
UNIT 3 SAMPOORNA GRAMEEN ROZGAR YOJANA (SGRY)

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3.0 OBJECTIVES

After working through this unit you should be able to:

- describe the importance of the Sampoorna Grameen Rozgar Yojana;
- list its main features;
- identify the types of works/activities that may be undertaken for wage employment and infrastructural development;
- explain the working of the SGRY; and

- describe the vital role of the Panchayats in the preparation, implementation and supervision of the SGRY programme.

3.1 INTRODUCTION

All the economic activities in villages are closely related to seasons. You might have experienced this phenomenon in your own village. During certain seasons, there is enough demand for labour. At certain other times, there is little demand for labour. As a result, the rural poor and landless labourers do not get regular paid-work throughout the year. Most of the time they remain unemployed or under-employed. Increase in our population makes the situation still worse.

Wage and self-employment could be the most effective strategy for the alleviation of poverty, reduction of inequalities as well as the improvement of nutritional levels. This, in turn, would be instrumental in maintaining a relatively high rate of economic growth.

The new scheme called Sampoorna Grameen Rozgar Yojana (SGRY) is the result of the merger of the two earlier schemes namely, the Employment Assurance Scheme (EAS) and the Jawahar Gram Samridhi Yojana (JGSY).

Additional wage-employment, infrastructural development and food security are the key concerns of the SGRY. Accordingly, the SGRY aims at providing a demand driven infrastructure at the village level to facilitate faster growth in the rural areas and to increase opportunities of employment through access to the market oriented economy. This would lead to progressive increase in the employment opportunities and equally help in the faster growth of the rural economy. The SGRY is in operation since the 25th September 2001. In this unit, we will discuss various aspects of Sampoorna Grameen Rozgar Yojana.

3.2 BACKGROUND

During the first four years of the Seventh Five Year Plan period, there were two wage-employment programmes in existence namely, the National Rural Employment Programme (NREP) and the Rural Landless Employment Guarantee Programme (RLEGP). In April 1989 these programmes were merged into a single programme called the Jawahar Rozgar Yojana (JRY). The strategy for the implementation of JRY was modified in 1993-94. This was done to ensure better implementation of the Yojana during the Eighth Five Year Plan especially to achieve the target of providing 90-100 days of employment per person in the backward districts where there is a concentration of unemployed and underemployed persons. The implementation of JRY was carried out through three streams. The first stream consists of general works and two sub-schemes namely, the Indira Awaas Yojana (IAY) and the Million Wells Scheme (MWS). The second stream, which was called intensified JRY, was being implemented in 120 specifically identified backward districts and the third stream consisted of special and innovative projects.

On 1st January 1996, both the sub-schemes of JRY, i.e. *IAY and MWS* were made independent programmes and JRY became *General Jawahar Rozgar Yojana and Innovative JRY*.

After evaluating the outcome of JRY, it was felt that there was a need to develop village infrastructure based on local needs. It was felt that the Village Panchayats could better judge these local needs because they are closest to the ground realities. Accordingly, the Government decided to streamline and restructure Jawahar Rozgar Yojana with its new focus on the development of rural infrastructure and it was renamed as Jawahar Gram Samridhi Yojana w.e.f. 1st April 1999.

You are perhaps aware that the Employment Assurance Scheme (EAS) was the only additional wage-employment scheme for rural areas. Similarly, the above Jawahar Gram Samridhi Yojana (JGSY) was a rural infrastructure development scheme. But, to give more attention to the additional wage-employment, infrastructural development and food security in the rural areas, the Ministry of Rural Development reviewed these schemes. Based on the outcome of the review it was decided to merge EAS with JGSY and to launch a new scheme called the Sampoorna Grameen Rozgar Yojana (SGRY) in September 2001.

The SGRY is a Centrally Sponsored Scheme (CSS) and the cost is shared by the Center and the States in the ratio of 75:25 in the case of cash component. The Center, however, provides 100% of the funds required in the Union Territories under this scheme. More pertinently, food grains are provided to the State and Union Territories free of cost.

