# Chapter II

# Planning and Financial Management

## Chapter II: Planning and Financial Management

Participatory planning is most critical for the successful implementation of any Scheme. MGNREGS is a demand driven programme for timely generation of employment. Therefore, it is expected that Gram Panchayats identify their own needs to create infrastructure or quality assets for their community and put their demand in proposals and get them sanctioned from the block and district administrations. In MGNREGS policy framework, bottom-up approach is adopted and decentralisation of power is institutionalized.

The planning process under MGNREGA begins with conducting baseline survey of job card holders for identification of quantum and timing of employment, preparation of development plan at GP level and their approval by Gram Sabha. The development plan of GP is consolidated at PS level and further at district level for approval by general assembly of the respective Zila Parishad.

Audit findings related to the planning process and financial management in the implementation of the MGNREGS are discussed in the succeeding paragraphs.

### 2.1 Baseline survey

Para 6.2 (i) of Operational Guidelines, 2013 stipulates that a survey of job card holders was to be mandatorily conducted in every Gram Panchayat (GP), in order to prepare a baseline survey to assess the quantum and timing of demand for employment in the GP. Expert institutions were to be empanelled separately in each State to finalize the framework and methodology. The pilots for baseline survey was to be done in 2012-13 so that the surveys for all GPs were completed in 2013-14. The baseline assessment was a mandatory component of the development plan of the GP and the District. Reassessment of the base year labour budget/demand for work, on the basis of household survey should be done once every five years to account for changes in the local pattern of livelihoods and opportunities for work in production activities.

As per the information provided by Commissioner, EGS, baseline survey in the state was done during 2013-14. However, neither corroborative evidence was found on record nor the department had any supportive document regarding conducting baseline survey in 2013-14. Further, in the test checked 40 GPs audit observed that neither baseline survey was conducted during 2019-24 nor any expert institution was empanelled for finalisation of the framework and methodology for baseline survey.

State Government stated (September 2025) that the records regarding previous baseline survey were not available in the office. Further, baseline survey was not conducted during 2019-20 to 2023-24 as no provision in this regard was mentioned in the Master Circulars issued every year. The reply is not tenable as explicit provision for conducting baseline survey to assess the quantum and timing of demand for employment in the GP was already there in the MGNREGA Operational Guidelines 2013.

Thus, in the absence of the baseline survey, the nature, timing and quantum of demand for employment could not be ascertained and a realistic development plan could not be prepared at the grass root level.

## 2.2 Setting up priorities of works in the annual work plan of GPs

Para 7.1.5 of Operational Guidelines, 2013 provides that the order of priority of works will be determined within the GP and will be reflected in the Annual Plan ratified by the Gram Sabha (GS). Para 7.1.3 of the guidelines also provides that the order of priority of work shall be determined by each Gram Panchayat in meetings of the Gram Sabha.

Scrutiny of records of selected 16 GPs of 07 selected PSs revealed that priority of the works was not determined by one GPs in all the five years, four GPs in three years, seven GPs in two years and four GPs in one year during 2019-24. The details are given in ***Appendix 2.1***.

The State Government stated (September 2025) that priorities were set up in annual plan as top priorities were given to Natural Resource Management and Agriculture allied works as per MGNREGA guideline. The reply is not tenable as the Annual Work Plans approved by the Gram Sabhas in the test checked 16 GPs did not reflect the priority of order for undertaking the works and only contain the shelf of works.

## 2.3 District Perspective Plan

Para 15.3.1.1 of Operational Guidelines, 2013 envisage preparation of a District Perspective Plan which identifies the needs and gaps in the districts in all the sectors. This plan is a multi-year plan for different departmental projects. The projects that are identified for convergence with MGNREGA are to be discussed in the Gram Sabhas located in the project area. Activities/ structures/ tasks identified for execution under MGNREGA have to be included in the annual shelf of works maintained by the Gram panchayats.

