
UNIT 4 TRYSEM AND DWCRA

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4.0 OBJECTIVES

After studying this unit, you should be able to:

- describe the main features of TRYSEM and DWCRA;
- explain their planning and implementation processes; and
- outline the performance and impact of these programmes.

4.1 INTRODUCTION

Women and the youth constitute a significant proportion of the productive work force of the country. IRDP is essentially a self-employment programme. Therefore it is logistically reasonable to focus on the youth, both men and women in the age group of 15 – 35, and equip them with necessary skills and entrepreneurship capabilities. Keeping this in view, along with IRDP, as its special component, TRYSEM was introduced in 1979. Similarly, in the case of women, though IRDP was supposed to cover 40 per cent of the total beneficiaries, it was felt that if they were organized in groups, they would be more effective in income generating self-employment enterprises. It is on this premise that DWCRA was launched in 1983.

4.2 TRYSEM: THE PROGRAMME AND ITS FUNCTIONING

Let us now have a look at the objectives of TRYSEM, its strategy, the organizational framework and the linkages.

4.2.1 Origin and Objectives of TRYSEM

The rural unemployed youth are categorized into four groups: (i) Literate and Skilled, (ii) Literate and Unskilled, (iii) Illiterate but Skilled and (iv) Illiterate and Unskilled. While the fourth category was mainly dependent on wage employment, the other three groups could be provided with skills that would help them not only in starting their own micro enterprises but also in creating employment for many others and thus help in solving the problem of increasing unemployment among the youth in the country. Keeping this in view, TRYSEM was launched in 1979 as a component of IRDP.

Under this programme a target of 40 youth, both men and women, in each block, every year, were to be selected and trained in skills and entrepreneurship development to enable them to become self-employed. Apart from providing self-employment opportunities, TRYSEM also sought to meet another goal. It was hoped that by providing access to income generating activities in the rural areas, the influx of rural youth to urban areas could be curbed. Moreover, local needs could also be met with local resources, thereby giving a fillip to rural development.

The objectives of TRYSEM are to provide the rural youth (18-35 years of age), from the families below the poverty line, with training and technical skills to enable them to take up self-employment (wage employment was added in 1982-83) in agriculture, industry, services and business activities. Training in this context is perceived not only in terms of the provision of physical skills, but also in terms of desirable change in attitude, enhancement of motivation and skills in human relations, etc. Self-employment, in the context of TRYSEM, is defined as gainful employment on a full-time basis which results in an income sufficient for the family of the youth to cross the poverty line. Situations of employment in which the means of production are owned, hired or taken on lease are taken to be self-employment situations.

When TRYSEM was launched in 1979, IRDP was in operation in about 2,300 blocks in the country. As the problem of the rural youth was thought to be pressing, TRYSEM was introduced in all the 5,000 blocks in the country. The blocks which were under the IRDP operations had funds allotted from IRDP allocations, while the non-IRDP blocks had separate funds allocated to them. In 1980, IRDP was extended to all the blocks in the country and TRYSEM became the “self-employment for youth” component of IRDP. Separate funds for TRYSEM were allocated since the beginning of the financial year 1981-82.

4.2.2 Strategy of TRYSEM

The youth identified for the programme are to be put through a period of training, either in a training institution or under a master craftsman. The duration of the training is flexible depending upon types of courses (generally speaking, it should not exceed six months). TRYSEM trainees are given a stipend and a tool kit. On the successful completion of training they become eligible to receive a subsidy/credit/income generating asset under IRDP. The cost of training is met out of the funds set aside for infrastructure, etc. under IRDP. Every TRYSEM trainee is thus a potential IRDP beneficiary. TRYSEM is currently putting emphasis on industries and services. A programme for developing entrepreneurship among TRYSEM trainees is being conducted separately.

The objectives of TRYSEM include wage employment (since 1982-83) in the case of project linkages. Such projects, selected by the State Level Coordination Committee (SLCC), were required to fulfil the following conditions:

- Projects were to be integrated ones.
- Beneficiaries were to be from IRDP target groups.

