

# **Chapter 2**

## **Performance Audit**

### **Implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme in the State**



## Panchayati Raj and Drinking Water Department

### 2. Implementation of Mahatma Gandhi National Rural Employment Guarantee Scheme in the State

#### 2.1 Introduction

The National Rural Employment Guarantee Act (NREGA) was enacted by the Government of India (GoI) in September 2005 with the aim of providing at least 100 days of guaranteed wage employment in a financial year to every rural Household (HH) whose adult members were willing to do unskilled manual work. The overarching objective of the Act was to ensure livelihood security for the economically weaker section of the rural population. The Act promotes creation of durable assets in rural areas through labour-intensive infrastructure projects like building of roads, water conservation and afforestation. The NREGA was later rechristened (October 2009) as the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA).

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) is a Centrally Sponsored Scheme (CSS) implemented on a cost sharing basis between GoI and the State Governments. GoI provides the entire cost of wages for unskilled manual workers, and 75 per cent of the cost of material and wages for skilled and semi-skilled workers required for execution of the work. The State Government provides 25 per cent of the cost of material and wages for skilled and semi-skilled workers and also bears the total expenditure on unemployment allowance and compensation for delayed payment of wages to workers. GoI also provides up to six per cent of the total expenditure on MGNREGS in a financial year for administrative expenses to the State Government.

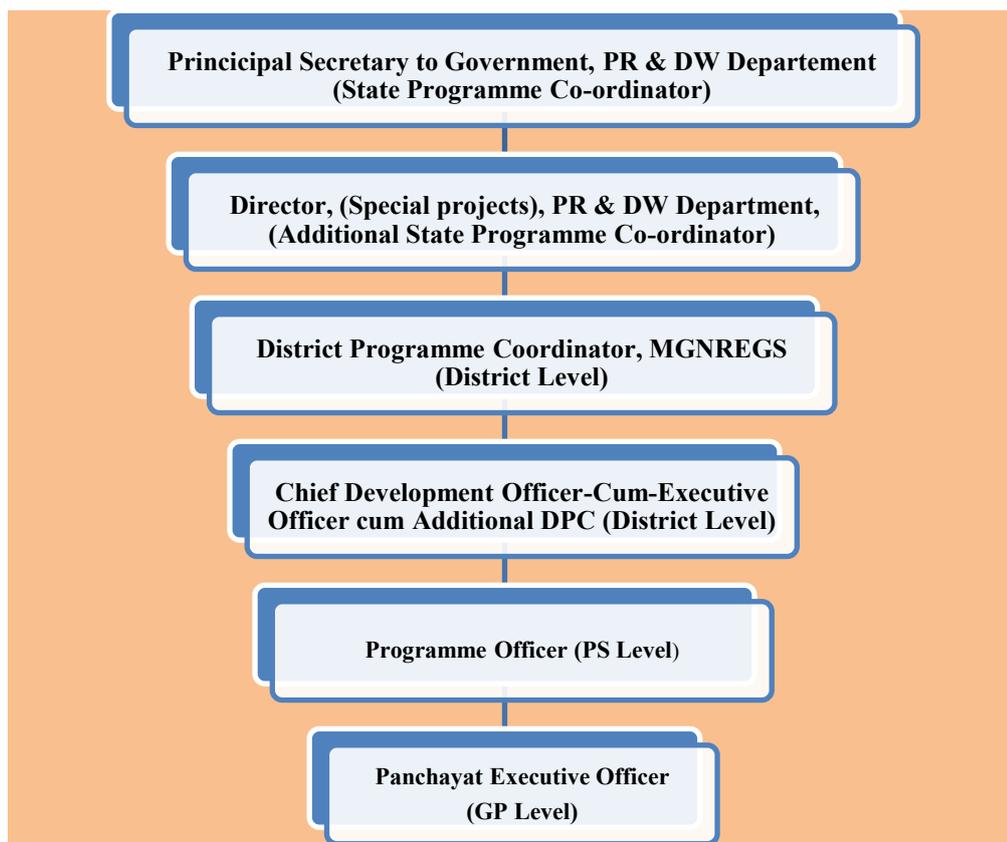
#### 2.2 Organisational structure

At the State level, the Principal Secretary, Panchayati Raj and Drinking Water (PR&DW) Department, Government of Odisha (GoO) acts as the State Programme Coordinator (SPC) who is responsible for framing rules and provides overall guidance for planning and implementation of the Scheme. The Director, Special Projects, PR&DW Department acts as the Additional SPC, who is the Nodal Officer for the Scheme in the State.

At the district level, the Collector or District Magistrate acts as the District Programme Coordinator (DPC) and is responsible for overall co-ordination and implementation of the scheme. The DPC is assisted by the Chief Development Officer cum Executive Officer (CDO-cum-EO) of the Zilla Parishad (ZP).

At Block level, the Block Development Officer (BDO) acts as the Programme Officer (PO) for implementation of MGNREGS and is assisted by the Additional Programme Officer (APO) and Panchayat Executive Officers (PEOs) of the GPs, as shown in **Chart 2.1**.

Chart 2.1: Organisational structure for implementation of MGNREGS



(Source: Information furnished by PR&DW Department)

### 2.3 Audit Objectives

The objectives of the Performance Audit were to assess whether:

- Planning process and financial management practices were adequately geared towards achieving the goals of the Act, while adhering to relevant rules and regulations;
- Fair access to employment opportunities was achieved and employment was adequately generated, leading to social protection and livelihood security;
- Durable and useful assets were created and maintained in compliance with rules and regulations, while ensuring convergence with other programmes/ schemes;
- Appropriate and adequate monitoring, social audit and grievance redressal systems were in place and were functioning as envisaged, to achieve greater transparency and accountability.

### 2.4 Audit Criteria

The Performance of the MGNREGS was evaluated with reference to the following criteria:

- (i) Mahatma Gandhi National Rural Employment Guarantee Act, 2005

- (ii) Operational Guidelines, 2013 issued for MGNREGS by the Ministry of Rural Development (MoRD), GoI
- (iii) GoI instructions, Annual Master Circulars of MoRD on MGNREGS issued from time to time
- (iv) Orders and instructions issued by the State Government

## 2.5 Scope and methodology of Audit

The Performance Audit for the financial years (FYs) 2019-20 to 2023-24 was conducted between June and September 2024. Audit test-checked records of PR&DW Department, five out of 30 ZPs, 10 out of 314 PSs and 40 out of 6,794 GPs in five selected districts. These samples were selected on the basis of Stratified Random Sampling on expenditure basis, through IDEA software (*Appendix 2.1*). Joint Physical Inspection (JPI) of assets created under the scheme (seven assets in each GP) and verification of Job Cards along with interview of beneficiaries (10 beneficiaries in each selected GP) were conducted in the presence of representatives of the PSs and GPs.

An Entry Conference was held with the Principal Secretary, PR&DW Department, GoO on 25 June 2024 to discuss the objectives, criteria, scope and methodology of Audit. The Exit Conference was held with Commissioner cum Secretary, PR&DW Department on 05 May 2025. Replies of the Department, wherever received, have been incorporated appropriately in the Report.

## 2.6 Allocation, release and utilisation of funds

The funds received from GoI and the State Government are deposited in three accounts *viz.*, NeFMS<sup>65</sup> Account (100 *per cent* Central share for wages of unskilled workers), MGNREGS Administrative Account (Central share up to six *per cent* of the total expenditure for administrative expenditure) and the State Employment Guarantee Fund (SEGF) Account (both Central and State share for wages of skilled and semiskilled workers and material cost). From these accounts, funds are directly transferred to the accounts of beneficiaries and vendors on the basis of Fund Transfer Order (FTO) issued by the authorised officers of the implementing units, *i.e.*, BDOs of the PSs, PEOs of the GPs and officers of other line Departments like District Forest Officers, Assistant Soil Conservation Officers, Executive Engineers, *etc.*

During the FYs 2019-24, against total available funds of ₹26,388.73 crore, the State had utilised ₹26,373.85 crore, as detailed in **Table 2.1**.

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<sup>65</sup> NeFMS stands for National electronic Fund Management System, implemented under MGNREGS to facilitate direct and faster wage payments to workers through electronic fund transfers to their bank or post office accounts.

Table 2.1: Funds released and expenditure incurred during FYs 2019-20 to 2023-24

(₹ in crore)

Year	Funds Received				Total	Expenditure (including adjustment of advance by State)
	Central Share	State Share	Other receipts <sup>66</sup>	Advance <sup>67</sup> released by the State		
2019-20	2,432.87	155.70	198.92 <sup>68</sup>	500.00	3,287.49	3,355.29
2020-21	5,239.53	596.66	131.54	0.00	5,967.73	5,899.93
2021-22	5,718.63	232.34	36.56	366.09	6,353.62	6,193.34
2022-23	4,734.48	347.56	0.48	379.21	5,461.73	5,621.24
2023-24	5,019.07	266.09	33.00	0	5,318.16	5,304.05
<b>Total</b>	<b>23,144.58</b>	<b>1,598.35</b>	<b>400.50</b>	<b>1,245.30</b>	<b>26,388.73</b>	<b>26,373.85</b>

(Source: Information furnished by PR&DW Department)

Between April 2019 to March 2024, the State utilised 99.94 per cent of the available funds of ₹ 26,388.73 crore and created employment of 88.54 crore person days with wage payments of ₹18,483.65 crore. The State also created 24.03 lakh assets, which included assets meant for water harvesting, drought proofing, land development, rural connectivity, plantation *etc.*, under the Scheme.

Against the target<sup>69</sup> of wages of ₹ 21,380 for a minimum of 100 days of employment per HH, during the above period, the per annum average income of HHs in the State ranged between ₹7,256 (Jagatsinghpur district) with an average employment of 34 person days to ₹14,759 (Kandhamal district) with an average employment of 68 person days. This low achievement was mainly due to lack of interest of the wage seekers to avail employment under MGNREGS, due to payment of low wage rates, in comparison to the minimum wage rate<sup>70</sup> of the State, besides the delay in payment of wages.

## Audit Findings

### 2.7 Effectiveness of Planning and Financial Management

As per paragraphs 1.4 (iii) and (x) of the Operational Guidelines, 2013, MGNREGS is a demand driven programme where provision of work is triggered by the demand for work by wage seekers. Further, registration of HHs and issue of Job Cards, receipt of application for works and provision for employment, plans and decisions regarding the nature and choice of works, site selection, *etc.* are to be made in the Gram Sabha of the GPs.

#### 2.7.1 Registration of HHs by the GPs

As per Paragraphs 3.1.1, 3.1.2, 3.1.3, 3.1.5 of the Operational Guidelines, 2013, each GP should undertake a door-to-door survey each year to identify eligible

<sup>66</sup> Unspent funds refunded to the State Nodal Account (SNA) by the Implementing Agencies like PRIs, Executive Engineers, Assistant Social Conservation Officer, District Forest Officer *etc.*

<sup>67</sup> Due to delay in receipt of Central share, the State released advance amounts to SNA to avoid delay in payments. These advance funds were subsequently adjusted against the State share.

