

CHAPTER-VI: UTILISATION OF BOCW FUND ON WELFARE MEASURES

The Building and Other Construction Workers (Regulation of Employment and Conditions of Service) Act, 1996 (BOCW Act) provides for constitution of a BOCW Welfare Board by the State Government and constitution of a BOCW Welfare Fund. The BOCW Welfare Board was constituted (September 2008) by the State Government with the objective to provide benefits and carry out welfare measures as detailed under Section 22 of the Act. The BOCW Welfare Board was also mandated to utilise the BOCW Welfare Fund for purposes authorised by the Act under Section 24 (2) (a). Further, Rule 277 of the Chhattisgarh BOCW Rules, 2008, enlisted various schemes benefit of which may be extended by the Board to beneficiaries who had made contribution to the Fund for a minimum period subject to the conditions prescribed.

6.1 Implementation of Welfare Schemes from BOCW Fund

As stipulated in Rule 279 of CG BOCW Rules, 2008, BOCW Welfare Board with the prior approval of state government may notify schemes and lay down its procedure in respect of benefits and group of benefits specified in Rule 277. As of 31 March 2022, there are 25 welfare schemes being implemented by the BOCW Welfare Board, Chhattisgarh out of which following 10 schemes were selected for test check in audit.

- *Mukhyamantri Nirman Mazdoor Kaushal Vikas Evam Parivar Sashaktikaran Yojana* (Vocational Training Provider)
- *Mukhyamantri Nirman Shramik Mrutyu evam Divyang Sahayata Yojana*
- *Minimata Kanya Vivah Sahayata Yojana*
- *Naunihal Chatrvritti Yojana*
- *Mukhyamantri Cycle Sahayata Yojana*
- *Pradhanmantri Jeevan Jyoti Bima Yojana*
- *Shaheed Veernarayan Singh Shram Ann Sahayata Yojana*
- *Mukhyamantri Shramik Auzar Sahayata Yojana*
- *Mobile Registration Van Yojana*
- *Durghatana mein Chikitsa Sahayata Yojana*

The payment of assistance under test checked schemes to the beneficiaries during the years 2017-22 is as shown in **Table 6.1**.

Table 6.1: Details of Allotment and Expenditure

(₹ in crore)

Scheme	2017-22		
	Allotment	Expenditure	Beneficiaries
Schemes with Maximum Financial Assistance			
<i>Mukhyamantri Nirman Mazdoor Kaushal Vikas Evam Parivar Sashaktikaran Yojana</i>	156.00	104.10	54917
<i>Mukhyamantri Nirman Shramik Mrutyu evam Divyang Sahayata Yojana</i>	125.00	89.84	17287
<i>Minimata Kanya Vivah Sahayata Yojana</i>	130.45	91.39	47104
<i>Naunihal Chatrvritti Yojana</i>	151.27	99.15	504273
<i>Mukhyamantri Cycle Sahayata Yojana</i>	235.84	73.37	221012
Schemes with Moderate Financial Assistance			
<i>Pradhanmantri Jeevan Jyoti Bima Yojana</i>	148.00	8.77	204843
<i>Shaheed Veer narayan Singh Shram Ann Sahayata Yojana</i>	21.00	2.30	701355
<i>Mukhyamantri Shramik Auzar Sahayata Yojana</i>	48.00	13.49	129725
Schemes with No/Minimum Beneficiaries			
<i>Mobile Registration Van Yojana</i>	3.50	0.93	0
<i>Durghatana mein Chikitsa Sahayata Yojana</i>	6.00	0.43	52
Total	1025.06	483.77	1880568

Note: Allotment and Expenditure of all the 25 schemes during 2017-22 are detailed in **Appendix 6.1**

6.1.1 Implementation of Mukhyamantri Nirman Mazdoor Kaushal Vikas Evam Parivar Sashaktikaran Yojana (Vocational Training Provider)

Mukhyamantri Nirman Mazdoor Kaushal Vikas Evam Parivar Sashaktikaran Yojana (MNMKVPSY) has been launched on September 2012 with a view of skill upgradation of construction workers aged between 18 to 50 years registered under BOCW Welfare Board and their family members. The scheme provided for training of various trades related to construction works such as *Rajmistry*, plumber, electrician, AC refrigeration, carpenter, mobile repairing, computer hardware/software, security guard and all other professions identified by technical department for the workers registered under the Board and their family members. The entire cost of training was to be borne by the BOCW Welfare Board and the honorarium will be paid to the trainees.

