

## Chapter VI

### Financial Management and Implementation of Welfare Schemes

#### 6.1 Financial Management

##### 6.1.1 Fund utilisation

Section 24 of the BOCW Act required the Board to set up a fund called the Building and Other Construction Workers Welfare Fund to meet its expenses in accordance with the provisions of the Act. The Fund was to be credited with any grant or loan made to the Board by the Central Government, all contributions made by the beneficiaries and all sums received by the Board from such source as may be decided by the Central Government. The Fund was to be applied for meeting the expenses of the Board in the discharge of its function under Section 22 of the BOCW Act, of the salaries, allowances and other remuneration of the members, officers and other employees of the Board, and expenses on objects and for purposes authorised by BOCW Act.

The major source of funding for the welfare fund is cess collected from entities undertaking construction/establishments. The contribution from registered BOC workers and interest on investments are the other sources. The fund is mainly spent on various schemes implemented for social security and welfare of the BOC workers. The details of funds received in the welfare fund from various sources and expenditure incurred during 2017-18 to 2021-22 are given in **Table 6.1** below.

**Table 6.1: Receipt and expenditure out of the welfare fund of the Board for the period 2017-18 to 2021-22**

Year	Opening balance	Receipt during the year			Total Available Fund	Expenditure incurred				Closing Balance (in per cent)
		Cess collection	Interest earned	Registration fees and other receipts		Schemes (in per cent)	Administ-ration	Other exp.	Total (in per cent)	
2017-18	946.24	342.69	52.78	2.24	1,343.95	370.34 (27.56)	5.84	-	376.18 (27.99)	967.77 (72.01)
2018-19	967.77	338.60	38.75	1.70	1,346.82	417.86 (31.02)	8.77	-	426.63 (31.68)	920.19 (68.32)
2019-20	920.19	382.59	18.89	0.30	1,321.97	335.36 (25.37)	11.11	328.50 <sup>1</sup>	674.97 (51.06)	647.00 (48.94)
2020-21	647.00	357.56 <sup>2</sup>	7.44	0.61	1,012.61	324.22 (32.02)	12.39	-	336.61 (33.24)	676.00 (66.76)
2021-22	676.00	367.55	7.54	0.72	1,051.81	211.44 (20.15)	11.10	-	222.54 (21.16)	829.27 (78.78)
<b>Total</b>		<b>1,788.99</b>	<b>125.40</b>	<b>5.57</b>		<b>1,659.22</b>	<b>49.21</b>		<b>2,036.93</b>	

Source: Data provided by the Board.

<sup>1</sup> ₹ 328.50 crore given to the Finance Department, GoR for expenditure on BOC workers due to covid-19.

<sup>2</sup> Though the collection of cess during 2019-20 was ₹ 412.82 crore but Finance Department, GoR deducted ₹ 55.26 crore on account of expenditure on BOC workers during covid-19 and transferred remaining ₹ 357.56 crore in 2020-21.

As seen from **Table 6.1**, the expenditure vis-à-vis the fund available ranged between 21.16 *per cent* to 51.06 *per cent* during 2017-18 to 2021-22. Out of the total expenditure of ₹ 2,036.93 crore during 2017-18 to 2021-22, the expenditure on welfare schemes was ₹ 1,659.22 crore. It is also evident that Cess collection showed an increasing trend over the years, whereas expenditure incurred on welfare schemes showed a decreasing trend. As per annual accounts 2021-22 of the Board certified by the Chartered Accountant, an amount of ₹ 233.49 crore was invested in fixed deposits with the banks as of March 2022.

GoR in its reply stated (November 2023) that during 2017-18 to 2018-19 expenditure on welfare schemes was more than the cess received. In 2019-20 and 2020-21, the expenditure was less due to covid-19 pandemic. In 2021-22, the expenditure was less as benefits under three<sup>3</sup> schemes were deferred due to restriction on these schemes.

### **6.1.2 Submission of Annual Report**

As per Rule 53 of the RBOCW Rules, the RBOCW Board should submit an Annual Report on the functioning of the Board during the previous financial year, to the State Government and Central Government before 31<sup>st</sup> July of that year.