<sup>68</sup> Includes Closing Balance of SNA for the FY 2018-19 and amounts refunded by the Implementing Agencies.

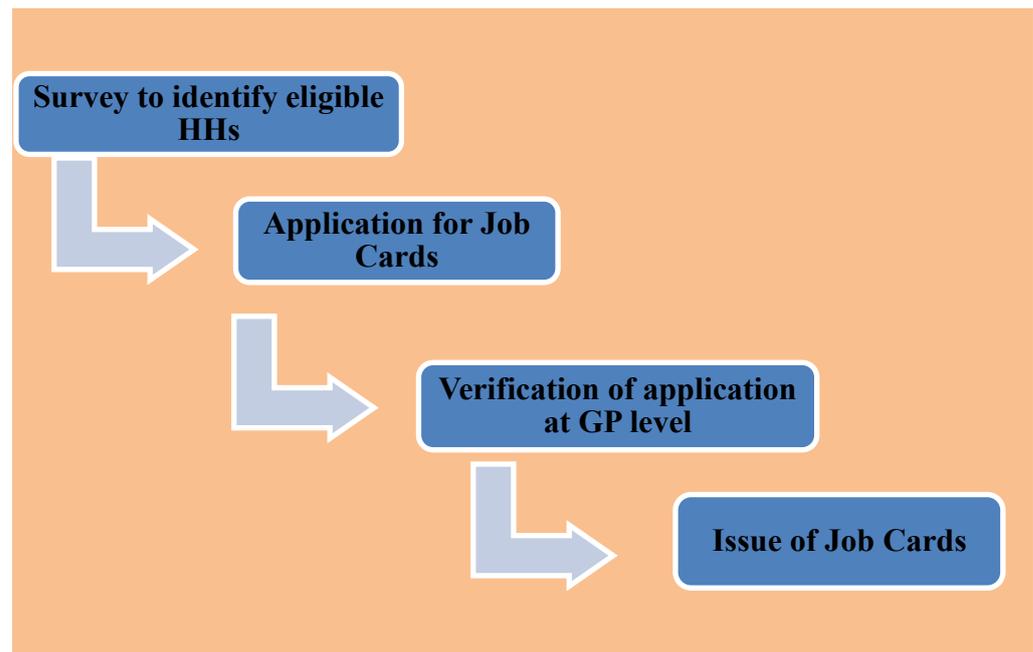
<sup>69</sup> Average wage rate during 2019-20 to 2023-24 *i.e.*, (₹188 + ₹207 + ₹ 215 + ₹ 222 + ₹ 237) / 5 x 100 days

<sup>70</sup> 2019-20: ₹ 298, 2020-21: ₹ 303, 2021-22: ₹ 315, 2022-23: ₹ 333 and 2023-24: ₹352

HHs willing to be registered under MGNREGA. Further, a local HH having adult members desirous of seeking unskilled employment under MGNREGS may apply for registration and names of the adult members who are willing to do unskilled work are to be included in the application. An individual may appear personally before the GP and make an oral request for registration and the GP officials would note down the particulars required for such registration. The GP would then verify the residential status and age of the members of the HH. If the HH is found eligible, the GP would issue Job Card within 15 days of receipt of application.

The process involved in issuing of Job Cards is given in **Chart 2.2**.

*Chart 2.2: Process for Issue of Job Card*



*Source: MGNREGS Operational Guidelines, 2013*

The records of selected ZPs, PSs and GPs were analysed by Audit and issues like non conduct of surveys to identify new and eligible beneficiaries/ delete ineligible beneficiaries, non-issue of Job Cards, lack of transparency in maintenance of Job Cards *etc.*, were noticed, as discussed in the succeeding paragraphs.

### **2.7.2 Non-conduct of survey to identify eligible HHs**

Paragraph 3.1.1 of the Operational Guidelines, 2013 for MGNREGS provides that every year, a door-to-door survey would be conducted by each GP to identify eligible HHs who earlier did not seek registration under the Scheme; to include additional names in the existing Job Cards of HHs on account of one or more members having become adult(s); to delete names from Job Cards due to marriage, migration or death of members and to correct details of Job Card holders, which may have been entered wrongly in the database.

During the FYs 2019-24, no such surveys were conducted in the State to identify new, eligible HHs, to include/delete names of members in the Job Cards and to

correct discrepancies<sup>71</sup>, if any. This indicated that there was lack of initiative on the part of the State to expand the benefits of the Scheme by including new eligible beneficiaries and also to update the details of existing beneficiaries. In the absence of such surveys for updating Job Card related information, Audit noticed instances of payments in the names of dead beneficiaries and non-credit of wages to the bank account of beneficiaries due to incorrect data, as discussed in the subsequent paragraphs.

In reply, the Department stated (May 2025) that exercise for verification of Job Cards of each HH for addition of new members and correction of discrepancies were being carried out each year and the districts had been instructed to update Job Cards as part of good governance initiatives. The reply is not acceptable as Audit did not find any such evidence in any of the test-checked units about conduct of any survey to identify eligible HHs and verification of Job cards.

### **2.7.3 Non-issue of Job Cards**

As per Paragraph 3.1.5 of the Operational Guidelines, 2013 for MGNREGS, eligible applicants were to be provided Job Cards by the GP within a fortnight of submission of their application.

In the five test-checked districts, Audit observed that during the FYs 2019-24, 64.26 lakh HHs had applied for Job Cards, out of which 63.44 lakh Job Cards were issued, leading to non-issue of 0.82 lakh Job Cards. No specific reasons for non-issue of Job Cards were available on record. Thus, 0.82 lakh HHs were deprived of employment opportunities under MGNREGS during 2019-24.

In reply, the Department stated (May 2025) that the concerned CDO-cum-EO of ZPs had been requested (April 2025) for necessary compliance.

### **2.7.4 Deficiencies in updation and maintenance of Job Card**

As per Paragraph 3.1.4 of Operational Guidelines, 2013 for MGNREGS, Job Cards are the basic original records for provision of employment under the MGNREGS and should have photograph, date of engagement, Aadhaar number, mobile number and other details *i.e.*, sex, age, whether physically disabled *etc.* of the members of the HH. Further, Paragraph 3.1.5 provides that the GPs should undertake an annual updation exercise for addition and deletion of members on account of demise, marriage, change of residence, *etc.*

Audit observed that during the FYs 2019-24, no exercise was conducted in 32 out of 40 test-checked GPs to update Job Cards by addition of new eligible members and deletion of ineligible members of the HH due to marriage, death *etc.* Further, during verification of 441 Job Cards in 40 GPs, Audit noticed that the Job Cards were not maintained properly. Audit observed that 243 (55 *per cent*) Job cards were without photographs and no entries were found in 283 (64 *per cent*) Job Cards with regard to date of engagement of the worker and payment of wages.

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<sup>71</sup> Data of the beneficiaries like spelling of names, father's name, EPIC No. *etc.*

In the absence annual updation of Job Cards, instances of provision of excess days of employment to HHs through multiple Job Cards, employment to non-existent/ dead beneficiaries, *etc.*, were noticed, as elaborated in subsequent paragraphs.

In reply, the Department stated (May 2025) that the concerned CDO-cum-EO of ZPs had been requested (April 2025) for necessary compliance and accordingly necessary action as deemed fit would be taken against the erring officials.

### 2.7.5 Preparation of Labour Budget

Paragraph 6 of the Operational Guidelines, 2013 for MGNREGS provides that matching demand and supply of work would be achieved through preparation of a labour budget by the GP annually. Before the preparation of the labour budget, reassessment of the demand for work on the basis of household survey is to be done once in every five years to account for changes in the local pattern of livelihoods and opportunities for work in production activities, after which a Development Plan and a shelf of projects would be prepared by the GP. Based on the Development Plan and shelf of projects, the labour budget is to be prepared and approved by the Gram Sabha. At the PS level, the labour budgets of all the GPs would be consolidated and approved by the PS. The ZP would then approve the consolidated labour budget for the entire district and submit it to the State Government for onward transmission to the Central Government.

During 2019-24, the targeted person days as per the labour budgets and the actual employment generated in the State, are detailed in **Table 2.2**.

**Table 2.2: Targeted person days and achievement in the State**

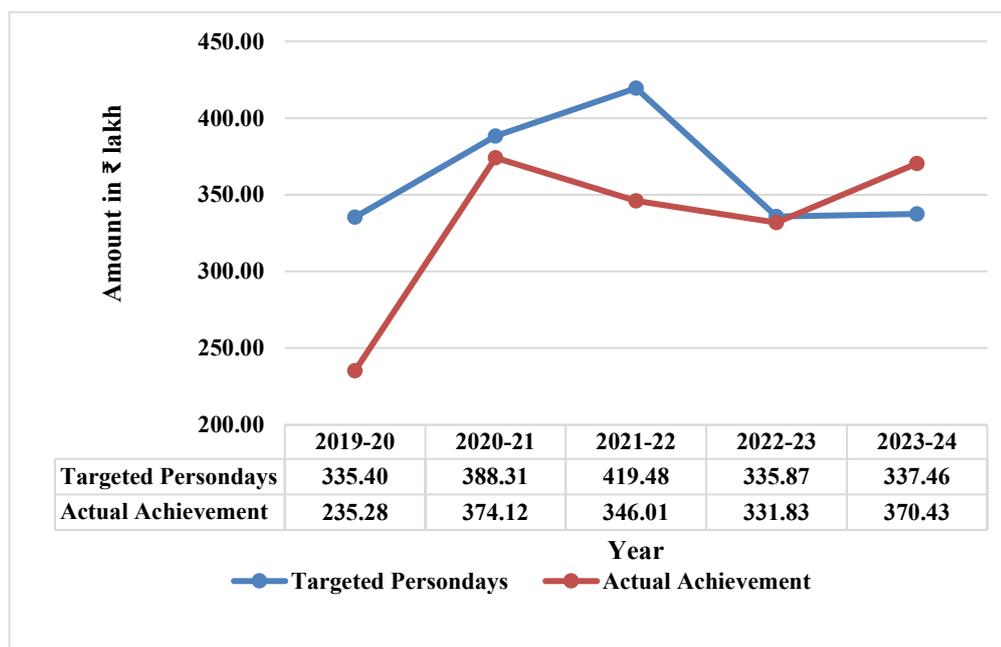
(Figures in lakh)

Year	Targeted person days (as per labour budget)	Actual achievement
2019-20	1,150.00	1,113.89
2020-21	2,050.00	2,080.75
2021-22	2,024.00	1,977.63
2022-23	1,850.00	1,852.73
2023-24	1,750.00	1,828.58
<b>Total</b>	<b>8,824.00</b>	<b>8,853.58</b>

Source: Information furnished by PR&DW Department

As can be seen from **Table 2.2**, against the targeted 8,824 lakh person days of labour budget, the actual employment generated was 8,853.58 lakh person days, which was more than the proposed person days. However, in the five test-checked districts, the actual generation of person days fluctuated between a shortfall of 67.25 *per cent* (Kalahandi during 2019-20) and excess of 25.78 *per cent* (Boudh during 2023-24) from the targeted person days in the labour budget. The targeted person days and actual achievement in the five test-checked districts are indicated in **Chart 2.3**.