The terms and conditions of the scheme were: -

- Training programs will be conducted by the Vocational Training Providers (VTPs) registered under Chhattisgarh State Skill Development Authority (CSSDA) portal.
- The cost of training and stipend to registered labourers (equivalent to minimum wage for unskilled worker) shall be borne by the BOCW Welfare Board.

Audit noticed the following discrepancies in implementation of above scheme:

➤ **Short attendance of trainees**

As per the work orders issued to VTPs, all the trainees registered under MNMKVPSY were entitled for the honorarium admissible under the particular trade only on successful completion of training and with attendance of 80 *per cent* and above. Payment of honorarium was subject to receipt of passing certificate from the concerning VTPs. Further VTPs are entitled to receive ₹ 800 per trainee as examination fees only after successful completion of training and with attendance of 80 *per cent* and above. After conducting the examination, the amount was to be paid to the VTPs.

Scrutiny of records in five test checked districts revealed that during 2017-21, the District Labour office, Raigarh made honorarium payment of ₹ 0.26 crore to 250 beneficiaries who had less than the prescribed 80 *per cent* attendance. The objective of the scheme could not be fulfilled as required skill of construction worker may not be upgraded due to short attendance.

It was also observed in two out of five districts (Janjgir-Champa and Raigarh) that the District Labour offices had made payment of examination fees to VTPs against the trainees with short attendance (below 80 *per cent*) during 2017-21 as shown in **Table 6.2**.

Table 6.2: Details of payment of examination fees to Vocational Training Provider

District	No. of beneficiaries with attendance below 80 <i>per cent</i> against whom examination fees was paid to VTPs	Examination fees paid (₹ in crore)
Janjgir-Champa	321	0.02
Raigarh	441	0.04
Total	762	0.06

(Source: Data provided by Labour Department, GoCG)

However, the other three districts (Raipur, Bastar and Bilaspur) had not produced the records of training and attendance due to which audit could not ascertain if the training programmes were properly implemented. Thus, the Department did not monitor the ongoing training programme and released examination fee without ensuring minimum required attendance.

The Government in its reply stated (April 2024) that honorarium has been paid to beneficiaries despite short attendance in compliance of provision for compensation against loss of pay. In the context of examination fees, it has also been mentioned that show cause notice has been issued to who inspectors accepted the applications as well as notices to VTPs of Janjgir-Champa district to refund the examination fees received for the ineligible beneficiaries.

Reply is not acceptable as the objective of scheme to upgrade skill of construction workers could not be fulfilled due to not ensuring the minimum attendance required for the training programme.

6.1.2 Mukhyamantri Cycle Sahayata Yojana

Mukhyamantri Cycle Sahayata Yojana was launched in 2010 in which 10,000 cycles are to be distributed to registered female construction workers in the age group 18 to 40 years each year. Chhattisgarh BOCW Welfare Board vide notification (November 2012) had amended the maximum eligibility age to 35 years from 40 years. During the BOCW Welfare Board meeting held in January 2018, it was decided to extend the scheme benefits to all the male construction workers also in the age group 18 to 50 years who had registered before December 2015 under the scheme.

➤ **Benefit extended to ineligible construction workers under Mukhyamantri Cycle Sahayata Yojana**

Scrutiny of records revealed that during year 2017-18 to 2021-22, the BOCW Welfare Board had extended benefit to 1,88,880 beneficiaries under the *Mukhyamantri Cycle Sahayata Yojana* (MCSY), out of which, a total of 2772 workers had exceeded the age limit prescribed under the scheme and hence were not eligible for the scheme benefits as shown in **Appendix 6.2**.

Similarly, in the five selected districts, the BOCW Welfare Board had extended the scheme benefit to 58,597 beneficiaries during 2017-22 out of which 933 beneficiaries had exceeded the prescribed age for eligibility of the scheme. The district wise details of ineligible beneficiaries is as shown in **Table 6.3**.

