shri Dr. Brahmanand Mohanty &
Mrs. Hardie Mohanty

Respondent(s)

Mrs. K Rajshree,
Executive Engineer- Urban O&M
Electricity Department,
Puducherry.



ORDER

Shri Dr. Brahmanand Mohanty and Mrs. Hardie Mohanty, residents of House No. 13, Zamindar Garden, Puducherry, under Section 42(6) of the Electricity Act, 2003 read with Regulations 35 and 36 of the Joint Electricity Regulatory Commission (Consumer Grievances Redressal Forum and Ombudsman) Regulations, 2024, filed this representation on 07.07.2025. The challenge is directed against the order dated 20.06.2024 passed by the Consumer Grievance Redressal Forum (CGRF), Puducherry in Case No. 39/2024.

This Authority derives jurisdiction under Section 42(6) of the Electricity Act, 2003 read with Regulation 36 of the previously mentioned Regulations. The present representation, being an appeal against the decision of the CGRF, is maintainable before this Authority, subject to compliance with the prescribed limitation. On perusal of the record and submissions, the following issue arises for determination at the stage of admission:

Whether the delay of approximately one year and seventeen days in filing the present representation against the order dated 20.06.2024 passed by the CGRF, Puducherry in Case No. 39/2024, is liable to be condoned under Regulation 36(f) of the JERC (CGRF & Ombudsman) Regulations, 2024?

The JERC CGRF & Ombudsman Regulations 2024 mandate the complainant to file the representation within 30 days from

- (i) the date of receipt of the CGRF order, or
- (ii) (ii) the date of expiry of the implementation period prescribed for the Distribution Licensee, whichever is later.

The CGRF order dated 20.06.2024 obligated the Electricity Department to implement the order by 20.07.2024. However, the Appellants filed the present representation only on 07.07.2025, resulting in a delay of about one year and seventeen days.

Regulation 36(f) further provides that the Ombudsman may entertain a representation filed beyond thirty days if satisfied that there exists sufficient cause for the delay.



In the present case, refusal to condone the delay would deprive the Appellants of the opportunity to defend their case on merits, which also involves issues of wider consumer interest relating to net metering and billing anomalies under the Government of India's PM Surya Ghar Muft Bijli Yojna.

Though the Hon'ble APTEL in Odisha Power Transmission v. OERC has held that Section 5 of the Limitation Act does not apply, various State Ombudsman decisions (Delhi, Maharashtra, and Haryana) have adopted a liberal approach in condonation matters, guided by the consumer protection mandate under Section 42(6) of the Act. Balancing technical limitation with substantive justice, this Authority deems it appropriate to condone the delay.

Based on the above discussion, this Forum holds the issue in the affirmative. This Authority, being satisfied that sufficient cause exists, condones the delay of one year and seventeen days in filing the present representation. Accordingly, this Forum admits the present appeal as Case No. 239/2025. Vide notice dated 14.07.2025, a copy of the appeal was forwarded to the Respondent, Executive Engineer, Electricity Department, Puducherry, directing him to file a reply.

Since it was taking time by the Electricity Department to carry out the analysis of Solar connection in respect to the billing system, an Interim Order dated 09.09.2025 directed the Respondent to conduct an audit of 26 net metering connections and submit its report. Upon receiving the audit report, this Authority scrutinized it further. A hearing was conducted on 25.09.2025, during which the Respondent acknowledged the shortcomings in the audit pointed out by the Authority.

A. Submission by the Appellant

The Appellants submitted that they are consumer of the Electricity Department, Government of Puducherry, vide Connection No. 04-17-06-0635A, and wishes to place the following grievances for Redressal:

The Appellants, Dr. Brahmanand Mohanty and Mrs. Hardie Mohanty, residents of 13, Zamindar Garden, Puducherry, rank among the first consumers to adopt solar net-metering with the Puducherry Electricity Department (PED). They commissioned their rooftop solar system before the formulation of the JERC Solar Policy in 2015.



They registered their system under Solar Net Metering Consumer No. 04-17-06-0635A and set it up without claiming any government subsidy, to promote clean energy adoption in Puducherry.

Under the JERC (Solar PV Grid Interactive System based on Net Metering) Regulations, 2019, PED must carry out billing on a net-metering basis, adjusting imported energy against exported energy.

Although PED installed smart meters capable, of recording, both import and export data, its billing software does not compute the net consumption automatically and give credit for export energy as per the Net-metering Regulation.

