

## EVALUATIVE STUDY ON SPECIAL CENTRAL ASSISTANCE (SCA) IN THE STATE OF ODISHA

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Manav S. Geddam

Fellow & Ph.D Research Scholar, Centre for Economic and Social Studies (CESS), Hyderabad

### Abstract

*The Ministry of Tribal Affairs extends Special Central Assistance (SCA) to the Tribal Sub Plan (TSP) States and Union Territories. SCA is primarily meant for income generating family oriented schemes and infrastructure incidental thereto. The present research study on the "Evaluative Study on Special Central Assistance (SCA) in the State of Odisha" has been carried out with an objective to assess the socio economic characteristics and to assess the impact of the scheme towards an increase in income and employment generation. Major findings are, a large chunk of the SCA amount is utilized towards providing subsidy for bank linked schemes and/or linked with earmarked grants. Critical gaps are not identified. ITDAs have not been able to play effective role in coordinating with line departments which are engaged in raising the productivity levels of the tribals. The study suggests, schemes under sericulture, agriculture, horticulture will make tribals economically strong. Land Based activities should be the focus. Training programs for ST unemployed women on Nursing, Medical Laboratory, Tailoring, Computer Training, Beauty Parlor and other Vocational Training may be encouraged.*

**Key words :** Scheduled Caste Sub Plan, SCSP, Special Central Assistance, SCA, Tribes, Odisha, ITDA, Socio Economic Schemes, Self Enterprise, Subsidy, Loan, Livelihoods

For hundreds of years the Scheduled Tribes (STs) in India are living in serious economic, social and educational backwardness. Special programmes for tribal development have been implemented in the country to benefit the tribal population under backward classes sector from First Five Year Plan (1951-56). The Fifth Five Year Plan (1974-78) marked a shift in the approach with the launching of Tribal Sub-Plan (TSP) for the comprehensive development of the tribals (M. Gopinath Reddy et.al, 2010). TSP was envisaged for the overall development of tribal areas. It provided a mechanism for integration of the developmental activities of government and semi-government organizations by financing through the Integrated Tribal Development Agency/Projects (ITDA/P). The TSP aimed at narrowing the gap between the levels of development of tribal and other areas, improving the quality of life of the tribal communities in general through income generating schemes allied with infrastructure development programmes, and protecting tribal communities against exploitation. The Scheme of Special Central Assistance (SCA) to TSP was introduced during the Sixth Five Year Plan. Under the Scheme, assistance is given to the State Government as an additive to the State TSP. The SCA forms a part of the TSP strategy towards the larger goal of enhancing the pace of socio-economic development in most backward tribal areas (Jos Chathukulam et.al, 2012). On this background the present study aims to assess the impact of the Special Central Assistance to the Tribal Sub Plan.

**Special Central Assistance (SCA) to Tribal Sub Plan :** The TSP is funded through earmarked components of : (a) the State Plan ; (b) Plans of Central Ministries and Departments, Centrally Sponsored Schemes; (c) Special Central Assistance; and (d) Institutional finance for the credit portion of beneficiary oriented schemes. Special assistance from the Central Government was given since the inception of the sub-plan in 1974-75. The Ministry of Tribal Affairs extends special central assistance (SCA) to the TSP States and Union Territories. These grants are basically meant for family oriented income generating Scheme in various TSP areas to meet the gaps, which have not otherwise been taken care of by the State Plan. The GOI guidelines broadly lay down the norms as such SCA

is primarily meant for income generating family oriented schemes and infrastructure incidental thereto (not more than 30 percent of the total outlay); Wherever a scheme is provided for any Central Sector/Centrally Sponsored Schemes (CSS), SCA should not be utilized for the same. Rather, the allocations available under specific schemes can be availed of; Major infrastructure development should be supplemented from the TSP flow, rather that being catered out SCA like roads, electrification etc.; Schemes for funding demonstration units should not be financed out of SCA. Rather, the follow-up of demonstrations should be catered to looking to the Special disadvantages that the tribal funds themselves with; Tribal populace below poverty line should alone be supported with SCA financed activities; and in any specific schematic projects financed by outside agencies, both national and international, normally a part of the outlay is proposed as State Government contribution. Such contribution should flow from normally State Plan and not out of SCA. The objective of the strategy is two-fold viz. Socio-economic development of Scheduled Tribes and Protection of tribal's against exploitation.

