

# **Chapter V**

## **Execution of Works**



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### Execution of Works

Large number of approved works under the Scheme were not taken up, apart from significant number of works remaining incomplete for more than one year. NREGASoft also did not capture the accurate details of incomplete/spill over works indicating incomplete reporting. Convergence of MGNREGS works utilising the technical/financial resources of other departments was not effective due to the absence of prescribed institutional support and lack of co-ordination with the line departments. Fraudulent transactions under housing works such as payment for houses already completed, payment to ineligible beneficiaries, payments without undertaking construction, payments in excess of prescribed limits, *etc.*, were noticed. Similarly, fabrication of records and fraudulent payments were noticed under test- checked works related to Solid Waste Management sheds, check dams and raising of seedlings under Social Forestry.

Non-constitution of Technical Committees at District/taluk level resulted in irregularities such as preparation of unrealistic estimates, improper execution and irregular expenditure on works. Audit observed that works benefitting individual beneficiaries were executed without the mandatory employment of such beneficiaries in these works. Expenditure was incurred in excess of sanctions on account of non-revision of estimates as stipulated in Scheme guidelines. Works were indicated as completed even though expenditure incurred was less than five *per cent* of the sanctioned estimate. Material costs for individual works were paid directly to vendors, instead of beneficiaries, in violation of Government instructions.

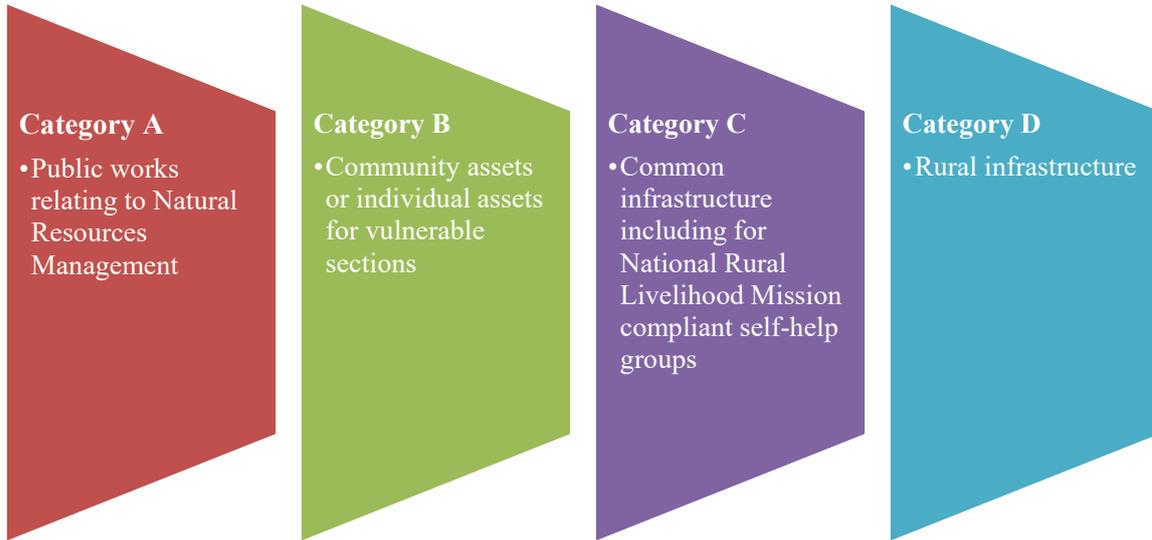
The target of 60 *per cent* fixed for agriculture and allied works under the Scheme was not achieved in majority of districts. Cluster Facilitation Project in Karnataka did not get the requisite financial support and failed to achieve majority of identified deliverables in the implemented taluks.

Audit also observed irregularities such as printing of muster rolls without utilising NREGASoft and irregular payments on such manipulated muster rolls. The Joint Physical Verification of assets created under the Scheme with the Department officials revealed their non-existence or the assets being defunct. Test-check of work records revealed absence of stipulated requirements such as geo-tagging, three stage photographs, quality checks, project completion report, *etc.*

The MGNREGS 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 in rural areas. Creation of durable assets and securing livelihood of rural households can also be facilitated through convergence of MGNREGS works with resources of other programmes/schemes available with Gram Panchayats and other line departments. These resources are not restricted to availability of funds but include technical expertise and knowhow that officials of the line departments may be endowed with.

Section 4 (3), Schedule-1 of MGNREGA categorises the works taken up under MGNREGS into four categories as shown in the **Chart 5.1** below:

**Chart 5.1: Work categories under MGNREGS**



Source: MGNREGA, 2005

### 5.1 Status of completion of works

Paragraph 7.17 of Operational Guidelines, 2013 provided that there should be a strategy to address incomplete works. Further, Paragraph 7.17.4 stipulated that no sanction should be given to those Project Implementation Agencies (PIAs) where works were lying incomplete for more than one fiscal year, after the year in which these were proposed. Thus, works initiated were to be completed in a timely manner to ensure that meaningful benefits accrued to the local community.

The details of works approved, completed and ongoing at State level during the period from 2019-20 to 2023-24 are given in **Table 5.1**.

**Table 5.1: Details of works approved and completed (State level)**

Year	Works approved		Completed/ Physically completed <sup>18</sup>		Ongoing		Works not taken up
	Number	Sanction cost	Number (%)	Expenditure	Number	Expenditure	Number (%)
2019-20	6,12,330	3,274.21	3,51,883 (57)	3,260.13	629	14.08	2,59,818 (42)
2020-21	13,39,640	4,223.73	7,01,409 (52)	4,222.51	74	1.22	6,38,157 (48)
2021-22	15,10,478	5,901.75	7,48,584 (50)	5,731.06	18,064	170.69	7,43,830 (49)
2022-23	13,77,595	6,208.73	5,77,046 (42)	4,218.25	2,37,579	1,990.48	5,62,970 (41)
2023-24	13,60,674	7,286.74	2,06,449 (15)	1,962.65	6,81,478	5,324.08	4,72,747 (35)
<b>Total</b>	<b>62,00,717</b>	<b>26,895.16</b>	<b>25,85,371 (42)</b>	<b>19,394.61</b>	<b>9,37,824</b>	<b>7,500.55</b>	<b>26,77,522 (43)</b>

Source: Information furnished by the Department (May 2024)

<sup>18</sup> Those works which were completed but yet to be updated in the MIS.

It could be seen that there was decline in percentage of completed/physically completed works and expenditure incurred on ongoing works accounted for 28 *per cent* of the total approved cost. Incomplete works not only delays the envisaged benefits of wages to the individual but also the incomplete assets remain unusable to the community. Moreover, number of works not taken up (26.77 lakh) was more than the number of completed works, evincing that works were being approved in a routine manner rather than insisting on completion of works already taken up. Thus, the efforts under the Scheme to improve the quality of life of the villagers by creating durable assets fell short of the objective due to not completing the works timely. This also contravened the provisions of Paragraph 7.17.4 of Operational Guidelines as new works were taken up despite works lying incomplete for more than one fiscal year.

It could also be seen that almost the entire sanctioned cost during the years 2019-20 to 2021-22 was incurred towards 50 to 57 *per cent* of works, evidencing preparation of unrealistic estimates or non-revision of estimated costs as detailed in Paragraphs 5.4 and 5.7 respectively.

Scrutiny of MIS Reports **R6.12** of five test-checked districts for the period from 2019-20 to 2023-24 showed that 1,22,868 works involving an expenditure of ₹1,007.83 crore remained incomplete for more than one financial year. Audit scrutiny revealed that work start dates in 36,644 out of 1,22,868 works did not correspond to the work start financial year (2019-20 to 2023-24) mentioned in MIS Reports. Out of these 36,644 works, start dates in 1,968 works were pertaining to the earlier periods from 2008-09 to 2018-19. It was also observed that the work start dates were not mentioned in 14,228 works in MIS. Thus, the data regarding spilled over/incomplete works was not depicting the correct position raising doubt on reliability and integrity of the data available on public domain. Audit also observed in the test-checked districts that 9,266 works which had commenced during the period 2019-20 to 2023-24 remained incomplete with meagre expenditure of less than five *per cent* of the sanctioned estimated cost which is liable to be rendered wasteful due to passage of time. The expenditure on these works amounted to ₹3.62 crore (August 2024) as detailed in **Appendix 5.1**.

The Department stated (November 2024) that matter of incomplete works with less than 5 *per cent* expenditure was being followed up. Steps are being taken to mark long pending works as discontinued and to recover the expenditure incurred from the authority concerned.

**Recommendation 11: Department should review the status of pending works and prepare an action plan to complete them or close them along with fixing responsibility for the monetary losses.**

## 5.2 Implementation of convergence works

As per Chapter 15 of the Operational Guidelines, 2013, the objectives of MGNREGS, namely creation of durable assets and securing livelihood of rural households, could be facilitated through convergence of MGNREGS works with

resources of other programmes/schemes<sup>19</sup> available with GPs and other line departments. These resources provided would either be in the nature of availability of funds or technical expertise/knowhow of officials of the line departments. Out of the test-checked 400 works in 40 GPs, 81 were convergence works of other line departments. The audit observations in this regard are as follows:

### ***5.2.1 Absence of institutional framework for implementing convergence***

The projects which were identified for convergence were required to be discussed in the Gram Sabhas located in the project area. Planning for works and managing the convergence require institutional arrangements for proper coordination at district, block and village level. As GPs were the custodian of shelf of works, all works proposed by other PIAs working in the same GP had to ensure that their proposals were passed in the Gram Sabha and included in the Annual Development Plan of the GP.

Audit observed that:

- 1) No discussion was held in Gram Sabha regarding 60 out of 81 convergence works implemented by agencies other than GPs.
- 2) Envisaged District Resource Group (DRG), Block Resource Group (BRG) and Village Resource Group (VRG) were not constituted in any of the test-checked districts, taluks and GPs respectively though mandated under Paragraph 15.3.1.3 of Operational Guidelines, 2013.
- 3) MoRD, GoI, had issued (November 2013) convergence guidelines between MGNREGS and PMGSY. However, Audit observed that the State Government did not constitute a convergence team consisting of senior officials of PMGSY and MGNREGS to operationalise these convergence guidelines.
- 4) MoRD Guidelines for GPDP, 2018, stipulated, *inter alia*, that Gram Panchayat Planning Facilitation Team (GPPFT) should be formulated for every GP for shared understanding and facilitation of the entire planning process orienting and activating them to take up and carry forward the entire process of GPDP. It was also mandated that District Level Coordination Committee (DLCC) should be constituted in each district which would ensure that GPDP are formulated in each GP in a time-bound manner. However, DLCCs were not constituted in any of the test-checked five districts and GPPFTs were not constituted in four<sup>20</sup> test-checked districts.