Audit noticed that though the Board had sent the Annual Report for the year 2017-18 to the State Government on time but Annual Reports for the year 2018-19 to 2021-22 were sent to the State Government with delays of five to 18 months. Further, Annual Reports for the year 2017-18 to 2021-22 were not sent to the GoI.

In reply, the Labour department stated (October 2024) that the copy of the Annual Reports submitted to State Government is also sent to GoI. However, no corroborative evidence for submitting reports to GoI was provided to audit. Regarding the delay, the Labour department accepted (October 2024) the facts and stated that sometimes, the desired information is received with delay from the district level offices and it did take time to consolidate the information and obtain approval from competent authority which resulted in delayed submission of the reports.

### **6.1.3 Preparation of Annual Accounts**

Rule 49 (2) of the RBOCW Rules read with Section 27 of the BOCW Act stipulates that the Board should furnish its annual accounts duly audited by the Comptroller and Auditor General of India (CAG) to the State Government by 15th March every year.

Audit observed that the annual accounts certified by the Chartered Accountant for the years 2018-19 to 2021-22 have not been approved by the Board and therefore were not audited by Office of the Principal Accountant General (Audit-I), Rajasthan. Consequently, the audited accounts could not be submitted

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<sup>3</sup> Shubh Shakti Yojana, Sulabhya Awaz Yojana and Natural or Accidental Death/Injury Assistance Scheme.

to the State Government. During the exit conference (June 2024), the Secretary, RBOCW Board stated that accounts for the period from 2018-19 to 2021-22 have been prepared and will be tabled during Board meeting and accounts will be submitted soon to the State Government. However, the same were not approved by the Board as of January 2025.

## 6.2 BOC workers welfare schemes

As per Section 22 of the BOCW Act, 1996 the functions of the Board, *inter alia*, included providing immediate assistance to a beneficiary in case of accident, payment of pension to beneficiaries who have completed the age of 60 years, sanction of loans and advances for construction of house, payment of premia for Group Insurance Scheme for the beneficiaries, financial assistance to the beneficiaries for the education of children, medical expenses for treatment of major ailments, maternity benefits to female beneficiaries. Board is implementing 13 schemes to provide benefit as per the functions described above. To obtain the benefits of various welfare schemes, the construction workers need to register themselves as beneficiaries with the Board and have to apply through the LDMS Portal.

### 6.2.1 Coverage of BOC workers under welfare schemes

During the audit period from 2017-18 to 2021-22, there were eight<sup>4</sup> schemes in existence for providing benefits to the BOC Workers. Further, five<sup>5</sup> other schemes were also implemented by the Board from December 2020. The number of registered beneficiaries and those benefitted under various schemes from 2017-18 to 2021-22 is as given in **Table 6.2** below.

**Table 6.2: Number of beneficiaries who benefitted from welfare schemes**

Year	2017-18	2018-19	2019-20	2020-21	2021-22
No. of beneficiaries registered (In lakh)	19.34	24.96	25.68	27.94	30.10
No. of beneficiaries benefitted (In lakh)	1.31 (6.77%)	1.85 (7.41%)	1.79 (6.97%)	1.17 (4.19%)	0.64 (2.13%)
Amount paid <sup>6</sup> (₹ in crore)	290.94	424.87	308.04	238.08	133.92

Source: Labour Department Management System (no. of beneficiaries registered) and utilization certificates (no. of beneficiaries benefitted and amount paid).

<sup>4</sup> Shiksha and Kaushal Vikas Yojana, Sulabhya Awas Yojana, Jeevan and Bhavishya Suraksha Yojana, Shubh Shakti Yojana, Prasuti Sahayta Yojana, Natural or Accidental Death/Injury Assistance Scheme, Silicosis Yojana and Nirman Shramik Tool Kit Yojana.

<sup>5</sup> Reimbursement of interest on loan for business, Incentive scheme for BOC Worker or his dependent on passing of Indian/Rajasthan Administrative Services preliminary examination, Reimbursement of tuition fees on admission in IIT/IIM, Reimbursement of expenditure incurred to obtain visa for employment in abroad and Incentive scheme for International Sports Competition.