Chart 2.3: Targeted person days and actual achievement in the test-checked districts



(Source: Information furnished by test-checked districts)

As can be seen from the above, in case of test-checked districts, the actual achievement for creation of wage employment was less than the targets projected in the labour budget, during the FYs 2019-24. These variations between targets and actual achievement were due to deficiencies in the preparation of labour budget, as discussed below:

- **No survey conducted for quantum and timing of demand:** As per Paragraph 6.2 of the Operational Guidelines, 2013, before preparation of the labour budget, a survey was to be conducted by the GPs to assess demand for work, after which a Development Plan and a shelf of projects would be prepared. However, during the period 2019-24, in all the test-checked GPs, no surveys were conducted to assess the actual quantum and timing of demand for employment. In the absence of these surveys, the seasonal demand for employment from each Job Card holder in the village, as well as any variations in demand, could not be accurately assessed.
- **No bottoms up approach for the preparation of the labour budget:** As per Paragraph 6.10 of the Operational Guidelines, 2013, labour budget was to be prepared and approved at the GP level by the Gram Sabha, forwarded to PS and consolidated at the district level. The same would then be submitted to the State Government for onward transmission to the Central Government. However, in all the test-checked districts, the labour budget targets were received from the State and the districts distributed the targeted person days to be generated amongst the PSs under their jurisdiction. In all the 40 test-checked GPs, Audit noticed that no labour budget was prepared by the GPs. Rather, a shelf of projects was prepared and approved by the Gram Sabhas.

Thus, in absence of a bottoms up people centered and demand driven approach for preparing the labour budget, there was no ground level realistic assessment

of the timing and quantum of demand. This led to variations between the targets provided and employment generated.

In reply, the Department stated (May 2025) that all ZPs/ PSs/ GPs had been instructed to evaluate the quantum and timing of demand for work during Palli Sabha/ Gram Sabha and prepare a shelf of projects to meet the demand. The Department further stated that the discrepancies observed by Audit were noted and all concerned would be impressed upon to scrupulously adhere to the extant provisions.

### **2.7.6 Non-Preparation of District Perspective Plan**

Paragraphs 15.2 and 15.3.1 of Operational Guidelines provided that for the convergence of various Government sponsored projects with schemes like National Rural Livelihood Mission, Total Sanitation Programme, Pradhan Mantri Gram Sadak Yojana, Rashtriya Krishi Vikas Yojana, *etc.*, a District Perspective Plan should be prepared by the ZP which would identify the needs and gaps in the district for all sectors. This would be a multi-year plan for different departmental projects.

Audit noticed that in the five test-checked districts, no such District Perspective Plans were prepared due to which sector wise gaps could not be identified and convergence of works with departmental projects could not be done.

In reply, the Department stated (May 2025) that all districts had been impressed upon to strictly adhere to the non-negotiable provisions of MGNREGS.

### **2.7.7 Non-formation of District Level Technical Committee**

Paragraph 4.4.3 of Operational Guidelines, 2013 for MGNREGS provided that a District Level Technical Committee (DLTC) should be formed to examine GP and Block Development Plans on the basis of technical considerations and district level development priorities. The Committee would examine the shelf of projects submitted by GPs and PSs, prepare district specific Schedule of Rates for common tasks under MGNREGS and work out a list of suppliers for the district for supply of material. The Committee would also lay down norms to ensure quality of assets being created under MGNREGS.

Audit noticed that during the FYs 2019-20 to 2023-24, no DLTCs were formed in the five test-checked districts to provide guidance for the implementation of MGNREGS. In the absence of DLTC, the GP and Block level Development Plans could not be examined with reference to district specific Schedule of Rates. Further, list of suppliers for the district for supply of material could not be selected and norms for ensuring quality of assets could not be finalised. Technical soundness of works taken up under MGNREGS, in terms of quality of the assets, could not be effectively monitored, resulting in creation of non-durable assets, as discussed in *Paragraph 2.9.3*.

In reply, the Department stated (May 2025) that the District Quality Monitoring Cell had been constituted and its operationalisation was being monitored during review meetings. The reply is not tenable as no DLTC had been constituted to examine GP and Block Development Plans on the basis of technical

considerations and district level development priorities, as required under Paragraph 4.4.3 of Operational Guidelines.

### **2.7.8 Non preparation of IEC plan**

Paragraph 5.4.2 of the Operational Guidelines, 2013 for MGNREGS provides that the State should develop an Information, Education and Communication (IEC) plan for the MGNREGS which would focus on reaching out to the registered workers as well as other groups, which could be benefitted from the scheme. IEC activities were aimed at facilitating dissemination of right based provisions of the Act to ensure that the workers know their rights and demand wage employment as well as exercise their rights by applying for jobs as per their needs. Such IEC plans were to be prepared at the State, District, Block and local levels and could include activities such as puppet shows, folk dance, street play, focus group discussions, participatory games, wall writing, posters *etc.* to disseminate the messaging from MGNREGS. As per paragraph 12.5.5 of the Operational Guidelines, the expenditure for the IEC activities was to be met out of funds meant for Administrative Expenditure.

Audit observed that no such IEC plans were prepared at the State, district, block or village levels during 2019-24. In the absence of any planning for IEC activities, no such activities were found to be conducted in the test-checked ZPs, PSs and GPs. Thus, beneficiaries in the test-checked districts remained unaware of the benefits of the scheme, which may have contributed to the lack of demand for employment from the existing beneficiaries as well as non-enrollment of new beneficiaries. During beneficiary survey of 441 beneficiaries conducted by Audit, the following was observed:

- 195 beneficiaries (44 *per cent*) were unaware of the wage entitlement under MGNREGS.
- 195 beneficiaries (44 *per cent*) were unaware of the stipulated timelines for payment of wages.
- 189 beneficiaries (43 *per cent*) were unaware of the minimum entitlement of 100 days' employment.

Thus, non-preparation of IEC plan and non-conducting of subsequent activities adversely affected the outcome of MGNREGS, as beneficiaries were not sufficiently aware of their entitlements and benefits under the scheme.

The Department stated (May 2025) that IEC action plans for 2024-25 and 2025-26 had been prepared and communicated to districts. However, the fact remains that despite availability of funds under Administrative Expenditure, these funds were not effectively utilised for IEC activities during 2019-24.

### **2.7.9 Shortfall in conducting *Rozgar Diwas***

Paragraph 3.3 of the Operational Guidelines provides that every GP should organise a *Rozgar Diwas* at least once in every month to proactively invite applications from potential workers for employment under MGNREGS. The *Rozgar Diwas* would also carry out processing of work applications and related activities such as disclosure of information, allocation of work, payment of wages and payment of unemployment allowances.

Audit observed the following shortcomings in test-checked districts in organising *Rozgar Diwas* during 2019-24:

- Though the *Rozgar Diwas* was to be organised on a monthly basis, 30 out of 40 test-checked GPs had not organised any *Rozgar Diwas* during this period.
- In 10<sup>72</sup> GPs, where *Rozgar Diwas* was stated to have been organised, Audit could not find any evidence of it being organised and no funds were utilised for organising such *Rozgar Diwas*. No applications were found to have been received from potential workers. Hence, the organisation of *Rozgar Diwas* by these 10 GPs was doubtful.

Thus, in the absence of organising *Rozgar Diwas*, beneficiaries were deprived of opportunities to demand for and avail work. Audit noted that only 37 to 64 *per cent* of registered HHs of the State and 20 to 74 *per cent* of HHs in test-checked districts, raised demands for work under MGNREGS.

The Department noted the audit observation and stated (May 2025) that all districts would be intimated to follow the instructions meticulously.

### 2.7.10 Idle Parking of MGNREGS funds

Ministry of Finance, GoI had notified (March 2021) a procedure for release of funds under Centrally Sponsored Schemes (CSS) through a state level Single Nodal Account (SNA). After creation of SNA for MGNREGS, the Department instructed (December 2021) all implementing agencies to refund any unutilised funds under MGNREGS to the SNA and furnish a certificate to that effect, for release of funds under CSS after January 2022.

Audit noticed that two ZPs (Cuttack and Malkangiri) had deposited (2008-09) ₹1.40 crore in the Post Office account towards corpus fund for payment of wages under MGNREGS. Similarly, two PSs (Chittrakonda and Kalimela) had kept unutilised balance of ₹8.03 lakh in their respective bank accounts since April 2019. However, as required, the amount of ₹ 1.48 crore<sup>73</sup> was not refunded by these ZPs and PSs to the SNA. This also indicated that the State had accepted the required certificate from the ZPs and PSs without ensuring correctness of the certificate submitted by them on refund of unutilised amounts to the SNA. Had these unutilised funds been refunded to the SNA account of MGNREGS, these could have been used for meeting expenses in areas like timely payment of wages, which had been impacted due to lack of sufficient funds.

In reply, the Department instructed (May 2025) the districts to clarify on the reasons for non-refund of the unutilised funds lying with them.

### 2.7.11 Low Utilisation of Administrative Expenditure

As per Paragraph 12.5 of the Operational Guidelines, the Central Government provides up to six *per cent* of the total expenditure on MGNREGS in a FY for administrative expenditure. The permissible activities under administrative

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<sup>72</sup> Gudvelipudar, Jogindrapur, Kantamal and Uma of Kantapada PS; Bhanpur, Rakshi, Sergarh, Ulikupa of Narla PS; Ladugan and Temra of Koksara PS

<sup>73</sup> ZP Cuttack: ₹ 5.00 lakh since 2008-09, ZP Malkangiri: ₹ 1.35 crore since 2008-09, PS Chittrakonda: ₹ 1.72 lakh since April 2019 and PS Kalimela: ₹ 6.31 lakh since April 2019

expenditure were trainings, IEC activities, MIS activities, quality management, social audit, evaluation and research, setting up of grievance redressal system, worksite facilities, etc.

During the FYs 2019-24, the State had incurred a total expenditure of ₹ 26,373.85 crore on MGNREGS. However, the State had incurred an expenditure of only ₹637.85 crore on administrative expenses during 2019-24, which was 2.42 per cent of the total expenditure.

Due to incurring of less expenditure, Audit noticed absence of required IEC activities in districts/ PS/ GPs, which affected awareness levels among the workers regarding their rights and entitlements. There was also no deployment of quality monitors at district and block levels which affected the quality of assets created, as discussed in subsequent paragraphs.