Audit noted that District Perspective Plan was not prepared in all the test checked five districts during 2019-24. However, convergence works to be implemented by other departments like Public Works Department, Public Health Engineering Department, Forest, Irrigation etc., were included at Block and District level in their Annual Development Plan.

State Government stated (September 2025) that the perspective plan is prepared by GPs and Blocks as per MGNREGA permissible works. Further, directions have been issued to the districts to prepare District Perspective Plan. The reply has to be viewed against the fact that as per the guidelines District Perspective Plan is to be consolidated at district level and no perspective plan was prepared in the test checked districts during 2019-24.

Thus, needs and gaps of all the sectors (different Departmental Projects) in the districts, with reference to convergence could not be identified.

## 2.4 Block Resource Centre

As per para 4.3.2 of Operational Guidelines 2013, Block Resource Centre

(BRC) was required to be set up for (i) providing technical inputs for planning (ii) maintaining database on local natural resource endowment (viz. groundwater, rainfall, soils, etc.) needed for planning (iii) ensuring convergence between MGNREGS and other production-oriented schemes of the government.

Audit observed that Block Resource Centre was not set up in any of the test checked block. ADPC, Banswara, Chittorgarh, Jaisalmer, Kota and Nagaur stated (September 2025) that BRC will be set up as per the guidelines. As BRC was the prime source of vital information required for planning, non-setting up of BRC had left the GPs without any support system required for planning.

## 2.5 Availability of Staff

Section 18 of the MGNREG Act, 2005 provides that the State Government is mandated to make available necessary staff and technical support to the District Programme Coordinator (DPC) and Programme Officer as may be necessary for effective implementation of the scheme.

For the implementation of the MGNREG Scheme State Government deputed both regular and contractual staff. The regular staff included Additional District Programme Co-ordinator (ADPC), Executive Engineer, Assistant Engineer, Accounts Officer, Junior Accountant in Districts, Assistant Engineer in PSs and LDC in GPs. Further, the contractual Staff includes Co-ordinators, MIS Manager, Data Entry Operator in Districts, Junior Technical Assistant, Accounts Assistant, MIS Manager, Data Entry Operator and Assistant in PSs and Village Employment Assistant and Computer Assistant in GPs.

The position of regular staff and contractual staff in the State at the end of March 2020 to 2024 is given in **Table 2.1** below.

**Table 2.1 Position of manpower in the State during the year 2020-24**

| Year | Regular staff | | | Contractual staff | | |
|---|---|---|---|---|---|---|
| | Sanctioned strength | Posted | Vacant (In *Per cent*) | Sanctioned strength | Posted | Vacant (In *Per cent*) |
| 2020 | 26994 | 9042 | 17952 (66.50) | 23941 | 7202 | 16739 (69.92) |
| 2021 | 27027 | 9146 | 17881 (66.16) | 17684 | 7095 | 10589 (59.88) |
| 2022 | 27031 | 9150 | 17881 (66.15) | 17684 | 7040 | 10644 (60.19) |
| 2023 | 18147 | 11932 | 6215 (34.25) | 21868 | 5379 | 16489 (75.40) |
| 2024 | 12129 | 11216 | 913 (7.53) | 21868 | 5456 | 16412 (75.05) |

*(Source: Information provided by Commissioner, EGS)*

It can be seen from the above table that the number of regular sanctioned posts was reduced by 55 *per cent* in the year 2024 (12129 posts) as compared to year 2020 (26994 posts). Vacancy in regular staff ranged between 7 *per cent* and 66 *per cent* in the State during 2020 to 2024. More than 59 *per cent* of the contractual posts remained vacant during this period and in the years 2023 and

2024, the vacancy in the contractual post was 75 *per cent*.

Commissioner, EGS replied (September 2025) that during 2020 to 2024, 14898 posts have been abolished by the Rural Development Department due to which the sanctioned strength has reduced.