Table 6.3: District-wise detail of ineligible beneficiaries

District	Total no. of Beneficiaries	Total no. of ineligible beneficiaries
Raipur	16963	35
Bastar	5952	14
Bilaspur	14790	363
Janjgir-Champa	10316	355
Raigarh	10576	166
Total	58597	933

(Source: Data provided by Labour Department, GoCG)

It is evident that the BOCW Welfare Board did not carry out proper scrutiny of applications which led to extension of scheme benefits to the ineligible beneficiaries. Audit further noticed an uneven distribution of 1.78 lakh cycles by the department during the year 2018-19 which is 94 per cent of the total cycles distributed during the period 2017-18 to 2021-22.

On being pointed Government stated (April 2024) that during distribution a *Vikas Yatra* was organised and large number of applications were received with a very small time provided for its disposal. Thus, erroneously the workers were benefitted. However, rechecking of age is under process and recovery will be made if found ineligible.

6.1.3 *Mukhyamantri Shramik Auzar Sahayata Yojana*

Mukhyamantri Shramik Auzar Sahayata Yojana (MSASY) was launched in October 2010 with a view to provide 10,000 toolkits every year to the registered construction workers under various trades within the State.

Scrutiny of records of Secretary, BOCW Welfare Board and Labour Commissioner, Chhattisgarh Raipur revealed that as per scheme guidelines, department was required to procure 10,000 kits per annum i.e. 50,000 *auzar* kits during 2017-18 to 2021-22. However, the Department had procured 1,34,808 kits (84,808 excess) costing ₹ 3.79 crore during the year 2018-19.

Further, it has also been noticed that out of 1,34,808 kits procured, only 1.28 lakh kits have been distributed during 2018-19 as shown in **Table 6.4**.

Table 6.4: Distribution Details of Kits

Trade Kit for	No. of Kits Purchased	No. of kits distributed	Undistributed kits	Rate (in ₹ per unit)	Amount (₹ in lakh)
<i>Rajmistry</i>	28267	25702	2313	1296	29.98
Carpentar	3489	2952	537	2326	12.49
Plumber	3367	3266	100	4375	4.37
Painter	1979	1338	641	379	2.42
Electrician	5698	5255	443	1197	5.30
<i>Reja-Coolie</i>	92008	89938	2070	889	18.40
Total	1,34,808	1,28,451	6,104		72.98

(Source: Data provided by Labour Department, GoCG)

Balance 6,104 kits remained undistributed since 2018-19. Thus due to procurement of kits in excess of requirement, 6,104 toolkits costing ₹ 72.98 lakh rupees have been lying idle for more than four years. The possibility of permanent damage in tool kit items due to rusting/other factors cannot be ruled out.



Picture 6.1: undistributed Auzar kits at Raigarh District

On being pointed out, no specific reply has been given by the Government (April 2024).

6.1.4 Nirman Mazdoor Jeevan Jyoti Bima Yojana (NMJJBY)

The Labour Department, Government of Chhattisgarh launched (May 2015) “Nirman Mazdoor Jeevan Jyoti Bima Yojana” (NMJJBY) which was converged with *Pradhan Mantri Jeevan Jyoti Beema Yojana* (PMJJBY) for all the registered labourers in the age group of 18 to 50 years. To implement the scheme, CG BOCW Welfare Board acts as nodal agency. After receipt of application and consent of registered construction worker, BOCW Welfare Board will deposit payable insurance premium to bank account of beneficiary. The same will be subsequently auto debited from beneficiary’s bank account and transferred to the insurance company.

Scrutiny of records revealed that the department had transferred the insurance premium to 61,103 beneficiaries under the NMJJBY scheme during 2017-18 to 2018-19. However, the scheme was closed w.e.f 9 December 2022 as decided in the BOCW Welfare Board meeting held on 4 August 2022. The following shortcomings were noticed during the course of audit:

➤ Beneficiaries insured after their death

Scrutiny of records revealed that out of five selected districts in two districts Janjgir-Champa and Bilaspur, during 2017-18 applications were received for insurance and the yearly premium of 13 beneficiaries was transferred by the

department after their date of death (**Appendix 6.3**). This indicates deficiency in verification of the applications by the Board and the Department. Due to lack of mechanism for proper verification of documents, beneficiaries were insured even after their death.

The State Government stated (April 2024), that these beneficiaries applied online however, due to lack of documents in support of premium payment and confirmation of death of beneficiaries, insured amount was not paid to these beneficiaries.

Reply is not acceptable as the audit observation was pertaining to premium payment. However, Government had replied about the claim settlement after the death of beneficiaries.