3.3 SAMPOORNA GRAMEEN ROZGAR YOJANA (SGRY)

Alleviation of poverty, reduction of inequalities, improvement of nutritional levels and more significantly the maintenance of a high economic growth rate are not possible without the efficient use of the existing available human resources. Hence, providing wage-employment to all the rural poor by involving them in the manual and unskilled work is the primary objective of the SGRY.

Agricultural wage earners, non-agricultural unskilled wage earners, marginal farmers, women, members of SCs/STs, parents of the child labourer and handicapped children, adult children of handicapped parents, etc. shall get preference under this scheme. The SGRY also provides special safeguards for the weaker sections and women.

The Central Government will provide food grains and cash component to the States and Union Territories as per the set criteria in order to generate adequate additional wage-employment. The SGRY programme is being implemented through the Panchayati Raj Institutions (PRIs).

3.3.1 The Objectives of the SGRY

The SGRY has two fold objectives:

- a) The primary objective is to provide additional and supplementary wage-employment in all rural areas and thereby provide food security and improve nutritional levels; and
- b) To create durable community, social and economic assets and effect infrastructural development in rural areas in the long run.

3.3.2 What does the SGRY Provide?

The wages under the SGRY programme are paid partly as food-grains and partly in cash. But, at least 25% of the wages has to be paid in cash. Under the SGRY, both the skilled and the unskilled labour are paid minimum wages fixed by the State authorities. Moreover, both men and women workers are paid equal wages.

Food grains are given as part of wages under the SGRY to the rural poor at the rate of 5 kg. per man-days. If, however, a State Government wishes to give more than 5 kg of food grains per man-days it may do so within the existing state allocation, subject to a minimum of 25% of the wages to be paid in cash.

Under this programme, the distribution of food grains to the workers is made either through PDS/Gram Panchayat or any other agency appointed by the State Government. Distribution of food grains is made to the workers, most preferably, at the work site.

3.3.3 Beneficiaries under the SGRY

All the rural poor, particularly those who are in need of wage-employment and also desire to do manual and unskilled work in and around their village or habitat, are entitled for the benefit under the SGRY. The SGRY, however, provides special safeguards for the weaker sections and women. Accordingly, specific allocations are made for them on the following pattern (see item 3.5.4 also):

- a) 22.5% of the annual allocation (inclusive of food-grains) of the District Panchayat and of the Intermediate Panchayats is earmarked for individual/group beneficiary schemes of SC/ST families living Below the Poverty Line (BPL).
- b) 50% of the allocation (inclusive of food-grains) of the Village Panchayat share is earmarked for the creation of need based village infrastructure in SC/ST habitations/wards.
- c) 30% of employment opportunities are reserved for women.

3.4 WORKS TO BE TAKEN UP UNDER THE SGRY

The SGRY is implemented at two levels. At the first level activities are implemented by the District and Intermediate Panchayat and the second one by the village panchayat. We shall now discuss works to be taken up at each level.

3.4.1 Works to be taken up under SGRY by District and Intermediate Panchayats

In formulating the Annual Action Plan and while taking up works, District Panchayat/DRDA and Intermediate Panchayats are expected to give priority to the following types of works:

- i) Soil and moisture conservation;
- ii) Minor irrigation;
- iii) Rejuvenation of drinking water sources;
- iv) Augmentation of ground water and traditional water harvesting structures;
- v) Desilting of village tanks/ponds;
- vi) Construction of rural link roads, farm roads linking agricultural fields;
- vii) Drainage works; and
- viii) Aforestation.

In addition, works that result in the creation of durable socio-economic assets such as schools, kitchen sheds for schools, dispensaries, community centres, panchayat ghars, hats (markets), etc. are also to be taken up during the first phase of the SGRY. On the contrary, the following works shall not be taken up under the SGRY programme:

- a) building for religious purposes such as temples, mosques, gurudwaras, churches, etc.;
- b) building monuments, memorials, statutes, idols, arch gates, welcome gates, etc.;
- c) building bridges;
- d) building for higher secondary schools;
- e) building for cottages; and
- f) black topping of roads.