The State Government accepted (May 2025) the observation and assured that corrective action would be initiated.

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<sup>19</sup> Such as Finance Commission Grants, National Rural Livelihood Mission, Integrated Watershed Management Programme, Total sanitation Programme, Rashtriya Krishi Vikas Yojane, National Afforestation Programme, Pradhan Mantri Gram Sadak Yojane, National Horticulture Mission *etc.*

<sup>20</sup> Kalaburagi, Koppal, Mandya and Shivamogga

Thus, the requisite institutional support for convergence was not provided which resulted in various shortcomings in implementation of convergence works as detailed in succeeding paragraphs.

### 5.2.2 Fraudulent payment for housing works

In terms of convergence guidelines for construction of houses under MGNREGS issued (July 2014) by MoRD and the State Government Order dated 06 July 2016 (revised on 25 October 2022), the beneficiary under any State or Central Government housing scheme was eligible for 90 person days of unskilled wage component under MGNREGS, provided the construction work was undertaken by the beneficiary herself/himself. The objective was to compensate the beneficiary for the foregone wage employment. The wage payments for 90 days were to be made on the basis of stages of construction as detailed in Table 5.2 below. MoRD had also instructed (September 2021 and May 2022) that no State should be allowed to generate muster rolls against already completed houses.

**Table 5.2: Person days to be provided for house construction**

S. No.	Stage of construction of house	Person days to be provided (G.O. dt. 06.07.2016)	Person days to be provided (G.O. dt. 25.10.2022)
1.	Up to plinth level	28	28
2.	From plinth level to lintel level	24	24
3.	From lintel level to roof level	10	38
4.	From roof level to finishing	28	-
	<b>Total</b>	<b>90</b>	<b>90</b>

Source: Government Orders dated 06.07.2016 and 25.10.2022

As per MIS Report No. R6.12 (Dynamic Report for Monitoring and details of works) for the period from 2019-20 to 2023-24, there were 2,560 housing works involving an expenditure of ₹5.04 crore in selected 39 GPs<sup>21</sup>. Of these, Audit test-checked 847 works (expenditure of ₹1.91 crore) and compared them with details of stage-wise construction available on housing scheme websites<sup>22</sup>

Scrutiny showed that payment aggregating ₹1.19 crore (62 per cent of ₹1.91 crore) in 653 cases (77 per cent of test-checked 847 works) was irregular for the reasons detailed below:

- a) In 462 cases payments were made under MGNREGS through generation of muster rolls for various stages of construction (foundation, lintel, roof, etc.). However, the data obtained from the websites of the housing schemes indicated that the houses were already completed during previous periods (Illustrations 1 and 2).
- b) Unskilled wage employment was provided in eight cases to persons who were ineligible beneficiaries under the housing schemes such as beneficiaries who did not own the requisite land or had availed housing scheme benefits for already constructed houses, etc.

<sup>21</sup> Out of 40 selected GPs, there were no housing works under MGNREGS during 2019-20 to 2023-24 in one GP (Ambalga of Kamalapur Taluk of Kalaburagi District).

<sup>22</sup> <https://awaassoft.nic.in/netiay/Beneficiary.aspx> for PMAY-Gramin and [www.ashrya.karnataka.gov.in](http://www.ashrya.karnataka.gov.in) for other housing schemes

- c) In 117 cases, person days were paid in excess of the permissible limit for stage-wise construction of the houses (Illustration 3).
- d) Payments in 12 cases were made on muster rolls generated though no work had been executed as seen from the Bhuvan portal and same photographs were uploaded for different stages of work (Illustrations 4 and 5).
- e) Wage in seven cases were paid for construction of houses *which were not approved and taken up* under Central/State housing schemes (Illustration 6).
- f) In 47 cases, person days were provided in excess of stipulated 90 days or payment under the Scheme was made for the house which did not belong to beneficiary (Illustration 7).

Illustrative cases are detailed in Appendix 5.2. Taluk-wise details are tabulated below (Table 5.3), and GP-wise details are given in Appendix 5.3.

**Table 5.3: Irregular expenditure on housing works (Taluk-wise)**

District	Taluk	Total housing works in selected 39 GPs	Housing works test-checked by Audit		Housing works where objections were noticed	
			No.	Expenditure in lakh	No. (% to test-checked works)	Expenditure in lakh (%)
Kalaburagi	Aland	46	45	8.77	27 (60)	4.29 (49)
	Kamalapur	194	60	12.47	34 (57)	5.74 (46)
Koppal	Gangavathi	307	127	25.30	117 (92)	23.36 (92)
	Yelburga	488	113	24.36	112 (99)	21.77 (89)
Mandya	Maddur	197	78	18.38	48 (62)	8.04 (44)
	Mandya	175	80	17.54	45 (56)	5.83 (33)
Shivamogga	Sagar	234	80	20.80	63 (79)	10.77 (52)
	Shikaripura	125	80	19.61	47 (59)	6.67 (34)
Tumakuru	Tiptur	587	105	24.53	94 (90)	18.10 (74)
	Turuvekere	207	79	18.80	66 (84)	14.01 (75)
<b>Total</b>		<b>2560</b>	<b>847</b>	<b>190.56</b>	<b>653 (77)</b>	<b>118.58 (62)</b>

Source: MIS Report R6.12 dated 28.10.2024

It could be seen that such irregularities in test-checked works ranged from 56 per cent to 99 per cent in selected taluks which indicated that checks were not exercised which resulted in irregular payment of ₹1.19 crore. Payments were made without taking measurements at the worksites. Such high incidence of irregularities pointed to lack of monitoring at various levels thereby rendering MGNREGS funds susceptible to leakages and misuse. It was also further submitted that social audit, wherever conducted, had not pointed out any such deficiencies. These are only illustrative cases and possibility of more cases in other GPs could not be ruled out.

The State Government accepted (May 2025) the audit observations and stated that strict action would be taken on the officer and staff responsible. It was also stated that State would issue detailed guidelines to all CEOs on the observations made by Auditors and assured to avoid repetition of such cases.

### 5.2.3 Discrepancies in construction of solid waste management sheds

#### i) Fabrication of records and fraudulent payment for works not executed

The work (code-1515005/RS/93393042892277606) for construction of solid waste management (SWM compost pit shed) at GP, Babalad (IK) of Kamalapur Taluk, Kalaburagi District was included in the Annual Action Plan for the year 2020-21. The work was estimated to cost ₹19.45 lakh and the implementing agency was EE, Panchayat Raj Engineering Division (PRED), Kalaburagi. Administrative approval and technical sanctions were accorded during July/August 2021. As per records, the work was commenced during April 2023 and an expenditure of ₹18.45 lakh<sup>23</sup> has been incurred (November 2024). The work is still in progress.

Audit observed that records such as NMRs, material quotations and material bills including geo-tagged photograph were fabricated as detailed below:

- The AEE, Panchayat Raj Engineering Sub-division, Kalaburagi communicated the PDO, Babalad (IK) to commence the above work from 24 April 2023. However, the first NMR of the work was already drawn for the period from 24 March 2023 to 29 March 2023 (before April 2023) and an amount of ₹15,450 was paid on 19 May 2023 for 50 person days.
- None of the 20 NMRs utilised in this work was generated through NREGASoft as evident from absence of details of bank account numbers of the workers. Moreover, none of these had mention about corresponding page numbers of Measurement Book (MB). Further, the wage payment of ₹1.17 lakh was made (for eight NMRs for the period of work executed during the period from 24 March 2023 to 17 October 2023) without MB recording. The first MB recording was done subsequently on 02 November 2023.
- The Department procured material worth ₹15.06 lakh by inviting quotations without resorting to the tendering process in contravention of the provisions of KTPP Act. The quotations did not bear dates and signatures of the vendors/suppliers which vitiates the genuineness of the transaction.
- All 20 NMRs were showing the engagement of labour for the period from March 2023 to November 2023. However, the required material (bricks, cements, sand, steel and rubble stones) costing ₹5.99 lakh were procured *vide* invoices dated 01 February 2024. Procurement of these materials after the completion of labour work was inexplicable and raises doubt on the veracity of the work undertaken.
- During Verification of geo-tagged photographs (Stage-2) uploaded (30 January 2024) on Bhuvan Portal, photograph of another existing waste management shed was uploaded (Exhibit 5.1) to show the execution of the work at Babalad (IK). Physical Verification

<sup>23</sup> Labour - Rs.3.39 lakh and material - Rs.15.06 lakh

conducted by Audit on 24 August 2024 revealed that no structure /shed/ building was available at that location (Exhibit 5.2).



This shows that mandatory records such as NMRs, material bills, photographs, etc., were manipulated to facilitate irregular payment for the above work which was never executed. This amounts to probable embezzlement of Government funds.

*ii) Full payments made for incomplete execution of SWM sheds*

The construction of SWM compost pit shed under MGNREGS at Gram Panchayat, Kamalanagar in Aland Taluk was estimated at ₹19.45 lakh. The work was executed by PRED, Aland. As per the MIS data (25.10.2024), the work commenced on 19 January 2022 and completed on 24 March 2023, at an expenditure of ₹17.09 lakh.

Audit scrutiny showed that:

- Materials costing ₹15.45 lakh were procured without calling for tenders.
- MB was not kept on record. As a result, correctness of the payment made could not be ascertained.
- Project completion report, Stage-3 geo-tagged photograph and quality control reports were also not kept on record.
- The work was completed after incurring an expenditure of ₹17.09 lakh which included labour cost of ₹1.64 lakh and material cost of ₹15.45 lakh.

As per approved estimates and building plan, SWM shed along with four compost pits, five dry waste stores, one office room, two toilets, electrification works and sign board were included in the scope of work. However, the Joint physical verification (05 August 2024) showed that only shed with outer structure was completed and none of these remaining components which were included in scope of work were executed. Nevertheless, the work was shown as completed in MIS even though items

costing ₹6.00 lakh<sup>24</sup> remained to be executed as shown in the Exhibit 5.3 below:



This resulted in financial irregularity by making full payment for incomplete work besides non-fulfilment of the intended objective of constructing SWM compost pit shed.

The State Government stated (May 2025) that in both cases explanation would be sought from the concerned officers/staff and necessary action would be taken. The matter may be expedited in view of such serious irregularities.