The position of manpower as of 31 March 2024 at State/District/PSs and GPs level is given in **Table 2.2** below:

**Table 2.2: Position of manpower as on 31 March 2024**

| Level | Regular staff | | | Contractual staff | | |
|---|---|---|---|---|---|---|
| | Sanctioned strength | Men-in position | Vacancy (%) | Sanctioned strength | Men-in position | Vacancy (%) |
| State level | 50 | 33 | 17 (34.00) | 48 | 33 | 15 (31.25) |
| Districts | 239 | 85 | 154 (64.43) | 347 | 129 | 218 (62.82) |
| PSs | 590 | 252 | 338 (57.29) | 9392 | 2901 | 6491 (69.11) |
| GPs | 11250 | 10846 | 404 (3.59) | 12081 | 2393 | 9688 (80.19) |
| **Total** | **12129** | **11216** | **913 (7.53)** | **21868** | **5456** | **16412 (75.05)** |

*(Source: Information provided by commissioner EGS)*

The above manpower position shows vacancy of 34 *per cent*, 64.43 *per cent* and 57.29 *per cent* regular posts at State level, District level and PS level respectively. In respect of contractual staff, the vacancy ranged between 31.25 *per cent* and 80.19 *per cent* at the State level, District level, PS level and GPs as of 31 March 2024.

Audit observed that Village Employment Assistant, Accounts Assistant and Junior Technical Assistant (JTA) posted on contractual basis assist the GPs in identification, execution and measurement of MGNREGA works and maintenance of accounts. Shortage in these technical posts affected the execution of MGNREGS as shortcomings regarding non-maintenance of records, less inspection of works etc., were noticed in the test checked GPs as discussed in the **paragraph 5.7 and 5.8**.

State Government accepted the facts and stated (September 2025) that the Finance Department, Government of Rajasthan had given consent to recruit 2200 Junior Technical Assistants and 400 Accountant Assistants. The process for recruitment of these posts is under progress through Rajasthan Subordinate Selection Board.

## 2.6 Capacity building efforts

Paragraphs 5.2.1 and 5.2.2 of Operational Guidelines, 2013 provide that each State was to set up a MGNREGA Human Resource Development and Capacity Building Division to identify and mobilise institutions which play the role of training institutions of MGNREGA and to draw up a state level training plan for every stakeholder[1]. Paragraph 5.2.4 of Operational Guidelines also envisages setting up of a District Human Resource Development & Capacity Building unit at District level for this purpose. The unit should comprise full-time dedicated resource persons who will act as master trainers for MGNREGA, providing training and field-based hand-holding support to block and sub-block implementation teams.

Scrutiny of records (July 2024) of Commissioner, EGS revealed that at the state level, 36 training programmes were organized for various stakeholders[2] during 2019-20 and 2022-23 to 2023-24 mainly focusing on GIS based planning and monitoring of MGNREGA. In these training programmes, 1412 (93 *per cent*) out of 1519 trainees were trained (***Appendix- 2.2***). No training was organized during 2020-21 & 2021-22. It was further noted that though training programmes were organised, however, Human Resource Development and Capacity Building Division was not established at the State level during the period 2019-24 due to which the training and capacity building Plan was not prepared.

Further, the District Human Resource Development & Capacity Building unit was set up in only three[3] out of five test checked districts.

Audit also observed that in selected three districts (Chittorgarh, Jaisalmer and Kota) no training programme was organized during 2019-24. Only two[4] training programmes were organized in Banswara district and five[5] training programmes were organized in Nagaur district during 2019-24 in which 72.34 *per cent* (4827 out of 6673) trainees and 95.57 *per cent* (3668 out of 3838) trainees respectively attended the training programmes.

State Government stated (September 2025) that regular capacity building programmes were organized on various subjects at state, district and GP level for stakeholders.

The fact remains that training programmes were organized at state level without preparing any plan and no training programme was organized in Chittorgarh and Kota districts where District Human Resource Development & Capacity Building unit was set up.