**Institutional Mechanism and Flow of Funds (SCA) :** TSP is carried out through well planned institutional mechanism. In Odisha there are 21 ITDAs, which cover 55.46 lakh tribal's (about 68 percent of the total tribal population) of the state. The remaining tribals live outside the Scheduled areas. Beyond the Scheduled area, there are 46 MADA pockets, 14 Clusters. The remaining tribal population of the State live outside the major project areas in the dispersed manner and are covered under the DTDP. In addition to this, 17 Micro Projects have been functioning for the all round development of 13 Particularly Vulnerable Tribal Groups. Of the total 17 Micro Projects, 13 Micro Projects are located within the Scheduled Area and 4 are located elsewhere.

**Integrated Tribal Development Agency (ITDA) :** ITDAs as nodal Tribal Development Agency were set up during the 5th Five year plan. As many as 118 Blocks of Odisha State having 50 percent or more ST population have been covered by 21 ITDAs in the State viz : ITDA, Koraput, Jeypore, Malkangiri, Nowrangpur, Rayagada, Gunupur,, Rampur,

Baripada, Kaptipada, Karanjia, Rairangpur, Sundergarh, Bonai, Panposh, Keonjhar, Champua, Kuchinda, Nilgiri, Parlakhemundi, Balliguda and Phulbani. Each ITDA has a Project Administrator, who is senior Class-I Officer of OAS/ I.A.S. cadre. Besides, every I.T.D.A. is facilitated with an Engineering Cell with an Asst. Engineer, as the Technical head.

**Channelizing Agency- ST & SC Development and Minorities & Backward Classes Welfare Department :** Functions as the nodal Department for the welfare and all round development of Scheduled Castes, Scheduled Tribes, Minorities and Backward Classes. This department receive funds from various sources, which include the State Plan and Non Plan; Central Plan & Centrally Sponsored Plan Schemes of Government of India

**Utilization of Special Central Assistance (SCA) and coverage of ST families during Annual Plans**

Year	Utilization funds (Rs. In Lakhs)	Family coverage
2002-03	174.56	2179
2003-04	94.69	1008
2004-05	106.49	1156
2005-06	187.75	2062
2006-07	344.14	7616
2007-08	1409.76	9233
2008-09	1179.85	9748
2009-10	1200.00	8896
<b>Total</b>	<b>4697.24</b>	<b>42064</b>

**Objectives of the Study :** Research study on the "Evaluative Study on Special Central Assistance (SCA) in the State of Odisha" has been carried to Identify the Socio Economic

Characteristics; to assess the level of awareness of the beneficiaries about the programmes/schemes offered by the government; to assess details of the various schemes utilized by the beneficiaries; to assess the impact of the scheme towards an increase in income and employment generation; to assess whether there is an effective monitoring system in place or not; and to give suggestions and recommendations for improvement of the scheme.

**Methodology of the Study :** The methodology adopted for the present study, empirical studies were conducted in two Integrated Tribal Development Agencies (ITDAs) selected in two TSP areas. In the selection of the ITDA, it was ensured that one ITDA have received the highest SCA allocation to the TSP and the other ITDA has received the lowest SCA allocation to the TSP. The reference period is from 2002-2003 to 2009-2010.

**Sample Size :** In each selected ITDA, three villages were identified for collection of primary data from at least ten Scheduled Tribe beneficiaries, benefited out of SCA. Similarly, from each of the three selected villages, five such Scheduled Tribes were selected who have not received any benefit under the SCA and they were classified as the non-beneficiaries. Thus, our samples in two ITDAs included 60 beneficiaries and 30 non-beneficiaries. Data regarding the highest and lowest allocations of the SCA and the list of beneficiaries were furnished by Odisha Scheduled Castes and Scheduled Tribes Development Finance Cooperative Corporation (OSFDC). On the basis of the data pertaining to the ITDA which received highest and lowest SCA, the following villages were selected.