#### 5.2.4 Payments made for construction of check dams without actual execution

PRED Yelburga took up (2019-20) two works for construction of check dam at Talakeri GP, Yelburga Taluk, Koppal District at the estimated cost of ₹10.00 lakh each. Audit Scrutiny revealed that records were manipulated to make fraudulent payment of ₹14.42 lakh (October 2019 to August 2022) without executing the works. The details are given below:

- As per Paragraph 7.1.5 of AMC, 2019-20, any work, whose outcome/benefit depended on the completion of the work in its entirety should not be split into smaller works. However, the work of construction of check dam with eight arches was split into two works (four arches each) and estimate cost was restricted to ₹10 lakh each to avoid the sanction of competent authority (EE, PRED).
- The muster rolls in these two work files were not generated through NREGASoft and hence their authenticity was doubtful. For example, one of the muster rolls (No.7570) kept in the second work file (1520004/WC/ 93393042892253342) was created by tampering with the muster roll of another work file (1520004/WC/93393042892253335). Quotations for material bills were

<sup>24</sup> Cost of 32 civil items, 10 electrical items and sign board included in the estimates but not executed.

bogus as evident from use of same GST numbers, tampering of dates, etc.

- In both these works, M/s Amareshwar Enterprises had not submitted any quotation for material supply. However, an amount of ₹10.25 lakh (85 per cent of total material cost of ₹12.03 lakh) was paid to M/s Amareshwar Enterprises. Possibility of collusion to facilitate irregular payment could not be ruled out.
- As per the muster rolls of these two works, manual work was carried out during the period from 07 September 2019 to 02 October 2019 by providing 960 person days (₹2.39 lakh) and an amount of ₹12.03 lakh was paid for material procurement. Stage-2 photographs uploaded (05 October 2019) by PRED on Bhuvan Portal also showed that structure was completed by October 2019. To ascertain the veracity, Audit cross verified the details using Google Earth and its historical imagery (timeline). It was observed that none of the works/structure (check dam) was available at the worksite till January 2020 (Exhibit 5.4).



Thus PRED, Yelburga falsified documents to claim irregular payment of ₹14.42 lakh under MGNREGS.

The State Government stated (May 2025) that explanation would be sought from the concerned officers/staff and strict action would be taken in case observations were found correct. Instead of being specific, the reply cited generic limitations of Google Earth's imagery such as non-updating of images, low resolution, cloud cover, etc. The reply is non-committal and is also not acceptable as image available (14.01.2020) in the instant case did not suffer from such limitations.

### 5.2.5 Doubtful expenditure on raising seedlings (Social Forestry)

Each asset under MGNREGS was to be geotagged (November 2017 onwards) along with two photographs of three stages, viz, i) before initiation of work ii) during the execution of work and iii) after completion of work.

In three works relating to raising of seedlings at Central (Kudarikotagi) Nursery by RFO, Social Forestry, Yelburga Taluk, it was observed that there were inconsistencies such as mismatch between measurements recorded and geotagged photographs, payment of material bills to vendors who did not participate in procurement process, etc. Details are given below:

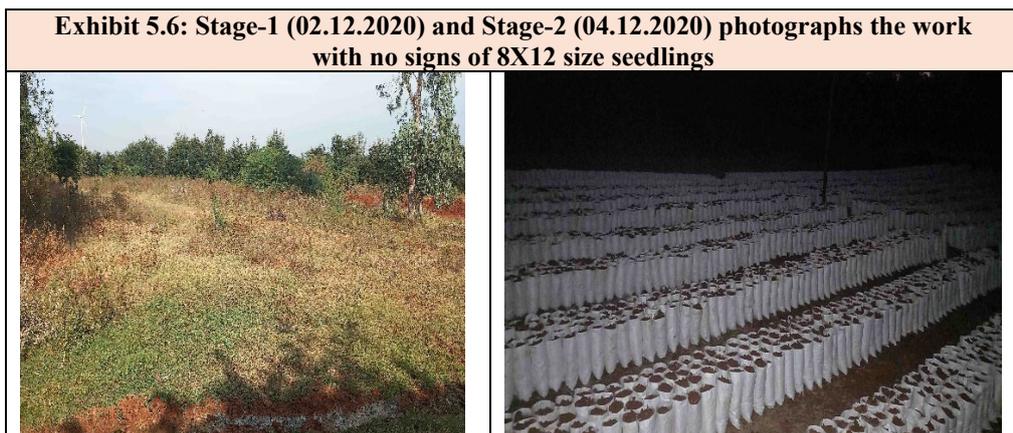
- As per records indicated in the MB of first work<sup>25</sup>, plants were grown in the nursery during May 2020 to September 2020 and 10×16 size seedlings were watered twice a day till 01 September 2020 and expenditure of ₹3.35 lakh was made. However, Audit observed that the photograph (Stage-1) uploaded (06 September 2020) on Bhuvan portal did not show any seedlings on the site (Exhibit 5.5).

Exhibit 5.5: Stage-1 photograph (06.09.2020) of the work of seedlings where no seedlings were found	
	
stage:1 1 2	stage:1 1 2
Sl.No	127387809
Category	Drought Proofing
Sub-Category	Raising of Nursery for Community
Creation Time	2020-09-06 16:38:16
Sl.No	127387809
Category	Drought Proofing
Sub-Category	Raising of Nursery for Community
Creation Time	2020-09-06 16:38:16

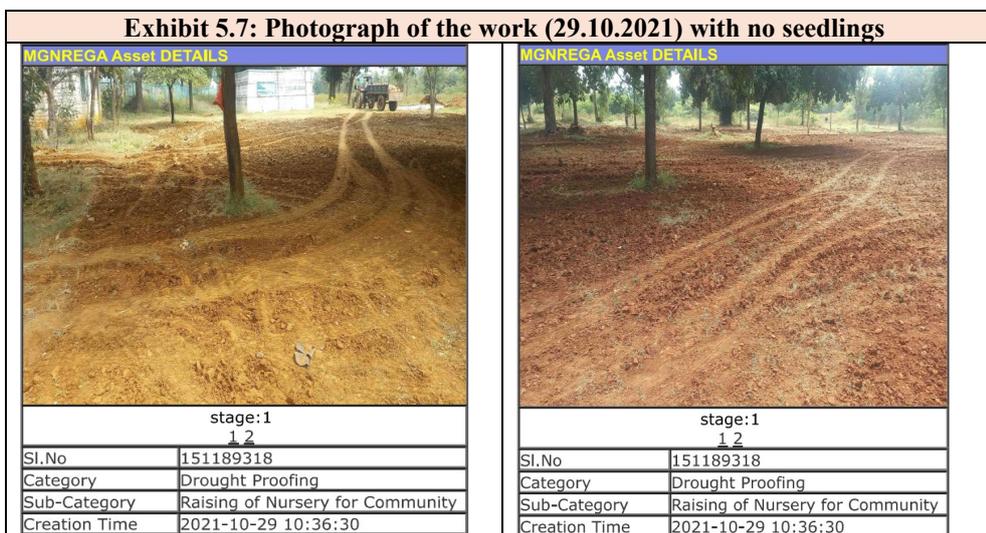
- In respect of second work<sup>26</sup> transplanting of 4” x 6” polythene bags into 8” x 12” polythene bags and watering of 50,000 polythene bags containing seedlings twice a day was carried out during the period from 29 September 2020 to 30 November 2020. For this, an expenditure of ₹11.89 lakh was incurred during this period. This was, however, not corroborated by Stage-1 and Stage-2 photographs uploaded on Bhuvan portal (Exhibit 5.6):

<sup>25</sup> Work of raising of 10 x16 size Pb seedlings (1520004/DP/93393042892249759) during 2020-21, Hirevankalakunta GP

<sup>26</sup> Work of raising of 8x12 Pb seedlings (1520004/DP/93393042892257741) during 2020-21, Geddigeri GP



- Similarly, in respect of third work<sup>27</sup>, transplanting of 4” x 6” polythene bags into 8” x 12” polythene bags and watering of 50,000 polythene bags containing seedlings twice a day was carried out during the period from 09 October 2021 to 31 October 2021 at an expenditure of ₹7.75 lakh. However, this was not supported by Stage-1 photograph (29.10.2021) uploaded on Bhuvan portal (Exhibit 5.7):

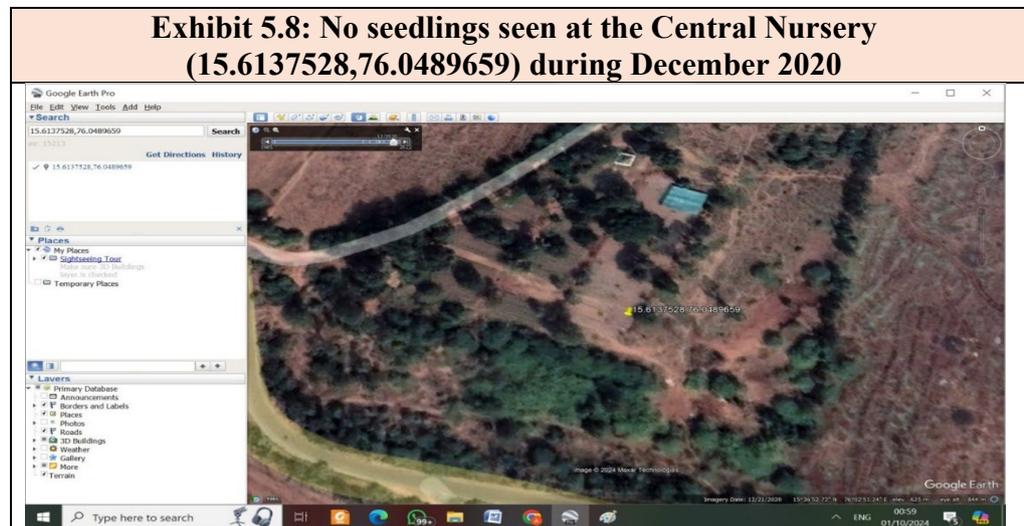


- Three<sup>28</sup> agencies were paid material amount aggregating ₹6.60 lakh though they were neither the L1 bidder nor had submitted any bill.
- As per the estimates of the third work the labour component was ₹1.31 lakh (454 person days) and material component was ₹16.36 lakh. However, only one person day (₹289) was generated, and the remaining entire amount of ₹14.77 lakh was paid to the vendors. Possibility of generating single person day to circumvent Paragraph 7.17 (f) of AMC 2029-20 which prescribed that wage payment must precede the payment for material could not be ruled out.

<sup>27</sup> Work of raising of 8 x 12 Size Pb seedlings (1520004/DP/93393042892305796) during 2021-22, Geddigeri GP

<sup>28</sup> M/s Pragathi Enterprises – ₹2.19 lakh (1520004/DP/93393042892257741); M/s RMR Enterprises – ₹2.00 lakh (1520004/DP/93393042892305796); M/s Balaji Polymers – ₹0.51 lakh (1520004/DP/93393042892249759)

- Muster rolls for first work pertained to the period from September 2020 to February 2021 and those for second work pertained to period from December 2020 to March 2021. Thus, seedlings should be visible from December 2020. Historical imagery of the location of the Central Nursery (Kudarikotagi) showed that no seedlings were raised during December 2020 (Exhibit 5.8):



In view of the above discrepancies, total expenditure of ₹34.55 lakh<sup>29</sup> incurred on test-checked three Social Forestry works of Yelburga Taluk was suspect.