In reply, the Department stated (May 2025) that the audit observation had been noted and instructions would be followed meticulously.

#### **2.7.12 Outstanding advance out of administrative fund**

As per Finance Department's instruction (March 2002), any amount remaining unadjusted without valid reason for more than one year, should be treated as a loss. Further, the Administrative Department should initiate departmental proceedings for non-maintenance of Advance Register and non-realisation of the advances for unreasonable period of time.

In three out of 10 test-checked PSs, ₹72.28 lakh<sup>74</sup>, advanced (prior to FY 2019-20) from MGNREGS funds to officials like Junior Engineers, Clerks, Village Level Workers etc., was lying unadjusted, as of August 2024. Audit noticed that none of these units had maintained the required Advance Register, due to which Audit could not ascertain the exact date and purpose for which such advances were given. The Programme Officers (POs) of the PSs had not taken any initiative to settle these outstanding advances by recovering the amount from the persons concerned. Thus, non-adjustment of advances for five to 17 years resulted in loss of ₹ 72.28 lakh to the scheme.

In reply, the Department stated (May 2025) that the concerned officials of the ZPs had been instructed for necessary compliance.

#### ***Recommendation 2.1:***

***Gram Panchayats (GPs) may conduct annual surveys to enrol new eligible beneficiaries, issue and update Job Cards with correct details of information and also delete ineligible beneficiaries to avoid any irregular payment of wages.***

#### ***Recommendation 2.2:***

***Bottoms up approach in the preparation of Labour Budgets with involvement of Gram Sabha may be ensured to assess the actual requirement, quantum and timing of the demand for work.***

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<sup>74</sup> BDO, Chittrakonda: ₹ 4.55 lakh (since 2017); BDO, Kalimela: ₹ 65.57 lakh (since 2006) and BDO, Koksara: ₹ 2.16 lakh (since 2019)

## 2.8 Employment Generation

Paragraph 1.1 of the Operational Guidelines, 2013 for MGNREGS, guaranteed employment of at least 100 days in a financial year, to be provided to all unskilled workers desirous of such work. Further, paragraph 1.2 of the Guidelines provides that livelihood security through creation of durable assets and employment generation for rural HHs are the main objectives of MGNREGS.

In this context, issues related to employment generation like low demand for work, low employment, employment on two Job Cards to one HH, non-providing of employment to differently abled persons *etc.*, were noticed during audit, as discussed in the subsequent paragraphs.

### 2.8.1 Performance under MGNREGS with respect to demand of work and employment generation

During the FYs 2019-24, 58.72 lakh to 77.53 lakh rural HHs had registered themselves under MGNREGS in the State and availed employment for 88.54 crore person days. The status of registration, demand for work and employment generation by the HHs during the FYs 2019-24, is shown in **Table 2.3**.

**Table 2.3: Physical performance of MGNREGS in Odisha**

(Figures in lakh)

Year	HH as per census 2011	HHs registered	HHs who demanded employment (per cent of HH registered)	HHs availed employment (per cent of HHs demanded)	Per cent of HHs availed employment to HH registered	Person days generated (Average person days per HHs demanded work)	Per Cent of HHs provided 100 days employment of HH demanded work	HHs not provided employment
2019-20	86.78	69.44	25.77 (37)	23.25 (90)	33	1,113.89 (43)	6.24	2.52
2020-21	86.78	77.53	44.58 (58)	37.49 (84)	48	2,080.75 (47)	9.36	7.09
2021-22	86.78	75.57	40.66 (54)	34.75 (85)	46	1,977.63 (49)	11.26	5.91
2022-23	86.78	59.27	37.78 (64)	33.38 (88)	56	1,852.73 (49)	11.05	4.40
2023-24	86.78	58.72	35.28 (60)	32.71 (93)	56	1,828.58 (52)	9.62	2.57
<b>Total</b>						<b>8,853.58</b>		<b>22.49</b>

(Source: Data furnished by PR&DW Department)

From the above table, the following observations are made:

- **Low demand for work:** During the FYs 2019-24, only 37 to 64 per cent of registered HHs of the State demanded work. In the test-checked districts, this figure ranged between 20 and 74 per cent. Further, the average person days of employment generated for HHs who demanded work, ranged between 43 and 52 days, in the State. Non-conduct of survey for actual quantum and timing of demand, as discussed in **Paragraph 2.7.5**, also contributed to low demand for work.
- **Low employment:** Of the HHs that demanded work in the State, 84 to 93 per cent actually availed employment. In case of test-checked

districts, this figure was more or less the same, ranging between 83 to 100 *per cent*. However, if the number of HHs who availed employment is compared to the total HHs registered, only 33 to 56 *per cent* of HHs registered under MGNREGS in the State, actually availed employment under the Scheme.

- **Creation of 100 days' employment:** Against the provision of 100 days of guaranteed wage employment to be provided to the registered HHs, Audit noticed that during the FYs 2019-24, 100 days' employment generation was provided to only 6.24 to 11.26 *per cent* HHs, whereas 25.77 lakh to 44.58 lakh HHs had demanded work. This figure ranged between 0.20 and 16.18 *per cent* in the test-checked districts.

Low demand for work and subsequent low employment generation was attributed to non-issue of Job Cards in time, absence of door-to-door survey to register new HHs, non-payment of wages in due time, less rate of wages in MGNREGS in comparison to minimum wage rate of the State and also lower wage rate of MGNREGS as compared to neighbouring States like Andhra Pradesh<sup>75</sup>. The above reasons were substantiated during beneficiary interview of 441 beneficiaries, as 117 beneficiaries (27 *per cent*) stated that they were not interested to work due to delayed payment of wages, while 234 beneficiaries (53 *per cent*) stated that they were not interested to work under MGNREGS due to less rate of wages in comparison to works related to other schemes.

In reply, the Department stated (May 2025) that the audit observation was prevalent across all the states since the inception of the scheme. The reply is silent about the other reasons for low demand for work.

Thus, the Scheme failed to satisfy the basic objective of livelihood security with guaranteed wage employment due to inadequate assessment of the timing and quantum of work. Employment under MGNREGS should have been generated keeping in view the timing for demands and agricultural seasons, when demand for work under MGNREGS is low.

### **2.8.2 Providing employment on two Job Cards to one HH**

Paragraph 3.1.4 of Operational Guidelines, 2013 for MGNREGS provides that every registered HH will be assigned a system generated unique registration number in NREGASoft which would be printed on the Job Card of the HH. Further, Paragraph 3.4 of the Master Circular, 2019-20 on MGNREGS issued by MoRD, stipulates that any duplicate Job Cards should be cancelled after due verification and the status should be updated in NREGASoft. Hence, only one Job Card is to be issued to one HH.

Audit verified the Job Card registers and Muster Rolls and noticed that in 13 out of 40 test-checked GPs, 48 HHs were issued 97 Job Cards *i.e.* more than one Job Card had been issued to a HH. Out of these HHs, 36 HHs were provided employment on more than one Job Card within a year and ₹ 4.95 lakh was paid as wages showing employment for 2,324 person days through the additional Job Cards, as detailed in **Appendix 2.2**. This indicated that Job Cards were issued

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<sup>75</sup> Wage rate for unskilled manual workers, as per MoRD notification: **Andhra Pradesh:** 2021-22: ₹ 245, 2022-23: ₹ 257, 2023-24: ₹ 272; **Odisha:** 2021-22: ₹ 215, 2022-23: ₹ 222, 2023-24: ₹ 237

without proper verification, which led to provision of employment on more than one Job card to one HH.

Further, in Chittrakonda PS, two HHs, with multiple Job Cards were shown as engaged in two different works during the same period<sup>76</sup> and were paid a total amount of ₹ 17,604 (₹ 8,802 each) on both the Job Cards. Thus, this raises the risk that the same person may have been shown as having worked at two separate works on the same day, leading to suspected fraudulent payments.

In reply, the Department stated (May 2025) that the concerned CDO-cum-EO of ZPs had been requested (April 2025) for necessary compliance and accordingly necessary action as deemed fit, would be taken against the erring officials.

### **2.8.3 Non-Provision of Employment to differently abled persons**

As per Paragraph 9.3.6 of the Operational Guidelines, 2013 for MGNREGS, differently abled persons should be given preference for appointment as mates and as workers for providing drinking water, to manage crèches *etc.*, at worksites. As per Paragraph 9.3.9 of the Operational Guidelines, the Coordinator (Vulnerable Groups) was to hold monthly meetings to review the progress of implementation of activities like identification of persons with disabilities/other vulnerable persons and provision of work to them under MGNREGS.

During 2019-24, differently abled persons who had registered under MGNREGS in the State ranged between 74,635 (2021-22) and 28,047 (2023-24). No data on the actual demand for work from the differently abled persons was available with the Department. However, during the FYs 2019-24, 10,015 to 19,311 differently abled persons were provided with employment under MGNREGS. Low employment generation for differently abled persons was due to non-identification of such persons, non-provision of suitable works for them and poor monitoring at PS level.

The Department noted (May 2025) the observation of Audit and stated that a Standard Operating Procedure for engagement of persons with disabilities in wage employment, had been issued to all districts.

### **2.8.4 Deficiencies in payment of wages**

#### **2.8.4.1 Non-payment/ delay in payment of wages due to rejection of Fund Transfer Orders**

Fund Transfer Orders (FTOs) are e-pay orders generated by PEOs of the GPs or BDOs of the PSs, for direct credit of wages to the Bank accounts of the beneficiaries. As per Paragraph 2.2.1(xiii) of the Operational Guidelines, 2013, for MGNREGS, the POs of the PSs were responsible for liaisoning with banks and post offices for opening of new accounts and for liaisoning between GPs, blocks and districts for all correspondence and communication relating to opening of accounts in banks / post offices for payment of wages.

During the FYs 2019-24, 36.31 lakh FTOs, generated for unskilled wages amounting to ₹447.08 crore, were rejected in NREGASoft due to various

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<sup>76</sup> 12/05/2022 to 17/05/2022, 10/06/2024 to 23/06/2024, 01/06/2020 to 10/06/2020 and on 24/05/2022

deficiencies like incorrect bank account numbers, spelling of names, *etc.* of the beneficiaries. Out of these, FTOs of 29.24 lakh were regenerated by the GPs and PSs after due corrections with payment of ₹362.29 crore. However, 7.07 lakh FTOs for wages amounting to ₹84.80 crore<sup>77</sup>, were not paid as of March 2024, as necessary corrections had not been made, indicating poor liaisoning of the POs with banks and post offices.

Further, in the five test-checked districts, during the same period, wages of ₹23.10 crore, pertaining to 1.72 lakh rejected FTOs were not regenerated and remained unpaid, as of March 2024. The reasons for rejection were stated to be invalid IFSC codes, non-existing/ closed bank accounts and non-tallying of account descriptions, *etc.* Audit test-checked 203 cases in 40 GPs and noticed that in 139 cases the delay between rejection of FTO to the final pay (after regeneration) ranged from 38 to 1,504 days. Besides in 64 cases, the payment had not been made as of March 2024. This indicated lack of verification of bank accounts of beneficiaries before inclusion in Job Cards by the GPs, which resulted in non-payment or delayed payment of wages to the beneficiaries.