**Village-wise beneficiaries and non-beneficiaries selected**

ITDA	District	Block	Village	Beneficiaries	Non Beneficiaries	Total Respondents
ITDA Baripada	Mayurbhanj	Badasahi	Jadunathpur	10	5	15
		Bangriposi	Bangriposi	10	5	15
		Samakuntha	Jamasale	10	5	15
<b>Total</b>				<b>30</b>	<b>15</b>	<b>45</b>
ITDA Nilgiri	Balasore	Nilgiri	Tiakata	10	5	15
			Telipal	10	5	15
			Siadimala	10	5	15
<b>Total</b>				<b>30</b>	<b>15</b>	<b>45</b>
<b>Grand Total</b>				<b>60</b>	<b>30</b>	<b>90</b>

**Profile of the Selected ITDAs - ITDA Baripada :** I.T.D.A. Baripada established in the year 1976-77. Tribal concentration in the area is more than 53 percent. The project area covers 10 Blocks, 1915 villages and one Municipality (Baripada) and also a Micro Project - Lodha Development Agency, Morada, for the development of the Primitive Tribal Group, the Lodhas. The main tribes inhabiting in this I.T.D.A. area are Santal, Bhumij, Bhuyan, Bathudi, Kolha, Lodha, Kharia

etc. The flora of the region is rich in Sal, Piasal, Asan, Neem, Kusum, Mahul, and Sisu etc. The tribals collect the non wood forest produce like honey, mohua flower, bark, arrowroot, jhuna etc for their livelihood. In addition they collect the green sal leaf and stitch those as leaf plates and cups, which they sell in local markets. The Sabai grass which is widely cultivated is used for making ropes and it is a main source of income for the tribal families. (Source Annual Report 2010-11 ITDA Baripada)



**Abstract of Annual Action Plan of ITDA Baripada under S.C.A. to T.S.P. For The Year 2010-11**

Sl. No	Name of the schemes	Estimated cost. (Rs. In lakhs )	No. of tribal beneficiaries to be covered.
	(A) Income Generating Scheme	0	
1	Rubber plantation	10.00	500
2	Non Land based beneficiary oriented scheme (Bankable Scheme )	200.00	2000
3	Livelihood oriented training for tribal Youth	11.70	120
4	Bee keeping	5.00	20
5	Lac cultivation	4.00	100
6	Irrigation projects	540.00	5520
	(B) Infrastructure Development Works (Incidental to I.G.S.)	0	
7	C.D works	237.00	105 Units.
	TOTAL	1007.70	8260 105 units

(Source Annual Report 2010-11 ITDA Baripada)

**Details of Annual Action Plan under S.C.A. TO T.S.P. OF ITDA Baripada For The Year 2011-12**

Sl. No	Name of the schemes	Estimated cost. (Rs. In lakhs )	No. of tribal beneficiaries to be covered.
	SCA to TSP Grants-In-Aid General		
1	Non Land based beneficiary oriented scheme (Bankable Scheme )	120.00	1200
2	(a) Livelihood oriented training for tribal Youth	13.10	120
	(b) Training to SHG, group including lodha of LDA	5.00	-
3	Bee keeping	5.00	40
4	Lac cultivation	4.00	100
5	Irrigation projects	496.20	4962
	SCA to TSP Creation Of Capital Assets		
6	C.D. works, Bridge, village link road etc.	370.00	
7	Construction of community centre at Purnachandrapur of Rasgovindpur Block & Chak Sullapada of Sullapada Block	10.00	2 Units
8	Market sheds	30.00	2 Units
9	Rubber plantation (Processing units)	17.70	500
10	Water supply (Provision of Bore Well)	7.50	10 Units.
11	Electrification to village Dangarbillia under Morada Block	5.00	1 Unit.
	TOTAL :	1083.50	6922

Source Annual Report 2010-11 ITDA Baripada)

**Profile of ITDA, Nilgiri (Balasore District) :** The ITDA, Nilgiri was established in 16.03.79 for overall development of Tribal people of this area. The prime objective of ITDA is to work on the strategy of tribal sub plan which is based on area development approach with adequate emphasize on family oriented income generating activities taking a comprehensive view of Tribal Problems with the objective to narrow down the gap of Socio-Economic Development between Tribal & Others. It also emphasizes Integrated Development of Tribal area where in all programs irrespective of their sources of funding are operated to achieve the common goal i.e. to improve the quality of life of the tribal.