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[1] DPC and other district level officers, Programme Officers, Assistant Programme Officers, Junior Engineers, Technical Assistants, Mates, MGNREGA workers etc.

[2] Executive Engineers, Assistant Engineers, Junior Technical Assistant (JTA), MIS managers, BDOs VDOs, IEC Coordinators, civil society groups, Data Entry Operators, Nodal officer (engineer) and Computer Operators etc.

[3] Chittorgarh, Kota and Nagaur districts.

[4] In the year 2020-21, training 'Pura Kam Pura Dam Abhiyan for BDO, AEN and JTA' was organised in which 98 out 132 trainees attended the training and 'Training for Mates' was organised in which 4729 out of 6541 Mate trainees attended the training.

[5] In the year 2020-24, training programme 1. (MGNREGA Act., Labour Budget, Right of MGNREGA Labour Process or issuing Job Cards (794 out of 823 participants). 2. Timely payment (377 out of 442). 3. Gram Sabha (561 out of 584). 4. 100 days employment (987 out of 1017). 5. Good Governance (949 out of 972) etc. were organised.

## 2.7 Deployment of Resource Persons for conducting Social Audit

Paragraph 13.2.2 of Operational Guideline, 2013 provides that the Social Audit Unit will determine appropriate number of State Resource Persons (SRPs), District Resource Persons (DRPs), Block Resource Persons (BRPs) and Village Resource Persons (VRPs) to assist the Gram Sabha in conducting the Social Audit. The details of Resource Persons available for Social Audit in the State as of July 2024 are given in **Table 2.3** below:

**Table 2.3: Details of Resource Persons available for Social Audit in the State as of July 2024**

| S. No | Name of post | Sanctioned posts | Working | Vacant Posts |
|---|---|---|---|---|
| 1 | SRPs | 06 | 06 | 00 |
| 2 | DRPs | 99 | 59 | 40 (40%) |
| 3 | BRPs | 1886 | - | 1886 (100%) |
| 4 | VRPs | 35200 | -- | 35200 (100%) |

*(Source: information provided by RD&PRD)*

The above table depicts that 40 *per cent* posts of DRPs and 100 *per cent* posts each of BRPs and VRPs were vacant in the state as of July 2024. In the absence of regular BRPs and VRPs, 1220 *Mates*[6] were engaged as BRPs and 12800 women personnel of National Rural Livelihood Mission, Self Help Groups and *Saathin*[7] were engaged as VRPs for conducting Social Audit.

Training program on Social accountability and Social Audit were organized for the resource persons by National Institute of Rural Development & Panchayati Raj, Hyderabad. Audit noted that training could be imparted (February 2023) to 12810 SHGs-VRPs of 16 districts as against the planned training of 35200 SHGs-VRPs. Training imparted to other SHGs-VRPs were not found available on record.

On enquiring (August 2025) about the effectiveness of the social audits being conducted in other districts in the absence of the trained VRPs, the department did not furnish any reply.

State Government stated (September 2025) that decision to start selection process against the vacant posts of Village Resource Persons has been taken (May 2024) and all DPCs (EGS) have been directed (July 2024) to start selection process of Village Resource Persons at the district level.

## 2.8 Financial Management

Mahatma Gandhi National Rural Employment Guarantee Scheme is a centrally sponsored scheme implemented on a cost sharing basis. Funding pattern between GoI and State Government is as given below:

[6] *Mate* is a local individual who helps in the implementation of the scheme at the GP level.

[7] Honorarium paid woman worker at GP level appointed with the objective to aware women for their rights and to empower them to avail maximum benefits from the schemes being implemented by state government.

| Government of India | State Government |
|---|---|
| • 100 *per cent* of the cost for payment of wages for unskilled manual workers<br>• 75 *per cent* cost of material and wages of skilled and semi-skilled workers<br>• Administrative expenses (upto six *per cent* of expenditure incurred under scheme) | • 25 *per cent* cost of material and wages of skilled and semi-skilled workers<br>• Administrative expenses of State Employment Guarantee Council<br>• Unemployment allowance |

Para 4.1.2 (vi) of Operational Guidelines, 2013 provides that the cost of payments to the *Mates* shall be a part of the material component.