➤ **Deprivation of beneficiaries from insurance coverage**

As stipulated in Rule C sub-rule iii (3) of NMJJBY, in the event of death, nominee of the deceased will be given death benefit of ₹ 2 lakh. Further, sub-clause-D envisages nominee of deceased registered worker to produce death claim in format-one accompanying death certificate to District Nodal Agency (District Labour Officer/Assistant Labour Commissioner) who will complete further formalities of claim settlement with the authorised bank.

Scrutiny of cases test checked in three out of five selected districts (Bilaspur, Janjgir-Champa and Bastar) revealed that 21 beneficiaries, for whom premium was transferred under the NMJJBY by the BOCW Welfare Board, had died during the insured period, but none of the nominees were provided with the benefit of insurance coverage of ₹ 2 lakh (**Appendix 6.4**). Thus, there was lack of monitoring by the BOCW Welfare Board of all the unsettled cases of beneficiaries coming under the purview of scheme and failure to provide the benefits of the scheme to insured beneficiaries resulting in deprivation of beneficiaries from the insurance coverage.

On being pointed out, Government replied (April 2024) that on account of death of beneficiary, there was a provision for submission of claim by the nominee of deceased labour with complete documents. However, only one nominee of deceased labour submitted the documents for claim.

Reply is not acceptable as the BOCW Welfare Board and the Labour Department should develop a mechanism within the system to monitor all the cases which remained unclaimed and settle them with insurance company for payment of insurance claims to the nominees of deceased beneficiaries insured under the scheme.

6.1.5 Shaheed Veer Narayan Singh Shram Ann Sahayata Yojana

Shaheed Vir Narayan Singh Shram Ann Sahayata Yojana (SVNSASY) erstwhile *Pandit Deendayal Upadhyay Shram Ann Sahayata Yojana* was launched in October 2017 with an objective to provide hot cooked meals to the construction workers assembling in a common place called *Chawdi*.

Labour Department, GoCG had signed an MoU on 01 January 2018 with the food supplying agency (Touchstone Foundation), Bhilai for the work of cooking and distribution of hot cooked meal to construction workers under SVNSASY. The cost for each plate was fixed at ₹ 18.90 of which five rupees was to be borne by construction workers and rest amount of ₹ 13.90 by the BOCW Welfare Board. As per clause 7.8 Quality and Hygiene and Annexure 3 of the MoU Touchstone Foundation (TSF), Bhilai, TSF will be solely responsible for providing good, hygienic and standard food to the workers at the meeting point. Department has to appoint an officer designated for checking the standard of food provided by the Vendor. He/ She will acknowledge and sign the registers maintained by TSF (Touch Stone Foundation) for the number of meals distributed or served.

During test check of records of selected five districts, it was noticed that SVNSASY was being implemented in three districts (Raipur, Bilaspur and Raigarh). During January 2018 to March, 2022, TSF had provided meals to 5.33 lakh BOC workers registered under the scheme as shown in **Table 6.5**.

Table 6.5: Details of Beneficiaries under the scheme

Year	No. of BOCW Workers benefitted under scheme			Total
	Raipur	Bilaspur	Raigarh	
2017-2018	14,221	11,471	9,056	60,209
2018-2019	34,470	32,894	1,43,754	2,20,270
2019-2020	26,998	44,979	51,794	1,01,081
2020-2021	28,322	24,039	3,527	88,441
2021-2022	33,092	64,728	9,437	1,31,401
Total	1,37,103	1,78,111	2,17,568	5,32,782

(Source: Data provided by Labour Department, GoCG)

It is evident from above table 5.33 lakh workers were provided hot meals by the TSF. Audit however, observed that the department had not appointed any designated officer to assure the quality food being served to workers.

On this being pointed out Government replied (April 2024) that- Labour Officer/Labour Inspector/Welfare Inspector of the concerning districts from time to time checks the quality of food and informs for shortcomings if any.

Reply is not acceptable as no records related to inspections and food testing were provided to audit. Further, no such records were obtained during physical verification.

6.1.6 Mobile Registration Van Yojana (Sanjeevani Ambulance Yojana)

“Mobile Registration Van Yojana” was launched by the Chhattisgarh Building and Other Construction Workers’ Welfare Board from 5 September 2012, by renaming *Sanjeevani Ambulance Yojana* due to less utility of *Sanjeevani Ambulance* after the

launch of “108 Ambulance Scheme” in the State. Under the Mobile registration Van scheme, camps/conference were organised at construction site and *chawdi* for registration of construction workers and to spread awareness regarding various schemes.