- At least 50 per cent of the youth were to be trained for self-employment, either for secondary or tertiary sector activities.
- Training of all beneficiaries was to be funded out of TRYSEM funds.
- Wage employment training was to be in the secondary and tertiary sectors.

4.2.3 Organizational Framework

The Block Development Officer (BDO) has the responsibility to select the eligible youth belonging to the target groups with the help of Village Level Workers (VLWs). The BDO invites applications and scrutinizes them. The identification of vocations is done by the District Rural Development Agency (DRDA) in consultation with the district level officers of different departments, keeping in view their sectoral plans. Emphasis is placed on producer activities and the marketability of the product also is kept in mind. After the short listing of vocations, the DRDA prepares a resource inventory of training facilities like polytechnics, Khadi and Village Industries (KVIs), Krishi Vigyan Kendras, Nehru Yuvak Kendras, etc. Additionally, services of a master craftsman may be utilized for training on a very limited scale (not more than three trainees per master craftsman at any point of time).

Once the list of potential beneficiaries is drawn, a committee (with members from training institutions of the area, bankers, Khadi and Village Industries Training Institutes, Panchayati Raj Institutions and others whom the committee may wish to include) presided over by the BDO finalizes the selection keeping in mind the following points:

- An attempt should be made to select the members of the poorest families first.
- Priority should be given to members of Scheduled Castes and Scheduled Tribes.
- At least one-third of the candidates should be women.
- Some consideration should be given to persons who have completed the twelve-month course under the National Adult Education Programme.

No educational qualifications have been prescribed for the trainees. The syllabus, which has to be approved by the DRDA, is expected to include training in operational skills as well as managerial skills.

Thus, DRDA is responsible for the implementation of TRYSEM. The Assistant Project Officer (Industries) and Extension Officers (Industries) are responsible for the execution of TRYSEM in addition to their normal duties. At the state level, there is a sub-committee of the State Level Coordination Committee (SLCC) working exclusively for TRYSEM. An official of the rank of Project Director of DRDA functions at State Headquarters on behalf of the IRDP monitoring cell. At the apex level, i.e. at the level of the Centre, the Central Committee on IRDP and related programmes provides policy guidelines and also monitors the implementation of approved activities. This committee is presided over by the Department of Rural Development.

Check Your Progress I

Note: a) Write your answer in the space provided.

- Check your answer with the possible answer provided at the end of the unit.

1) What is TRYSEM ?

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4.2.4 Backward and Forward Linkages

Once the selected youth complete their training, they are to be provided self-employment opportunities like the basic support system and infrastructural facilities. It is here that backward and forward linkages assume importance. Backward linkages basically comprise inputs and infrastructural support to the trainees, whereas forward linkages relate mainly to the demand for and marketing of the products produced by them. For the trainees, the DRDA is responsible for coordinating or providing these linkages. For this, it has to maintain contacts with institutions that can provide such linkages. Such functional public undertakings are selected as can provide infrastructural support and also supply inputs. Funds earmarked for infrastructure development under IRDP may be utilized for developing such institutions. Moreover, District Cooperative Marketing Societies (DCMS) also provide marketing support for IRDP goods. In addition, local haats (bazaars) and regulated agricultural markets have a useful role to play in the marketing of their products.

The infrastructure for training itself is provided by networks of organizations at the national and sub-state levels. These include the National Institute of Rural Development (NIRD) at Hyderabad and its regional centre at Guwahati, the State Institutes of Rural Development, the Extension Training Centres (ETCs), and other institutions of Management Development and Rural Management. These institutions basically focus on training the trainers who in turn train the TRYSEM candidates as well as assist in various areas of rural development.

4.2.5 Performance of TRYSEM

As you have studied, TRYSEM was set up to train the rural youth from poor families for realizing self-employment opportunities. Hence, in order to analyse the performance of TRYSEM, we must focus on two issues. The first is the extent to which the targets set in terms of the number of youth to be trained, the financial allocation to be made, etc. were realized. The second is the ease or flexibility with which the trained youth have been able to gain access to self-employment opportunities. Moreover, while looking at the various aspects of self-employment, we must also see whether self-employment has helped in ameliorating the conditions of poverty in the families concerned.