The State Government replied (May 2025) that improper photos were uploaded on Bhuvan portal due to technical error and such mistakes would not be repeated. The reply is not acceptable as the geotagged photo was to be taken at the asset location and hence uploading of improper photo was not possible.

**Recommendation 12: The Government should adhere to the institutional framework envisaged in MGNREGS for execution of convergence works.**

**Recommendation 13: The Government should investigate similar cases in all the GPs, ensure recovery of payments made along with fixing responsibility on erring officials.**

### 5.3 Non-constitution of Technical Committees at District/Taluk level

Paragraph 4.4.3 of Operational Guidelines, 2013 provided that a District-level Technical Committee may be formed to guide the implementation of MGNREGS. The State Government instructed (January 2021) to constitute District and Taluk Level Technical Committees to ensure scientific preparation of estimates for MGNREGS works timely technical sanctions, adequate geo-tagging and implementation of quality works. These Committees were to meet once in every 15 days to verify the technical aspects of MGNREGS works.

<sup>29</sup> ₹ 5.14 lakh + ₹14.64 lakh + ₹14.77 lakh

It was seen that District-level Technical Committees (DLTCs) were not constituted in two districts (Kalaburagi and Tumakuru). In remaining three selected districts (Koppal, Mandya and Shivamogga), though the DLTCs were constituted, these Committees did not meet at the prescribed interval of 15 days. It was further observed that in selected ten Taluks, Taluk-level Technical Committees was constituted in Shikaripura Taluk only. Non-constitution of requisite Technical Committees and failure to conduct the meetings at prescribed interval adversely affected the implementation of MGNREGS works.

The State Government accepted (May 2025) the observation and stated that necessary directions would be issued to all the districts.

## 5.4 Discrepancies in preparation of estimates

### 5.4.1 Unrealistic estimates

Indicative framework for case record/work file issued (July 2017) by MoRD stipulated that preparation of technical estimate was mandatory for each work. Prior to the preparation of technical estimate, primary and secondary data was to be collected, based on which drawing and design of the work should be prepared. Technical sanction was to be accorded by the competent authority.

Scrutiny of records in eight test-checked GPs showed that though the estimates of 37 works included an amount of ₹4.89 lakh for engaging semi-skilled and skilled workers, they were not deployed and no expenditure was incurred on this component (detailed in **Appendix 5.4**). On the contrary, in three works in two GPs, the estimates included an amount ₹40,065<sup>30</sup> towards semi-skilled workers but expenditure of ₹69,452<sup>31</sup> was incurred on skilled workers.

Records also showed that actual expenditure on material component was much lesser (ranged from 60-100 *per cent*) when compared with the sanctioned estimated amount (detailed in **Appendix 5.5**) in 22 works of seven GPs. Instances of unrealistic scope of work were also observed in few estimates which are detailed below:

<b>Illustrations (unrealistic estimates)</b>
1. Improvement of drain at Survey No. 116 at Geddigeri GP (1520004020/WH/93393042892217634) - Breadth of the drain ( <i>nala</i> ) recorded in the sanctioned <b>estimate</b> ranged from 35 m to 25 m whereas its actual breadth ranged from 2.7 m to 2.9 m as shown in the <b>MB</b> .
2. Desilting in southern part of tank at Talluru Village of Geddigeri GP (1520004020/WC/93393042892420413) - Breadth of the tank ( <i>kere</i> ) recorded in <b>estimate</b> ranged from 42 m to 20 m whereas its actual breadth ranged from 1.0 m to 15 m as shown in the <b>MB</b> .
3. Improvement of drain ( <i>nala</i> ) at Hunasihal Village of Gunnal GP (1520004007/WH/93393042892221219) - Breadth of the drain ( <i>nala</i> ) was taken 10 m whereas execution was only 3.5 m to 4 m as seen during joint inspection (19.07.2024).

<sup>30</sup> ₹4,390 (1521002003/IC/GIS/286377) and ₹31,075 (1521002003/WC/GIS/804398) in Chikkarasinakere GP, ₹4,600 (1521002035/IC/GIS/225880) in D.A. Kere GP.

<sup>31</sup> ₹4,206, ₹60,796 and ₹4,450 respectively.

This shows that due diligence was not carried out while preparing estimates through conduct of survey and collection of requisite data regarding the work executed.

The State Government stated (May 2025) that capturing of pre-measurement of each work had been introduced from the year 2025-26 which would bring greater accuracy in estimates and execution.

#### 5.4.2 *Inconsistencies in preparation of estimates*

Software for Estimate Calculation Using Rural rates for Employment (SECURE) was implemented from 01 April 2018 for preparing estimates of MGNREGS works in India. It is a workflow-based web application consisting of estimate preparation, generation of Administrative Sanction and Technical Sanction slip for MGNREGS works. One of the benefits/objectives of SECURE was to ensure that the process of estimate creation was standardized through provision of templates.

To ascertain the consistency in preparation of estimates through SECURE in selected GPs during the audit period (2019-20 to 2023-24), Audit analysed 2464 approved estimates of two individual works viz. (i) construction of cattle shed (estimated cost of ₹57,000) and (ii) construction of soak pit (estimated cost of ₹14,000) to assess the ratio of labour and material component. The State Government had prepared the model estimates wherein the prescribed ratios of unskilled labour to material were 14:86 and 37:63 respectively.

Audit scrutiny, however, showed that there was no consistency in the sanctioned estimates of these two works in selected GPs as detailed below:

- **Construction of cattle shed** – There were 669 such works with the sanctioned estimate cost of ₹57,000. The sanctioned labour amount in those works varied from ₹4,834 (8 per cent) to ₹16,956 (30 per cent). Accordingly, the ratio of unskilled labour to material ranged from 8:92 to 30:70.
- **Construction of soak pit** - In 1,795 works of soak pit with the sanctioned estimate cost of ₹14,000, the wage component varied from ₹2,808 (20 per cent) to ₹7,018 (50 per cent). As a result, the ratios of unskilled labour to material ranged from 20:80 to 50:50.

Thus, despite the provision of standardised template in SECURE, there was no consistency in preparation of estimates.

The State Government stated (May 2025) that appropriate directions would be issued to the districts regarding maintenance of wage to material ratio.

**Recommendation 14: The Department should ensure the utilisation of SECURE software for standardisation and consistency in preparation of estimates for the works taken up under MGNREGS.**

### **5.5 Irregular expenditure on works for creating individual assets**

One of the goals of MGNREGA was to provide livelihood security for the poor through creation of durable assets, improved water security, soil conservation and higher land productivity. Paragraph 5 of Schedule-1 of MGNREGA and Government Order dated 02 August 2021 mandated that works creating individual assets should be prioritised on land or homestead owned by households belonging to various categories<sup>32</sup> and following two conditions should be ensured while taking up individual works under MGNREGS:

- 1) Household of the selected beneficiary should have a job card; and
- 2) At least one member of the household of the selected beneficiary should be employed on such individual work.

NREGASoft was provided with inbuilt check to ensure that job card number of the owner of the private land or homestead on which work was taken up, must be entered along with work details (Paragraph 11.5 (xiv) of Operational Guidelines, 2013). NREGASoft reports titled ‘Capturing Individual Benefit Work’ contained details of the approved individual works and job card of the household concerned for whom individual benefit was to be provided. These details were entered at PIA level while generating the work.

Audit scrutiny of ‘Capturing Individual Benefit Work’ reports and Report 6.12 (Dynamic Report for Monitoring and details of works) of selected 40 GPs revealed that there were 18,459 individual works for which payments had been made. Audit also obtained (September to December 2024) the details of workers employed on these works from the office of the Commissioner.

Audit observed that out of 18,459 works, members of the household concerned (*i.e.* the household for whom the individual work was sanctioned) had worked only in 9,835 works (53 *per cent*). In remaining 8,624 works<sup>33</sup> wherein expenditure of ₹22.10 crore had been incurred (October 2024), Audit observed that none of the members of the household concerned was employed. An illustrative case is given below:

#### **Illustration**

***Work - Construction of soak pit at the house of Smt. Kamalibai w/o Naganayaka of Salur Village, Shikaripura Taluk, Shivamogga (Work Code - 1524004010/IF/93393042892552015)***

Job Card (JC) number of beneficiary household (Smt. Kamalibai) was KN-24-004-010-001/533. As per the Asset Register, total expenditure was ₹14,004/- and persons employed (14 person days) on this work were Smt. Lalithabai and Shri Channanayaka (JC number KN-24-004-010-001/540).

The above expenditure of ₹14,004/- was irregular as individual work pertained to the household of Smt. Kamalibai but none of her household members had participated in this work. This was violative of the provisions of MGNREGS.

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<sup>32</sup> SC, ST, Nomadic Tribes, De-notified Tribes, other BPL families, Women-headed households, Physically handicapped headed households, *etc.*

<sup>33</sup> with approved cost of ₹34.74 crore

Thus, individual assets were created for those households which did not fulfil the employment obligations under the Scheme. This not only resulted in irregular expenditure of ₹22.10 crore (detailed in **Appendix 5.6**) but also deprived livelihood security to eligible households. As these are only illustrative cases in sampled GPs, possibility of similar omission in other GPs of the State could not be ruled out.

The State Government accepted (May 2025) the observation and stated that corrective measures would be taken to prevent such irregularities.

## 5.6 Irregular splitting of works

Paragraph 7.1.5 of AMC, 2019-20, stipulated that any work, whose outcome/benefit depended on the completion of the work in its entirety should not be split into smaller works e.g. if desilting of a canal was to be carried out for 10 km, then its estimate should not be split into smaller pieces. Paragraph 7.2.2 stipulated that works which were non-tangible, not measurable and repetitive in nature should not be taken up under MGNREGS.

The financial delegations for technical/administrative sanctions for GP works (up to Rs.30 lakh) was as follows (**Table 5.4**):

**Table 5.4: Financial delegation for according financial/administrative sanctions to GP works up to ₹ 30 lakh**

Cost of work (Rs.)	Technical Sanction Authority	Administrative Approval Authority
0 to 3 lakh	Technical Coordinator	PDO and President
>3 lakh to 10 lakh	AEE, PRED	
>10 lakh to 30 lakh	EE, PRED	EO, TP

Scrutiny of MIS Report **R6.12** (Dynamic Report for Monitoring and details of works) of sampled GPs for the period from 2019-20 to 2023-24 showed that 13 GPs had split 65 works (estimated cost of ₹42.15 crore) into 463 works with cost ranging from ₹2.41 lakh to ₹10 lakh. Details are given in **Appendix 5.7**.