➤ **Non organising camps in distant locations**

On scrutiny of database pertaining to Camps (*Shivirs*) organised by the selected districts, Audit noticed that the field offices did not organise camps in the distant locations of the districts.

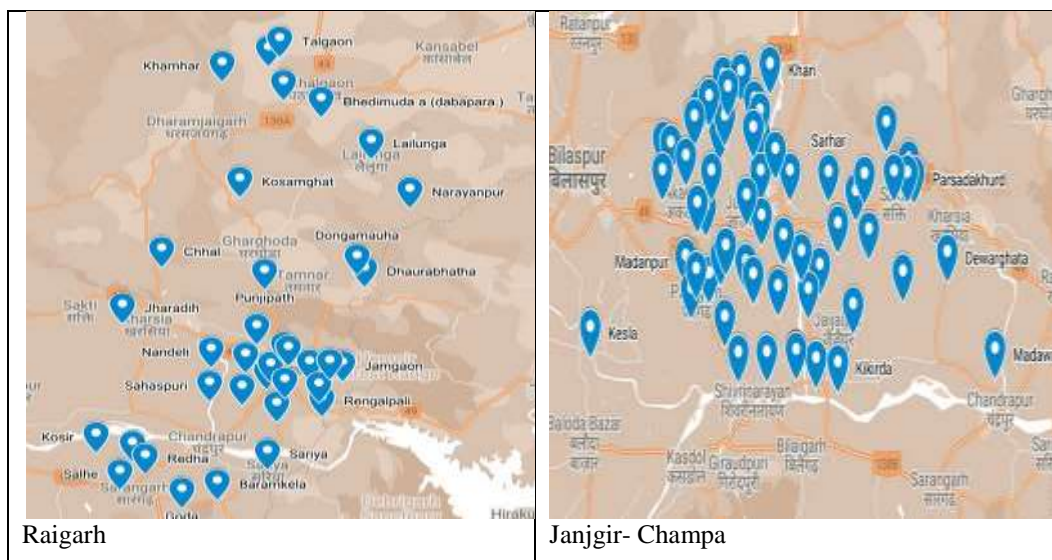
Raigarh: - Total 42 camps were organised in Raigarh District during 2017-18 to 2021-22 and 7,954 workers (14.93 *per cent* of total registration) were registered in these camps. Out of 42, 32 camps were organised in Sarwani in East and Jamgaon in South. However, last located remote towns/ villages (Gaurdih and Vijaynagar) were not touched through Mobile Registration Van.

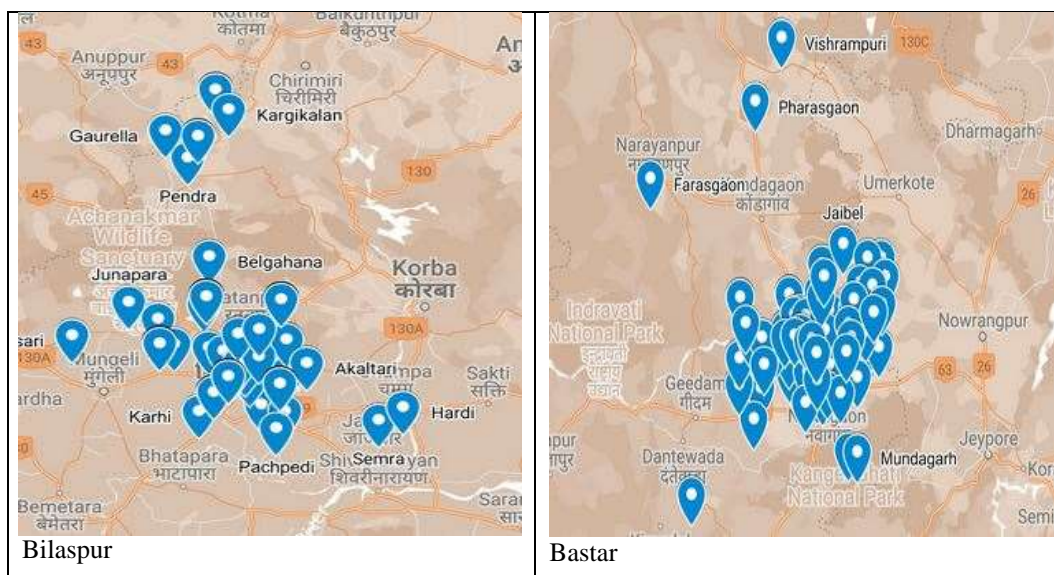
Bilaspur: - Total 213 camps were organised in Bilaspur District during 2017-18 to 2021-22 and 3,924 workers (4 *per cent*) were registered in these camps out of total 94,232 registrations in the district. Out of 213, 33 camps were conducted in Masturi whereas last located villages/ towns (Nawatola and Khamariya) were not touched through Mobile Registration Van Scheme.

