



ABSTRACT

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) – Guidelines on MGNREGS works for Disabled Persons – Approved – Orders issued.

Rural Development and Panchayat Raj (CGS.1) Department

G.O.(Ms) No. 52

Dated: 25.06.2012

Read:

Commissioner of Rural Development and Panchayat Raj, Chennai - 15 Roc. Letter No.73975/ 2011/ MGNREGS -2.1, dated 07.05.2012.

ORDER:

In the letter read above, the Commissioner of Rural Development and Panchayat Raj has stated that in para 5.5.10 of operational guidelines of Mahatma Gandhi National Rural Employment Guarantee Scheme it is indicated that "if a rural disabled person applies for work, work suitable to his / her ability and qualifications will have to be given. This may also be in the form of services that are identified as integral part to the Programme. Provisions of the persons with Disabilities (Equal opportunities, protection of rights and full participation) Act 1995 will be kept in view and implemented".

2. The Commissioner of Rural Development and Panchayat Raj has also stated that as a measure to identify the suitable works to the disabled persons and to assess the quantum of work that can be done by them and also assess the duration of continuous work done by them without fatigue, a comprehensive time motion study was undertaken in 4 districts in 4 regions viz. Coimbatore, Madurai, Tirunelveli and Kancheepuram. Since the time motion study involves the disabled persons including persons with mental illness, the study was conducted in coordination with reputed NGOs like Ramakrishna Mission (Coimbatore) M.S Cheellamuthu Trust (Madurai), Amar Seva Sangam (Tirunelveli) and Banyan (Kancheepuram).

3. The Commissioner of Rural Development and Panchayat Raj has further stated that based on the inference arrived out of the study some special activities have been identified for the disabled persons in Mahatma Gandhi National Rural Employment Guarantee Scheme works. It is also ascertained that with respect to excavation of earthwork and transporting the earth to the bund the disabled persons shall also engaged. In such cases the outturn in terms of earthwork done by the disabled persons shall not be equated with that of normal persons. Likewise duration of work done by them also not in tune with the ordinary persons.

- i) In terms of earthwork the disabled persons are able to make about 50% out turn only.
- ii) In terms of continuous work in the field the disabled persons are able to work continuously around 4 hours only, without fatigue.

4. Considering all the above details, the Commissioner of Rural Development and Panchayat Raj has sent the draft guidelines on Mahatma Gandhi National Rural Employment Guarantee Scheme works for Disabled Persons and requested the Government to approve the draft guidelines on Mahatma Gandhi National Rural Employment Guarantee Scheme works for Disabled Persons.

5. The Government after careful examination of the proposal of the Commissioner of Rural Development and Panchayat Raj have decided to accept it and approve the Guidelines on Mahatma Gandhi National Rural Employment Guarantee Scheme works for disabled persons annexed to this Government order.

(BY ORDER OF THE GOVERNOR)

N.S. PALANIAPPAN,
PRINCIPAL SECRETARY TO GOVERNMENT.

To
The Commissioner of Rural Development and Panchayat Raj,
Chennai - 15.
All Collectors,
All Project Directors, District Rural Development Agencies.

Copy to:
The Secretary,
Ministry of Rural Development,
Department of Rural Development,
Government of India, Krishi Bhavan,
New Delhi - 110 114
The Secretary to Government,
Welfare of Differently Aabled Persons Department,
Chennai -9.
The Principal Secretary to Government,
Finance Department, Chennai - 9.
The Special Personal Assistant to Hon'ble Minister (MA & RD),
Chennai - 9.

//Forwarded by order//

K. Saravanan
SECTION OFFICER

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Annexure**Guidelines on MGNREGS works for Disabled Persons****1. Introduction**

In para 5.5.10 of operational guidelines of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) it is indicated that "if a rural disabled person applies for work, work suitable to his / her ability and qualifications will have to be given. This may also be in the form of services that are identified as integral part to the programme. Provisions of the persons with Disabilities (Equal opportunities, protection of rights and full participation) Act 1995 will be kept in view and implemented". As a measure to implement the operational guidelines and to provide work to the disabled persons under MGNREGS, it has been decided to identify activities suitable for Disabled Persons.