<sup>6</sup> Figures given in Table 6.1 are based on audited annual accounts of the Board and figures given in Table 6.2 are based on Utilisation Certificates provided by district offices.

Audit observed that on an average seven *per cent* of the registered beneficiaries availed benefits of welfare schemes between 2017-18 to 2019-20. However, it declined to four *per cent* and two *per cent* during 2020-21 and 2021-22 respectively (Refer **Table 6.2** ).

Joint Secretary, Building and Other Construction Workers Welfare Board, Rajasthan, Jaipur intimated (November 2022) that the decline in number of beneficiaries during 2020-21 and 2021-22 was due to the lockdown in the entire country in financial year 2019-20 because of Covid pandemic and disruption of government work.

The board incurred an expenditure of ₹ 1,392.47 crore (68.36 *per cent* of total expenditure) on eight test checked schemes during 2017-18 to 2021-22 as detailed in **Table 6.3**.

**Table 6.3 Details of scheme wise number of beneficiaries during 2017-22**

S. No.	Name of Schemes	No. of beneficiaries	Amount of benefit provided (₹ in lakh)
1	Shiksha and Kaushal Vikas Yojana	5,41,271	52,668.86
2	Sulabhya Awas Yojana	1,417	2,086.58
3	Jeevan and Bhavishya Suraksha Yojana	233	0.68
4	Shubh Shakti Yojana	54,192	29,045.71
5	Prasuti Sahayta Yojana	38,314	7,422.72
6	Natural or Accidental Death/ Injury Assistance Scheme	22,932	37,986.22
7	Silicosis Yojana	4,904	9,748.03
8	Nirman Sharamik Tool Kit Yojana	13,279	287.94
	<b>Total</b>	<b>6,76,542</b>	<b>1,39,246.74</b>

It can be seen from the **Table 6.3** that *Shiksha and Kaushal Vikas Yojana* had the highest number of beneficiaries (5.41 lakh) wherein total benefit of ₹ 526.69 crore was availed by the beneficiaries.

### 6.2.2 Processing of the applications under the schemes

Section 12 of the BOCW Act stipulated that every building construction worker in the age group of 18 to 60 years and engaged in any building or other construction work for a period not less than ninety days during the preceding twelve months is eligible for registration as beneficiary under the BOCW Act.

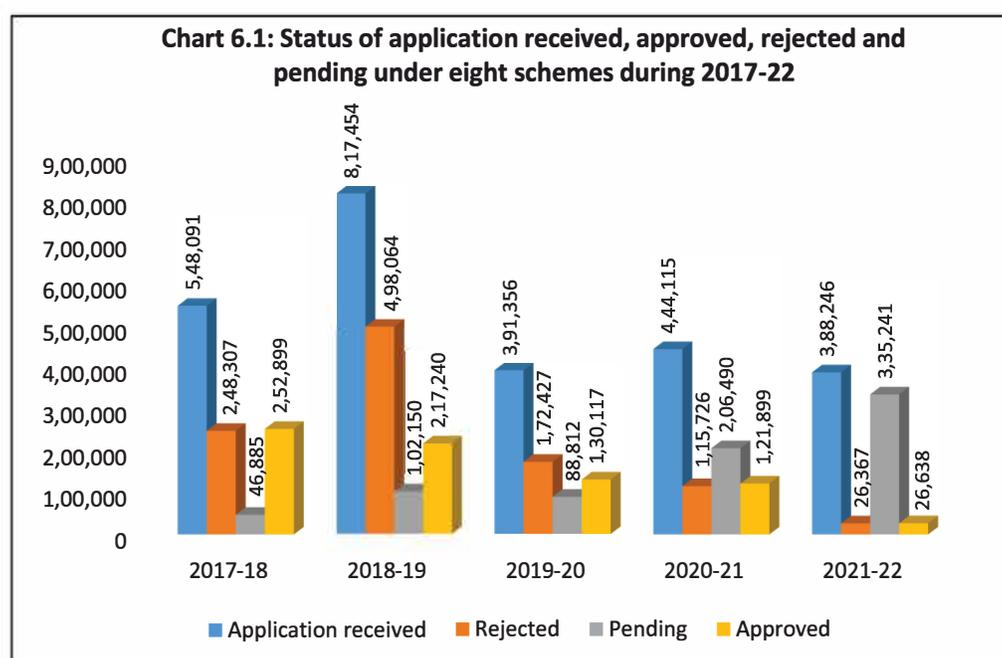
From September 2016, workers have to register online on a dedicated portal named LDMS. Construction workers generally access the portal through government authorized cyber kiosks which provide e-governance services to citizens i.e. through *e-mitra*<sup>7</sup>. To avail benefits under various welfare schemes being implemented by the Board, the registered construction workers need to apply through LDMS Portal.