In reply, the Department stated (May 2025) that the instructions had been issued (November 2024) to field functionaries for proper validation of accounts with banks before entering the data in NREGASoft.

#### ***2.8.4.2 Pending compensation for delayed payment to workers***

Section 3 (3) and Paragraph 29 of Revised Schedule II of the MGNREG Act, *inter alia* provided for disbursement of wages on a weekly basis or in any case not later than a fortnight after the date on which such work was done. It also mandated payment of compensation for the duration of the delay beyond the 15<sup>th</sup> day of the closure of the Muster Roll (MR). As per Paragraph 9.8.4 of the Master Circular of MoRD, 2019-20, the PO, after verification, could approve or reject the compensation payable with reasons and maintain records of the same for future verification.

During 2019-24, there were delays of 1.44 crore days in payment of wages of ₹154.31 crore. For this delay, the beneficiaries were entitled to receive compensation of ₹1.03 crore. However, only ₹0.01 crore was paid during 2019-24 on account of compensation and the remaining compensation of ₹1.02 crore was rejected and was not paid on the grounds of natural calamities, insufficient funds in the State Nodal Account, *etc.*

As the beneficiaries were not responsible for any of the above bottlenecks, the rejection of compensation was not justified. Besides, non-payment of compensation defeated the objective of the Scheme of providing livelihood support through guaranteed wage employment.

In reply, the Department stated (May 2025) that instructions were issued to districts from time to time for clearing the delays in payment of compensation.

#### ***2.8.4.3 Non-provision of Unemployment Allowance***

Paragraph 3.5 of Operational Guidelines provides that in case of non-provision of employment within 15 days of receipt of application of worker for

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<sup>77</sup> 2019-20: ₹ 9.78 crore, 2020-21: ₹ 16.36 crore, 2021-22: ₹ 23.30 crore, 2022-23: ₹ 15.30 crore, 2023-24: ₹ 20.06 crore

employment, he/she shall be entitled to a daily unemployment allowance<sup>78</sup>. Further, as per notification (March 2020) of PR&DW Department, non-payment of unemployment allowance was to be reported in the Annual Report submitted by the DPC to the State Government along with the reasons for such non-payment or delayed payment.

Audit observed that during the FYs 2019-24, out of 184.07 lakh HHs that demanded work, 161.58 lakh HHs were provided employment and 22.49 lakh HHs could not be provided employment, as detailed in **Table 2.3**.

Similarly, in five test-checked districts, despite demand for work, 1.22 lakh HHs were not provided employment during the FYs 2019-24. However, no unemployment allowance was paid to these 1.22 lakh HHs and such non-payments were not reported by the POs either to the DPCs or to the State Government. The reasons for non-payment of unemployment allowance during the FYs 2019-24 were not furnished to Audit.

During interviews of 441 beneficiaries, 320 beneficiaries stated that they had demanded work orally but no receipts for such demands were provided by the GPs after registering their demands. Further, they stated that they were not provided work at the time of their demand, but employment was provided as and when any work was executed in their locality.

As the beneficiaries did not receive any unemployment allowances on the event of failure to provide employment at the time of their requirement, the objective of the scheme to enhance the livelihood security could not be achieved.

In reply, the Department stated (May 2025) that instructions had been issued to districts from time to time for clearing the unemployment allowance payment.

#### **2.8.4.4 Payment made in the name of dead beneficiaries**

As per Paragraph 7.11.7 of the Operational Guidelines, 2013, for MGNREGS, attendance of workers was to be taken by the Mate/ *Gram Rozgar Sevak* (GRS) on a Paper MR maintained at the work site. The names of the workers from the Paper MR would then be entered by the GP officials in NREGASoft (e-muster roll) for payment of wages.

As per Paragraph 3.1.5 (xiii) of the Operational Guidelines, 2013, a Job Card shall be valid for five years. Any addition and deletion of the members in the Job Cards shall be done by the GPs either upon receiving information from the HHs or through annual updation by the GPs.

Audit noticed that in two PSs (Kalimela and Chittrakonda), four beneficiaries were shown as engaged between 04 June 2019 and 21 January 2024 in different works for 172 person days and were paid an amount of ₹ 37,380, as detailed in **Appendix 2.3**. Audit confirmed from the records of respective Community Health Centres that the said beneficiaries had expired between 30 January 2018 and 11 January 2024. However, they were shown to be provided employment even up to four years after their death and wages were shown to be paid. This indicated that daily attendance in the MRs at worksite was taken by the Mate/

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<sup>78</sup> Unemployment allowance will not be less than one-fourth of the wage rate for the first thirty days and not less than one-half of the wage rate for the remaining period of the financial year.

GRS without actual engagement of the beneficiaries and names were entered in the NREGASoft by the GPs. This led to suspected fraudulent payment of wages to dead beneficiaries.

The above facts indicated that there was no consistency in the maintenance of MRs by the GPs. As MRs are the basis of generation of FTOs, inconsistencies between paper MRs and e-MR in NREGASoft made the payment of wages doubtful.

In reply, the Department stated (May 2025) that CDO-cum-EO of ZPs had been intimated (April 2025) to look into the matter and submit action taken report.

**Recommendation 2.3:**

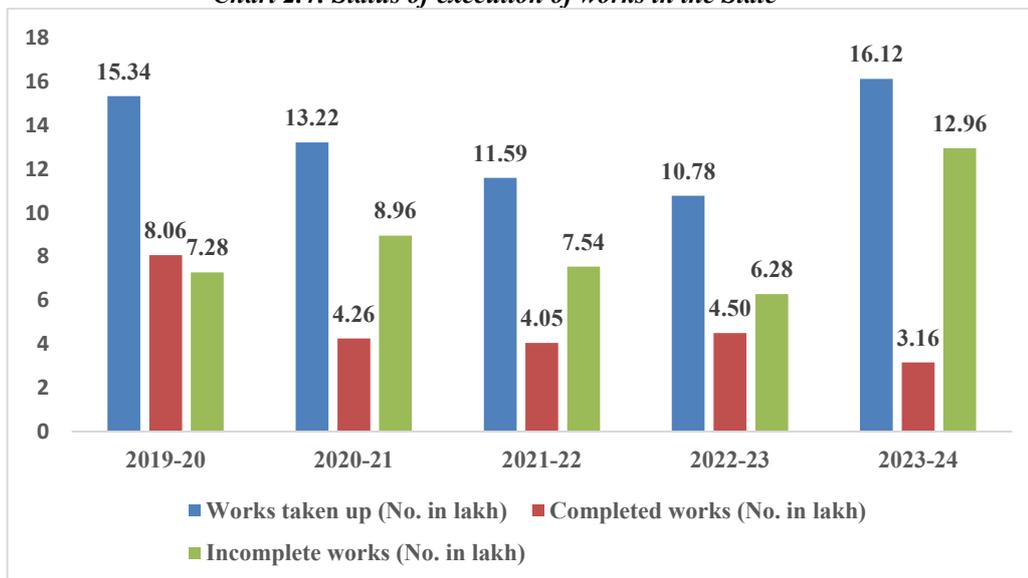
*The Government may ensure payment of unemployment allowance to all eligible wage seekers who had not been provided work within 15 days of their demand. Also, the differently abled wage seekers may be encouraged by providing suitable employment under the scheme.*

**2.9.1 Execution of works**

As per Paragraph 1.2 of the Operational Guidelines, 2013 for MGNREGS, livelihood security by creation of durable assets and employment generation for rural HHs are the main objectives of MGNREGS.

During the period 2019-24, out of 62.06 lakh approved projects, the State took up 36.99 lakh works for execution and completed 24.03 lakh works with an expenditure of ₹15,221 crore. As of March 2024, 12.96 lakh projects (35 per cent) remained incomplete after incurring an expenditure of ₹ 9,898.70 crore, as shown in **Chart 2.4**.

*Chart 2.4: Status of execution of works in the State*



*(Source: Information received from PR&DW Department)*

In the five test-checked districts, against 13.08 lakh works approved, 7.60 lakh works were taken up for execution during the FYs 2019-24. Out of these, 4.70

lakh works (62 per cent) had been completed, while 2.90 lakh works<sup>79</sup> (38 per cent) remained incomplete after incurring an expenditure of ₹1,970.11 crore. It was noted that the remaining 5.48 lakh works had not even started (March 2024).

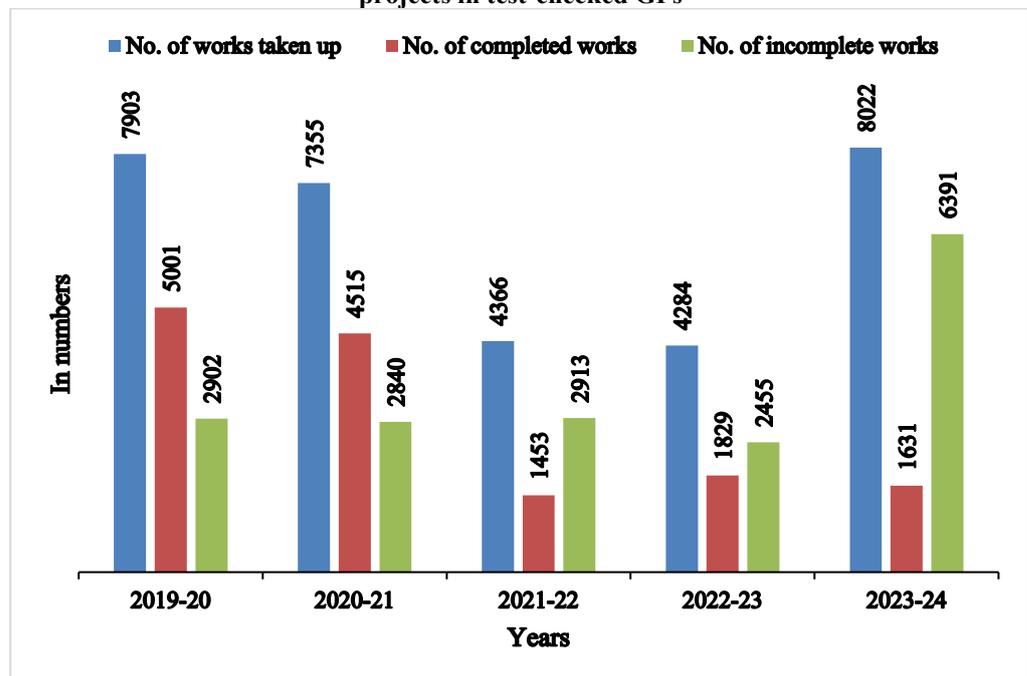
The reasons for non-completion for these works were mainly attributed to non-acquisition of land, preparation of unrealistic estimates by GPs and PSs and inadequate monitoring at PS level, as discussed in the succeeding paragraphs.