2. Time and motion study

As a measure to identify the suitable works to the disabled persons and to assess the quantum of work that can be done by them and also to assess the duration of continuous work done by them without fatigue, a comprehensive time motion study was undertaken in 4 districts in 4 regions viz. Coimbatore, Madurai, Tirunelveli and Kancheepuram.

Based, on the inference arrived out of the study it is understood that some special activities shall be earmarked for the disabled persons in MGNREGS works. It is also ascertained that disabled persons can be engaged in excavation of earthwork and conveying the earth to the bund. In such cases, the outturn in terms of earthwork done by the disabled persons shall not be equated with that of normal persons. Likewise, duration of work done by shall not be in tune with the ordinary persons.

- i) In terms of earthwork the disabled persons are able to make about 50% out turn only.
- ii) In terms of continuous work in the field the disabled persons are able to work continuously around 4 hours only without fatigue.
This is evident from the time and motion study conducted in the 4 districts.

3. Special Activities earmarked for disabled persons under MGNREGS

Considering the inference arrived out of the time and motion studies, the following special guidelines shall be issued for involving disabled persons in the MGNREGS works.

The following Special Activities shall be assigned to the disabled persons at the MGNREGS worksite.

- i) Watermen / waterwomen at the worksite, who can distribute water to the workers.

- ii) Caretaker to look after the children
- iii) Assisting the caretaker for every 5 child one additional assistant can be employed.
- iv) Assisting the worksite facilitator in premarking (if the No.of worker is above 100 then 1 disable person shall be permitted to assist the worksite facilitator).
- v) Further, the differently-abled persons may also be engaged in minor works related to desilting activities as listed below:
 - a) Clearing uprooted jungle from the site (Only Scrubs, Light Jungle)
 - b) Watering (wetting) the area to be desilted (especially in summers)
 - c) Compacting the earth deposited on bund by using spade, solid rods and earth breaking rods.
 - d) Benching and leveling the bund.
 - e) Sectioning and sloping the bund.

When the disabled persons are engaged in the above listed works for the whole day (8 hours) they should be paid full wage rate.

4. Engaging disabled workers in regular Earth work

For engaging the disabled persons in the earthwork related activities the following guidelines may be followed.

- i) The Differently-abled persons who are able to carry out physical work can be utilized Earth work related activities like Jungle Clearance, Desilting work, planting and refilling, Watering.
- ii) In the worksite(s) where the number of disabled persons are less in number then they must be engaged only in the special activities enlisted above in para 3 and in para 4(i).
- iii) In the worksite(s) where the number of disabled workers are high then they can be engaged in earthwork. In such cases they can be grouped into group of 5 or 10 and the premarking shall be done only for 50% of quantity earmarked for regular workers.

Considering the physical / mental limitations of these workers, they may be allowed intermittent rest / break during the working hours and the workers may be permitted to leave once they complete the required out turn before time.

**Consolidated Report of Time-Motion Study conduct for engaging Differently
Abled persons in MGNREGS works**

The time motion study was conducted in 4 districts viz., Coimbatore, Madurai, Thirunelveli and Kancheepuram. The consolidated report on outcomes from each district is given under.

I Coimbatore

Places of study	Chikkarampalayam and Jadayampalayam Panchayats in Karamadai Panchayat Union
Activities covered	Jungle clearance and Earth work

Light Jungle clearance

SI No	Date	No of days	No of Mandays	Quantity executed	Out turn per person (Sqm)
1	15.02.2012 to 16.02.2012	2	42	403.20	9.60
2	15.02.2012 to 16.02.2012	2	10	79.92	7.99
3	17.02.2012 to 22.02.2012	6	28	279.60	9.99
4	02.03.2012 to 07.03.2012	6	40	347.70	8.69
Average Outturn per person in Sqm					9.07

Earth work (SDR)

SI No	Date	No of days	No of Mandays	Quantity executed	Out turn per person (Cum)
1	17.02.2012 to 22.02.2012	6	136	63.90	0.47
2	24.02.2012 to 29.02.2012	6	134	60.90	0.45
3	02.03.2012 to 07.03.2012	6	119	56.10	0.47
4	09.03.2012 to 14.03.2012	6	147	53.40	0.36
5	16.03.2012 to 21.03.2012	6	149	62.75	0.42