Tables 4.1 and 4.2 provide financial expenditure and physical achievements of TRYSEM for different *plan periods*. Now, you can compare the achievements of the programme during the different *plan periods*. It may be mentioned here that it was possible to realize the desired results from the programme in any of the *plan periods*. As can be seen, the youth who got self-employed after the training were less than 50 per cent of the original number. About 10 to 20 per cent of the trained youth were able to get wage employment and the remaining continue to be unemployed even after training.

Table 4.1: Financial Support under TRYSEM

S. No	Period	Recurring Expenses (Rs. In Lakhs)	Infrastructure Assistance to Training Institutions (Central Share)
1.	Sixth Plan	387.90	5754.50*
2.	Seventh Plan	12884.71	2435.35*
3.	1990-91	3260.93	441.00*
	1991-92	4879.31	400.00*
4.	Eighth Plan 1992-93	4703.96@	600.00*
	1993-94	8944.67@	795.55*
	1994-95	7403.25@	899.42*
	1995-96	7331.26@	1396.31*

@: Denotes Central and State releases.

* Central Releases

Source: Annual Report 1996-97, Ministry of Rural Areas and Employment.

Table 4.2 : Number of Youth Trained and Employed

(in Lakhs)

S. No	Period	No. of Youth to be Trained	No. of Youth Trained	No. of Youth Employed		
				Self	Wage	Total
1.	Sixth Plan	10.9	10.14	4.78	1.02	5.80
2.	Seventh Plan	NA	9.97	4.64	1.31	5.95
3.	Annual Plan 1990-91	4.25	2.36	1.23	0.41	1.65
	1991-92	4.25	3.07	1.19	0.47	1.67
4.	Eighth Plan 1992-93	3.00	2.75	0.99	0.42	1.41
	1993-94	3.50	3.03	1.07	0.43	1.51
	1994-95	3.18	2.81	0.86	0.44	1.31
	1995-96 *	-	2.91	0.98	0.48	1.46

*: Provisional

-: Targets not fixed

Source: Annual Report 1996-97, Ministry of Rural Areas and Employment.

Having looked at the performance of TRYSEM, let us assess its functioning and see whether there are shortcomings and if there is room for further improvement. First, we may dwell for a moment on the achievements of TRYSEM as a programme. It has had some success as a means of tackling the problem of unemployment and under-employment in rural areas. Moreover, in its training format, it has been fairly successful in providing both technical skills and managerial and entrepreneurial abilities. It has also made large scale use of master craftsmen and other trainers in informal settings. In fact, its stress on vocational training has prompted some to propose that rural education in general should be reoriented to include some elements of training as provided by TRYSEM.

There are, however, shortcomings in the operation of TRYSEM. Some of them are given below:

- Implementation is generally uneven.
- Although the programme imparted training, it has not, in some cases, instilled the candidates with the confidence necessary to take up self-employment ventures.
- The training offered lacked appropriate technology in the package provided.
- There are deficiencies in training arrangements and also in the syllabuses prescribed by various training institutions.
- In the selection of trades, self-employment possibilities and their financial viability were not considered right in the beginning.
- Assistance in the provision of raw materials and marketing has been poorer than expected.
- Every district did not have training centres for TRYSEM.
- In a large number of cases, the assistance provided to TRYSEM trainees from IRDP for projects had no link with the training they had received.

Check Your Progress II

Note: a) Write your answer in the space provided.

b) Check your answer with the possible answer provided at the end of the unit.

1) Explain to what extent did TRYSEM achieve its objectives?

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4.3 DEVELOPMENT OF WOMEN AND CHILDREN IN RURAL AREAS (DWCRA)

In the preceding unit you studied details about IRDP, the main poverty alleviation programme in the country. As we discussed in that unit, after the first few years our planners realized that women did not reap as much benefit out of IRDP as they were expected to. Besides, women have some unique problems in taking up self-employment activities. These are: (i) women have the responsibility of managing household chores which keep them engaged for a considerable time every day, (ii) women with infants around them find it difficult to leave them unattended and (iii) most of the poor women being illiterate lack even the minimum entrepreneurship capabilities and therefore it is necessary to organize them into groups so that, supported by cooperative group effort, they may perform better. Hence, it was felt necessary to devise a special programme which could overcome the above mentioned problems of the poor women and children in rural areas. Accordingly, DWCRA was introduced in 50 districts on a pilot basis in the year 1983. Steadily, more and more districts were brought under DWCRA and by 1990-91 its coverage was extended to all the districts in the country. Initially, it was also a component of IRDP. In 1990, however, it was made an independent programme by itself.