Further, as per Section 21 and 32 of the Act, the State Government is required to establish State Employment Guarantee Fund (SEGF) for implementation of the scheme and notify Employment Guarantee Fund Rules for constitution of SEGF.

Audit observed that up to March 2022, the fund under the scheme was received in Personal Deposit Account of SEGC and thereafter, in Single Nodal Account (SNA). State Government constituted SEGF in April 2023 as a revolving fund for payment of unemployment allowance and compensation for belated payment of wages to labourers, after more than 16 years since the scheme came into existence (July 2006). Though the State Government constituted SEGF, but the Employment Guarantee Fund Rules were not notified to effectively manage the receipt[8], transfer and utilisation of financial resources under MGNREGS through SEGF.

The consolidated position of funds received from GoI and State Government for all the components and expenditure incurred there against during 2019-2024 as per the audited annual accounts is given in **Table 2.4** below. Component-wise bifurcation of receipt as well as expenditure amount (material, wages, administrative/ other expenses) is given in ***Appendix 2.3***.

[8] Source of funds are: Central assistance and state matching share, recoveries of amount on account of unemployment allowance from erring officials.

**Table: 2.4: Position of funds received and expenditure**

**(₹ in crore)**

| Year | Opening Balance | Receipts from Govts | | | Misc. Receipt | Total fund Available | Expenditure incurred | Misc Expenditure | Total Expenditure | Closing Balance | percentage of utilisation |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | GoI | GoR | Total | | | | | | | |
| 1 | 2 | 3 | 4 | 5 (3+4) | 6 | 7 (2+5+6) | 8 | 9 | 10 (8+9) | 11 (7-10) | 12 |
| 2019-20 | 227.50 | 7267.48 | 588.80 | 7856.28 | 20.20 | 8103.98 | 6894.46 | 1.94 | 6896.40 | 1207.58 | 85.10 |
| 2020-21 | 1207.58 | 8919.96 | 228.61 | 9148.57 | 18.25 | 10374.40 | 10018.39 | 0.41 | 10018.80 | 355.60 | 96.57 |
| 2021-22 | 355.60 | 9652.34 | 750.00 | 10402.34 | 29.76 | 10787.70 | 10482.65 | 12.22 | 10494.87 | 292.83 | 97.29 |
| 2022-23 | 292.83 | 9759.10 | 741.80 | 10500.9 | 15.15 | 10808.88 | 10332.91 | 320.44 | 10653.35 | 155.53 | 98.56 |
| 2023-24 | 155.53 | 8764.73 | 649.41 | 9414.14 | 6.87 | 9576.54 | 8493.76 | 24.93 | 8518.69 | 1057.85 | 88.95 |
| **Total** | | **44363.61** | **2958.62** | **47322.23** | **90.23** | | **46222.17** | **359.94** | **46582.11** | | 93.29 |

*(Source: As per information taken from audited annual accounts and information provided by department)*

From the above table it can be seen that the average utilisation of funds during 2019-20 to 2023-24 was 93.29 *per cent*. There was an increasing trend in expenditure up to 2022-23 and thereafter, it decreased in 2023-24. Lowest expenditure was incurred in the year 2019-20 (85.10 *per cent*) and highest expenditure was incurred in the year 2022-23 (98.56 *per cent*).

## 2.9 Release of state's matching share

Act provides that 100 *per cent* of the unskilled labour cost and 75 *per cent* of the material cost of the programme is to be borne by the Centre. As per the sanction letters issued by the GoI, on receipt of central assistance for material and administrative component, the State Government must transfer the funds alongwith its matching share to the SEGF within three days for the year 2019-20 to 2020-21 and 15 days for the year 2021-22 to 2023-24 from the date of receipt of these funds. Further, the State Government would be liable to pay interest at the rate of 12 *per cent* for the period of delay beyond the specified period for the years 2019-20 and 2020-21.