The Appellants further stated that PED does not distribute physical bills regularly and has failed to issue any since January 2024. The online bills on PED's website often contain errors that consumers can rectify only by visiting the billing section personally.

Regulation 11 of the 2019 Net Metering Regulations requires PED to settle surplus solar energy exported to the grid at the end of each financial year, at the Average Power Purchase Cost (APPC).

For FY 2023–24, the Appellants exported 5,001 units of surplus electricity. At an APPC rate of ₹4.19 per unit, PED must compensate the Appellants accordingly.

However, PED ignored this surplus export, effectively writing it off, while continuing to sell the exported energy to other consumers for profit.

Dr. Mohanty has actively promoted energy efficiency and solar adoption among residents over the years. Many consumers followed his example in good faith, but their experience with PED has been disappointing.

Despite the presence of smart meters, several rooftop solar consumers continue to receive inaccurate and abnormally high bills, sometimes running into tens of thousands or even lakhs of rupees.

Regulation 11 of the 2015 and 2019 Net Metering Regulations clearly defines billing, energy accounting, and settlement procedures. Nevertheless, PED's billing staff do not follow these provisions.



Many consumers who export surplus energy face arbitrary billing instead of receiving due compensation, forcing them to approach the Consumer Grievance Redressal Forum (CGRF). Even when the CGRF issues directions, PED often fails to implement them.

All net-metered consumers have bi-directional smart meters that record import and export data in real time. Hence, PED has no technical justification for its continuing failure to ensure correct billing and compensation.

Illustrative Cases of Erratic Billing

Case 1: A consumer's annual liability was reconciled to ₹16,058 with credit for 1,502 surplus units. Despite this, the consumer was issued an inflated bill of ₹5,24,451 for a single month (May), without explanation.

Case 2: Another consumer's liability was corrected to only ₹1,518 with credit for 1,165 surplus units. Yet, the very next bill demanded ₹98,139 for May, even though no bill was issued for April.

These examples reflect a systemic pattern of arbitrary billing, lack of transparency, and absence of accountability within PED.

The Appellants have repeatedly approached senior officials of the Puducherry Electricity Department (PED), including the Superintending Engineer and the Executive Engineer (Solar). However, the responses have been vague and unsatisfactory, and PED has taken no concrete remedial action.

During a meeting with senior officials, PED acknowledged the following issues:

- Inability to retrieve accurate smart meter data.
- Erroneous manual entries made by meter readers.
- Billing software not configured to adjust cumulative net exports.
- The department manually bills Group Net-Metering consumers due to the absence of an automated system.
- PED officials further acknowledged that the inflated bills for May 2025 resulted from a software glitch in April 2025, which reset import, export readings to zero, and consequently generated exaggerated consumption figures.



Despite clear regulatory provisions, as well as directions from the CGRF and interventions by the JERC, PED has failed to monetize the surplus solar electricity exported at the end of financial years.

PED's justification that "government permission" is required is untenable, particularly since PED had made such payments in previous years pursuant to regulatory directions.

As one of the earliest adopters of rooftop solar in Puducherry (since 2011), the Appellants have consistently supported renewable energy initiatives and promoted solar adoption within the local community.

The Appellants also offered to assist PED in developing a proper billing methodology and even prepared a draft algorithm for accurate billing. Although they shared the same with PED officials, no effective action followed.

In view of the above submissions, the Appellants have prayed that this Forum may:

- Direct PED to enforce and comply with the JERC Net Metering Regulations, 2019, particularly regarding billing, energy accounting, and settlement.
- Order the immediate settlement of surplus solar energy exported by the Appellants during FY 2023–24 (5,001 units) at ₹4.19 per unit, along with applicable interest or penalty for delay as per the regulations.
- Mandate software correction to ensure transparent and automatic adjustment of import and export data, based on smart meter readings.
- Ensure compliance with CGRF orders and fix accountability for repeated lapses causing undue hardship to consumers.
- Issue any additional orders that the Forum finds just, equitable, and necessary to protect consumer interests and promote renewable energy.

B. Submissions by Respondent

The Executive Engineer, Electricity Department, Puducherry, has submitted a consolidated reply on behalf of the Respondent Department. The Appellants place these submissions on record in continuation of their detailed statements already filed.