**SCA to TSP Allotment and Expenditure (Rs in Lakhs)**

Sl. No	Year	Amount Allotted	Expenditure Incurred
1	2002-03	75.39	75.39
2	2003-04	62.07	62.07
3	2004-05	64.91	64.91
4	2005-06	63.19	63.19
5	2006-07	88.93	88.93
6	2007-08	67.78	67.78
7	2008-09	87.06	81.15
8	2009-10	57.20	57.20

**Activities Undertaken :** Beekeeping, sericulture, demonstration of groundnut and sunflower cultivation, Financial Assistance to SHG for Dairy Horticulture (Lemon Plantation) Agriculture Implements (Power Tiller), Financial Assistance to SHG for SAL Leaf Khali Stitching , Borewells, LAC Cultivation, shallow Tube Wells Materials, sprayers, Pisciculture, Training on finished product of Lac and Honey Processing, Assistance to Individual ST PHC for Self Employment Training on Selac and Training on Plastic Processing, Training programs on Repair of Cell phones, T.V Sets and Etc, Training programs on Hardware, Training on Driving culverts, ring wells, Establishment Charges, Prematric Scholarships and cook salaries and Infrastructure projects like school infrastructure like hostels, bathrooms and Cross drainages and Check Dams.

**Results and Discussions**

**Beneficiaries Respondents - Socio-economic characters of the beneficiary respondents :** As per the research design, two Integrated Tribal Development Agencies (ITDAs) viz., ITDA Baripada and ITDA Nilgiri were selected for this study under highest budget and lowest budget allocation respectively. A total of 60 beneficiaries and 30 non-beneficiaries were interviewed from the two ITDAs. From ITDA Baripada three blocks namely Badasahi, Bangriposi and Samakuntha were selected whereas from ITDA Nilgiri, Nilgiri Block was selected. Sample respondents numbering 60 belonged to 5 tribal communities i.e. Bathudi, Bhunjia, Kolha, Munda, and Santal were 13, 33, 10, 3, and 40 per cent respectively. Gender wise distribution specifies, males were 67 percent and that of females were 33 percent. On age wise, 18 percent belonged to the age group of 20 to 29 and 23 percent belongs to 30-39 years age group. Beneficiaries in the age group of 40 to 49 are 43 percent and 15 percent belongs to 50 to 59 years. It is observed that 27 percent informants have family size up to 4, 30 percent 5 to 6 members and 43 percent respondents had the family size of 7 and above persons. **Educational and Occupational Level of the Beneficiaries :** Thirty two percent of the respondents informants were illiterate, 28 percent educated up to primary level, 15 percent up to middle level, and 25 percent up to 12<sup>th</sup> level. Out of 60 respondents, 67 percent tribals were engaged in cultivation, 13 percent are in agricultural labour and another 20 percent engaged in wage Labour. It is also informed by all of the respondents that they were traditional occupants of NTFP collection and selling. **Land Holdings and Annual Income of the beneficiaries :** Out of 60 informants those who possessed land upto to 2.5 acres were 67 percent and those who owned more than 2.5 acres of land were 33 percent. Seventy three percentage of the respondents reported their annual income as upto Rs. 20,000/- and the remaining 27 percent persons earned an annual income between Rs. 20,000-40,000/- and are from ITDA Baripada. Cent percentage beneficiaries informed that their status is Below Poverty Line (BPL). **Impact Of The Scheme Beneficiaries Respondents - Nature of Projects Grounded during reference period 2002-03 to 2009-10 :** Out of 60 beneficiaries 88 percent of them have become the members of the SHGs. The response shows that 68 percent of the respondents preferred Non Timber Forest Products (NTFP) particularly in Khaliplate Making/Leaf cup Making 22 percent, Sobai Rope Making 18 percent Honey Bee Collection 15 per-