The status of release of fund for material and administrative components by GoI to State Government and release of its matching share alongwith GoI share by the State Government to the scheme fund from 2019-20 to 2023-24 is given in **Table 2.5** below:

**Table 2.5: Status of release of state share for material and administrative components**

(₹ in crore)

| Year | Central Share | | | State matching share wrt to material component | Total funds released by State Govt | Release of funds by State Govt with delays | Delay in release of funds beyond specified period (In days) | Amount of interest to be paid for delayed release |
|---|---|---|---|---|---|---|---|---|
| | For material | For administrative expenses | Total | | | | | |
| 1 | 2 | 3 | 4 (2+3) | 5 | 6 (4+5) | 7 | 8 | 9 |
| 2019-20 | 1766.38 | 342.57 | 2108.95 | 588.8 | 2697.75 | 1005.51 | 6 to 31 | 3.30 |
| 2020-21 | 685.83 | 137.17 | 823 | 228.61 | 1051.61 | 830.87 | 9 to 66 | 5.78 |
| 2021-22 | 1812.44 | 280.83 | 2093.27 | 750 | 2843.27 | 115.00 | 169 | 0 |
| 2022-23 | 2572.97 | 318.42 | 2891.39 | 741.8 | 3633.19 | 3633.19 | 4 to 90 | 0 |
| 2023-24 | 1948.21 | 233.34 | 2181.55 | 649.41 | 2830.96 | 2830.95 | 3 to 62 | 0 |
| **Total** | **8785.83** | **1312.33** | **10098.16** | **2958.62** | **13056.78** | **8415.52** | | **9.08** |

*(Source: Audited account of Commissioner, EGS and sanctions issued by GoR)*

During 2019-20 to 2023-2024, the State Government released 64.45 *per cent* (₹ 8415.52 crore) of GoIs share for material and administrative expenses and its own corresponding matching share, with a delay ranging between 3 to 169 days beyond the specified period. Due to delay in release of funds for the year 2019-20 to 2020-21, the State Government created liability of interest amounting to ₹ 9.08 crore.

The State Government accepted the facts and stated (September 2025) that delay in release of fund was due to lot of time taken in the procedure of releasing funds.

## 2.10 Pending liability

Scrutiny of the data available on the Management Information System (MIS) of NREGASoft revealed that Fund Transfer Orders (FTO) of ₹ 2014.39 crore issued during 2019-24 in the state were outstanding for payment as of September 2025 as per details given in **Table 2.6** below:

**Table 2.6: Committed liabilities in the state (as on September 2025)**

(₹ in crore)

| Year | Unskilled wages | Semi-skilled/skilled wages | Material | Tax | Total |
|---|---|---|---|---|---|
| 2019-20 | 1.40 | 2.34 | 9.02 | 0.35 | 13.11 |
| 2020-21 | 1.74 | 1.21 | 3.39 | 0.11 | 6.45 |
| 2021-22 | 1.79 | 5.33 | 43.08 | 0.88 | 51.07 |
| 2022-23 | 1.46 | 2.44 | 67.31 | 4.97 | 76.18 |
| 2023-24 | 2.73 | 7.19 | 1769.87 | 87.78 | 1867.58 |
| **Total** | **9.12** | **18.51** | **1892.67** | **94.09** | **2014.39** |

*(Source: MIS report of NREGASoft)*

Audit observed that:

(i) Liability of ₹ 2014.39 crore for the period 2019-20 to 2023-24 was pending as of September 2025.

(ii) Committed liability was higher in material component (94 *per cent*) particularly in the year 2023-24. It was observed that as against the demand of ₹ 12241.95 crore on account of central share for the material component, there was a short transfer of ₹ 3944.02 crore during 2019-24.