The Department is fully conscious of its statutory obligations under the Electricity Act, 2003, and the JERC (Grid Interactive Rooftop and Small Solar PV Systems) Regulations, 2015 (as amended in 2019), particularly regarding energy accounting, billing, and settlement of rooftop solar consumers.

The Department has consistently endeavored to facilitate the smooth integration of solar prosumers into the distribution network. However, since net metering is a relatively new and evolving concept in Puducherry, certain practical and technical issues have arisen during the implementation stage. The Department is continuously addressing these challenges through capacity building of its field staff and technological upgradation of its billing software.

Regarding the Appellants' grievance about incorrect recording of solar import/export readings, the Department respectfully submits as follows:

Solar prosumer metering is a new domain for the Department, and meter readers were initially unfamiliar with dual recording of import and export energy.

The Electricity Department conducts continuous training and awareness programs to ensure that field staff record bi-directional meter readings correctly. At present, readings are recorded manually, which, in rare cases, has led to inadvertent errors.

The Department acknowledges that such errors are regrettable. However, whenever any discrepancy is brought to the notice of field engineers or the concerned accounts section by prosumers, immediate corrective action is taken. Bills revision and necessary adjustments are carried out, and consumers are informed accordingly.

The Department remains committed to minimizing such errors and ensuring accuracy in the billing process.

Regarding the concerns raised by the Appellants on systemic billing issues, the Department submits as follows:

The billing software used by the Department is currently under review by the National Informatics Centre (NIC), the nodal IT agency of the Government of India.

A comprehensive security audit of the software is underway. Once completed, it will enhance the reliability of the system and address loopholes that may have caused billing discrepancies.



It is expected that after the audit and rectification process, such issues will not recur. This reflects the Department's proactive approach to ensuring accuracy and transparency in billing.

On the issue of Group Net-metering, the Department respectfully submits that an automatic billing software module is under active development to handle the complexity of group net metering settlements.

The department expects the module to become operational within three months. Until then, the Department is carrying out manual billing for group net metering consumers. While manual processing takes additional time, it ensures that billing and settlement continue without disruption.

The Department submits that this is a transitional phase. Once the Electricity Department implements the New Billing module, it will resolve these issues on a long-term basis.

In compliance with the specific directions of the Hon'ble Ombudsman, the Department places on record the billing data pertaining to the following consumers:

Policy Code: 04-17-06-0630AD/A1, standing in the name of Thiru. Anup Naikram Melwani.

Policy Code: 04-17-06-0630AH/A2, standing in the name of Smt. Mehak Anup Melwani.

The Electricity Department submits records for verification of this Hon'ble Authority.

The Department also wishes to place on record that Sri Aurobindo Ashram Trust, Puducherry, which is a group net metering consumer holding the following service connections

- ✓ Policy Code: 04-17-04-0460/A1
- ✓ Policy Code: 04-17-04-0468/A1
- ✓ Policy Code: 04-17-02-0220/A1

has specifically requested that information relating to the above service connections should be disclosed only to the Trust itself or its duly authorized representatives.

This request has been formally conveyed by the Managing Trustee of the Ashram, and a copy of the communication is taken on record. The Department respectfully submits the same for the kind consideration and further orders of this Hon'ble Ombudsman.

The Department reiterates its commitment to ensuring:

Accuracy in billing through proper training of meter readers and verification systems.



Transparency in energy accounting by adopting software-based automatic solutions.

Consumer-centric grievance redressal by ensuring timely resolution of complaints whenever brought to notice.

It is humbly submitted that the Department is already in the process of implementing long-term systemic solutions. The present issues are transitional and are expected to be fully addressed once the new software modules and audit processes are completed.

In light of the above submissions, this Hon'ble Ombudsman may kindly:

Take on record the corrective steps and systemic improvements being implemented by the Department.

Note the billing data and communication records submitted in compliance with directions.

Recognize the Department's bona fide intent and ongoing efforts to address consumer concerns.

Dismiss the present petition, as the grievances are already being redressed in a phased and transparent manner.

C. Additional Submissions by the Appellant

The response filed by the Executive Engineer of the Electricity Department, Puducherry (EDP) regarding persistent billing anomalies is deeply unsatisfactory. It reflects a troubling lack of accountability and an attempt to trivialize systemic failures. The stated difficulties in retrieving smart meter data, reliance on erroneous manual readings, and persistent failure to account for exported solar energy—despite long-standing grid approvals—cannot be brushed aside as mere human errors.