6	23.03.2012 to 28.03.2012	6	147	62.81	0.43
7	30.03.2012 to 06.04.2012	6	187	82.39	0.44
8	24.02.2012 to 29.02.2012	6	43	16.75	0.39
9	09.03.2012 to 14.03.2012	6	38	17.21	0.45
10	16.03.2012 to 21.03.2012	6	39	18.28	0.47
11	23.03.2012 to 28.03.2012	6	43	14.74	0.34
12	30.03.2012 to 06.04.2012	6	43	16.74	0.39
Average Outturn per person in Cum					0.42

II. Kancheepuram

Date of Study: 24.03.2012

Places of study	Kayar and Kovalam Panchayats in Tiruporur Panchayat Union
Activities covered	Jungle clearance, Earth work, Planting and Watering

Jungle Clearance

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Scrub	5	51.97	10.39
		5	48.91	9.78
Average Outturn per person in Sqm				10.08
2	Light	4	47.78	11.94
		6	44.97	7.49
	Average Outturn per person in Sqm			

Earth Work

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Ordinary Soil	4	3.74	0.94
		7	3.52	0.50
Average Outturn per person in Cum				0.72

Planting

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Ordinary Soil	5	4.51	0.90
		8	4.248	0.53
Average Outturn per person in Cum				0.72

Watering

Sl.No	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	5	55.46	11.09
	4	52.2	13.05
Average Outturn per person in nos.			12.07

III. Madurai

Places of study	Kallanthiri Panchayat in Madurai Panchayat Union
Activities covered	Jungle clearance, Earth work, Planting and Watering

Jungle Clearance

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Scrub	6	47.04	7.84
2	Light	4	30.52	7.63

Earth Work

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Hard Soil	7	3.64	0.52

Planting

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Hard Soil	5	5.05	1.01

Watering

Sl.No	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	8	116.64	14.58

IV. Tirunelveli

Places of study	Kolayaneri Panchayat in Kadayanalur Panchayat Union
Activities covered	Jungle clearance, Earth work, Planting and Watering

Jungle Clearance

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Scrub	4	37.56	9.39
2	Light	8	50.96	6.37

Earth Work

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Ordinary Soil	6	4.5	0.75

Planting

Sl.No	Detail	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	Ordinary Soil	7	4.41	0.63

Watering

Sl.No	Total No of Differently-abled persons engaged	Total Output	Average Output per person
1	10	149.40	14.94

Comparison of Average Outturn of Differently-abled persons and Average Outturn of Normal Person

Sl.No	Item	Average outturn per person based on Time-Motion Study for Differently abled persons	Average outturn per person based on Time-Motion Study for Normal NREGS workers	Difference in Percentage (Less)
1	Jungle Clearance			
a	Scrub Jungle	9.10	17.63	(-)48%
b	Light Jungle	8.19	17.10	(-)52%
2	Earth work			
a	Ordinary Soil	0.73	1.61	(-)54.65%
b	Hard Soil	0.52	1.20	(-)56.66%
c	SDR	0.42	0.81	(-)48.15%
3	Planting	0.78	1.73	(-)54.91%
4	Watering	10.19	24.06	(-)57.64%

On an average it is seen that the average outturn of the differently-abled persons is about 50% lesser than the average outturn of the normal persons. **Hence, the rates for all the items shall be twice that of the Rural schedule of rates fixed for normal persons.**

All the 4 districts have suggested that generally the disabled persons were engaged in the following special activities where the disabled workers were able to work for 8 hours without fatigue and the districts have suggested that for the special activities shall be paid the whole wage rate as applicable.

The following Special Activities shall be assigned to the disabled persons at the MGNREGS worksite.

- i) Watermen / waterwomen at the worksite, who can distribute water to the workers.
- ii) Caretaker to look after the children
- iii) Assisting the caretaker for every 5 child one additional assistant can be employed.
- iv) Assisting the worksite facilitator in premarking (if the No.of worker is above 100 then 1 disable person shall be permitted to assist the worksite facilitator).
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 - a. Clearing uprooted jungle from the site (Only Scrubs, Light Jungle)
 - b. Watering (wetting) the area to be desilted (especially in summers)
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