All these works (except one work of construction of compound wall in GP, Marali of Gangavathi Taluk) were desilting works which were repetitive in nature and were not susceptible to measurement. Execution of such works and splitting into smaller works, therefore, contravened the provisions stipulated in AMC. This resulted in irregular expenditure of ₹28.17 crore incurred (October 2024) on these works without obtaining the sanction of competent authority.

Audit also observed that photographs in some of these cases uploaded on Bhuvan Portal were not genuine as these were not captured from the work sites but appeared to be taken from existing/old photographs (**Exhibits 5.9** and **5.10**). The above practices call into question issues of transparency and genuineness of the work.



The State Government accepted (May 2025) the observation and stated that directions had been issued for not splitting any work.

### **5.7 Expenditure incurred in excess of sanctioned cost**

Paragraphs 7.17.3 of Operational Guidelines, 2013 and 21.6.4 of AMC, 2019-20 mandated that in respect of projects which were under execution when the Schedule of Rates (SoR) were revised, the District Programme Coordinator must conduct a survey re-estimating the value of the unfinished portion of works. The estimates of these works were to be recalculated based on the new unskilled wage rate and material rate/semi-skilled/skilled labour component were not to be changed. The entire process of re-estimation must be done within a period of one month from the revision of SoRs. Similarly, in respect of projects not yet started, the District Programme Coordinator must revise the approved estimates on a *suo moto* basis, and the approval of the revised estimates conveyed to PIAs. The revised estimate was required to be entered in NREGASoft following the same process as for original estimate.

MoRD, while reviewing the status of incomplete/ongoing works till FY 2016-17, instructed (February 2018) that the works with expenditure more than the sanctioned cost should be reviewed and necessary action taken in this regard.

Analysis of MIS Report **R6.12** (Dynamic Report for Monitoring and details of works) of five test-checked districts (Kalaburagi, Koppal, Mandya, Shivamogga and Tumakuru) for the period from 2019-20 to 2023-24 showed that expenditure of ₹14.29 crore was incurred in excess of the sanctioned cost in respect of 17,816 works (4,109 community works and 13,707 individual works). Evidently, the instructions related to revising the estimates were not adhered to in the test-checked districts and this resulted in expenditure in excess of sanctions to an extent of ₹14.29 crore. District-wise details are given in **Appendix 5.8**.

The State Government stated (May 2025) that excess expenditure pertained to wage revision when the works got spilled over to the next year. It was further submitted that from 2023-24 onwards, there was a check by default (in built in system) to not exceed either wage or material cost. Reply confirms the audit contention that estimates of spill-over works were not revised as required. Audit also noticed excess expenditure in 126 (43+83) works pertaining to the year 2023-24 contrary to the reply furnished.

### 5.8 Works reported as completed even after incurring less than five per cent of the sanctioned estimate

Audit scrutiny (July 2024) of MIS Report No. **R6.12** (Dynamic Report for Monitoring and details of works) of five test-checked districts for the period from 2019-20 to 2023-24 revealed that there were 1,929 works (421 community works and 1,508 individual works) which has been shown as completed though the expenditure incurred on these works was less than 5 per cent of the sanctioned estimated cost. Total expenditure on these works was ₹58.16 lakh (**Appendix 5.9**). The details regarding physical progress achieved was not available in MIS.

Further scrutiny showed that expenditure in majority of these works was incurred towards part payment of unskilled wage component and no expenditure was incurred on material despite provision in the estimates.

Test-check of the photographs available on BHUVAN and details from Asset Register showed that these works were stopped after incurring initial expenditure and shown as completed in MIS. Some of the photographs are shown below (**Exhibit 5.11**):

**Exhibit 5.11: Photographs depicting status of works shown as completed with expenditure less than 5 per cent of estimated cost**

		
Community work at Tumakuru	Community work at Koppal	Individual work at Shivamogga
Work Code - 1525003016/ RC/93393042892273049	Work Code - 1520001/WC/ 93393042892222421	Work Code - 1524004022/IF/GIS/417469
Work of construction of CC road at estimated cost of ₹9.93 lakh was shown as completed (18-03-2024) after incurring an expenditure of ₹12,375/-.	Check dam was to be constructed at an estimated cost of ₹9.90 lakh. Expenditure of ₹47,808/- was incurred in June 2019 and work was shown as completed (1-04-2021)	Cattle shed was proposed to be constructed at estimated cost of ₹0.57 lakh. Work was shown as completed (13.03.2024) after paying unskilled wages of ₹2,781/-.

Thus, the objectives of creating durable assets for the community and extending individual benefits to the rural households were not achieved. This also resulted in wasteful expenditure of ₹58.16 lakh incurred on these incomplete works. These are the test-checked cases only and possibility of similar cases could not be ruled out.

The State Government stated (May 2025) that CEOs of the ZPs had been instructed to recover the payment made to these works from the concerned and deposit it to the SEGC Account. Necessary directions had also been issued to clear pending payment on material component.

## **5.9 Irregular expenditure on material payment to agencies**

The Commissioner, MGNREGS had instructed (October 2013 and December 2021) that full amount of material cost of individual works must be paid into beneficiaries' bank accounts. This was also reiterated in sample IEC template on individual benefits circulated (March 2020) by MoRD.

Scrutiny of vendor-wise expenditure reports (Report **S5.13** of MIS) of test-checked GPs for the period 2019-20 to 2023-24 showed that cost of material in respect of 3,695 individual works of 39 out of 40 test-checked GPs (except Udugani GP of Shikaripura Taluk) was paid by Department directly to agencies (vendors) instead of paying it to beneficiaries' bank accounts. Out of ₹4.27 crore payable to 146 material suppliers (agencies), an amount of ₹4.13 crore has already been paid and ₹13.66 lakh was pending for payment (October 2024). Taluk-wise and GP wise details are given in **Appendix 5.10**.

This not only resulted in irregular direct payment to material suppliers contrary to the specific directives of MoRD and Commissioner, MGNREGS but also extended undue financial favours.

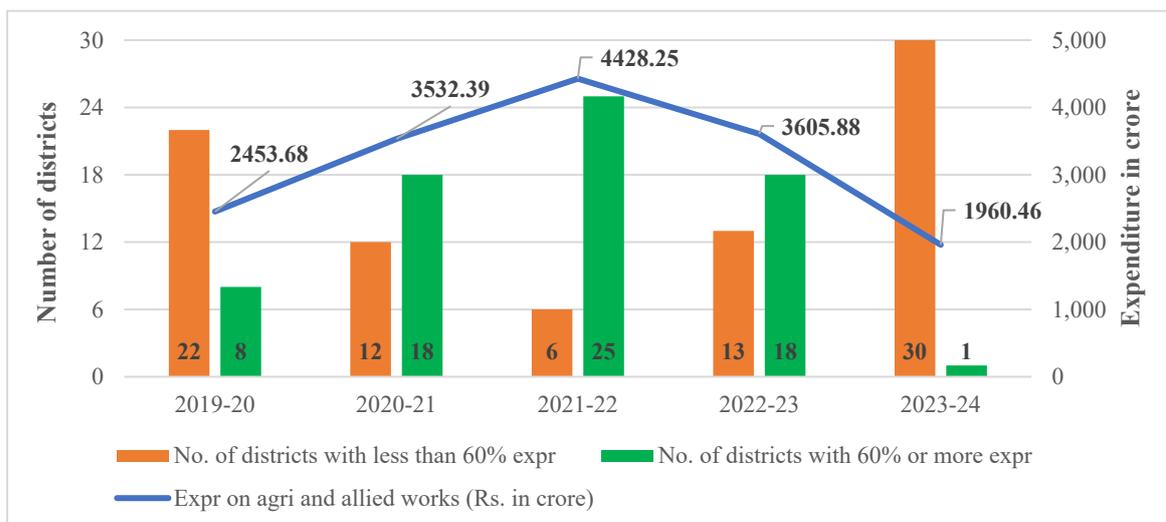
The State Government while accepting the observation attributed (May 2025) it mainly to the inability of the beneficiaries to purchase the required materials. This was, however, contrary to its own directions.

## **5.10 Non-achievement of targets for expenditure on agriculture-allied works and Natural Resources Management works**

The proviso below Paragraph 4 (2) of Schedule-1, MGNREGA made District Programme Coordinator responsible to ensure that at least 60 *per cent* of the works taken up in a district in terms of cost should be for creation of productive assets directly linked to agriculture and allied activities through development of land, water and trees.

Scrutiny of information furnished showed that number of districts with less than 60 *per cent* expenditure on agriculture and allied works ranged from 6 (2021-22) to 30 (2023-24). Details are given in **Appendix 5.11**. The expenditure on agriculture and allied works increased significantly during the period from 2019-20 to 2021-22 and declined thereafter (exhibited in **Chart 5.2**). This adversely affected the objective of improving the livelihoods of rural communities by boosting agricultural productivity and income generation.

**Chart 5.2: Non-achievement of targets for expenditure on agriculture and allied works**



Source: Information furnished (December 2024) by the Department

Similarly, out of 78 Mission Water Conservation (MWC) Blocks<sup>34</sup> in Karnataka, the requisite percentage (65 per cent) of expenditure on Natural Resource Management (NRM) works<sup>35</sup> was not maintained in 15 to 77 MWC Blocks.

The State Government stated (May 2025) that action would be taken to increase the percentage of expenditure on agriculture and allied activities. It was also stated that prescribed NRM expenditure was maintained except for the year 2019-20. The reply is not acceptable as the information furnished pertained to the overall status of the State whereas there were shortfall in NRM expenditure in the MWC Blocks.

### 5.11 Mission Amrit Sarovar – works executed in disregard of criteria

The Mission Amrit Sarovar was launched on 24<sup>th</sup> April 2022 by Hon'ble Prime Minister with objective of "construction/development of at least 75 *Amrit Sarovar* (ponds) in every district of the Country". As per the guidelines, each *Amrit Sarovar* was to have pondage area of minimum of one acre (0.4 hectare) with water holding capacity of about 10,000 cum. The guidelines also stipulated that funds for this activity could be pooled in from MGNREGS.

As per information furnished (July 2024 and November 2025) to Audit, 4,177 *Amrit Sarovar* works taken up in Karnataka under various schemes, out of which 4,056 works were reported as completed. It was further furnished that 3,118 works were taken up under MGNREGS and 3,031 works were completed (September 2024).

Audit scrutiny revealed that in completed 1,115 works (37 per cent), prescribed criteria of having pondage area of minimum of one acre (0.4 hectare) and water

<sup>34</sup> Regions identified as highly stressed with regard to groundwater exploitation.