The explanation that solar import/export recording is “new” for meter readers is both misleading and unacceptable. The Net Metering Policy (NMP) has been in force since 2015 under the Puducherry Solar Energy Policy. Clause 6.1.2 of the Policy specifically mandates installation of bi-directional meters to capture both import and export data.

Further, Clause 10.9 of the Policy stipulates as follows:

“From April 2016 onwards all new service connection meters in the Puducherry Union Territory shall be configured for bidirectional energy recording and display so that all new service connections and existing service connections for which the meters are replaced in the



normal course of maintenance are ready for effecting solar energy net metering at any time in the future.”

Ten years since this mandate, the Department cannot justify basic errors in meter reading on the grounds of “training in progress” or manual handling of readings. This is in clear violation of the letter and spirit of the Policy and defies all principles of regulatory compliance, consumer protection, and good governance.

The Request for Proposals (RFP) issued in December 2021 for the implementation of smart prepaid metering in Puducherry (by PFC Consulting) specified meter display parameters as “Cumulative Active Energy kWh with legend” without separate registers for import and export energy. Further, there is no mention of OBIS codes for parameterization, which is a deviation from IS 16444 and IS 15959.

This non-compliance with the Solar Energy Policy 2015—specifically the requirement that all meters must include the export register (OBIS 2.8.0)—is a direct cause of the ongoing incorrect billing and is evidence that the Department ignored established standards at the procurement stage itself.

The Department’s repeated claim that errors are “rectified immediately upon consumer complaint” is belied by actual experience. Documented cases have been presented to both the SE-cum-Head of EDP and this Hon’ble Ombudsman which show repeated instances of incorrect billing, unresolved discrepancies, and redressal delays extending over months or years.

Instead of enabling consumers and prosumers to benefit from clean energy adoption, the Department’s inertia has actively penalized them. The EDP’s Press Note dated 16 July 2025 trivializing these concerns as “minor issues now resolved” only demonstrates a culture of denial, which undermines the renewable energy mission of Puducherry.

As far as Group Net Metering Billing is concerned the explanation that delays in software development necessitate reliance on manual billing is wholly unsatisfactory.

Since the 2015 policy notification, several consumers—including the Sri Aurobindo Ashram (SAA), which installed more than 400 kWp rooftop solar capacity between 2015–2018—entered into group net metering agreements. However, for nearly a decade, no proper billing



has been carried out. Instead, repeated attempts to secure corrections were met with delays, inconsistency, and non-responsiveness.

The SAA has meticulously recorded physical import/export meter readings on the first day of each month and performed its own calculations. The bills issued by the Department not only failed to reflect legitimate energy credits but, in some cases, did not even update meter readings for years.

The Department's claim of manual calculations being applied in group net metering is not borne out in practice. In none of the SAA's cases has such manual adjustment been observed. Merely displaying "export credits" on paper without actual transfer or adjustment defeats the very purpose of net metering and breaches consumer trust.

The net result is a serious disincentive for institutions, households, and small businesses who invested crores of rupees in rooftop solar installations based on regulatory assurances. Institutions like the SAA have already suspended further investments in solar, dealing a direct blow to Puducherry's renewable energy and climate commitments.

After ten years of the Puducherry Solar Energy Policy, the Department's persistent failures to institutionalize accurate, transparent, and policy-compliant billing processes are inexcusable. The issue is no longer about individual consumer grievances but about systemic non-compliance and erosion of regulatory credibility.

It is therefore imperative that this Hon'ble Forum direct the following:

- Immediate accountability mechanisms – including departmental and individual responsibility for persistent billing failures.
- Urgent deployment of group net metering billing software – with retroactive correction of all anomalies since inception.
- Public audit of all net-metered connections – to restore consumer trust and regulatory integrity.
- Unless this Hon'ble Ombudsman intervenes decisively, consumers will continue to suffer financial losses, clean energy adoption will be discouraged, and Puducherry's solar mission will remain undermined.



D. Proceedings and Hearing:

The Appellant submitted that they are among the first rooftop solar net metering consumers of the Electricity Department, Puducherry, with their system commissioned even prior to the JERC Solar Policy of 2015. As per the JERC (Grid Interactive Solar PV System Based on Net Metering) Regulations, 2019, billing for such consumers must be on a net basis, i.e., import minus export from the grid.