4.3.1 Objectives and Strategy of DWCRA

The basic objective of DWCRA is to provide rural women with productive income-generating assets and credit, and also enhance their skills. Further, it seeks to provide an effective organizational support structure so that, to be more effectively, the women involved may receive assistance in the production of goods and services. The target group of DWCRA is the same as that of IRDP and TRYSEM. The basic deviation from IRDP, however, lies in the fact that under DWCRA, it is not individual families which receive assistance but the group. The DWCRA scheme envisages the formation of groups, each consisting of 15 to 20 women. It is expected that the women would come together for activities which are mutually beneficial to them. The financial assistance which is available for a group is as follows:

- a) Rs. 15,000 in the form of a one-time grant, as a rotating fund contributed in equal shares by the Government of India, the State Government concerned and UNICEF, which may be used as:
 - Working capital to procure raw materials, and for marketing purposes.
 - Honorarium to the group organizer (it should not exceed Rs. 50 per month for a period of one year).
 - Infrastructural support for income generating activities.
 - Funding for childcare facilities by establishing Anganwadies in all the villages where DWCRA groups are organised.
- b) Travelling allowance at the rate of Rs. 2000 per year for one year for the group organizers.

Although DWCRA is basically a programme to generate productive assets, it is not confined to providing economic benefits. It includes supportive services like mother and child care, adult education, immunization, etc. To this end, coordination is maintained with various other departments such as Education, Health and Family Welfare, and Women and Child Development.

4.3.2 Administrative and Organizational Aspects of DWCRA

DWCRA has an administrative structure for carrying out operations related to the programme. At the state level, a woman of the rank of Deputy Secretary to the State

Government is in charge of the programme. At the district level, a woman officer may be appointed as an Assistant Project Officer (APO, Women's Development) to assist the Project Officer of the District Rural Development Agency (DRDA). You have already studied the functioning of DRDA in an earlier unit on Rural Administrative Structure in Block 3, MRD-101. At the block level, on the Community Development pattern, the norm is to provide a team comprising one woman BDO (Mukhya Sevika), two women VLWs (Gram Sevikas) and one Gram Sevika per DWCRA Block. It is to be ensured that the Project Officer of DRDA remains the coordinating officer at the district level and the BDO at the block level.

The task of planning, implementing and monitoring of DWCRA has been entrusted to DRDA, as DWCRA was a part of IRDP. The staff provided for DWCRA were an APO, a Mukhya Sevika and Gram Sevikas who were expected to spend adequate time with the target groups, which you have read about in the previous sub-section. They must explain the nature and purpose of the group to the women concerned, help them analyse their situation so that solutions can be considered, give ideas, information and assistance regarding possible income generating activities which the group can undertake, and provide encouragement, guidance and support.

4.3.3 Funding Support System for DWCRA

The main financial assistance is provided by the Central Government. The Central Government releases the Central share of Rs. 5,000 per group and travelling allowance for the group organizers directly to the DRDAs. It also releases the share of UNICEF equivalent to Rs. 5,000. Equipment and input costs subject to a ceiling of Rs. 50,000 per centre and cost of staff are also provided. The State Governments in turn release their shares in the grant and travelling allowance to groups and group organizers respectively.

The groups utilize the grants for various purposes. They use it to build up infrastructural support and marketing facilities, purchase of raw materials, etc. and the grant by UNICEF is used to purchase training kits, equipment for childcare facilities, etc. If no childcare programme is available, some childcare facilities could be provided so that children are not neglected when their mothers go to work. For the DWCRA groups that are registered under the Registration of Societies Act, 1860, there is a provision for a multi-purpose centre in the blocks covered under DWCRA so that women can use them for training and economic activities.