<sup>35</sup> Watershed management works (such as contour trenches, terracing, contour bunds, boulder checks, etc.), renovation of traditional water bodies including desilting of irrigation tanks, afforestation, tree plantation, land development works in common land, etc.

holding capacity of about 10,000 cubic metre was not satisfied. This resulted in expenditure of ₹51.61 crore on these 1,115 works which did not fulfil the required criteria.

The Commissioner, MGNREGS had requested (25.01.2024) GoI to accord approval for regularising such non-ideal *Amrit Sarovar* sites citing hindrances to expansion of these water bodies due to lack of sufficient open spaces, tanks being pitched with granite or hard stones and having cultural/historical significance, etc. The approval was awaited (October 2024).

The State Government, while accepting the observation, reiterated (May 2025) that proposal for regularizing it was pending with GoI.

### **5.12 Non-achievement of objectives of Cluster Facilitation project**

Cluster Facilitation Project (CFP) was initiated with a vision of addressing poverty through a multi-pronged strategy of leveraging of synergies of different flagship programmes of the Central Government / State Government in convergence with MGNREGS through better coordination, planning and implementation in 250 blocks of 117 aspirational districts and 50 blocks of other backward regions across the Country. MoRD was to bear 100 *per cent* of the cost of CFP and project period of CFP was from 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2023. Depending upon the performance and the requirement of the CFP, the duration could be further extended for a period of two years. In Karnataka, five Taluks (Chincholi, Devadurga, Raichur, Yadgir, and Shorapur) were selected for CFP.

Audit observed that CFP in Karnataka did not get the requisite financial support and failed to achieve majority of identified deliverables as detailed below:

- i) CFP became operational in Karnataka from March 2021. The project was extended initially for one financial year up to 31 March 2024 and later extended up to 31 March 2025. For implementing the project, Department had demanded an amount of ₹384.37 lakh (₹268.87 lakh in 2020-21 and ₹115.50 lakh in 2023-24) under the budget head “Capacity building & technical support” of CFP under MGNREGS.

Against this demand, only ₹67.22 lakh (17 *per cent*) was released in 2020-21. As on March 2024, total expenditure of ₹294.56 lakh under CFP was incurred under selected five taluks which included funds of ₹217.95 lakh which were diverted from MGNREGS Fund along with interest of ₹9.39 lakh.

- ii) Paragraphs 12.1 and 12.2 of CFP Guidelines specified about deliverables to be achieved from the commencement of CFP. After achieving the target in 18 months from start of the project, CFP would move to the next block. The details of achievements against the targets in these selected five CFP Taluks (**Appendix 5.12**) revealed that the achievement in ten (out of 14) deliverables was short of target. In five deliverables, the achievement was very less than the target as detailed in **Table 5.5**.

**Table 5.5: Details of targets and achievements under CFP**

Deliverables	Target	Range of achievement
Expenditure under NRM works	65	36 per cent (Shorapur) to 53 per cent (Yadgir)
Expenditure on individual works	60	34 per cent (Chincholi) to 58 per cent (Shorapur)
Expenditure on agriculture and allied works	60	20 per cent (Raichur) and 48 per cent (Shorapur)
SC/ST households.	10 per cent more person days than the district average	Not achieved in Devadurga, Raichur, Yadgir, and Shorapur Taluks
Works to be taken up as per GIS based INRM Plan	100	41 per cent (Devadurga) to 69 per cent (Shorapur)

- iii) At the district and taluk level, review meeting was to be conducted once in a month and a week respectively. Scrutiny of information furnished by the Department showed that there was shortfall in conducting weekly review meetings<sup>36</sup> in three CFP Taluks (Devadurga, Raichur and Shorapur) during the period from 2021-22 to 2023-24.

Thus, CFP failed to achieve its intended objective of effective implementation of MGNREGS through better planning, coordination and monitoring, despite incurring an expenditure of ₹294.56 lakh.

The State Government accepted (May 2025) the observation and stated that necessary directions would be issued to the concerned districts and clusters.

### 5.13 Implementation of Unnati Scheme

Project 'Unnati', a skilling project (launched in the year 2020-21), intended to upgrade the skill base of MGNREGS beneficiaries, and thereby improving their livelihoods so that they could move from the current partial employment to full-time employment. The objective was to reduce their dependence on MGNREGS.

This project was meant to provide training to one adult member of a household who had completed 100 days of work under MGNREGS in the previous financial years. Training under Unnati was to be imparted by Institutions like Deen Dayal Upadhyaya Grameen Koushalya Yojana (DDU-GKY), Rural Self Employment Training Institute (RSETI) and Krishi Vigyan Kendra (KVK) and covered areas such as dairy farming, mushroom cultivation, sheep rearing, etc.

Scrutiny of records showed following deficiencies in its implementation:

- i) No training was conducted under DDU-GKY and KVK training programmes during the period from 2020-21 to 2023-24;

<sup>36</sup> Shortfall in weekly review meetings - Devadurga Taluk (5 to 7), Raichur (3 to 5), Shorapur (16 to 24).

- ii) Against the target of training 7,963 beneficiaries for the entire State, 3,712 beneficiaries (47 *per cent*) were trained by RSETIs during the period from 2020-21 to 2023-24.
- iii) The Department did not have information about unskilled workers who had shifted as skilled worker or self-employed person after attending RSETI training. Comparison of training details with respective job cards, however, showed that candidates continued to work as unskilled workers under MGNREGS as illustrated below:

**Illustration**

Candidate Name: Shri K. C. Doddegowda from Kodihalli Village, Gyarahatta GP, Tiptur Taluk, Tumkuru District (having Job Card No. KN-25-008-005-017/77) had attended training from 18 September 2021 to 30 September 2021 (13 days) under RSETI Scheme and was also paid the stipend of Rs.3,757/-.

The latest MGNREGS work where the candidate was employed as unskilled worker is cemetery development work (December 2024) (Code-1525008005/AV/93393042892343077).

Thus, the Department failed to implement Unnati – a skilling project which was aimed to improve livelihoods of beneficiaries enabling them to move from the current partial employment to full-time employment and reduce their dependence on MGNREGS.

The State Government stated (May 2025) that necessary directions would be issued to conduct trainings as per the approved plans and requisite data of the candidates would be collected.

#### **5.14 Other irregularities/deficiencies in implementation of test-checked works**

As stated in Chapter II, Audit selected 400 works (10 works in each of the 40 GPs) for Joint Physical Verification (JPV). This included 319 GP works and 81 convergence works.

Paragraph 7.12.5 of AMC, 2019-20, contained indicative framework for each work file and specified standard set of documents/records to be maintained for each work under MGNREGS. This would enable review, monitoring and auditing of the implementation of the work during execution and after implementation.

Discrepancies noticed while reviewing the documents of test-checked works are discussed in succeeding paragraphs:

##### **5.14.1 Non-prioritisation of works to be taken up**

One of the paradigm shifts under MGNREGS was that plans and decisions regarding the nature and choice of works to be undertaken, the order in which each work was to be triggered (priority), site selection, *etc.*, were all to be made

in open assemblies of the Gram Sabha (GS) and ratified by the GP (Paragraphs 1.4 (x) and 7.1.5 of Operational Guidelines, 2013). The order of priority of works should be determined keeping in view potential of the local area, its needs and local resources (Paragraph 4(2) of Schedule-I to the Act).

It was seen that test-checked GPs (in eight<sup>37</sup> out of 10 Taluks) did not prepare proper annual plans as stipulated in the Operational Guidelines by giving priority to works to be executed during the ensuing year and lacked systematic approach to ensure optimum utilisation of limited resources available in creating assets as envisaged.

The State Government stated (May 2025) that introduction of online preparation of action plan from 2025-26 would address such issues.

#### **5.14.2 Non-accordng of administrative approval and technical sanction**

Paragraph 7.12.5 of AMC 2019-20 stipulates that copies of Administrative and Technical Sanction orders of works taken up under the Scheme should be kept in the work file.

Audit scrutiny of the selected works revealed that:

- 1) Administrative sanctions in 24 test-checked works were either not on record or not accorded by the competent authority;
- 2) technical sanctions in 25 works were not accorded by the competent authority;
- 3) dates of technical sanction (64 works) and administrative approval (48 works) were not indicated.

In the absence of required sanctions/details, the possibility of unauthorised execution of works could not be ruled out.

The State Government stated (May 2025) that checklist of work file was being thoroughly inspected by the officials concerned. The reply did not address the observation about specific omissions pointed out by Audit.

#### **5.14.3 Measurement of works**

Paragraph 7.13.2 of Operational Guidelines, 2013 stipulated that weekly measurement of works should be undertaken by measurement officers (Technical Assistants/Junior Engineers). Measurement officers should ensure that all measurements were taken within three days after close of weekly muster rolls. This was crucial for timely payment of wages.

Test-check of work files in sampled districts showed that (i) weekly measurements of works were not undertaken by technical officers in 150 works (38 *per cent*) and (ii) measurements were not taken within three days of closure of muster rolls in 115 works (29 *per cent*). Further, the requisite check measurements by the competent authority were not done in 163 (41 *per cent*) out of 400 test-checked works.

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<sup>37</sup> Aland, Gangavathi, Yelburga, Mandya, Maddur, Sagar, Tiptur and Turuvekere.

Audit also observed that there were differences in material payment when compared with details mentioned in invoices/Measurement Books (MB):

- In respect of 23 test-checked works, the vendors/suppliers were paid ₹132.26 lakh though the amount payable as per invoices/MBs was ₹60.20 lakh, resulting in excess payment of ₹72.06 lakh.
- In 32 works, though the total amount as per the invoices was ₹127.60 lakh, payment recorded as per MIS was ₹110.56 lakh indicating short payment of ₹17.04 lakh.

The State Government accepted (May 2025) the observation and attributed it to work overload of Engineers. The fact remains that authenticity of payments made were questionable and needed investigation.

#### ***5.14.4 Quality Control and Transparency***

With an objective to improve the transparency, MoRD had mandated geo-tagging of all MGNREGS assets at three stages - beginning of the work, mid-way and on work completion. Each photograph was to be taken from the same angle and landmark with the date printed over it. At least one geo-tagged photograph of the asset had to be attached in case record/work file. (Paragraph 7.12.5 of AMC, 2019-20).