However, the Appellant pointed out that the billing software of the Department lacks this functionality. Despite availability of smart meter import/export data, bills are not being issued on a net basis, and since January 2024, physical bills are not being distributed, making it impossible for consumers to verify online billing amounts. Corrections are made only when consumers approach the billing section individually.

It was further submitted that:

Surplus export of 5,001 units during FY 2023–24 has not been compensated, despite Regulation 14(2) mandating payment at the APPC rate of ₹4.19 per kWh (amounting to ₹20,963.19). Instead, these units have been written off.

Past complaints to the Department and a joint representation by several consumers have not been addressed effectively.

Consumers have installed solar systems entirely at their own cost, without subsidy, and penalizing them by incorrect billing is contrary to Regulations, consumer rights, and the spirit of clean energy promotion.

Instances where smart meters were installed but meter readers marked “door locked,” leading to provisional bills. Differences between export readings displayed on meters and figures recorded by the utility, resulting in incorrect billing adjustments.

The Appellant prayed for the following:

Strict adherence to 2019 Net Metering Regulations and billing strictly on net basis.

Regular distribution of physical bills for transparency.

Compensation for surplus energy exported at APPC.

Corrective and preventive measures to avoid recurrence of such lapses.



The Respondent, through an affidavit dated 25th July 2025, submitted that billing errors were limited to April 2025 (bills of May 2025), and necessary corrections have been incorporated. From August 2025 onwards, bills are expected to be error-free.

It was further stated that Import/export recording for solar consumers is relatively new; training of meter readers is being conducted. Manual reading led to errors, which are being addressed.

The billing software is under review by NIC, with a security audit underway; residual issues will be resolved after its completion.

Billing software for Group Net Metering is under development and expected to be operational within three months; till then, manual billing continues.

The Appellant is directed to submit details of five consumer connection numbers with net metering, along with meter readings recorded by respective consumers on the 1st of each month, by 1st August 2025.

The Respondent Executive Engineer shall ensure that corresponding meter data is downloaded and shared for comparison by the same date.

During the hearing on 4th August, 2025, the data submitted by both the Appellant and the Respondent Electricity Department was examined. On comparison, it was observed that while the Import Energy data matched, discrepancies were found in the Export Energy data. In particular, for Consumer Connections No. 04-17-06-0630AD/A1 and No. 04-17-06-0630AH/A2, errors were detected in energy accounting. The Respondent Executive Engineer acknowledged these errors.

During the Physical hearing on 04.09.2025 at Puducherry the Appellant has given the following list of connection apprehending that the Export units generated out of Solar plant have not been accounted properly.

S.No	Consumer No	S.No	Consumer No	S.No	Consumer No
1	04-17-06-0615A	10	07-32-03-0306	19	26-11-04-0442A
2	04-17-06-0382AJ	11	04-17-03-283A	20	26-11-03-02-0286Z
3	04-17-06-0382AK	12	04-17-03-0282	21	21-42-01-0069AB
4	04-17-06-0626I	13	06-31-05-0373A1	22	31-83-01-0120



5	04-17-06-0630AD	14	22-02-01-0032	23	02-15-401-0022
6	04-17-06-0630AH	15	37-69-03-0324	24	47-65-06-0621AC
7	04-17-03-0283	16	22-05-03-0195AB	25	04-32-102-0180E
8	04-17-06-0671A	17	23-25-02-178	26	46-50-03-0242
9	04-17-06-0635A	18	23-34-06-0843P		

Accordingly, the Respondents were directed to do deep dive analysis and submit the report. The report submitted by the Electricity Department has been scrutinized by this forum and found as under: -

(a) Consumer No.04-17-06-0615A/A2

Month/Year	Net Import Reading	Net Export Reading	Balance Units after adjustment with Import Reading.
24-Dec	161	653	492
25-Jan	122	457	827
25-Feb	142	370	1055
25-Mar	201	366	1220

As per this list the credit for monetization at the end of March should have been for 1220 units whereas as per the data sheet provided by the Department is only for 0 Units.

(b) Consumer No 04-17-03-0283/A2

Month/Year	Net Import Reading	Net Export Reading	Balance Units after adjustment with Import Reading.
Apr-24	382	427	45
May-24	261	320	104
Jun-24	311	327	120
Jul-24	307	300	113
Aug-24	305	417	225
Sep-24	314	361	272
Oct-24	283	405	394
Nov-24	153	292	533

Dec-24	143	377	767
Jan-25	122	494	1,139
Feb-25	119	519	1,539
Mar-25	213	527	1,853

As per this list the credit for monetization at the end of March should have been for 1853 units whereas as per the data sheet provided by the Department is only for 314 Units.