<sup>7</sup> E-Mitra is an initiative of Government of Rajasthan which is being implemented in the State for convenience and transparency to citizens in availing various services of the Government and Private Sectors under a single roof at their doorsteps using an e-platform.

To assess the implementation of the schemes, Audit checked the processing of applications received from BOC workers under various schemes by the Labour department and its final approval or rejection. Audit scrutinized a sample of 520 approved applications and 240 rejected applications under eight welfare schemes in the selected districts. The deficiencies noticed in the processing of these applications by the Labour department are discussed in succeeding paragraphs.

### 6.2.2.1 Rejection of applications

Scheme-wise status of number of applications received and number of applications rejected (as of September 2022) in the State is given in *Appendix 6.1* and consolidated number of applications received, approved, rejected and pending under eight schemes has been shown in *Chart 6.1*.



Out of 25.89 lakh applications received during 2017-22, 10.61 lakh applications (on an average 41 per cent) were rejected. The rejection rate of applications was high during April 2017 to March 2020 (44 per cent to 61 per cent). Rejections were significantly lower during the covid period i.e., 26 per cent (2020-21) and 7 per cent (2021-22).

#### (i) Arbitrariness in rejection of applications

Scrutiny of selected 240 rejected applications indicated that their rejection by the department was arbitrary and non-transparent as discussed below.

- Audit noted that 45 per cent applications (107) were rejected due to non-furnishing of required documents such as certificate of employment from contractor, copy of bank passbook, copy of registration, etc. The required

documents in 16 cases were either already submitted or submitted later by the applicants, yet the applications were not approved (details in *Appendix 6.2*).

- Twenty-six applications were rejected after seeking clarifications from three to 12 times from the applicant. However, nine applications were rejected after keeping them for more than one month without seeking any clarification from the applicants. Six of these cases were kept pending for more than three months.
- In one case, no reasons were mentioned for rejection.
- In five cases, the department stated that applicants were not found eligible during physical verification. However, no physical verification reports were found uploaded on the portal.
- Eight applications were rejected for reimbursement of cost of purchase of tools under 'Nirman Sharamik Tool Kit Yojana'. These were rejected for not mentioning the mobile number of shops in the cash memos. However, this is not a mandatory requirement under the scheme guidelines.
- Under *Shiksha and Kaushal Vikas Yojana*, scholarship is provided for diploma course. In addition, cash award is also given to meritorious student scoring more than 60 *per cent* marks. In one case, though the applicant score was 72 *per cent* marks but only scholarship was disbursed to him and cash award was not provided even after a lapse of more than three years.

The applications were mainly rejected due to non-furnishing of the required documents alongwith application. Audit observed that the basic documents such as Aadhar card, Jan Aadhar card, and copy of bank passbook required to be submitted with application under scheme were already provided by the workers at the time of registration (*Appendix 6.3*). The repetition of submitting mandatory documents multiple times may be streamlined to make the process simpler and more user friendly.

The GoR (November 2023) did not provide any specific reply.

***(ii) Applications approved despite deficiencies***

Scrutiny of selected 520 approved applications indicated that these were approved despite deficiencies noticed during audit which are as follows:

- In nine cases either work certificate of the workers was not furnished or improper work certificate was furnished. Surprisingly, in one case, despite asking clarification for four times to furnish work certificate in proper form (i.e. mentioning the 90 days or period of working as construction worker), the applicant uploaded the same work certificate which was submitted earlier, still the application was approved by the Department.