### 2.9.2 Execution of new works despite non-completion of existing works

Paragraph 7.17.4 of the Operational Guidelines, 2013 for MGNREGS provides that new works should be taken up only after completion of works taken up earlier. Further, no sanction should be given to begin new works, if there were incomplete works for more than one fiscal year, after the year in which the works were taken up. Besides, Appendix-2 of the Operational Guidelines, 2013 prescribes the guidelines for the new/ additional works permitted under MNGREGA which include individual beneficiary works to be taken up on private land and homestead land of the individual land owner who shall be a job card holder and also work in the project.

From the information furnished to Audit, it was noticed that during the FYs 2019-24, in 40 test-checked GPs, out of 31,930 works taken up, 17,501 works (55 per cent) remained incomplete, after incurring an expenditure of ₹ 42.29 crore, as shown in **Chart 2.5**.

**Chart 2.5: Year-wise status of new projects taken up, completed projects and incomplete projects in test-checked GPs**



(Source: Information collected from test-checked GPs)

<sup>79</sup> Boudh: 0.22 lakh. Cuttack: 0.13 lakh, Kalahandi: 0.55 lakh, Malkangiri: 0.31 lakh, Mayurbhanj: 1.69 lakh

Despite the fact that works taken up during previous years had remained incomplete, the Gram Sabhas did not include them in the subsequent AAPs, rather new works were taken up for execution in subsequent years.

During JPIs (July to September 2024), it was noticed that in order to provide connectivity in 29 villages, 29 road works were taken up with an estimated cost of ₹1.82 crore, which were to be completed between August 2020 to January 2024. However, these works remained incomplete as of July 2024, after incurring an expenditure of ₹ 0.92 crore, denying connectivity to the concerned GPs. Despite this, these incomplete works were either not executed further or were wrongly shown as completed in the NREGASoft. Similarly, individual beneficiary works<sup>80</sup> taken up during the period 2018-19 to 2022-23 were also shown as completed in the NREGASoft although these remained incomplete.

Due to non-completion of these works, neither the population of these villages could avail the benefits nor the individual beneficiaries could receive any benefit to improve their livelihood, despite an expenditure of ₹ 1.04 crore. Some examples of incomplete roads are shown in **Pictures 2.1 to 2.4**.



**Picture 2.1 & 2.2: Pictures of Incomplete road from Nillakota to Padimguda, Mallavaram GP, Kalimela PS, Malkangiri without culvert (08 August 2024)**

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<sup>80</sup> Construction of Cow shed, Farm Pond and Land Development works, etc.



### 2.9.3 Creation of non-durable assets

Paragraph 7.1.3 of the Operational Guidelines, 2013 allows for execution of rural connectivity works that provides all-weather access.

During the FYs 2019-24, in the test-checked 10 PSs, 1,317 earthen roads were constructed at a cost of ₹ 55.32 crore from MGNREGS funds, as detailed in **Table 2.4**.

**Table 2.4: Details of earthen roads in the test-checked PSs**

Sl. No.	Name of the PS	Number of Earthen Roads Constructed	Estimated Cost (₹ in crore)	Total Expenditure (₹ in crore)
1	Banki	118	7.27	4.65
2	Chitrakonda	164	11.92	9.78
3	Kalimela	115	8.45	7.32
4	Nischintakoili	215	11.33	6.59
5	Koksara	42	2.29	1.26
6	Narla	142	6.94	4.30
7	Betnoti	328	15.70	12.78
8	Jamda	37	1.82	1.49
9	Boudh	144	8.41	6.76
10	Kantamal	12	0.73	0.39
<b>Total</b>		<b>1,317</b>	<b>74.86</b>	<b>55.32</b>

(Source: Information furnished by sampled PSs)

Audit conducted (July to September 2024) JPIs of 23 earthen roads with an estimated cost of ₹1.26 crore, which had provision for earthworks only. These works were executed (during FYs 2020-21 and 2023-24) and shown as completed in the NREGASoft, after incurring an expenditure of ₹ 0.89 crore. However, Audit noticed that the roads were in a very bad shape and were not fit for all-weather access, as can be seen from **Pictures 2.5 to 2.8**.

<p><b>Picture 2.5: Kinikupa to PWD Road via Dimalpali Phase II Uma GP, Kantamal PS (14.08.2024)</b></p>	<p><b>Picture 2.6: Road from PWD to Nuaguda Village of Chitrokonda PS (07.08.2024)</b></p>
<p><b>Picture 2.7: Improvement of Road from Budhipadar UP School to Crematorium (14.08.2024)</b></p>	<p><b>Picture 2.8: Road from Dhekalmunda to Barahakalu, constructed by Uma GP, Kantamal PS (02.08.2024)</b></p>

As per Paragraph 15.3.1 of the Operational Guidelines, convergence of MGNREGS works with resources of other schemes and programmes like National Rural Livelihood Mission, Total Sanitation Programme, Pradhan Mantri Gram Sadak Yojana, Rashtriya Krishi Vikas Yojana *etc.* needs to be identified and discussed in the Gram Sabhas for inclusion in the shelf of projects as part of the Annual Labour budget for the scheme prepared by the GP.

Audit observed that the State Government had intimated (January 2020) a list of projects like construction of Anganwadi Centers (AWC), construction of GP building, renovation of irrigation structure, *etc.*, for execution under MGNREGS in convergence with resources from other schemes and programmes. However, the GPs did not take any initiatives for convergence at their level by way of construction of assets with labour cost from MGNREGS and material cost from other schemes.

Since only earth works were provisioned for in the estimates, the roads were not fit for all weather access. These roads could have been made durable after convergence of MGNREGS with other schemes. Thus, the objective of MGNREGS of creation of durable assets was defeated.

In reply, the Department stated (May 2025) that instructions had already been issued to all Collector-cum-DPCs, MGNREGS to provide all weather motorable road connectivity by constructing the roads up to the level of standard Water

Bound Macadam (WBM) road under MGNREGS and transfer to RD Department for upgradation to Black top level.

### 2.9.4 Inadmissible Works

Paragraph 7.2.2 of Annual Master Circular 2022-23 issued by MoRD, GoI stipulates that works which are non-tangible, not measurable and repetitive in nature shall not be taken up under MGNREGS. A list of permissible 266 works under MGNREGA is specified in Annexure-I of Annual Master Circular 2022-23. Hence, execution of works other than these listed permissible works would be inadmissible works under MGNREGA. However, Audit observed instances of inadmissible works being taken up under MGNREGS, as discussed in the subsequent paragraphs.

#### 2.9.4.1 Irregularities in development of playgrounds

The PR&DW Department, GoO instructed (February 2016) all Collectors and CDO cum EOs of the ZPs that construction of playgrounds under MGNREGS should be limited to items like land levelling, use of quality soil, grass turfing, drainage clearance, green fencing, plantations *etc.* The Department also prohibited inclusion of items like construction of boundary wall, gallery and rooms in the estimates for construction of playground.

During JPI (July and August 2024) in the presence of GP officials, Audit noticed that in five cases, playgrounds were developed, after incurring an expenditure of ₹24.39 lakh, as detailed in **Appendix 2.4**. In all these cases, besides field levelling works, expenditure of ₹10.30 lakh was incurred on inadmissible works like construction of *pandals, mandaps etc.* in the play fields, in violation of the instructions of the Government, as can be seen from **Pictures 2.9 to 2.11**.



### 2.9.4.2 Irregularities in land development works

As per Paragraph 7.5.7 of the Annual Master Circular, 2019-20, under MGNREGS, land development component of work was meant to convert non-cultivable land into cultivable land through field bunding, levelling, shaping, terracing *etc.* The works such as removing dry leaves, cutting of grass, resizing of existing bunds *etc.*, should not be taken up under land development component. Further, PR&DW Department intimated (August 2023) all Collectors and CDO cum EOs that land development activities inside premises of AWC, Rural *Haat*, GP, Library *etc.*, were not admissible under MGNREGS works.

Audit however noticed in three out of 40 test-checked GPs that six land development works had been executed inside the campus of the *Kalyan Mandap*, GP office, Club campus, *etc.*, with an expenditure of ₹15.71 lakh, as detailed in **Appendix 2.5** and shown in **Pictures 2.12 to 2.15**. As these works were not meant for converting non-cultivable land to cultivable land, these works could not be considered under land development category and therefore, were not permissible under MGNREGS.

<p><b>Picture 2.12: Land Development work inside Sidhadevi Kalyan Mandap premises at Narendrapur GP, Nichintakoili PS (05 July 2024)</b></p>	<p><b>Picture 2.13: Land Development work in front area of GP Office at Narendrapur GP, Nichintakoili PS (05 July 2024)</b></p>
<p><b>Picture 2.14: Land development and peripheral development of Kalapathar in Dalapathar High School at Kalapathar GP, Banki PS, Cuttack (26.07.2024)</b></p>	<p><b>Picture 2.15: Land Development of Madhupalli Club Campus at Kalapathar GP, Banki PS, Cuttack District (26.07.2024)</b></p>

The Department confirmed the facts and stated (May 2025) that the Collector-cum-DPCs would ensure that no such projects were taken up in their districts.

The entire project cost would be recovered from the erring officials responsible for incurring any such infructuous expenditure and departmental proceedings would be initiated against them.

### 2.9.5 Execution of new work without approval of MoRD

Paragraph 7.1.3 of the Operational Guidelines, 2013 for MGNREGS provides a list of permissible works under 16 categories that could be executed under MGNREGS. Any other new category of work to be executed by the State requires the approval of MoRD. Further, as per Paragraph 6.1.3, any MGNREGS work to be executed requires the approval of the Gram Sabha.

In 09 out of 10<sup>81</sup> test-checked PSs, ₹14.42 crore were utilised on 5T<sup>82</sup> school projects in Odisha for upgradation of schools through execution of 331 works like ‘Development of school ambience’, Construction of e-library, *etc.*, (**Pictures 2.16** and **2.17**) out of MGNREGS funds. These works did not come under any category of work mentioned in the Operational Guidelines of the Scheme. However, without taking the approval of MoRD, these were taken up under categories like Land Development, Construction of AWC, other rural infrastructure *etc.* Further, none of these works were approved by the concerned Gram Sabhas.



The Department accepted the observation of Audit and stated (May 2025) that proposals were submitted to MoRD for inclusion of new activities into the list of permissible works under MGNREGS, which were, however, declined by MoRD. The reply is silent on why these works were taken up despite the refusal of the MoRD.