Consumer No 04-17-06-0671A/A2

Month/Year	Net Import Reading	Net Export Reading	Balance Units after adjustment with Import Reading.
Apr-24	1,435	427	0
May-24	740	320	0
Jun-24	651	327	0
Jul-24	591	300	0
Aug-24	949	417	0
Sep-24	621	361	0
Oct-24	594	405	0
Nov-24	381	292	0
Dec-24	573	377	(196)
Jan-25	681	494	(383)
Feb-25	490	519	29
Mar-25	606	527	(50)

As per this list for the month of Dec-2024 196 units are to be charged, for January 2025, 383 units are required to charged, for the months of Mar-25, 50 units are to be charged from the consumer.



S.No	Consumer No		Apr-24	May-24	Jun-24	Jul-24	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Jan-25	Feb-25	Mar-25	
1	04-17-06-0615A/A2	Data Mismatch									492	827	1055	1220	
2	04-17-06-0382A/J/A2	Data Correct	0	0	0	0	0	0	0	0	0	791	1044	2461	
3	04-17-06-0382A/K/A2	Data Mismatch	0	0	0	0	0	0	0	0	0	893	1191	2837	
4	04-17-06-0626I/A2	Data Correct	SERVICE ENERGIZED ON 03/03/2025											425	
5	04-17-06-0630AD/A1	Data Mismatch	406	496	676	662	324	376	480	416	509	534	920	1502	
6	04-17-06-0630AH/A2	Data Mismatch	0	0	0	0	0	0	0	57	216	516	744	966	
7	04-17-03-0283/A2	Data Mismatch	45	104	120	113	225	272	394	533	767	1139	1539	1853	
8	04-17-06-0671A/A2	Data Mismatch	0	0	0	0	0	0	0	0	(-)196	(-)383	29	(-)50	433 Units less charged
9	04-17-06-0635A/A2	Data Mismatch	541	778	1063	1336	1790	2183	2625	2891	3223	3665	4219	4786	
10	07-32-03-0306/A2	Data Mismatch	0	30	398	581	890	894	1319	1454	1771	2332	2694	3259	
11	04-17-03-283A/A2	Data Mismatch	0	0	0	0	0	0	0	0	91	269	498	484	
12	04-17-03-0282/A2	Data Mismatch	0	0	0	0	0	0	0	227	33	31	89	140	
13	06-31-05-0373A1/A2	Data Mismatch	0	0	0	0	0	0	17	73	72	261	391	122	
14	21-42-01-0069AB/A2	Data Correct	0	0	0	0	0	0	0	0	0	131	362	408	
15	22-02-01-0032/A2	Data Correct	0	0	0	0	0	0	0	0	7	110	298	386	
16	37-69-03-0324/A2	Data Correct	0	0	220	551	572	628	614	683	713	922	1063	820	
17	22-05-03-0195AB/A2	Data Correct	0	0	0	0	0	0	0	0	56	155	190	120	
18	23-25-02-178/A2	Data Correct	0	0	0	0	0	109	56	0	0	87	269	416	
19	26-11-03-02-0286Z/A2	Data Correct	0	0	0	0	0	0	0	0	0	0	21	0	
20	23-34-06-0843P/A2	Data Correct	0	0	0	0	0	65	0	0	0	75	77	0	
21	26-11-04-0442A/A2	Data Correct	0	0	0	0	0	0	0	0	0	73	135	0	
22	31-83-01-0120A2	Data Correct	0	0	0	0	0	0	0	0	0	0	73	45	
23	46-50-03-0242	Data Correct	0	22	322	432	754	941	961	842	904	919	983	1222	
24	47-65-06-0621AC	Data Correct	0	0	0	0	0	0	0	0	0	0	0	0	
25	04-32-102-0180E														
26	02-15-401-0022														

In totality, the department will monetize the net position of all 26 connections shown in the last column of the March 2025 statement, evaluating each case individually. It has been observed that, in certain instances, the units charged during the normal billing cycles are on the lower side, and hence, such differential units are required to be recovered from the respective consumers. While there may be some errors in the calculations reflected in the table, it is evident that discrepancies exist in cases where net metering connections have been installed. Therefore, the billing in such cases requires thorough examination by the respective Accounts Officers, and due credit must be passed on to all eligible consumers.