Despite the absence of key documents to verify the eligibility and authenticity of the applicants, the above applications were approved, and the benefits delivered to the applicants.

The GoR (November 2023) did not provide any specific reply.

### 6.2.2.2 Delay in Processing of applications

Labour Department issued (August 2016) directions to process applications received from BOC workers to obtain benefits under the welfare schemes within one month of its receipt. In case of deficiency in the application, clarification is sought from the applicant by sending SMS. The application was shown as pending at the applicants' end until the clarification or complete document is received. The number of applications which are under process (pending) at the department's end is shown in **Table 6.4** (Scheme wise details is shown in *Appendix 6.4*).

**Table 6.4: Number of applications pending at department level as on 23 September 2022**

Year	No. of applications received under eight schemes	No. of applications pending at department level (in per cent)	No. of applications pending at applicants' level (in per cent)	Total pending applications
2017-18	5,48,091	44,160 (8)	2,725 (0.50)	46,885
2018-19	8,17,454	79,877 (10)	22,273 (3)	1,02,150
2019-20	3,91,356	61,936 (16)	26,876 (7)	88,812
2020-21	4,44,115	1,87,543 (42)	18,947 (4)	2,06,490
2021-22	3,88,246	3,15,877 (81)	19,364 (5)	3,35,241
<b>Total</b>	<b>25,89,262</b>	<b>6,89,393 (26.62)</b>	<b>90,185 (3.50)</b>	<b>7,79,578</b>

It can be seen from above table that 25.89 lakh applications were received under various schemes in the State as of September 2022. Out of the 6.89 lakh applications pending at department's level, 1.86 lakh applications (27 per cent) were pending for more than 30 months. About 44,000 applications were pending for more than four and half years. Such long time in processing of applications, deprived timely benefits to the workers, especially financial assistance for education of construction workers.

Audit observed that out of selected 520 approved applications, 292 (56 per cent) applications were processed after the prescribed time of one month. Out of these, 214 (41 per cent) applications were processed after a delay of more than two months.

(i) Audit checked the delay in processing of applications in case of schemes where immediate assistance was required such as, 'Natural or Accidental Death/Injury Assistance Scheme' and 'Prasuti Sahayta Yojana' in the selected five districts during 2017-22.

- It was observed that out of 5,174 applications received under ‘Natural or Accidental Death/Injury Assistance Scheme’, immediate assistance was provided to only 1.35 *per cent* applicants within one month.
- Under ‘Prasuti Sahayta Yojana’, 7,918 applications were received but immediate assistance within one month was provided to only 11.45 *per cent* applicants.

Moreover, out of selected 520 approved applications, 165<sup>8</sup> application pertained to these schemes wherein audit observed that department initiated the first action only after lapse of 30 days from receipt of application in case of 81<sup>9</sup> applications.

**(ii)** Audit analyzed 80 applications pending at applicants’ end and noticed that in 50 cases (62 *per cent*), the department took more than six months to inform the worker about the discrepancies in applications. In fact, there was delay of more than two years in 26 cases (32 *per cent*).

**(iii)** Audit observed that in 11,778<sup>10</sup> out of 4.83 lakh applications received in the five test checked districts, there was no mobile number, or dummy numbers (like 1234567890, 9999999999 etc.) was used. This is of concern because the status of application/shortcomings in the applications is conveyed to the applicants through SMS. The possibility of non-receipt of information by the applicants that their application is lying as ‘Pending at citizen level for clarification’ cannot be ruled out.

The GoR stated (November 2023) that the work of registration and processing of applications was allotted to Block Development Officers (BDOs) of Panchayati Raj Department till December 2018. All pending applications were returned by them to labour department which led to an increase in number of pending applications. In addition, suspected applications under *Shubh Shakti Yojana* and *Sulabhya Awas Yojana* were also opened and sufficient manpower was also not available for disposal of the applications.

Audit noticed that applications pending at departmental level was only 10 *per cent* in 2018-19 i.e. when applications pending with BDOs were returned but it increased exponentially to 81 *per cent* in 2021-22.

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<sup>8</sup> Natural or Accidental Death/Injury Assistance Scheme: 83 applications and Prasuti Sahayta Yojana: 82 applications.