cent Lac Cultivation 13 percent) followed by Animal Husbandry 17 percent in Dairy Farm, Goatery and Poultry Farm. 8 percent choose Horticulture (Lemon Plantation) and remaining 7 percent preferred Agriculture i.e. Power Tillers/Mini pumpset/Shallow tube Wells, Sprinklers sets. *Year, average unit cost and the subsidy of the schemes* : Sixty One percentages of the beneficiaries were funded in the years 2008-09 & 2009-10 and remaining 38 percent were funded during 2005-06 to 2007-08. Average unit cost of the scheme introduced among the tribals is between Rs 20001 to Rs 30000/-. Among them, 40 percent got assistance with full subsidy. *Choice of Scheme* : The respondents were asked to inform whether their preference was considered prior to allotting them the scheme and in reply 100 percent respondents stated that their choice was duly considered. The major reason for choosing a scheme by the respondent, 82 percent choose because of main occupation and remaining 18 percent choose it as an additional income source. They preferred only those schemes which were primarily related to their traditional occupations such as Non Timber Forest Products (NTFP), Animal Husbandry, Agriculture, and Horticulture which have got scope for business and which don't have complicated technology. *Awareness and knowledge of the scheme* : Whereas 20 percent of the total respondents informed that the authentic information on various schemes was obtained by Villagers/Peers/SHG, 17 percent were informed by local political leaders and it is significant that 63 percent have received of the schemes by the staff of the ITDAs. Cent Percent of the respondents mentioned that they had the primary knowledge of the scheme and that was the reason why the scheme was chosen by them. *Guidance from Officials and Trainings* : As regards obtaining guidance/support from the officials, cent percent of the respondents informed that the officials were responsible and very supportive in every aspect. Cent Percent of the respondents informed that the officers are very much in touch with them they used to visit and council and motivate them in all aspects. Cent percent respondents expressed that assistance was delivered to them in good quality and correct quantity and upto entire satisfaction of the recipients. Fifty eight percent of the respondents expressed that they relieved training prior to implementation of the scheme and remaining 42 percent of the respondents unable to reveal the information. *Nature of Difficulties* : Whereas 60 percent did not responded or did not face any difficulty in managing the assets, 28 percent of them experiencing difficulties with the implements becoming obsolete. Few says they are unable to meet the expenses related to repairs of tools and machinery. Some complains lack of storage facilities for NTFP. 12 percent expressed difficulties lack of veterinary services for cattle, death of cattle, and deficiency of fodder in the villages. *Income from Assets* : Cent percent of the respondents informed that they generated income from the assets. Those receiving additional income from assets in the range up to 20,000 per annum were 25 percent, those in the range of Rs. 20,001 to 30,000 were 65 percent and only 10 percent respondents earned more than Rs. 30,000 per annum. It is significant to mention that 10 percent of the respondents who are earning more than Rs 30000/- per annum are from ITDA Nilgiri, who are benefited by Honey collection & Processing and Lac Cultivation.

**Impact of the Scheme** : Cent percent of the respondents expressed that they benefited out of the economic support programmes funded out of special central assistance, Significant areas in which the impact of the scheme has been noticed were following :

S.No	Impact of the Scheme	Percentage
1	Money put to domestic use	52
2	Put to savings	20
3	Renovation of old house	7
4	Marriage and other celebrations	15
5	Reduced Labour Days / Time	7

*Happiness with the Scheme* : The respondents were asked to give their opinion about the happiness or otherwise with the scheme after its implementation. It is gratifying to note 100 percent respondents expressed their happiness with the schemes which have been granted for their development since the schemes are economically supportive and productive. It is auspicious that schemes chosen by the beneficiary are traditional ones such as NTFP (Honey Processing, Lac Cultivation, Khaliplate Making), Goatery, Horticulture etc which make them more productive. *Benefits received from other than SCA* : The respondents were asked to state the benefits that they have taken out of other schemes implemented by general line departments (out of their own funds and not from special central assistance). 100 percent respondents stated that they have not benefitted from the other schemes. *Liking of Schemes in Future* : The respondents expressed that in future they would be interested in NTFP (Sobai Rope Making /Khaliplate Making/Leaf cup Making/Honey Bee/Lac Cultivation/Rubber Plantation are 60 percent whereas 22 percent of the total respondents expressed interest in Animal Husbandry (Dairy Farm/Goatery/Poultry Farm) and remaining 18 percent expressed interest in Horticulture.