4.3.4 Training for the Members of DWCRA

Since the overriding concern of DWCRA is to improve the socio-economic conditions of women and children in rural areas, it is important to train women so that they are able to make better use of the skills acquired to enhance their productivity. Under DWCRA, training is provided by various agencies at different levels. The organizer of each group helps the women to derive maximum benefits from the training they receive. Moreover, Gram Sevikas, Mukhya Sevikas and APOs help in identifying viable activities and projects for the group. Activities could include tailoring, knitting, bamboo basket making, fishing, poultry, pottery, soap making, candle making, etc. Training for imparting skills to DWCRA beneficiaries is also expected from TRYSEM. In this case, however, some problems arise as TRYSEM caters only to a certain age group. Training of officials and trainers who would, in turn, train the women in various groups, is carried out by the National Institute of Rural Development (NIRD), Hyderabad.

4.4 PERFORMANCE OF DWCRA

To evaluate and assess the functioning of a special programme like DWCRA, it is important to review its broad objectives. These include increase in women's

participation in rural development and a rise in their earnings; helping women to develop new skills; providing them with better access to credit; and helping them in marketing their products. With these objectives in view, let us take a look at the performance of DWCRA.

From Tables 4.3 and 4.4, it is clear that investment on DWCRA increased considerably year after year and so the number of the groups and the members of DWCRA programme. One of the reasons for this rapid increase was that every year new districts were added to the programme and by 1993-94 all the districts were covered under it.

DWCRA suffers from some basic deficiencies and problems which act as constraints in the functioning of the programme. These include shortage of functionaries at every level, lack of infrastructural facilities and credit, problems in the selection of projects, lack of clarity regarding the role of the groups, and low motivation of the members of the groups.

The Report of the National Commission on Self Employed Women and Women in the Informal Sector (1988) mentions that in some states, like West Bengal, DWCRA has been fairly successful in aiding women to produce products of good quality. In Punjab the Women's Economic Development Corporation has been linked to DWCRA and has therefore been successful in providing markets for the products through government contracts. Some problems, however, do persist. The organizing capabilities of women have not gone up in any great measure, as managerial skills do not form an important part of the total training imparted. Moreover, the poorest of the poor among the women do not derive the greatest of benefits. It is usually the less poor among the poor women who get to form the groups. One of the provisions under the programme is that DWCRA members can avail themselves of loan and subsidy under IRDP. The unit of the beneficiaries under IRDP, as you read in the preceding unit, is the family. Here, women face certain problems. Although women head a large number of households, particularly where men may have migrated to the cities, they find it difficult to gain access to credit. Moreover, in many cases women are denied credit simply because some male member in the family had defaulted on an earlier loan. Apart from this, even delivery structures which provide inputs, essential supplies, etc. very often do not recognize women as heads of the households.

Table 4.3: DWCRA— Physical and Financial Performance – 1993-94 to 1996-97

S. No.	Sector	1993-94	1994-95	1995-96	1996-97*
1.	No. of Groups (Thousands)				
	i) Target	11.00	13.40	30.00	30.00
	ii) Achievement	15.5	37.96	35.58	37.63
2.	Women Membership (Thousands)	286.52	592.00	697.09	514.22
3.	Central Assistance Released (Rs. Lakhs)	2365.00	3100.00	6365.00	3380.97
4.	Expenditure Incurred (Rs. Lakhs)	1918.63	5419.91	5731.84	4570.41

*: Up to January 1997.

Source: Data from the Ministry of Rural Areas and Employment.

Table 4.4: DWCRA - Achievement during the Plan Periods

S. No		Target: No. of Groups	Achievement: No. of groups	No. of Women Beneficiaries	Funds Released (Rs. in Lakhs)
1.	Sixth Plan	6035	3308	52170	298.53
2.	Seventh Plan				
	1985-86	5000	6008	101056	630.70
	1986-87	7500	5545	96132	786.33
	1987-88	7500	4959	83589	607.29
	1988-89	7500	5968	98636	738.21
	1989-90	7500	5551	90294	901.00
3.	1990-91	7500	7139	109557	898.00
	1991-92	7500	8043	141132	1225.00
4.	Eighth Plan				
	1992-93	7500	9029	128744	1548.70
	1993-94	11000	15483	268100	1266.48
	1994-95	13400	37964	592026	3100.00
	1995-96	30000	35372	661156	6300.00
	1996-97 *	30000	36319	495137	2907.06

*: Up to January, 1997.