<sup>9</sup> Natural or Accidental Death/Injury Assistance Scheme: 39 applications and Prasuti Sahayta Yojana: 42 applications.

<sup>10</sup> Mobile no. 9999999999 in 8,338 cases; Mobile no. 1234567890 in 324 cases; Mobile no. 0123456789 in 21 cases; Mobile no. 1234567891 in 30 cases and no mobile no. in 3,065 cases.

### 6.2.2.3 Delay in payment after approval of application

As per Circular (August 2016) of the GoR, applications submitted by the workers under different schemes were to be disposed of within 30 days.

During scrutiny of selected 520 applications, audit observed that date of payment/approval was mentioned in 399 applications. Payment to the workers in case of 142 applications (36 per cent) were disbursed after 30 days of approval by competent authority. Out of these, payment in case of 27 applications were disbursed after taking time of more than six months.

### 6.2.3 Implementation of schemes

Out of total 13 schemes, audit had selected eight schemes and audit observations noticed are discussed in the succeeding paragraph:

#### (a) *Shiksha and Kaushal Vikas Yojana*

*Shiksha and Kaushal Vikas Yojana* was started in January 2016 to provide financial assistance for education to a maximum of two children or one child and wife of construction workers. Scholarship of ₹ 8,000-25,000 per year was provided to children studying regularly in class VI to post graduation (professional)/ITI. In addition, cash assistance of ₹ 4,000-35,000 per year was to be given to meritorious<sup>11</sup> children studying regularly in class VIII to post graduation including diploma/professional courses.

GoI instructed (October 2015) that financial support should be provided for primary education based on the availability of the funds. Audit observed that the Board did not provide any financial support for class I to V, though adequate funds ranging from ₹ 647 crore to ₹ 967.77 crore were lying unspent with the Board during 2017-22.

#### (b) *Prasuti Sahayta Yojana*

The scheme was launched (April 2011) to provide maternity assistance to the female workers or the wives of male workers. Benefit of this scheme was not admissible if beneficiaries already had two or more children or if the age of female beneficiaries was less than 20 years at the time of delivery. The main objective of this scheme was to promote institutional deliveries.

It was observed that 6,146 workers were benefitted under the scheme during the period 2017-18 to 2021-22 in selected five districts. Audit observed that in 89<sup>12</sup>

<sup>11</sup> Meritorious children means who obtained 75 per cent marks or equivalent grade in class VIII to XII and 60 per cent or more or equivalent grade in Diploma, Graduation or Post Graduation.

<sup>12</sup> Dholpur: 5 cases (₹ 1.03 lakh) out of 1,145 cases, Jaipur: 13 cases (₹ 2.71 lakh) out of 2,147 cases, Jodhpur: 18 cases (₹ 3.69 lakh) out of 1,575 cases, Karauli: 53 cases (₹ 10.86 lakh) in 1,279 cases and Kota: Nil.

out of 6,146 cases, the age of the female beneficiaries was less than 20 years at the time of application. Further, review of data of selected 82 approved applications under the scheme in test checked five districts revealed that in three cases, beneficiaries had two or more children at the time of applying. This shows lack of due diligence while verifying the documents to approve applications.

**(c) *Natural or Accidental Death/Injury Assistance Yojana***

The objective of the scheme is to provide financial assistance to nominees of construction worker on natural death (₹ two lakh) or accidental death (₹ five lakh). Financial assistance in case of injury due to accident (benefit depends on extent of injury) is to be provided to a BOC Worker. Total 22,932 applicants were benefitted under the scheme with ₹ 379.86 crore during 2017-22.

As per the instruction (January 2019) of the Board, physical verification of all death cases was to be carried out by the labour inspector before sanctioning the death assistance. Audit test checked 38 death cases in five districts and observed that in 27<sup>13</sup> out of 38 cases (71 *per cent*), assistance amounting to ₹ 0.60 crore was sanctioned without physical verification of death.

The GoR replied (November 2023) that physical verification before payment in death cases was made compulsory from January 2020. It further stated that physical verification of the death cases was not carried out in Jodhpur district and physical verification reports were not uploaded by Dholpur and Karauli district due to technical problem. Joint Labour Commissioner, Kota stated that there was no provision for uploading the physical verification in software.