Audit scrutiny of work files in test checked GPs revealed various discrepancies as detailed below:

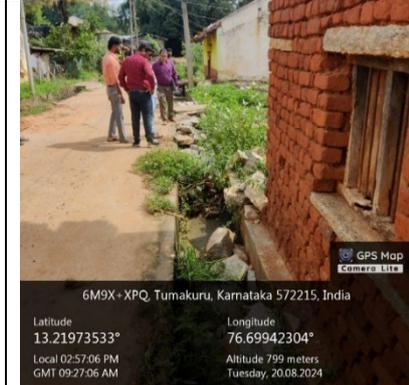
- Not a single geo-tagged photograph of the asset was attached in 163 completed work files.
- In 275 works, photographs were not taken from the same angle/landmark with date printed over it.
- Third stage photographs were not uploaded in 64 (18 *per cent*) out of 362 completed works. In case of 129 (36 *per cent*) completed works, 3<sup>rd</sup> Stage photograph were uploaded beyond the stipulated 30 days of completion.
- There was no documentary evidence of having conducted quality checks/control in test-checked 398 works.
- During JPV, it was observed that requisite Citizen Information Boards were not provided at the work sites of 265 (66 *per cent*) works. Test-check of photographs uploaded on BHUVAN also showed that Information Boards were not visible in respect of 153 (38 *per cent*) works.
- Paragraph 7.16.1 of Operational Guidelines, 2013, stipulated that on completion of every project, a Project Completion Report (PCR) should be prepared as per the prescribed format in the Works Register. However, PCR were either not available or were not in the prescribed format in 160 (44 *per cent*) out of 362 completed work files.

The State Government accepted (May 2025) the observation and assured of issuing necessary directions to implementing agencies to follow the procedures.

### 5.14.5 Unfruitful/Wasteful expenditure

Creation of durable assets and strengthening of rural livelihood base were important objectives under the Scheme. However, JPV of the test-checked works with department officials revealed the following:

- i) In 19 test-checked cases, works (construction of soak pits, CC roads/drains, etc.) were either defunct or not in use. As a result, expenditure of ₹80.17 lakh incurred on these 19 works was rendered unfruitful. Some of the illustrative cases are given below (**Exhibits 5.12 to 5.14**):

		
<p><b>Exhibit 5.12</b> Code - 1515002014/ RC/ 93393042892366875</p>	<p><b>Exhibit 5.13</b> Code - 1525008019/ WC/ 93393042892206702</p>	<p><b>Exhibit 5.14</b> Code - 1525010022/ FP/ 93393042892271444</p>
<p>Earthen (<i>kachcha</i>) road constructed at Ambalaga (Kamalapur taluk, Kalaburgi District) was not usable for want of upgradation.</p>	<p>Defunct water channel constructed in Dasarighatta (Tiptur Taluk, Tumakuru District) for want of maintenance.</p>	<p>CC drain constructed in Hullekere (Turuvekere Taluk, Tumakuru District) was blocked with boulders and was also covered with weeds.</p>

- ii) As per Paragraph 7.12.2 of AMC, 2019-20, expected durability of water conservation and water harvesting works (including construction of farm ponds) was 15-25 years (*pucca* works) and 5-10 years (*kachcha* works).

Three farm ponds<sup>38</sup> which were claimed to have been constructed (between May 2021 to April 2023) at an expenditure of ₹2.25 lakh in two test-checked GPs (Kyathgahtta and Mudagandoor of Mandya District) were not found to be in existence during JPV conducted in August 2024. The PDOs accepted (July 2024) the audit observation and stated that notice would be issued to individual beneficiaries and action taken as per Scheme guidelines.

- iii) Similarly, expenditure of ₹15.93 lakh incurred by Bytharahosahalli GP of Turuvekere Taluk was rendered wasteful due to improper execution/incorrect selection of work (**Table 5.6**).

<sup>38</sup> 1521002/IF/93393042893018142 (₹92,480), 1521002022/IF/GIS/89148 (₹68,259) and 1521004077/IF/93393042892496864 (₹63,840)

**Table 5.6: Wasteful expenditure at Bytharahosahalli GP**

Work Code	Work name	Expenditure in lakh	Remarks
1525010020/FP/ 93393042892238223	Flood control work from Y T Road to Village backside	8.38	As per the site conditions and plan, the drain should have been constructed straight down to the end of the road. However, a temple was located at this point and the drain was diverted at 110 m by crossing the road and drained towards the Nala behind few houses in the locality resulting in water contamination in the area.
1525010020/RC/ 93393042892286371	Construction of metal road in Varahasandra Village	7.55	The WBM road constructed towards, the dry waste collection centre was worn-out. The dry waste collection centre was abandoned as it was located in elevated rocky terrain.
<b>Total</b>		<b>15.93</b>	

Source: Test-checked work files

The State Government accepted (May 2025) the observation and stated that due action would be followed.

#### 5.14.6 Execution of non-permissible work

Construction of *pucca* boundary wall (RCC/masonry) for crematoria was not allowed under MGNREGS.

Contrary to above, the AEE, PRED, Aland, Kalaburagi District, prepared (March 2023) an estimate of ₹8 lakh for constructing *pucca* (RCC/masonry) boundary wall surrounding the graveyard at Telekuni Village, Kinni Sultan GP, Aland Taluk (MGNREGS Work Code - 1515002/RS/93393042892299161). The work was completed (November 2024) after incurring an expenditure of ₹6.89 lakh.



The irregular expenditure of ₹6.89 lakh incurred on non-permissible work was recoverable from the concerned officials/agency as per the advisory issued (20.10.2021) by MoRD. The State Government should ensure due recovery of such expenditure and deposit the recovered amount into SEGF account under intimation to the Ministry.

The State Government stated (May 2025) that explanation would be called for from the official concerned and action would be taken accordingly.

5.14.7 Discrepancies in muster rolls

NREGASoft contained the provision to generate electronic muster rolls (e-Muster rolls) with pre-printed name of the workers allocated to a worksite having a unique MIS generated muster roll number. In terms of Paragraph 12.3 of AMC, 2019-20, Program Officer was the competent authority to issue the muster rolls required for marking attendance of workers. Only those muster rolls that were signed/certified by the competent authority were considered authentic for generation of pay orders. District Programme Coordinator was responsible to ensure periodic verification of muster rolls and Social Audit was to verify its correctness by contacting the wage seekers (Paragraphs 2.3.1 and 13.3.4 of Operational Guidelines).

Scrutiny of records in test-checked works showed following discrepancies in muster rolls:

- i) Manipulation of muster rolls – In 1,799 muster rolls used for marking attendance in 257 works of 39 test-checked GPs (except Kinni Sultan), Audit observed that the e-muster rolls were not generated through NREGASoft but were found to be generated through unauthorised source/software such as www.scientysoft.com. This was confirmed as the requisite information such as bank accounts details of the beneficiary, details regarding financial year, captions such as name of Scheme/work, MGNREGS logo, etc., were not available on the muster rolls generated from sources other than NREGASoft. Illustrative cases of a system-generated (NREGASoft) muster roll and unauthorised muster roll are exhibited below (Exhibits 5.15 and 5.16).

ರಾಷ್ಟ್ರೀಯ ಗ್ರಾಮೀಣ ಉದ್ಯೋಗ ಸಾಕರಿ ಯೋಜನೆ  
ಸುಸ್ತು ಕೆಲಸ (For Unskilled Labourer)

೦೯ನೇ ಪುಟ (MB) ಸಂಖ್ಯೆ \_\_\_\_\_ Page No. \_\_\_\_\_ Signature of Issuing Officer with seal

ರಾಜ್ಯ: ಕರ್ನಾಟಕಾ ಸುಸ್ತು ಕೆಲಸ ಸಂಖ್ಯೆ : 170 Muster Roll Printing date : 04/04/2025 ಶಿಬಿರ: SHIVAMOGGA ತಾಲ್ಲೂಕು: SHIKARIPUR ಪಂಚಾಯತ: BEGURU Financial Year: 2025-2026

ಉಪರಾಜ್ಯ ಸುಸ್ತು ಕೆಲಸ ಸಂಖ್ಯೆ : 1524004009/WH/93393042892265516 ಉಪರಾಜ್ಯ ಸುಸ್ತು ಕೆಲಸ ಸಂಖ್ಯೆ : 1524004009/WH/93393042892265516

ದಿನಾಂಕ: 01/04/2025 ದಿನಾಂಕ: 07/04/2025 ತಾಂತ್ರಿಕ ಸಂಜ್ಞಾಪನಾ ಸಂಖ್ಯೆ ಮತ್ತು ದಿನಾಂಕ : 1524004009/2024-2025/75325/TS(01/03/2025) Financial sanction no & Date : 1524004009/2024-2025/75325/AS(03/03/2025)

Name of technical staff responsible for measurement : CHANDAN K P (Technical Assistant Engineer)

ಕ್ರ.ಸಂ.	ಕೆಲಸ/ನೋಂದಣಿ ಸಂಖ್ಯೆ	ಮುಖಂಡ ಮುಖ್ಯಸ್ಥರ ಹೆಸರು	ಉಪರಾಜ್ಯ ಕೆಲಸ	ಹೆಸರು	ಬ್ಯಾಂಕ್ ಸಂಖ್ಯೆ	ದಿನವೇ ಪಾಲ್ಗೊಂಡಿ							ಒಟ್ಟು ಪಾಲ್ಗೊಂಡಿ	ಒಂದು ದಿನದ ಪಾಲ್ಗೊಂಡಿ	ಪ್ರಯೋಗ ಶುಲ್ಕ / Caste	Implements / Sharpening Charge	ಒಟ್ಟು ಸೇವೆ	ಅಧಿಕಾರಿ ಸಹಿ/ ಸಂಪೂರ್ಣ ರೂಪ	
						1	2	3	4	5	6	7							
1	KN-24-004-009-003/10	ಮಹಾದೇವಪ್ಪ	ಮಹಾದೇವಪ್ಪ	ಬೆಂಗಳೂರು	Bank Canara Bank 0575119035844											OTH	X		
2	KN-24-004-009-003/10	ಮಹಾದೇವಪ್ಪ	ರೇಣುಕಮ್ಮ	ಬೆಂಗಳೂರು	Bank Canara Bank 0575101014496											OTH	X		
3	KN-24-004-009-003/10	ಮಹಾದೇವಪ್ಪ	ಶಶಿ	ಬೆಂಗಳೂರು	Bank Canara Bank 0575108036561											OTH	X		

**Exhibit 5.15: Sample of muster roll (genuine) generated through NREGASoft**

**ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ (For Unskilled Labourer)**

Signature of Issuing Officer with seal  
ಹಿರೇವಾಂಕುಂತಾ ತಾಲ್ಲೂಕು ಹಿರೇವಾಂಕುಂತಾ ಗ್ರಾಮ ಪಂಚಾಯತ್  
Financial Year: 2022-2023

Page No. \_\_\_\_\_ Muster Roll Printing date : 05/04/2022 ತಾಲ್ಲೂಕು ಹಿರೇವಾಂಕುಂತಾ ತಾಲ್ಲೂಕು ಹಿರೇವಾಂಕುಂತಾ ಗ್ರಾಮ ಪಂಚಾಯತ್