(iii) Non-payment (₹ 9.12 crore) to unskilled labour may defeat the very purpose of the scheme *i.e.* to enhance the livelihood security of the households in rural areas.

One of the reasons for outstanding liabilities was rejection of transactions. The status of transactions rejected and re-generated in respect of un-skilled wages and material component is given in **Table 2.7 and Table 2.8** below.

**Table 2.7: Status of transactions rejected and regenerated (unskilled wages) as on September 2025**

**(₹ in crore)**

| Year | Total rejected transactions | Amount of total rejected transactions | Rejected transactions regenerated and payment made | | Rejected transactions regenerated but pending for payment at Bank level | | Transactions pending for regeneration | |
|---|---|---|---|---|---|---|---|---|
| | | | No. of Transactions | Amount | No. of Transactions | Amount | No. of transaction | Amount |
| 2019-20 | 628925 | 98.35 | 588194 | 92.07 | 40700 | 6.27 | 31 | 0.01 |
| 2020-21 | 481486 | 84.93 | 416163 | 73.58 | 65236 | 11.33 | 87 | 0.02 |
| 2021-22 | 326109 | 61.15 | 319950 | 59.87 | 6000 | 1.25 | 159 | 0.03 |
| 2022-23 | 225972 | 43.88 | 220382 | 42.72 | 5389 | 1.12 | 201 | 0.04 |
| 2023-24 | 935650 | 168.86 | 922561 | 166.32 | 12186 | 2.38 | 903 | 0.16 |
| **Total** | **2598142** | **457.17** | **2467250** | **434.56** | **129511** | **22.35** | **1381** | **0.26** |

*(Source: MIS report of NREGASoft)*

A total of 25.98 lakh transactions valuing ₹ 457.17 crore were rejected during 2019-2024 in respect of un-skilled wages component, of which, 24.67 lakh (94.96 *per cent*) transactions were regenerated in the same period (2019-24). 1.29 lakh (4.96 *per cent*) transactions of ₹ 22.35 crore were pending for payment at bank level and 1381 transactions of ₹ 0.26 crore for the period 2019-24 were still pending for regeneration as on September 2025. Further, out of ₹ 22.35 crore which was pending at bank level, ₹ 17.60 crore (78.75 *per cent*) pertained to the years 2019-21 and pending for payment for four to five years.

**Table 2.8: Status of transactions rejected and regenerated (material component[9]) as on September 2025**

**(₹ in crore)**

| Year | Total rejected transactions | Amount of total rejected transactions | Rejected transactions regenerated and payment made | | Rejected transactions regenerated but pending for payment at Bank level | | Transactions pending for regeneration | |
|---|---|---|---|---|---|---|---|---|
| | | | No. of Transactions | Amount | No. of Transactions | Amount | No. of transaction | Amount |
| 2019-20 | 13650 | 12.29 | 7657 | 9.62 | 1240 | 0.82 | 5119 | 2.01 |
| 2020-21 | 17325 | 30.57 | 9399 | 27.65 | 2434 | 17.39 | 6278 | 2.28 |
| 2021-22 | 53937 | 53.99 | 45895 | 48.79 | 4053 | 29.44 | 6612 | 2.97 |
| 2022-23 | 81668 | 768.28 | 77654 | 765.01 | 24093 | 282.41 | 2173 | 1.35 |
| 2023-24 | 19172 | 44.83 | 12411 | 38.59 | 5270 | 23.33 | 2455 | 1.32 |
| **Total** | **185752** | **909.96** | **153016** | **889.66** | **37090** | **353.39** | **22637** | **9.93** |

*(Source: MIS report of NREGASoft)*

Similarly, during 2019-24, a total of 1.86 lakh transactions of ₹ 909.96 crore were rejected in the state in respect of material component, of which, 1.53 lakh transactions were regenerated. However, 0.37 lakh transactions of ₹ 353.39 crore were still pending for payment at bank level and 0.23 lakh transactions of ₹ 9.93 crore were pending for regeneration as on September 2025. Further, out of ₹ 353.39 crore which was pending at bank level, ₹ 282.41 crore (79.91 *per cent*) was pertaining to the years 2022-23.