Source: Annual Report 1996-97, The Ministry of Rural Areas and Employment.

Check Your Progress III

Note: a) Write your answer in the space provided.

b) Check your answer with the possible answer provided at the end of the unit.

1) Why was a separate programme for women introduced?

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4.5 LET US SUM UP

In this unit we have discussed two components of IRDP, namely TRYSEM and DWCRA. We saw how they came into being to meet the felt needs and cater to certain specific groups among the poor, viz. the youth and women and children.

Discussing TRYSEM, we learnt about the objectives and the strategies of the programme. We read about the method of its functioning and its administrative structure. Also, we assessed the its performance and listed some of its weaknesses.

Next, we discussed the special programme for women and children in rural areas. The target of DWCRA are the rural poor as in the case of IRDP, but the unit of its beneficiaries is a group consisting of 15-20 women, unlike in the IRDP where the unit is a family. We discussed the funding mechanism for DWCRA, its functioning, and its organizational support structure. In the end we evaluated the performance of DWCRA and discussed some of its shortcomings.

4.6 KEY WORDS

Rural Youth	:	Rural men and women in the age group of 15 – 35 years.
Anganwadi	:	A mix of crèche and preparatory school for rural children between six months and six years of age.
Gram Sevika	:	Woman Village Level Worker.
Revolving Fund	:	It is an initial financial support from the Government to a DWCRA Group to start some economic activities.
Group Scheme	:	A scheme or project in which more than five members are involved.
Entrepreneurship	:	Ability to manage a scheme/project or income generating venture.
Micro Credit	:	Small loans ranging from Rs. 500 to 10,000.

4.7 REFERENCES AND SUGGESTED READINGS

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IRDP and TRYSEM and DWCRA: A Manual, 1988, Department of Rural Development, Ministry of Agriculture, Government of India, New Delhi.

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Rural Statistics, 1990,1995,2001, NIRD, Hyderabad.

4.8 CHECK YOUR PROGRESS – POSSIBLE ANSWERS

Check Your Progress I

- 1) Training of the Rural Youth for Self Employment (TRYSEM), as the name of the programme suggests, was to provide the rural youth (18-35 years) from the families below the poverty line with training and technical skills to enable them to take up self-employment (wage employment was added in 1982-83) in agriculture, industry, services and business activities. Under this programme, every year from each block, 40 youths, both men and women, were selected and trained in skills and entrepreneurship to enable them to become self-employed. Apart from providing self-employment opportunities, TRYSEM also sought to meet the objective of stopping the migration of rural youth to urban areas. The youth identified for the programme were trained either in a training institution or under a master craftsman.

Check Your Progress II

- 1) Going through the statistics related to financial expenditure and physical achievements of TRYSEM for different plan periods, it can be seen easily that it was not possible to realize desired results from the programme in any of the plan periods. The youth who were self-employed after the training were less

than 50 % of the original number. About 10 to 20 per cent of the trained youth were able to get wage employment and the remaining continued to be unemployed even after training.

Check Your Progress III

- 1) In spite of 40 % coverage of women under IRDP, it was found that they were not able to take advantage of the programme. Women have some unique problems in taking up self-employment activities. These are: (i) women have the responsibility of managing the household chores which keep them engaged for a considerable time of the day, (ii) women with infants find it difficult to leave them unattended and (iii) most of the poor women being illiterate lack even the minimum entrepreneurship capabilities and therefore it is necessary to organize them into groups, as while in a group they can perform better with the collective help and encouragement available in the group. Hence, it was felt necessary to devise a special programme for the rural women and children in order to overcome the above mentioned problems. Accordingly, DWCRA was introduced in 50 districts on a pilot basis in the year 1983. Steadily, more and more districts were brought under it and by 1990-91 its coverage was extended to all the districts in the country.