Janjgir-Champa: - Total 68 camps were organised in Janjgir-Champa District during 2017-18 to 2021-22 and 14,426 workers (12.29 *per cent* of total registrations) were registered in these camps through Mobile Registration Van Scheme out of total 1,17,284 registrations in district.

Bastar: - Total 114 camps were organised in Bastar District during 2017-18 to 2021-22 and only 5,985 workers (36.08 *per cent*) were registered in these camps through Mobile Registration Van Scheme out of 16,585 registrations in district.

Picture 6.2: Pictorial presentation of conducting Awareness camps.





It is evident from the maps in preceding charts that the department had focused on conducting camps only in nearby areas of the district labour officer. The construction workers residing at remote locations of the district may not have been covered under the scheme and were deprived of the intended benefits of the scheme.

The Government (April 2024) referred an order and stated that limit of POL was fixed at 65 liters per month and ₹ 30,000 for maintenance of vehicles as per prescribed eligibility. Further, as per allotted fund, expenditure was incurred on organising camps in labour centric areas/scheme registration/renewal of registration/scheme application of the construction workers along with awareness of schemes implemented by the BOCW Welfare Board.

The Government need to assess the requirement of POL/maintenance based on size of district and travel requirement.

6.1.7 Delayed transfer of financial assistance under the schemes listed in Chhattisgarh Lok Sewa Guarantee Act, 2011

Chhattisgarh Lok Sewa Guarantee Act, 2011 was enacted by Government of Chhattisgarh in 2011 that ensures the delivery of certain public services to citizens by the State Government, local bodies, public authorities or agencies within the time stipulated and to fix the liabilities of persons responsible for service delivery. The schemes coming under the purview of Chhattisgarh Lok Sewa Guarantee Act, 2011 were required to deliver the benefit to the beneficiaries within 30 days. *Mukhyamantri Nirman Shramik Mrutyu evam Divyang Sahayata Yojana* (MNSMDSY) and *Minimata Kanya Vivah Sahayata Yojana* (MKVSY) was also covered under the Lok Sewa Guarantee Act.

On scrutiny of records in test checked districts, it was observed that in both the schemes (MNSMDSY and MKVSY), a total of 2759 out of 6658 beneficiaries had received scheme benefits during 2017-22 with a delay as shown in **Table 6.6**.

Table 6.6: Detail of delayed payments made to beneficiaries

Scheme	No. of beneficiaries	No. of beneficiaries who received delayed payment	Amount (₹ in crore)	Delay range		
				01 to 15 days	16 days to one month	More than one month
MNSMDSY	2440	600	2.77	197	112	291
MKVSYS	4218	2159	4.32	153	111	1895
Total	6658	2759	7.09	350	223	2186

(Source: Data provided by Labour Department, GoCG)

It is evident from the above table that there was delay ranging from one day to more than one month in delivery of scheme benefit beyond the stipulated limit of 30 days prescribed under the Act.