The Respondent further submitted that the development of the billing software is at an advanced stage and is expected to be completed by 30.09.2025. A trial run will be conducted for one billing cycle, after which the software shall be formally rolled out.

In view of the above, the following directions were issued:

A physical site visit in Puducherry shall be carried out to examine the functioning of the system on the ground and to interact directly with some of the affected consumers.

A physical hearing in the matter was conducted at Puducherry in the last week of August 2025. Another physical hearing was held at Puducherry on 04.09.2025. During this hearing, the Appellant submitted a list of 26 connections in which he apprehended errors in billing on account of net metering. The said list was taken on record.

After considering the submissions, it was directed as under: –

PED shall complete a detailed audit of all 26 connections cited by the Appellant for the period April 2024 – March 2025 and submit the report within seven working days, with a copy to the Appellant.

The software for net metering and group net metering must be rolled out after due diligence on priority not later than 20th October 2025. The system must be thoroughly validated against the provisions of the Net Metering Regulations, 2019.

Joint Consultation: Before the rollout of the software, a joint meeting shall be conducted with the Appellant to incorporate his technical expertise, ensuring accuracy in billing for all rooftop solar consumers.

Consumer-Friendly Enhancements:

1. PED shall prepare a feasibility report on sending SMS alerts for bill payment reminders, including a direct link for consumers to easily download their bills.
2. The software development team shall explore the feasibility of capturing and displaying Meter Number and Reading Date on bills so that consumers can better understand and verify their billing details.
3. PED shall also explore the development of a helpdesk mechanism for meter readers, enabling them to raise concerns promptly in case of reading-related issues.
4. Non-Coercive Action: No coercive steps for recovery of disputed billing amounts from the Appellants shall be undertaken until further orders.

Hearing dated 25.09.2025.

The Appellant informed that the Respondent Electricity Department could not organize joint consultation meeting. The audit report of 26 connections as submitted by the Respondent Electricity Department is taken on record. The Respondent Electricity Department also accepted the error and assured that they will revisit the report do the corrections on case-to-case bases. The Respondent Electricity Department assured that the joint consultation meeting will be done before rolling out the new software for billing.

Hearing dated 6.10.2025.

The Appellant did not join the proceedings on 06.10.2025



The Respondent Electricity Department submitted that the joint consultation meeting as assured in the last hearing has not matured so far. Moreover, the target date for rolling out the Billing software is rescheduled for 20th October 2025.

The Respondent shall once again make efforts to organize a joint consultation meeting with the Appellant, enabling him to share his valuable inputs for strengthening the billing system.

E. Findings & Analysis:

I perused the pleadings and records and gave due consideration to the oral and written submissions advanced by the parties. In view of the rival contentions, the following issues crystallize for my consideration for disposal of the complaint, namely:

1. Why the bills are not being generated as per Net-metering Regulations 2019?
2. Why the monthly bills are not being sent to all the RTS consumers with Net-metering?
3. Why the meters are not being read properly by the meter readers?
4. How can the department audit and correct the bills of all 2000+ consumers having RTS with Net Metering forthwith?
5. Why only the consumers with Net-metering and Group net metering are facing problems?
6. How the software development work is monitored?

As per Regulation 7.1(1) Monthly billing cycle shall be maintained and as per Regulation 11.2, 11.3, 11.4, 11.5 and 13 of "Joint Electricity Regulatory commission for the state of Goa and UTs (Solar PV Grid Interactive System based on Net Metering) Regulations 2019" which are reproduced below:

11.2 For each billing period, the Distribution Licensee shall show separately: -

- (a) the quantum of electricity Units exported by the Eligible Consumer;*
- (b) the quantum of electricity Units imported by the Eligible Consumer;*
- (c) the net quantum of electricity Units billed for payment by the Eligible Consumer; and*
- (d) the net quantum of electricity Units carried over (if surplus) to the next billing period:*

Provided that, if the quantum of electricity exported exceeds the quantum imported during the billing period, the excess quantum shall be carried forward to the next billing period as credited Units of electricity;

Provided further that, if the quantum of electricity Units imported by the Eligible Consumer during any billing period exceeds the quantum exported, the Distribution



Licensee shall raise its invoice / bill for the net electricity consumption after adjusting the credited Units.