**Non-Beneficiaries Respondents** : In compliance of research design 30 non-beneficiaries were selected from six villages of two ITDAs. *Vocations pursued by the non-beneficiaries* : The occupational classification of the non-beneficiaries reveals that 40 percent among them were Wage Labourers, 33 percent agricultural labourers, 27 percent were cultivators. *Reasons for not receiving benefits under SCA* : On being asked to state the reasons for not receiving any assistance from the special central assistance, 20 percent non-beneficiaries expressed that they were not aware of what the special central assistance was and 33 percent persons mentioned that they had applied to the District Welfare Office and their applications were pending. It is significant to note that 47 percent informants said that they are interested in taking up any schemes. *Aspirations for development* : The non-beneficiaries were asked to give their preference for the schemes that they would like to have in the years to come for their development. 43 percent of them stated that they are not interested in any Schemes. 33 percent respondents were in favor of Non Timber Forest Produce (NTFP) like Sobai Rope Making, Leaf plate and cup Making, Honey collection and processing, Lac Cultivation and Rubber Plantation whereas 20 percent shown interest in Animal Husbandry like Dairy Farm, Goatery and Poultry Farm. Preference for Internal Roads and School Infrastructure was narrated by 3 percent persons.

**Successful Stories :** *Diversion Weir at Kanjia*- The D/W at Kanjia under Kuliana Block was taken out of SCA (IGS) and completed during the year 2009-10 with an estimated cost of Rs. 26,00,000/-. After completion, the Diversion Weir is providing assured irrigation to 104.00 Ac. of land covering 261 nos of Tribal beneficiaries of Kanjia, Chilikani and other nearby villages. The project has the potential of providing irrigation during both Kharif and Rabi. The farmers are able to produce cash crops like Ground Nut, Potato, Wheat, Mustard and other vegetables. *Check Dam Balijoda Balasahi*: A Check Dam at Balijoda Balasahi under Badasahi Block granted out of SCA (IGS) and completed during the year 2009-10 with an estimated cost of Rs. 16,00,000/-. After completion, the Check Dam is providing assured irrigation to 67.00 Ac. of land benefiting 160nos of Tribal beneficiaries of Balijoda, Balasahi and other near by villages. The project has helped the local Tribal to multiply their product annually and improve their financial standard by earning as additional income for their family. *Canal System of Jerky M.I.P*: The Canal System at Jerkey MIP in Sankhabhanga GP under Saraskana Block has been taken out of SCA (IGS) and has been completed during the year 2009-10 with an estimated cost of Rs. 5,00,000/-. After completion, the Canal System is facilitating irrigation to 30.00 Ac. of land covering 50nos of Tribal beneficiaries of Jerkey and other near by villages. The project has helped to the local Tribal to multiply their product annually and increase their financial status. *Vented Causeway Over Siltia Nallah*: The Construction of V.C. over Siltia Nallah on the road from Kusumbandha to Budhikhamari under Bangriposi Block has been taken up out of SCA (IDS) during the year 2009-10 with an estimated cost of Rs. 24,50,000/- . The Project has helped in providing all weather communication to the Tribal village of Kusumbandh, Budhikhamari under Bangriposi Block . This facilitated the day to day movement , marketing and transporting of agriculture goods and forest produce to the local market for sale and purchase resulting in their financial upliftment.

**Conclusions and Suggestions :** A large chunk of the SCA amount is utilized towards providing subsidy for bank linked schemes and/or linked with earmarked grants. Critical gaps

are not identified and bulk of the Special Central Assistance amount is utilized for providing subsidy with the bank linked schemes. Such schemes are not linked and converged with the schemes planned under the Sub-Plan. ITDAs are un-able to play effective role in coordinating the working of line departments like Agriculture, Horticulture, Soil Conservation, Rubber Board as well as line departments like P.W.D., Rural Works Division, Lift Irrigation, and Agro Industries and SC/ST Corporation which are engaged in the raising of productivity levels of tribals. As Minor Forest Produce establishes major role in tribal livelihoods, Plantation of trees species should relate to tribal life style. Funds should be made available to create and protect forest. Skill development/Vocational Education to improve tribal's knowledge on forest management should be promoted. Establish processing units by the Tribal's themselves for example : bottling of honey, LAC Products, SAL, AMLA products and herbal medicines. Programmes and schemes under sericulture, agriculture, horticulture and Pisciculture will make them more economically strong. Land Based activities should be the focus. Training programs for ST un-employed Women on Nursing, Medical Laboratory, Tailoring, Computer Training, Beauty Parlor and other Vocational Trainings. Assured irrigation to each and every patch of land owned by tribal should be provided through different kinds of irrigation, such as flow, lift, farm pond, tube well's open wells etc. Agriculture, Soil Conservation Department should prepare different types of schemes for them. A survey needs be undertaken to know the actual position of the BPL and APL among tribals.

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