3.4.2 Works to be taken up at the Village Panchayat Level

Emphasis is on the creation of durable productive community assets. Therefore, priority is to be given to the following works:

- i) Infrastructural support for the SGSY.
- ii) Infrastructure required for supporting agricultural activities in the Village Panchayats.
- iii) Community infrastructure for education, health as well as internal and link roads.
- iv) Desilting and renovation of traditional village tanks/ponds.

At the village panchayat level, emphasis is not only on the purely material oriented works but also on the labour intensive works. It has to be kept in mind that the works taken up are sustainable and cost effective.

Check Your Progress I

- Note:** i) Write your answers in the space provided.
 ii) Check your answers with the possible answers provided at the end of the unit.

1) How can wage-employment be the most effective strategy for the alleviation of poverty?

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2) Name those works, which cannot be taken up under the SGRY.

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3.5 ALLOCATION OF RESOURCES

As already said the SGRY is a Centrally Sponsored Scheme and, thus, the cost of the whole programme is shared by the Center and the States in the ratio of 75:25 of the cash component, but the Centre provides 100% funds for the programmes in the Union Territories. In the case of food grains, both the States and Union Territories are treated equally. The Centre provides food grains free of cost to both the State as well as the Union Territories.

3.5.1 Allocation of Funds/Food-grains from the Centre to the States/ Union Territories and the Districts

Allocation of resources (funds and food grains) from the Centre to the States/Union Territories is made on the basis of the proportion of the rural population in a State to the total rural poor in a country. On the other hand, the allocation of resources to the Districts is made on the basis of its relative backwardness.

3.5.2 Distribution of Funds among Zilla Parishads/DRDAs/ Panchayat Samitis

i) Zilla Parishads/ DRDAs

At the district level, 20% of the resources are reserved by the Zilla Parishads/DRDAs for utilization in the areas suffering from endemic labour exodus or areas of distress.

ii) Panchayat Samitis

At the intermediate level 30% of the resources are allocated among the Panchayat Samitis. In allocating these resources, however, the proportion of the SC/ST population and that of the rural population of the respective Panchayat Samitis is taken into consideration. Detailed methods of calculation are provided in the guidelines.

3.5.3 Distribution of Resources among the Gram Panchayats by the DARDs/ZPs.

Out of the total resources allocated under the SGRY, 50% is earmarked for the distribution among village panchayats for generation of supplementary wage employment and creation of demand driven community village infrastructure, which includes durable assets to enable the rural poor to increase opportunities for sustained employment.

3.5.4 Earmarking and Utilization of Resources

The main highlights of earmarking and utilization of resources at district, intermediate and village panchayat levels are as follows:

- 22.5% of the annual allocation of the District Panchayat and of the intermediate panchayats must be spent on individual beneficiary group schemes for SCs/STs below the poverty line.
- In a year, up to 2% of the respective share of funds can be spent by District and Intermediate Panchayats on contingency for strengthening the process of monitoring and coordination.
- Up to Rs. 100,000 can be utilized by the District Panchayats from their annual share of funds for training/capacity building of the officials and/or the non-officials of PRIs involved in the implementation of SGRY.
- A minimum of 50% of the village panchayat share of allocations (inclusive of food-grains) under the SGRY has to be earmarked for the creation of need based village infrastructure in SC/ST habitations/wards.

3.6 RELEASE OF THE CENTRAL ASSISTANCE

Under the SGRY, Central Assistance is released directly to the DRDAs/ZPs, and the State Governments also release their corresponding shares to the DRDAs/ZPs. The funds to the Panchayat Samitis and the Village Panchayats are disbursed by the DRDAs/ZPs.

3.6.1 Release of Central Assistance from the Department of Rural Development to the DRDAs/ZPs.

Every year, the Central Assistance is released directly to the DRDAs/ZPs in two instalments:

1) Installment of the cash component

All those districts, which received the second installment in the preceding financial year without any condition, automatically receive the first installment in the current year. But, the other Districts have to submit the proposal for the 1st installment with necessary documents asked for the same.