### 2.9.6 Unfruitful expenditure on creation of assets

Paragraph 1.4 of the Operational Guidelines provides that selection of sites for MGNREGS works are to be approved by the Gram Sabha. Further, as per Paragraph 6.6, the outcomes in terms of the number of families which would be

<sup>81</sup> Banki, Betnoti, Boudh, Chitrakonda, Kalimela, Kantamal, Koksara, Narla and Nishintakoili

<sup>82</sup> 5T High School Programme is a government initiative in Odisha that aims to modernise high schools across the State.

benefitted and the area that would be covered once works are completed, are also to be provided in NREGASoft.

In four test-checked GPs of three PSs, Audit noted that five projects were taken up by the GPs for execution without the approval of the Gram Sabha and without any assessment of outcomes or benefits being carried out. Further, it was also seen that these projects were taken up without assessing their feasibility and requirement and therefore, these assets could not be utilised, despite an expenditure of ₹21.16 lakh. Thus, the expenditure of ₹21.16 lakh incurred on these projects was rendered unfruitful, as detailed in **Appendix 2.6**.

For example, a check dam was constructed in an area where there was no flow of water (**Picture 2.18**), playgrounds were constructed inside forest area (**Picture 2.19**), rural haat was constructed at a place other than the existing market place (**Picture 2.20**) and was not used by shopkeepers, construction of a staggered trench without any use (**Picture 2.21**), etc.

<p><b>Picture 2.18: Construction of Check Dam at Dhalpur Charanbeda in Hensda GP, Jamda PS (20.07.2024)</b></p>	<p><b>Picture 2.19: Development of Play field at Kamira at Mundapada GP, Boudh Block, Boudh District (forest area) (06.09.2024)</b></p>
<p><b>Picture 2.20: Construction of Rural Haat for Community at Silatpadar of Gudvelipadar GP, Kantamal PS, Boudh District (06.08.2024)</b></p>	<p><b>Picture 2.21: Construction of Staggered trench at Tiringkocha village Jatapani at Hensda GP, Jampda PS, Mayurbhanj District (20.07.2024)</b></p>

In reply, the Department stated (May 2025) that concerned CDO-cum-EO of ZPs had been requested (April 2025) for necessary compliance on the matter and accordingly, necessary action as deemed fit, would be taken against erring officials.

### 2.9.7 Doubtful payments

Paragraph 7.12.5 of Master Circular 2019-20, provides that for payment to suppliers, bills need to be prepared indicating the quantity of materials used, per unit price and total amount payable. For preparation of bills, vouchers showing supply of material are to be submitted by the suppliers. The copies of these vouchers should be kept in the concerned work file of the GPs. Audit came across instances of doubtful payments, as discussed below:

(a) **Doubtful payment for material:** In Gajalmamudi GP of Chitrakonda PS, ₹ 2.58 lakh was shown as paid (August 2022 to January 2024) to a vendor for supply of materials like sand, metal, stone, cement, etc., for Cement Concrete works in three projects<sup>83</sup>. During JPI (July and September) of these three works, it was noticed that no cement works had been executed, as can be seen from **Pictures 2.22** and **2.23**.



This indicated that payments had been made without execution of works, and hence genuineness of these payments was doubtful.

(b) **Doubtful payment of wages:** In Chitrakonda Block, ₹18,920 was shown as paid (December 2021) by the GP for wages to labourers in plantation work at Badapada UP school. During JPI (August 2024), no plantation work was found existing in the school premises. Further, the *Gram Rozgar Sevak* (GRS) of the GP and the Headmaster of the school also confirmed that no such plantation work was done in the school premises. This indicated that payment of wages was made without actual execution of work.

In reply, the Department stated (May 2025) that concerned CDO-cum-EO of ZPs had been requested (April 2025) for necessary compliance on the matter and accordingly, necessary action as deem fit, would be taken against erring officials.

<sup>83</sup> 1. Community tank at Totaguda, 2. Community tank at Anjariguda and 3. Excavation of Community tank at Gajalmamudi

### **2.9.8 Non provision of worksite facilities**

Paragraph 7.12 of the Operational Guidelines provides that worksite facilities such as drinking water, first aid box, crèche for children of the workers, are to be provided to workers.

Audit test-checked 280 works and noticed that no payments were made towards provisions of these worksite facilities. Further, during beneficiary interviews 29 *per cent* beneficiaries stated that no drinking water facility was available and 50 *per cent* beneficiaries stated that no first aid facility was provided at work sites.

In reply, the Department stated (May 2025) that it was the responsibility of the implementing agency concerned to ensure provision of worksite facilities. The reply is not tenable as it was the overall responsibility of the Department to monitor the working of the implementing agencies and ensure that the provisions of the MGNREGS Guidelines were followed.

### **2.9.9 Non verification of bills and vouchers at worksite**

Paragraph 7.11.5 of the Operational Guidelines provides that when a work is under progress, the workers engaged in that work shall select one worker from among themselves to verify and certify all the bills of their worksite, at least once a week. However, in three out of 10 selected PSs, Audit reviewed 280 works and noticed that in 102 works, bills were not verified and certified by the workers. Absence of verification and certification of these bills at the worksite indicated lack of transparency and high risk of submission of false bills.

In reply, the Department stated (May 2025) that the field functionaries had been instructed from time to time through various forums, meetings and circulars to verify the bills and vouchers.

***Recommendation 2.4:***

***Status of incomplete works needs to be monitored closely by the State, district and block level authorities to ensure their timely completion and new works should be taken up only after ensuring completion of pending works.***

***Recommendation 2.5:***

***Creation of non-durable assets and execution of inadmissible works/projects may strictly be prohibited while approving the consolidated labour budgets and preparing shelf of projects for the GPs at PS and ZP levels.***

### **2.10 Supervision and Monitoring**

To ensure transparency and accountability, the monitoring framework in MGNREGS involves a multi-layered approach using various mechanisms. The MGNREGA, 2005 and MGNREGA Operational Guidelines, 2013 prescribe monitoring of the overall implementation of the Scheme at National level, State level and District level through Vigilance and Monitoring Committees, District Quality Monitors, State Quality Monitors, National level Monitors, State Employment Guarantee Council and Social Audit by State Social Audit Unit.

### **2.10.1 Functioning of the State Employment Guarantee Council**

The State Employment Guarantee Council (SEGC) for MGNREGS was established (November 2007) to advise the State Government on all matters pertaining to the Scheme. As per Paragraph 1.4 of the Operational Guidelines, 2013, the SEGC would evaluate, review and monitor the Scheme and would prepare an Annual Report on the outcome of MGNREGS, which would be laid before the State Legislature. The SEGC was headed by the Chief Minister as the Chairman with the Minister, Panchayati Raj as ex-officio Vice-Chairman. The official members of SEGC included the Chief Secretary, Development Commissioner, Agriculture Production Commissioner, Secretaries of nine related Departments including Finance and PR&DW etc.

Audit noticed the following deficiencies in functioning of the SEGC:

- As per Section 12 of MGNREGS Act, SEGC was to meet at least two times each year. However, the SEGC met only three<sup>84</sup> times during the FYs 2019-24, against the requirement of a minimum of 10 meetings. Further, it had not met since 14 October 2022, and therefore no Annual Reports on the outcomes of MGNREGS, though prepared, could be approved for the FYs 2021-22, 2022-23 and 2023-24 for submission to the State Legislature, reducing accountability of the executive with regard to effective implementation of the Scheme.
- As per Paragraph 13.14.3 of the Operational Guidelines, 2013, a summary report of cases disposed by the Ombudsmen was to be reported to the SEGC, which would form a part of the Annual Report on outcome of MGNREGS. However, in the absence of regular sittings of the SEGC, the Summary Report of Ombudsmen could not be reported to the SEGC and the same was not included in the Annual Report on outcome of MGNREGS.
- As per Paragraph 13.4.5, the SEGC was to monitor the action taken by the State Government on the findings of Social Audit. In the absence of any meeting since October 2022, the SEGC could not review and monitor the Action Taken Report of the State Government on the findings of Social Audit.

The Department confirmed the facts and stated (May 2025) that steps would be taken to conduct SEGC meeting at regular intervals as mandated.

### **2.10.2 Constitution of Vigilance and Monitoring Committee**

Paragraphs 13.6.2, to 13.6.4 of the Operational Guidelines provide that, at the State level, a Vigilance Cell consisting of a Chief Vigilance Officer, at the district level a District Vigilance Cell and at local level, a Vigilance and Monitoring Committee would be set up. These cells would receive complaints on the implementation of the Scheme, conduct regular field visits to detect irregularities and interact with workers and conduct concurrent Social Audit.

In the test-checked districts, PSs and GPs, no such Vigilance Cell and Vigilance Monitoring Committees were constituted except in one GP *i.e.*, Kalapathar GP

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<sup>84</sup> 25 March 2021, 16 November 2021 and 14 October 2022

of Banki PS. Thus, no field visits were conducted to interact with workers and detect irregularities.

In reply, the Department stated (May 2025) that the districts had been instructed to constitute District Level Vigilance Cells and Local Level Vigilance Committees.

### **2.10.3 Effectiveness of State and District Quality Monitors**

As per Paragraphs 14.8 and 14.10.4 of Operational Guidelines, the State Quality Monitor (SQM) would inspect at least five *per cent* works during the progress of works, so as to assess their quality aspects. Further, as per Paragraph 7.12.1 of the Annual Master Circular, 2019-20, there would be a District Quality Monitoring (DQM) Cell which would have a panel of 10 to 15 technical officials to monitor and evaluate at least 10 *per cent* of the works executed under the Scheme.

Audit observed that although the SQM Cell was constituted (February 2020) with the Superintending Engineer as its Director, its functioning remained ineffective as in none of the test-checked districts, the SQM had ever visited and inspected any work during the FYs 2019-24. No reasons were on record to explain the non-functioning of the SQM Cell. Further, during the FYs 2019-24, no DQM was appointed by the DPCs in any of the districts. Thus, the quality of works undertaken under MGNREGS could not be independently assessed due to the absence of any checks by the State/District level Quality Monitors. Audit noticed issues related to quality of works during the JPIs conducted, as discussed in **Paragraph No. 2.9.3** of this Report.

In reply, the PR & DW Department stated (May 2025) that SQM Cell was reconstituted in October 2024. The fact, however, remained that the same remained non-functional during the last five years 2019-24, *i.e.*, during the period of Audit

### **2.10.4 Redressal of grievances**

Paragraph 13.14 of the Operational Guidelines, 2013 provides that in order to maintain transparency and accountability, the State Government would establish the office of Ombudsman in all districts for expeditious redressal of grievances regarding implementation of the MGNREGS Scheme. Any amount recommended by the Ombudsman for recovery should be recovered by the DPC and deposited in the State Employment Guarantee Fund (SEGF). Further, Section 23(6) of the MGNREGA provides that the PO shall maintain a Complaint Register and enter every complaint into it and shall dispose of the disputes and complaints within seven days of their receipt.