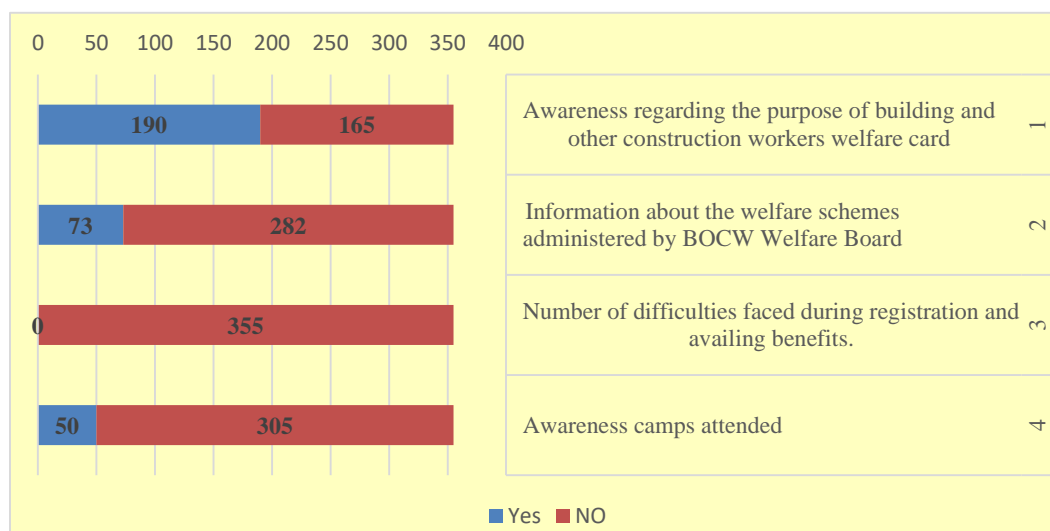
On this being pointed out, Government attributed (April 2024) various reasons for delay such as verification of online documents, code of conduct during state and General elections in 2018-19, non-availability of nominees during physical verification due to Covid-19 pandemic. Further, it has also been stated that labour inspectors visited repeatedly at nominees' house to verify documents enclosed with applications lead to further delay.

6.2 Outcome of Beneficiary Survey

The objective of the BOCW Welfare Board is to carry out various welfare schemes for construction workers and to extend benefits of scheme to eligible construction workers. A survey of 100 beneficiaries from each selected district was conducted to evaluate the performance of the BOCW Welfare Board in relation to identification and registration of beneficiaries, scrutiny of their applications and complaints of the beneficiaries.

During the test check of selected districts for the period 2017-18 to 2021-22, beneficiary survey was conducted regarding awareness of selected schemes implemented by the BOCW Welfare Board. The results of beneficiary survey are shown in **Chart 6.1:**

Chart 6.1: Outcome of Beneficiary Survey



(source: Beneficiary survey)

It is evident from the above chart that 86 *per cent* beneficiaries surveyed did not attend awareness camps and 79 *per cent* beneficiaries were not aware about the welfare schemes administered by the BOCW Welfare Board while 46 *per cent* beneficiaries were not even aware about the purpose and importance of welfare card issued by the Board. During the period 2017-18 to 2021-22 BOCW Welfare Board had incurred expenditure of ₹ 28.62 crore on IEC activities. This indicates that the IEC activities carried out by the Board were not effective. The BOCW Welfare Board is not only required to increase the coverage and methodology to reach out to all the construction workers in the State but also needs to simplify the process of registration and availing benefit under the various schemes.

The Government stated (April 2024) that to simplify the application process, department has started accepting applications online from CEC (Choice Centres) to save time and irrelevant expenses of labour. Further, it has also been mentioned that instructions were received from Labour and Employment Ministry, GoI to receive labour applications under digitisation process to benefit them without delay.

6.3 Conclusion

Audit noticed deficiencies in implementation of various welfare schemes by the Labour Welfare Board/ Department. There were instances of irregular payment of honorarium to beneficiaries and examination fees to VTPs under skill upgradation scheme despite short attendance of trainees, cases of excess procurement and non-distribution of tool kits. Due to lack of arrangement of quality control, non-compliance to quality and safety standards for the food supplied to the construction workers cannot be ruled out. Issues have also been noticed on delayed payment of assistance/benefits to beneficiaries. There was lack of awareness about the welfare schemes among the beneficiaries which has been reflected during beneficiary survey.

6.4 Recommendations

- The BOCW Welfare Board should establish a mechanism to ensure that the benefits/assistance under various schemes are extended to the eligible beneficiaries and their family within the time prescribed.
- The BOCW Welfare Board should simplify the process of applying for the assistance under various schemes and in the cases of death and disability the Board should *suo moto* initiate and grant the benefit after due verification without any need of application.
- The BOCW Welfare Board should spread awareness about the benefits of welfare schemes amongst workers in remote areas as well.
- The BOCW Welfare Board should fix the responsibilities of the district Labour authorities (Labour sub Inspector/ Inspector, Labour Officer and Assistant Labour Commissioner) in case of deficiencies in implementation of welfare schemes.