11.3. The unadjusted net credited Units of electricity as at the end of each financial year shall be considered as units purchased by the Distribution Licensee at Average Power Purchase cost of the concerned Distribution Licensee or Feed-in-Tariff determined for that Year without considering subsidy and Accelerated Depreciation, whichever is lower.

Provided that, at the beginning of each Settlement Period, the cumulative quantum of injected electricity carried forward will be re-set to zero.

11.4. In case the Eligible Consumer is within the ambit of Time of Day (ToD) tariff, the electricity consumption in any time block, i.e., peak hours, off-peak hours, etc., shall be first compensated with the quantum of electricity injected in the same time block: Provided that any excess injection over and above the consumption in any other time block in a billing cycle shall be accounted as if the excess injection had occurred during off-peak hours.

11.5. The Distribution Licensee shall compute the amount payable to the Eligible Consumer, latest by April 30th of the following year for the excess solar energy purchased by it during the Financial year as specified in Regulation 11.3, and shall pay the amount to the eligible consumer by May 31st of the following year.

In the present case, the Distribution Licensee has failed to comply with the provisions of Regulation 11.2 and 11.3, which constitutes the root cause of the grievance. As a result, consumers are compelled to personally visit the office of the Distribution Licensee to seek rectification of their bills, which is neither a fair nor a desirable practice.

On analyzing couple of bills available on record it is observed that the monetization of excess units generated by the RTS consumers has not been done as per the Regulation 11.3 of Solar PV Grid Interactive System based on Net Metering, Regulations 2019.

The excess amount remaining in the complainant's account, after adjustment against the bill for April 2024 and April 2025, shall be refunded to the complainant within 30 days.

The Respondents are directed to formulate and implement comprehensive guidelines for Billing, Energy Accounting, and Settlement strictly in accordance with the JERC Regulations, 2019, within 30 days from the date of this Order.

The Respondents shall prepare and implement a **training calendar** for all staff engaged in meter reading and billing operations. The training program shall be reviewed on a monthly basis by an officer not below the rank of Executive Engineer. The training calendar must be circulated to all concerned staff, and participation in the training sessions shall be made mandatory. It is emphasized that errors in metering directly lead to billing inaccuracies, causing inconvenience to



consumers and resulting in financial loss to the Electricity Department in the form of interest payable on refunds.

Order:

The complaint stands allowed.

The Ombudsman upholds the directions issued by the Learned CGRF in Case No. 39/2024 to the extent specified in this order.

The Respondent Electricity Department shall roll out its new software for Net Metering and Group Net Metering, incorporate all necessary modifications, and complete a full trial run by 31st October 2025. The Respondent shall validate the system strictly in accordance with the provisions of the JERC (Solar PV Grid Interactive System based on Net Metering) Regulations, 2019.

The Respondent shall re-examine the list of 24 connections submitted by the Appellant, for which a preliminary audit has already done by the Respondent Electricity Department. The Respondent shall rectify all bills within one month from the date of this order.

The Respondent shall constitute a separate audit team to conduct an audit of all consumers (2000+) with Roof Top Solar (RTS) installations under Net Metering or Group Net Metering for the financial years 2022–23, 2023–24, and 2024–25. This forum further directs that the Respondent Electricity department shall submit the detailed audit report clearly mentioning their findings, the reason for error, and way forward for rectification and time lines to implement the correction in billing system.

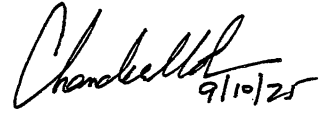
The Respondent shall complete the audit within two months from the date of this order and file a comprehensive audit report before this Forum. The Respondent shall also complete all consequential adjustments of credits and debits within one month thereafter. At the end of each financial year, the Respondent shall monetize excess export units or charge for shortages of import units against the respective consumer number, in strict compliance with Regulations 11.1 to 11.5 of the JERC Regulations, 2019.



The Respondent shall ensure that every electricity bill captures and reflects the Meter Number and the Reading Date of both the previous and current readings, in compliance with Regulation 7.7(12), (13), and (14) of the JERC Electricity Supply Code, 2018.

The Respondent shall establish effective coordination between meter readers and the billing team so that corrections, wherever required, can be promptly resolved. For this purpose, the Respondent shall create a dedicated helpdesk to improve the overall standards of meter reading and billing in the Electricity Department, Puducherry.

Dated: 09.10.2025

Handwritten signature of Chandakelli in black ink, with the date 9/10/25 written below it.

(C M Sharma)

Ombudsman JERC.