ಹಿರೇವಾಂಕುಂತಾ ತಾಲ್ಲೂಕು ಹಿರೇವಾಂಕುಂತಾ ಗ್ರಾಮ ಪಂಚಾಯತ್ : ಹಿರೇವಾಂಕುಂತಾ ತಾಲ್ಲೂಕು ಹಿರೇವಾಂಕುಂತಾ ಗ್ರಾಮ ಪಂಚಾಯತ್  
ತಾಲ್ಲೂಕು ಹಿರೇವಾಂಕುಂತಾ ತಾಲ್ಲೂಕು ಹಿರೇವಾಂಕುಂತಾ ಗ್ರಾಮ ಪಂಚಾಯತ್ : ಹಿರೇವಾಂಕುಂತಾ ತಾಲ್ಲೂಕು ಹಿರೇವಾಂಕುಂತಾ ಗ್ರಾಮ ಪಂಚಾಯತ್  
Technical sanction no & Date : 1520004030/2021-2022/557063/TS (24/7/2021) Financial sanction no & Date : 1520004030/2021-2022/557063/AS (25/7/2021)

name of technical staff responsible for measurement : \_\_\_\_\_

ಕ್ರ. ಸಂ.	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ ಸಂಖ್ಯೆ	ದಿನದ ಸಂಖ್ಯೆ							ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ ಸಂಖ್ಯೆ											
						1	2	3	4	5	6	7								
1	KN-20-004-030-002/3787	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	Bank PRAGATHI KRISHNA GRAMIN BANK XXXXXXXXXXXX	P	P	P	P	P	P	P	A	6	989	1924	OTHER		1924
2	KN-20-004-030-002/3789	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	Bank PRAGATHI KRISHNA GRAMIN BANK XXXXXXXXXXXX	P	P	P	P	P	P	P	A	6	989	1924	OTHER		1924
3	KN-20-004-030-002/3819	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	Bank PRAGATHI KRISHNA GRAMIN BANK XXXXXXXXXXXX	P	P	P	P	P	P	P	A	6	989	3083	OTHER		1924
4	KN-20-004-030-002/3787	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	Bank PRAGATHI KRISHNA GRAMIN BANK XXXXXXXXXXXX	P	P	P	P	P	P	P	A	6	989	1924	OTHER		1924
5	KN-20-004-030-002/3774	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	ಮುಖ್ಯ ಕಾರ್ಯದರ್ಶಿ	Bank PRAGATHI KRISHNA GRAMIN BANK XXXXXXXXXXXX	P	P	P	P	P	P	P	A	6	989	1924	OTHER		1924

**Exhibit 5.16: Unauthorised muster roll with bank account numbers missing**

Audit scrutiny revealed that payment of wages under MGNREGS amounting to ₹4.21 crore was made using these unauthentic muster rolls in 39 GPs of ten selected taluks (Appendix 5.13).

As muster rolls were the base for making wage payments (generating fund transfer orders), payment of ₹4.21 crore made on these musters was not only questionable but was also doubtful. Use of such unauthorised muster rolls was a matter of serious concern as it undermined the controls prescribed for use of musters and possibility of misuse of Scheme funds could not be ruled out.

The State Government stated (May 2025) that instructions would be issued to the ZPs for not using NMRs from unauthorised sources.

- ii) Irregular wage payment - Paragraph 12.3(f) of AMC, 2019-20, stipulated that muster rolls should be issued to implementing agencies by the Programme Officer within three days from their declaration to start the work. Attendance of labourers was to be taken everyday by Gram Rozgar Sahayak/mates in the prescribed muster rolls and no *kachcha* muster rolls were to be used for recording attendance (Paragraphs 20.1(f) and 7.12.5).

Audit observed the instances where attendance was marked in the muster roll for the period (dates) prior to the date of its printing. For instance muster roll number 18471 was printed on 15 February 2021 as seen from the date available on it. However, the attendance of labourers<sup>39</sup> for the period from 11 February 2021 to 17 February 2021 was recorded therein. Thus, the recording of attendance for the period from 11 February to 14 February on the muster roll which was printed on 15 February was irregular which resulted in irregular payment of wages of ₹0.45 lakh on this muster roll.

<sup>39</sup> For the work of desilting Nilogal Tank in Hirevankalkunta GP (Yelburga TP)

Audit observed similar irregularities in 958 test-checked muster rolls in 185 works of 38 test-checked GPs (except Gedigeri and Udugani) wherein irregular payment of wages amounting to ₹79.16 lakh was made as detailed in Appendix 5.14.

The State Government stated (May 2025) that there was an option to print the NMR between NMR date range and attendance was taken in *kachcha* book by the mates. However, the use of *kachcha* muster roll for recording daily attendance was not permissible as per Paragraph 7.12.5 of AMC.

- iii) **Blank/unsigned muster rolls – Paragraph 7.11.3 of Operational Guidelines, 2013 stipulated that worker’s attendance and the wages paid would be shown against each name with the signature/ thumb impression of the worker.**

Audit observed that either the attendance of workers was not marked or signature/thumb impression of worker was not obtained in 50 test-checked muster rolls of 10 works in seven<sup>40</sup> test-checked GPs. Despite this, an amount of ₹5.51 lakh was paid to workers which not only contravened the provisions of Operational Guidelines but also raised doubt about the genuineness of employment.

The State Government attributed (May 2025) it to incomplete work of mates/GKM and stated that instructions had been issued to generate wage list only after satisfactory verification of attendance.

- iv) **Non-payment of wages - In terms of Paragraph 7.11.7 of Operational Guidelines, 2013, the recorded attendance as per physical muster roll must be entered in NREGASoft for generating wage list/fund transfer order (FTO).**

Scrutiny showed that 497 workers (35 muster rolls) were employed in 17 works of 13<sup>41</sup> GPs. Despite performing their duties at work sites (as seen from the NMRs available on records/files), wages aggregating ₹10.98 lakh were not paid to these workers. Denial of wages to beneficiaries despite having worked under MGNREGS was against the basic objective of the Scheme.

The State Government stated (May 2025) that the matter would be escalated to NIC for clearance of wages.

- v) **Excess payment of wages – There were instances where either original muster rolls were not available on record or excess attendance was marked while uploading it online. This resulted in excess payment of wages aggregating ₹39.47 lakh in 26 test-checked works. Possibility of giving undue favour to the workers by enhancing their working days during generation of FTOs could not be ruled out.**

<sup>40</sup> Ambalaga, Babalad (IK), Bhodhan, Ganadalu, Hirolli, Kamalanagar and Kinni Sultan

<sup>41</sup> Bhodhan, CA Kere, DA Kere, Ganadalu, Gungal, Hirevankalkunta, Hullekere, Kamalanagar, Kesarahatti, Marali, Okali, Sonth and Talakere

The State Government stated (May 2025) that workers could receive payment on the basis of MB recording, check measurement and job card updates. The reply is not specific to the cases pointed out by Audit which also included marking of extra attendance while entering the data online.

**Recommendation 15: The Government should conduct detailed enquiry on discrepancies in muster rolls, examine similar cases in other GPs and initiate punitive action against erring officials.**

#### **5.14.8 Violation of KTPP Act**

As per Article 4(e) (ii) of KTPP Act, tenders process should be followed whenever purchases were made from private agency and the value of goods exceeded rupees one lakh (enhanced to rupees five lakh with effect 27 April 2020) to ensure transparency in purchases. Further, the State Government also exempted (October 2021) the purchase of materials up to rupees five lakh for MGNREGS works under KTPP Act.

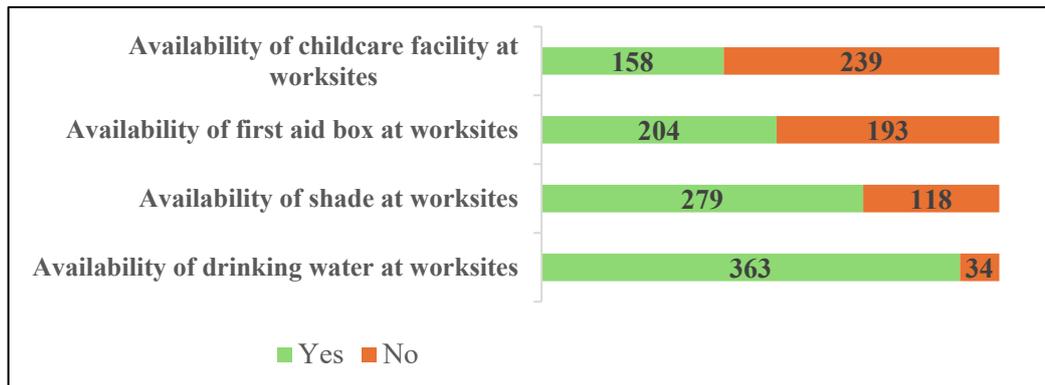
It was, however, observed that tenders were not called for in 61 test-checked works of test-checked nine Taluks (except Aland) though the material cost in each of these works exceeded the limit of rupees five lakh. Instead, the materials worth ₹5.68 crore were procured by inviting quotations only (**Appendix 5.15**).

The State Government accepted (May 2025) the observation and stated that a new online system of material payment had been introduced from January 2024 to avoid such instances in future. The reply was silent about the action on the cases pointed out by Audit.

#### **5.15 Non-provision of facilities at work sites**

Paragraph 7.12 of Operational Guidelines, 2013, stipulated that worksite facilities (medical aid, drinking water and shade) were to be provided. The first aid box should be replenished as and when required and should not have expired medicines. Provision of drinking water would require trolleys for fetching water from long distances. In case the children below the age of six years accompanying the women workers at any site were five or more, a crèche should be provided.

Beneficiaries' responses to queries showed that worksite facilities, particularly childcare facility, medical aid and shade) were not adequate as exhibited in **Chart 5.3**:

**Chart 5.3: Availability of worksite facilities as per beneficiaries' survey**

Source: Beneficiaries' survey conducted (July-September 2024) by Audit

Analysis of responses of 397<sup>42</sup> out of 400 beneficiaries in test checked districts showed the following:

- 239 beneficiaries (60 *per cent*) stated that childcare facilities were not available at worksites.
- 193 beneficiaries (49 *per cent*) stated that first aid boxes (medical aid) were not available at worksites.
- 118 beneficiaries (30 *per cent*) stated that shade was not available at worksites.
- 34 beneficiaries (9 *per cent*) stated that drinking water was not available at worksites.

Absence of worksite facilities, particularly childcare facilities, medical aid and shade, would evidently discourage women with small children and old-age beneficiaries from working on MGNREGS.

The State Government accepted (May 2025) the observation and stated that directions would be issued to all the officers at District, Taluk and GP level to mandatorily provide the required worksite facilities.

<sup>42</sup> Three beneficiaries of Kudaruru GP (Sagar TP, Shivamogga ZP) had not worked under MGNREGS.