2) Installment of the cash component

The second installment of the Central Assistance is released on the request from the DRDAs/ZPs provided the following conditions are fulfilled by the concerned:

- a) 60% of the total available funds should have been utilized at the time of submitting the proposal for the second installment.
- b) 75% of the food grains earmarked during the first installment have been lifted and 60% of the lifted food grains have been utilized.
- c) The State Government has made adequate provision in its budget to match the central financial assistance.
- d) The State Government should have released all its contribution up to the date of application.
- e) Submission of Audit reports for the SGRY for the last year.
- f) Submission of the utilization certificates from DRDAs/Zilla Parishads based on reports received from Panchayat Samitis and Gram Panchayat.
- g) Submission of non-diversion and non-embezzlement certificates.
- h) Submission of the certificate regarding the preparation of the Annual Action Plan.
- i) Submission of the certificate by the DRDA/Zilla Parishad certifying that funds have been disbursed to the Panchayat Samitis and Village Panchayats.
- j) All pending progress and monitoring reports should have been sent.
- k) Submission of the details of expenditure incurred in respect of SC/ST sector.
- l) Submission of a certificate certifying that no work started more than two years ago has remained unfinished.

3.6.2 Release of the First and the Second Instalments of Food-grains

The district, which obtained the second instalment of funds and food-grains in the preceding financial year without any condition, shall receive the first instalment of food-grains under the SGRY in the current year automatically. Others will have to submit the proposal as in the case of cash component. The release of food-grains is further subjected to the following conditions:

- The release order for food-grains is valid for a period of two financial years.
- Districts are allowed to carry forward the unutilized portion of food-grains released in the previous year to the next financial year.
- Food-grains will be released only to those districts that qualify for the first instalment of the cash component.
- The first instalment of food-grains will be equal to 75% of the total allocation of the district.

- The second instalment is released after 50% of the food-grains allocated as the first instalment has been lifted and 60% of the lifted food-grains (including carry-over balance) has been utilized.
- The food-grains against a release order will have to be lifted only after the entire quantity authorized in the earlier orders has been lifted.

3.6.3 Release of the State Share to DRDAs/ZPs

The release of funds to the DRDAs/ZPs by the State Governments is made within a fortnight after the release of the cash component of the Central Assistance.

3.6.4 Release of Funds to the Panchayat Samitis and the Village Panchayats

The DRDAs/ZPs will have to release the funds and food grains to the Panchayat Samitis and Village Panchayats within 15 days of the receipt of the funds by it from the Central/State Governments as the case may be. Distribution of the central share should not wait for the matching state share to reach the Panchayat Samitis. Diversion of resources either from one District to the other or from one Panchayat Samiti to the other is normally not allowed.

Check Your Progress II

- Note:** i) Write your answers in the space provided.
ii) Check your answers with the possible answers provided at the end of the unit.

1) How are resource allocations made from the Center to the States/UTs and then to Districts under the SGRY?

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2) In how many installments are funds released to DRDAs/ZPs? What is the procedure followed for the release of the 1st Installment?

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3.7 PLANNING OF THE SGRY

The whole SGRY programme is based on the formulation and implementation of an Annual Action Plan. Accordingly, no work is taken up unless it forms part of the Annual Action Plan.

The works included in the Annual Action Plan are essentially based on the needs of the individuals and the community concerned. In both the cases, individual employment as well as the community infrastructural development, works are carefully prioritized.

Taking into account the availability of resources and the priorities of works, it is advisable and essential that emphasis is given to those works that could be completed normally within one year and in extraordinary cases within two years. Hence, no work that cannot be completed in one year or at the most within two financial years should be taken up.

3.7.1 Preparation of an Annual Action Plan by the Zilla Parishad/DRDA, the Panchayat Samiti and the Village Panchayats

Before the beginning of each financial year, every Zilla Parishad/DRDA, Panchayat Samiti and village Panchayat prepares an Annual Action Plan. While preparing the Annual Action Plan, first priority is given to the completion of the incomplete works, if any, including those of the Employment Assurance Scheme (EAS) and the Jawahar Gram Samridhi Yojana (JGSY), instead of taking up any new works.