Financial Advisor, EGS replied (April 2025) that payment was pending to the labourers due to providing wrong IFSC code and non-linkage of Aadhar with the bank accounts.

(iv) Further, in the five test checked districts the pending liability was ₹ 375.78 crore during 2019-24 as per details given in **Table 2.9** below:

**Table 2.9: Pending liabilities in the test checked Districts as on September 2025**

**(₹ in crore)**

| District | Unskilled wages | Semi-skilled/ skilled wages | Material | Tax | Total |
|---|---|---|---|---|---|
| Banswara | 0.99 | 1.37 | 109.22 | 4.45 | 116.03 |
| Chittorgarh | 0.05 | 0.07 | 13.15 | 0.55 | 13.82 |
| Jaisalmer | 0.51 | 0.53 | 121.3 | 5.74 | 128.08 |
| Kota | 0.11 | 0.1 | 2.63 | 0.22 | 3.06 |
| Nagaur | 0.17 | 0.58 | 106.54 | 7.5 | 114.79 |
| **Total** | **1.83** | **2.65** | **352.84** | **18.46** | **375.78** |

*(Source: MIS report of NREGAsoft)*

The pending liability was higher in material component which constituted 93.89

[9] The variation in transaction and amount of material component during 2019-24 was not reconciled by the Department.

*per cent* of total pending liability. The pending liability was highest in Jaisalmer district followed by Banswara and Nagaur district and it was lowest in Kota district.

As stated by the State Government (September 2025), the pending liabilities were due to non-issuance of central share by GoI and rejection of transactions. Payment for pending liability would be paid on receipt of the funds from GoI.

## 2.11 Conclusion and recommendations

There was lack of efficient planning for implementation the MGNREG Scheme in the State, which is corroborative from the findings that baseline survey was not conducted in any of the test checked districts during 2019-24 due to which the nature, timing and quantum of demand for employment could not be ascertained. District Perspective Plan was not prepared in any of the test-checked districts due to which needs and gaps of all the sectors in the districts with reference to convergence could not be identified.

Shortage of manpower in the State at all levels *i.e.* State, Districts, Panchayat Samitis and Gram panchayats level, ranging between 3 *per cent* to 64 *per cent* in regular staff and 31 *per cent* to 80 *per cent* in contractual staff adversely affected the implementation of the scheme. Vacancy in regular trained staff for conducting social audit affected the efficiency in conducting social audit as 100 *per cent* post of regular BRPs and VRPs were vacant at State level as of July 2024 and *Mate/Sathins* were performing the social audit work in place of these BRPs/VRPs.

64.45 *per cent* of GoI's share for material and administrative expenses and the State's corresponding matching share was released with a delay ranging between 3 to 169 days beyond the specified period during 2019-20 to 2023-2024 due to which interest liability amounting to ₹ 9.08 crore pertaining to the years 2019-20 and 2020-21 was created. The pending liability of the State for the period 2019-24 was ₹ 2014.39 crore as on September 2025, of which liability for material component was ₹ 1892.67 crore.

***Recommendations:***

1. *The State Government may take appropriate action to conduct baseline survey at GP level and preparation of District perspective plan at district level so that nature, quantum and timing of the demand for employment could be ascertained and needs and gaps of all the sectors in the districts could be identified.*
2. *The State Government should ensure that adequate number of staff with requisite skills are provided for the smooth functioning of the Scheme, especially adequate numbers of trained VRPs and BRPs may be appointed for conducting social audit.*
3. *The State Government should ensure timely release of the State's matching share and may take appropriate steps to reduce pending liabilities.*