The reply is not acceptable as the directions issued in January 2019 clearly has provision for carrying out physical verification in death cases. In respect of Dholpur and Karauli district, though the GoR stated that the physical verification report could not be uploaded due to technical problem but it did not provide copy of physical verification reports with its reply in support of the claim that physical verification was conducted in these districts.

**(d) *Assistance to Silicosis affected construction workers***

The main objective of this scheme is to provide assistance to construction workers in case of death (₹ three lakh) or illness (₹ two lakh) due to Silicosis disease caused by exposure to crystalline silica dust from sandstone mining activities. The scheme was implemented by the RBOCW Board up to 04 August 2021 and thereafter, all the pending applications were transferred to Directorate of Specially Abled Persons.

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<sup>13</sup> In 10 out of 12 cases in Dholpur district, 5 out of 6 cases in Jodhpur district, 10 out of 13 cases in Karauli district, one out of six cases in Kota district and the only one case of Jaipur district.

Audit test checked 53 cases in five selected districts where benefits were given and observed that required documents such as medical certificate, death certificate in case of death assistance, work certificates etc., were not found uploaded on the portal in 26 cases (49 *per cent*). In the absence of medical certificates of silicosis, genuineness of payment of assistance to silicosis affected workers remains unverified.

The GoR replied (November 2023) that assistance was being provided by Directorate of Specially Abled Persons, Social Justice & Empowerment Department (SJED) and the Board only reimbursed the payment made to registered workers.

The reply is not acceptable as audit has pointed out cases pertaining to period prior to August 2021 where Labour department sanctioned assistance without obtaining required documents from applicants.

**(e) *Sulabhya Awas Yojana***

Under this scheme, assistance of ₹ 1.50 lakh was to be given to workers who were eligible for housing schemes of Centre/State. In case of construction of house on own land, an amount of 50 *per cent* of the construction cost subject to maximum of ₹ 1.50 lakh was allowed. Physical verification of beneficiary and details provided by him in application for *Sulabhya Awas Yojana* must be carried out by the labour inspector before sanctioning the assistance.

Audit noted that on an average 473 beneficiaries were benefitted under the scheme during the period 2017-20, though 13,225 applications were received during this period. However, during 2020-22, no worker got the benefit though 1,760 applications were received under the scheme during the said period. Out of these 1,760 applications, 370 applications (21 *per cent*) were rejected, 1,247 (71 *per cent*) were pending at the level of the department and 141 applications (8 *per cent*) were pending at the level of applicant.

The GoR replied (November 2023) that the payments under the scheme were stopped after getting complaints of workers applying under the scheme with forged documents. Audit is of the view that a robust mechanism for verification of documents is required to ensure that only genuine workers avail of these schemes.

**(f) *Assistance provided during Covid-19 pandemic***

GoI requested (March 2020) all the State Governments to provide assistance and support to construction workers for economic disruptions due to Covid-19 pandemic. Funds were to be used from the Cess fund available with them. Accordingly, Department of Labour and Employment, Government of Rajasthan issued (March 2020) order to provide immediate one-time assistance of ₹ 1,000 per family from the Cess fund.

Audit noted that against 25.16 lakh construction workers registered with the board, assistance was provided to 15.35 lakh workers (61 *per cent*) during covid-19 period. Moreover, the details of 15.35 lakh workers benefitted were not available with the department. In absence of the details of workers who were paid financial assistance, authenticity of payments being made to genuine beneficiaries could not be ascertained by audit.

The GoR replied (November 2023) that the benefits were provided by the RajCOMP Info Services Limited (RISL), Department of Information Technology and Communication (DoIT) through DBT but the details of benefitted registered workers were not provided by RISL to the labour department.

### **6.3 Grievances of applicants not addressed satisfactorily**

Construction workers can report their grievances through the grievance redressal portal (*Sampark Portal*) of the State Government. Audit noted that 30,501 complaints were received on the *Sampark Portal* from construction workers in the five test checked districts during 2017-22. All these complaints were shown as disposed (resolved) on the *Sampark Portal*. However, Audit noted that 12,517 of the complaints (41 *per cent*) were marked 'not satisfied' by the complainant.