3.7.2 Approval of the Annual Action Plan by the Gram Sabha in the Case of the Village Panchayats and by the General Bodies in the Case of ZPs/DRDAs and the Panchayat Samitis

The Annual Action Plan prepared by the Village Panchayat is fully discussed and also finally approved in the meetings of the Gram Sabha. Similarly, the plans prepared by the ZPs/DRDAs and the Panchayat Samitis are thoroughly discussed in their respective General Bodies, which also approve them finally.

The formalities of approving the Annual Action Plan are to be completed by the end of February of the preceding financial year. The approved Annual Action Plan is then intimated to the Panchayat Samitis and Zilla Parishad/District Rural Development Agency.

3.8 IMPLEMENTATION OF THE SGRY

You know that panchayats are being actively involved in the implementation of various development programmes. Accordingly, the SGRY programme is being implemented through the Panchayati Raj Institutions (PRIs).

3.8.1 Implementing Authority

The Zilla Parishad/District Rural Development Agency is the implementing authority for its share of resources released to the ZPs/DRDA. Similarly, the Panchayat Samiti is the implementing authority for its share of resources released by the Zilla Parishad/DRDA.

Accordingly, the ZPs/DRDAs and the Panchayat Samitis are accountable for the approval of the Annual Action Plan for their respective share of resources as well as for entrusting works to the executing agencies. Moreover, the ZPs/DRDAs are responsible for the overall supervision and coordination of works and also for furnishing necessary reports to the State and the Central Governments.

3.8.2 Executing Agencies

The Executing Agencies could be a Department or Corporation of the State Government and Panchayati Raj Institutions at the Village, Block and District levels. The well-reputed NGOs, as recognized by the Zilla Parishad/DRDA, could also be the Executing Agencies.

The Head of each Executing Agency is expected to ensure the implementation of the works allotted by the Zilla Parishads/DRDAs and the Panchayat Samitis. All Executing Agencies are responsible to the Zilla Parishad/DRDA/Panchayat Samiti concerned for:

- a) the proper maintenance of accounts of the expenditure incurred;
- b) the measurement of physical work done;
- c) the payment of wages to labour;
- d) the submission of periodical statements of attendance; and
- e) the details of work and accounts of all works.

At the village level, the SGRY is implemented through the Village Panchayats. The Village Panchayats are responsible for planning and implementation of the programme. The technical supervision is the responsibility of the DRDAs/ZPs. The execution of works, however, could be entrusted to the well-established Self-Help Groups (SHGs) under the Swarnajayanti Grameen Swarozgar Yojana (SGSY).

The entire work pertaining to co-ordination, supervision, review and monitoring of the SGRY is the responsibility of the Village Panchayats, which actually execute the works. In fact, the Panchayats have the power to execute works/schemes up to Rs. 1,00,000/- with the approval of the Gram Sabha. No other administrative/technical approval is necessary for this.

3.9 SUPERVISION AND EVALUATION

The supervision of the works implemented under the SGRY is the responsibility of the Vigilance and Monitoring Committees at the State, the District and the Panchayat Samiti levels constituted for monitoring the various programmes of the Ministry of Rural Development. For the effective implementation of the SGRY, the officers at the District, the Sub-division and the Panchayat Samiti closely monitor all aspects of the programme through regular visits to the work sites. The Zilla Parishads/DRDAs prepare a schedule of inspection for each supervisory level functionary from the District to the Panchayat Samiti level and a copy of the same is sent to the State and the Central Governments for information.

It is the duty of the officers dealing with the SGRY at the State headquarters to examine that the programme is implemented satisfactorily and that the execution of works is in accordance with the prescribed rules and procedures. The DRDAs/ZPs are accountable to the State Government for submitting a *Monthly Progress Report* and a detailed *Annual Report*.

The State Government, in return, submits these reports to the Central Government. These reports are expected to be extremely helpful in monitoring the progress of the SGRY programme and also in keeping a close watch on the wage-employment generated and quality of infrastructure created.