Audit noticed the following deficiencies in redressal of grievances:

- **Non-appointment of Ombudsmen:** Audit observed that as of March 2024, out of the 30 districts in the State, no efforts were made to appoint the Ombudsman in 10 districts and in five districts the appointment of Ombudsman was not done due to disputes in the appointment process.
- **Poor follow up of recommendation of the Ombudsmen:** During the FYs 2021-24, at the State level, out of 1,285 complaints received, 1,139 cases had been settled with recommendation for recovery of ₹1.61 crore. Out of this amount, only ₹14.54 lakh (nine *per cent*) had been recovered

from erring officials, while ₹1.47<sup>85</sup> crore, was pending for recovery as of August 2024. The DPCs of Boudh, Jajpur, Ganjam, Jagatsinghpur, Kendujhar and Malkangiri had not recovered (August 2023) any amount and DPCs of other districts had made only partial recoveries from erring officials.

- **Non maintenance of Complaint Register:** Out of 10 test-checked PSs and 40 test-checked GPs, no Complaint Registers were maintained in seven PSs and 27 GPs. In the absence of Complaint Registers, Audit could not obtain assurance regarding the existence of any grievance redressal system in these PSs and GPs.

Thus, non-appointment of Ombudsman in all districts, poor response to their recommendations by the DPCs and deficiencies in attending to the complaints at PS and GP level, rendered the system of grievance redressal ineffective.

In reply, the Department stated (May 2025) that the districts had been requested (April 2025) to recover the amounts proposed by Ombudsman and deposit the same in SEGF. Regarding disposal of complaints, the Department stated that concerned CDO-cum-EO of ZPs had been requested (January 2025) for necessary compliance.

### 2.10.5 Social Audit

The MGNREGA provides for a central role of 'Social Audit' as a means of continuous public vigilance. As per Paragraphs 13.1.1 and 13.1.2 of the Operational Guidelines, 2013, to ensure public accountability in the implementation of projects, laws and policies, Social Audit would be conducted at least once in six months in every GP involving a mandatory review of all aspects of MGNREGS. The findings of the Social Audit Report would be forwarded to the district and block level authorities for disposal and action. Further, Paragraph 10.1.9 of the Master Circular issued by MoRD stated that the DPC would ensure that corrective measures were taken based on the Social Audit Report, including steps like recovery of embezzled amounts *etc.* The SEGC would monitor the action taken by the State Government with respect to Social Audit and incorporate the action taken report in the Annual Report on the outcome of MGNREGS to be laid before the State legislature.

Audit noticed that a State Social Audit Unit<sup>86</sup> was constituted (September 2011) at the State level to facilitate social audit in Odisha. During the FYs 2019-24, it facilitated 39,918 Social Audits in the Gram Sabhas of 6,794 GPs at an average of one Social Audit in each GP. In these Social Audits, 91,272 observations were raised on various issues including misappropriation of ₹9.79 crore. Of this misappropriated amount, recovery of ₹4.00 crore was effected by the district authorities and disciplinary action was initiated in 21,788 cases, as of March 2024.

However, there was no monitoring at the level of the SEGC, as it had not met since October 2022. This indicated that although the Social Audit Unit was

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<sup>85</sup> 2021-22: ₹0.19 lakh, 2022-23: ₹97.20 lakh, 2023-24: ₹ 49.42 lakh

<sup>86</sup> Odisha Society for Social Audit Accountability and Transparency

functional in the State, it could have been strengthened further with monitoring at the highest level *i.e.*, by the SEGC.

### **2.10.6 Manpower Availability**

Section 18 of MGNREG Act, 2005 mandates provision of required functionaries necessary by the State Government. Further, Paragraph 2.4.2 of the Operational Guidelines, 2013 provided for various functionaries to be appointed by PR&DW Department at the State, District, Block and GP levels. As per Operational Guidelines, one *Gram Rozgar Sahayak* (GRS) would be appointed at the GP level to assist the PEO in MGNREGS works. Similarly, one Additional Programme Officer would be appointed by the PR&DW Department at the PS level to assist the PO. At the State level, there would be a MGNREGS Cell to provide managerial and technical capacity to PR&DW Department for the implementation of MGNREGS with appointment of Thematic Experts, such as Programme Managers, Programme Associates, Programme Assistants, *etc.*

The vacancies against the sanctioned strength of required functionaries at the State, PS and GP levels, as of June 2024, are shown in **Table 2.5**.

**Table 2.5: Status of Manpower as of June 2024**

<b>Name of post</b>	<b>Sanctioned strength</b>	<b>Persons in position</b>	<b>Shortfall</b>	<b>Percentage of Shortfall</b>
Programme Manager (State level)	5	2	3	60
Programme Associate (State level)	15	4	11	73
Programme Assistant (State level)	16	8	8	50
Additional Programme Officer (PS level)	314	287	27	9
<i>Gram Rozgar Sevak</i> (GP level)	6,794	3,106	3,688	54

*(Source: Information furnished by PR&DW Department)*

As can be seen from **Table 2.5**, there was shortage of manpower both at the State and at field levels. The GRSs were the ground level functionaries who were in-charge of basic functions like receipt and verification of applications for registration of beneficiaries, entering the particulars in the MIS (NREGASoft), receipt of application for demand for works, provision of works, managing worksite facilities including taking attendance of the workers, distribution of pay slips amongst the workers, maintenance of required records, *etc.* Thus, huge vacancies of GRSs affected the implementation of the Scheme at ground level, affecting the overall performance of the Scheme.

Thus, shortage of manpower resulted in deficiencies in records maintenance, grievance redressal, online entry of muster rolls, verification and issue of Job Cards at field level.

In reply, the Department stated (May 2025) that the recruitment of GRS was in progress and the vacant posts would be filled up.

### 2.10.7 Discrepancies in NREGASoft

As per Paragraph 11.3 of the Guidelines, a web-based Management Information System (MIS) *i.e.* NREGASoft was operational for consolidating the financial and physical information of the Scheme at the State, District, PS and GP levels. The MIS was used by both MoRD and the State as a tool for monitoring the implementation of the Scheme and for maintaining transparency by ensuring wider dissemination of information.

Audit noticed the following inconsistencies in various Reports generated in the NREGASoft, as discussed below:

#### (a) *Person days Projected and Generated*

The data for NREGASoft is entered from the GP level based on the records available with them. Based on these data, various Reports are generated. However, it was observed that the Reports of NREGASoft on “Person days projected” were inconsistent in two different Reports *viz.*, Report 2.1.1 on “Month-wise labour person days projected” and Report No. 2.2.2 on “Projected person days and person days generated”, pertaining to the same period. Similarly, the Report on “Person days generated” as per Report No. 5.1.1 and “Person days generated” as per Report No. 2.2.2, were different, as shown in **Table 2.6**.

**Table 2.6: Discrepancies in data related to Person days projected in NREGASoft**

Year	Person days projected as per Report 2.1.1	Person days projected as per Report 2.2.2	Person days generated as per Report 5.1.1	Person days generated as per Report 2.2.2
2019-20	No discrepancies		111389144	111293259
2020-21	No discrepancies		208074530	208036796
2021-22	185597691	202400000	197762682	197732343
2022-23	204195216	165000000	No discrepancies	
2023-24	191960153	175000000	No discrepancies	

(Source: MIS data of NREGASoft)

#### (b) *Discrepancies in Opening Balance and Closing Balance in NREGASoft*

Report No. 7.1.1 of NREGASoft on “Financial performance” showed opening balance (OB) and closing balance (CB) of fund position. There were discrepancies in OBs and CBs, at the State level, as detailed in **Table 2.7**.

**Table 2.7: Discrepancies in OB and CB in NREGA Soft** (₹ in crore)

Year	CB of previous year as per Report 7.1.1	OB of current year as per Report 7.1.1
2020-21	22.12	-32.79
2021-22	388.22	-60.92
2022-23	63.75	-124.71
2023-24	-122.79	-146.41

(Source: MIS data of NREGASoft and data received from PR&DW Department)

The above discrepancies made the data available in NREGASoft unreliable, raising doubts about transparency in the implementation of the scheme.

The Department accepted (May 2025) the facts and stated that the data is managed by the National Informatics Centre (NIC) and MoRD and any change

in data cannot be made at the State level. The reply is not acceptable since the information is available in the public domain and therefore, its reliability needs to be ensured to bring about transparency in the implementation of the scheme.

### **2.10.8 Records maintenance**

GoI issued (July 2016) instructions for proper maintenance of records for the effective implementation of the Scheme and provided simplified formats for seven Registers, viz. (i) Job Card application, registration and issue Register, (ii) Gram Sabha and Social Audit meetings Register, (iii) Register for Demand, allocation of work and payment of wages, (iv) Register of works, (v) Register of fixed assets, (vi) Compliant Register and (vii) Material Register. These registers were to be maintained by the GPs to ease the functioning and reduce duplication of work without compromising on the quality and accuracy of information, especially those relating to entitlements of workers like application for Job Cards, demand for works and payment of wages.

Scrutiny of records (June 2024 to September 2024) revealed that out of 40 test-checked GPs, 18 GPs had maintained all the seven Registers, 02 GPs had also maintained these Registers except the Register of fixed assets and Complaint Registers and 20 GPs had not maintained any of these Registers.

Due to non/ improper maintenance of these required registers, transparency in implementation of the Scheme could not be ensured. Besides, the quality and accuracy of information was also compromised, especially relating to entitlements of workers, as noticed during audit.

In reply, the Department stated (May 2025) that the districts had been requested in October 2024 to maintain registers as part of good governance initiative.

#### ***Recommendation 2.6:***

***Monitoring through SEGC may be made effective with regular sittings, review of the recommendations of the Ombudsmen and Action Taken Report on the findings of Social Audit.***

### **2.11 Conclusion**

To provide at least 100 days of guaranteed wage employment in a financial year, to every rural Household whose adult members were willing to do unskilled manual work, the Department had not conducted any survey to identify new eligible households, include additional names in the Job Cards, and to correct the wrong data in existing MIS database. Bottoms up approach for preparation of labour budgets were not followed, and GPs were imposed targets from State level, rendering the demand-based employment into supply-based employment. Job Cards were not issued to the Households without assigning any reasons. Job Cards were not updated by including/ deleting the members of the HHs. Unemployment Allowances and compensation was not paid in case of non-provision of employment and delay in payment of wages. A large number of works remained incomplete rendering the expenditure unproductive. Instance of new works being taken up before completion of earlier works were noticed. In absence of regular meeting, the apex level governance through SEGC was

ineffective reducing accountability of executive to the legislature. Inadequate number of Social Audits, and poor response to its recommendations, had made the Social Audit less productive. The grievance redressal mechanism system was dysfunctional in absence of Vigilance and Monitoring Committee and non-appointment of Ombudsmen in all the districts.



**(SUBU R.)**

Bhubaneswar

The 25 FEB 2026

**Principal Accountant General (Audit-I)  
Odisha**

Countersigned



**(K. SANJAY MURTHY)**

New Delhi

The 26 FEB 2026

**Comptroller and Auditor General of India**