(i) Audit test checked a sample of 100 complaints which were marked 'not satisfied' and noted following observations:

- Seventy-seven complaints were related to non-payment of benefits under welfare schemes. Out of these, nine applications (12 *per cent*) were pending for payment of benefits even after more than three to four years (as of August 2023). No action was taken by the department on six applications (8 *per cent*) even after more than one year. Further, in two cases, applicants complained that payment was not received, however the portal showed that the benefits were disbursed. Audit could not ascertain whether the payment was transferred to the actual applicant.
- Fifteen complaints were related to registration card<sup>14</sup> or its renewal.
- Eight complaints were related to payment of wages to construction workers.

The GoR stated (November 2023) that the number of complaints increased as 35 to 40 *per cent* applications were rejected due to fact that non-BOCW workers were registered and applied for obtaining benefits. The applications were pending due to vacant posts of labour inspector and were cleared on age wise pendency basis.

The reply indicates need of a robust mechanism to prevent registration of non-BOC workers.

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<sup>14</sup> To show that the worker is registered as Building and other construction worker.

#### 6.4 Awareness of welfare schemes among BOC workers

GoI, had stressed (October 2018) that awareness of the welfare schemes for construction workers should be created by way of grass root level awareness programmes rather than by advertisements in newspapers or TV channels.

Audit conducted a survey of 752 workers i.e., 447 workers at 27 construction sites in five test-checked districts to assess the extent of awareness among construction workers and telephonic survey of 305 beneficiaries who had obtained benefits under various schemes during 2017-22. The results of the survey are detailed below:

- Only 24 *per cent* of the workers knew about the Board and the schemes being implemented by it.
- 77 *per cent* did not participate in the awareness programme conducted for welfare schemes.
- 42 *per cent* workers stated that no primary medical facility was available.

The GoR replied (November, 2023) that the awareness regarding process of registration of workers was continuously created through “Prashashan Gaon Ke Sang,” “Prashashan Shahron Ke Sang” and “Mehngai Rahat Camp”. As a result, the number of workers registered showed an increasing trend during the last five years.

The reply may be viewed against the fact that the percentage of workers benefitted against the number of workers registered was still very low. Further, the results of the beneficiaries’ survey conducted by Audit show that more concerted efforts are required to enhance awareness of the welfare schemes among construction workers.

#### Conclusion

Audit has highlighted gaps in fund utilization by RBOCW Board. During the period 2017-18 to 2021-22, the expenditure ranged only 21.16 *per cent* to 51.06 *per cent* of the available funds. Against the amount of ₹ 1,788.99 crore received as Cess, only ₹ 1,659.22 crore was expended towards welfare schemes. Moreover, the RBOCW Board did not submit its audited Annual Accounts for the years 2018-19 to 2021-22 to the State Government and Annual Reports for the period 2017-18 to 2021-22 were also not submitted to the Government of India.

Of 25.89 lakh applications received during 2017-22, 7.49 lakh applications (29 *per cent*) were approved, 10.61 lakh applications (41 *per cent*) were rejected and the remaining 7.79 lakh applications (30 *per cent*) were pending for disposal. In fact, 1.86 lakh applications were pending for more than 30 months. Audit noticed instances of inadequate document verification in cases of

Schemes i.e. *Prasuti Sahayta Yojana* and Assistance to Silicosis affected construction workers which indicate towards lack of due diligence of the department while processing the applications.

***Recommendation 7: The labour department may streamline the mechanism of applications processing to ensure timely delivery of benefits to the BOC workers.***

***Recommendation 8: The existing system of documents verification at various levels may be strengthened to ensure compliance with the prescribed eligibility condition before releasing benefits to the workers under various schemes.***

JAIPUR,  
The 18 August 2025

  
(SATISH KUMAR GARG)  
Principal Accountant General  
(Audit-I), Rajasthan

Countersigned

NEW DELHI,  
The 26 August 2025

  
(K. SANJAY MURTHY)  
Comptroller and Auditor General of India