Evaluation Studies

Various types of evaluation studies are conducted from time to time by the Central and State Governments. The reputed organizations and institutions may take up these evaluation studies. On the basis of the observations and suggestions made in these

evaluation studies, the States/UTs are expected to take the remedial action to streamline the programme. District Panchayats/DRDAs may also conduct studies from time to time. They, however, have to report the outcome of such studies to the State Governments concerned and the Central Government from time to time.

Check Your Progress III

Note: i) Write your answers in the space provided.
 ii) Check your answers with the possible answers provided at the end of the unit.

1) What is an Action Plan and what needs to be taken into consideration in the formulation of an Action Plan at the village level?

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3.10 CONVERGENCE WITH OTHER PROGRAMMES

Funds available from other sources like market committees, cooperatives, NGOs, NRIs and other institutions may also be dovetailed with SGRY funds for similar purposes. The funds available with the PRIs from other sources such as the National Finance Commission, the State Finance Commission, State Departments, other central and centrally sponsored schemes such as SGSY, etc. may also be dovetailed with SGRY activities for the construction of durable community assets/works. The SGRY funds, however, are not allowed to be used as substitutes for departmental plan funds of different departments and agencies.

3.11 LET US SUM UP

This unit provides you important information about the SGRY. Recapitulating the following key aspects of the SGRY could sum up the unit:

- The SGRY has been in operation since 25th September 2001, after two schemes namely EAS and SJSY were merged together.
- The SGRY is a Centrally Sponsored Scheme (CSS) and the cost is shared by the Centre and the States in the ratio of 75:25 in the case of the cash component.
- The Centre provides 100% funds to the Union Territories under the SGRY.
- Food grains are provided to the State and the Union Territories free of cost.
- The SGRY is implemented through the Panchayati Raj Institutions (PRIs).
- Both skilled and unskilled labour are paid the minimum wages fixed by the State authorities. More importantly, both men and women workers receive equal wages under the Yojana.

- The wages are paid partly as food grains and partly in cash. However, at least 25% of the wages is to be paid in cash.
- All the rural poor, especially those who are in need of wage-employment and interested in manual and unskilled work, are entitled for the benefit under this programme.
- The Panchayati Raj Institutions have been assigned the important role of preparing, implementing and effectively supervising the works undertaken under this Yojana.

3.12 SUGGESTED READINGS AND REFERENCES

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3.13 CHECK YOUR PROGRESS – POSSIBLE ANSWERS

Check Your Progress I

- 1) It could be the most effective strategy for the alleviation of poverty through reduction of inequalities as well as by making contributions towards the improvement of nutritional levels. This, in turn, would be instrumental in maintaining a relatively high rate of economic growth.
- 2) These include building for religious purposes such as temples, mosques, gurudwaras, churches, etc.; monuments, memorials, statutes, idols, arch gates, welcome gates, bridges; building for higher secondary schools; building for cottages and black topping of roads.

Check Your Progress II

- 1) Under the SGRY, the allocations of resources imply both funds and food grains. The allocation of these resources from the Centre to the State/Union Territories is made on the basis of the proportion of the rural population in a State to the total rural poor in a country. In turn the allocation of resources to a District is made on the basis of its relative backwardness.

- 2) The funds to DRDAs/ZPs are released in two installments. For both the phases of the SGRY, all those Districts, which receive the second installment in the preceding financial year without any condition, automatically receive the first installment for the current year. As far as the other Districts are concerned, they have to submit the proposal for the 1st installment with necessary documents asked for the purpose.

Check Your Progress III

- 1) The whole SGRY programme is based on the formulation and implementation of an Annual Action Plan. In fact, no work is taken up unless it forms part of the Annual Action Plan. The works included in the Annual Action Plan are essentially based on the needs of the individuals and the community concerned. In both the cases, individual employment as well as the community infrastructural development, works are carefully prioritized. It is necessary, however, that the availability of resources is kept in mind for either of the cases. It is also advisable that emphasis be given to those works that could be completed within one year or at the most in two years.