

profile

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IMPACT EVALUATION OF THE INDIA JHARKHAND-CHHATTISGARH TRIBAL DEVELOPMENT PROGRAMME

Overall positive impact on populations, but complexity in design hindering expected results

India has around 100 million tribal people. The two contiguous states of Jharkhand and Chhattisgarh together are home to 16.25 per cent of India's scheduled tribes, the majority of which still depend on forest-based rural activities. 85 per cent of the rural population in these two states lives under the poverty line (US\$1.25 per day) and both states are in the "alarming" category of the global hunger index. Against this backdrop, the Jharkhand-Chhattisgarh Tribal Development Programme (JCTDP) was approved by the IFAD Executive Board in 1999, with a view to empowering grass-roots associations and enhancing their livelihoods through income-generating activities and increases in production and productivity of land and water resources.

This is the second impact evaluation completed by the Independent Office of Evaluation of IFAD (IOE). It followed a mixed-method approach, combining quantitative and qualitative techniques. Whilst the focus of the evaluation was decisively on assessing impact, it covered all other evaluation criteria adopted by the IOE (i.e. relevance, effectiveness, efficiency, impact, sustainability, gender equality and women's empowerment, innovation and scaling up, and performance of partners).

Based on a rigorous evaluability assessment at the outset of the process, IOE concluded that the available baseline data was unusable, and the quality of data collected during programme implementation was weak. As such, IOE designed the impact evaluation using quasi-experimental methods, and collected extensive amounts of primary data from both the targeted beneficiaries and those who did not benefit from the programme. This allowed the evaluation to determine the impact of the programme using econometric and other techniques (e.g. propensity score matching), as well as to understand the casual links across the programme's results chain.



Tribal woman in Jharkhand sifting rice.

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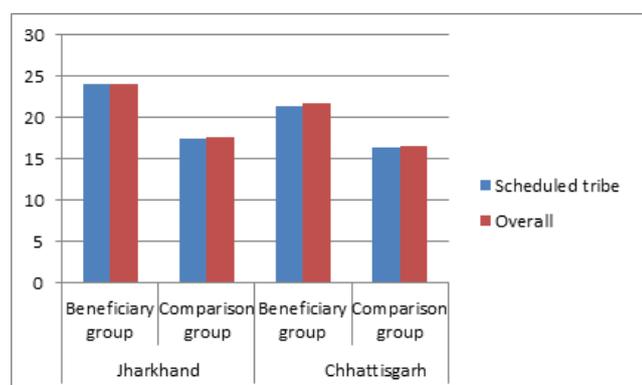
PROJECT DATA (AT APPROVAL)

Project cost: **US\$41.7 million**
IFAD loan: **US\$23 million**
Contribution of the Government: **US\$4.8 million**
Contribution of the cofinancier (Department for International Development-United Kingdom): **US\$10.5 million (as grant)**
Contribution of beneficiaries: **US\$3.4 million**
Executing agencies: **Tribal Development Department (Chhattisgarh) and Welfare Department (Jharkhand)**
Board approval: **29 April 1999**
Loan signature: **13 March 2001**
Loan effectiveness: **21 June 2001**
Project completion: **30 June 2012 (Jharkhand) and 1 January 2010 (Chhattisgarh)**
Loan closing: **31 December 2012**

Main evaluation findings

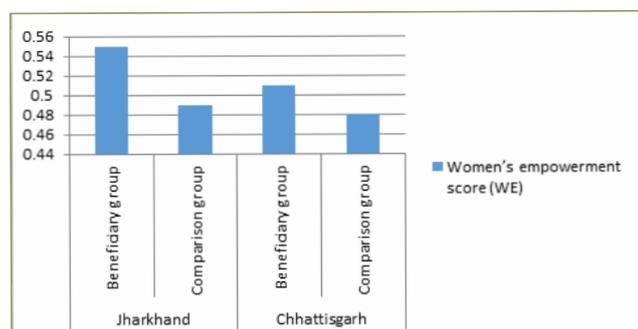
Overall, the evaluation found that the decision by IFAD to finance the JCTDP was appropriate, timely and consistent with the Fund's mandate, especially taking into account that the two states have high proportions of tribal communities and scheduled castes. This reflects the continued commitment to tribal development of both IFAD and the government. The programme had positive impact on the target groups, although the magnitudes of impact were less than anticipated. At completion, less people within the target group were living under the poverty line (US\$1.25), as compared to those the programme did not support. Similarly, members of the target group had higher monthly incomes and paddy productivity.

Household monthly income (US dollars)



The programme had also positive results in terms of community mobilization and women's empowerment, and microfinance development. It managed to establish land and water structures, arrange on-farm activities and organize various types of technical and awareness trainings.

Women's empowerment score (WES)*



* WES is a composite indicator to measure the level of holistic women empowerment: (i) autonomy and authority in decision-making with respect to the financial and intra-household decision-making process; (ii) group membership in village-level institutions and leadership; and (iii) comfort in raising voice against social and domestic issues.

However, its complex design with many activities, covering two states under one loan, created challenges in implementation, constraining long-term impact and sustainability, for instance in terms of food security and improved livelihoods. Limited results are partially attributable to the fragility context of the two states and inadequate convergence with domestically-funded national schemes in agriculture and rural development. Besides, more attention to diversification of the productive base of the rural poor, taking into account the heterogeneities of the different groups and their specific requirements, and a sharper targeting would have also contributed to enhanced results.

Finally, the evaluation noted that the programme design included some interesting innovations, such as the creation of dedicated tribal development societies in each state for programme implementation. On the whole, however, IFAD could have taken a more proactive approach to identifying pathways for scaling up some of the positive features of the programme.

Key recommendations

- **Design for context:** Projects in general should be continuously exposed to adjustments in design that take into account changing context or the introduction of new operational corporate policies. This should be done especially for projects that have not yet crossed their mid-point in implementation. For example, in the case of JCTDP, a fragility analysis should have been the standard practice of design. Projects covering two states should not be financed under one loan, unless there is a clear integration strategy.
- **Convergence with government programmes:** All projects should clarify how aligned they are with the government priorities and programmes in the agricultural sector. Concerned technical ministries at the central level should also participate in the design of projects and be involved in their implementation.
- **Sustainability strategy:** All projects should be designed to ensure better sustainability of net benefits. An exit strategy shall always be explicitly formulated, which would clarify the roles and responsibilities of national and state governments, IFAD, communities and other partners.
- **Monitoring and evaluation (M&E):** All projects should be designed on a theory of change to ensure better outcomes and facilitate M&E activities. Baseline surveys should be undertaken as soon as possible, which would include proper treatment and comparison groups.

Further information:

Independent Office of Evaluation of IFAD, Via Paolo di Dono, 44, 00142, Rome, Italy. www.ifad.org/evaluation; email: evaluation@ifad.org.