

Terminal Evaluation of Adaptation Fund Project

Building Adaptive Capacities of Small Inland Fishers for
Climate Resilience and Livelihood Security, Madhya Pradesh, India





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and Livelihood Security, Madhya Pradesh, India

Submitted by

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Acknowledgments

This terminal evaluation study of the Adaptation Fund-supported project titled “Building Adaptive Capacities of Small Inland Fishers for Climate Resilience and Livelihood Security, Madhya Pradesh, India”. was carried out with the objective of assessing the impact, effectiveness, efficiency, and sustainability of the interventions implemented under the project. The project was implemented across 60 ponds in Dhar, Jhabua and Alirajpur district in Madhya Pradesh with the objective of strengthening climate resilience of tribal fishing communities. We are extremely grateful to the Department of Climate Action and Sustainability (DCAS), NABARD, for entrusting us with this evaluation and providing the necessary support and resources to undertake the study.

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We are deeply thankful to the fishers, Panchayat functionaries and community members, and other stakeholders across Dhar, Jhabua, and Alirajpur districts for sharing their experiences and insights during field visits and discussions. Their active participation greatly enriched this evaluation. We hope that the findings and recommendations of this study will contribute towards the strengthening of Adaptation Fund-supported initiatives in reducing vulnerability and enhancing the adaptive capacity of fisheries-dependent rural communities to climate change impacts.

– IIFM Study Team

List of Abbreviations

AF	Adaptation Fund
AFB	Adaptation Fund Board
ADM	Assistant District Manager
AR	Action Reflection
BP	Before Project
CCO	Climate Change Observatory
CIFA	Central Institute of Freshwater Aquaculture
CSO	Civil Society Organisation
DCAS	Department of Climate Action and Sustainability
DDM	District Development Manager
DPR	Detailed Project Report
DSC	District Steering Committee
EE	Executing Entity
FGD	Focus Group Discussion
FF	Fish Farmers
FTL	Full Tank Level
GIS	Geographic Information System
GP	Gram Panchayat
IIFM	Indian Institute of Forest Management
KCC	Kisan Credit Card
KII	Key Informant Interview
M&E	Monitoring and Evaluation
NABARD	National Bank for Agriculture and Rural Development
NDC	Nationally Determined Contribution
NGO	Non-Governmental Organisation
NIE	National Implementing Entity
PPR	Project Performance Report
PRI	Panchayati Raj Institution

RBM	Results-Based Management
SAPCC	State Action Plan on Climate Change
TAG	Technical Advisory Group
TAAL	Towards Action and Learning
ToR	Terms of Reference
USD	United States Dollar

Executive Summary

The project titled “*Building Adaptive Capacities of Small Inland Fishers for Climate Resilience and Livelihood Security, Madhya Pradesh, India*” was implemented with financial support from the AF to strengthen the climate resilience and livelihood security of small inland fishers in the tribal-dominated districts of Dhar, Jhabua, and Alirajpur in Madhya Pradesh. The project was implemented by the NABARD as the National Implementing Entity, while TAAL served as the Executing Entity. The project was implemented from November 2015 to November 2018 with a total approved financial assistance of USD 1,790,500. The terminal evaluation was conducted during October 2025 to March 2026 by the IIFM, Bhopal.

The AF project was designed to address the growing impacts of climate change on inland fisheries, particularly issues such as erratic rainfall, declining water retention, rising temperatures, pond drying, and low fish productivity. The project mainly focused on tribal communities—Bhils and Bhilalas—who depended on agriculture, fisheries, livestock rearing, and wage labour for their livelihoods. The interventions aimed to improve water retention in ponds, promote climate-resilient fish farming practices, strengthen fisheries-based livelihoods, and enhance adaptive capacities of vulnerable tribal communities.

Major interventions under the project included pond deepening, bund strengthening, catchment treatment, fish pass construction, nursery pond and hatchery development, sluice gate repair, fish seed stocking, composite fish culture, fish feed preparation, water quality monitoring, and training programmes on climate-resilient fisheries management. The project also promoted institutional strengthening through formation and support of fisheries samitis and community-based fisher groups for collective pond management and fisheries operations.

The terminal evaluation involved field visits across selected villages in Dhar, Jhabua, and Alirajpur districts. Physical verification of project interventions revealed that many infrastructure activities such as pond deepening, bund strengthening, ghaat construction, nursery ponds, hatcheries, catchment treatment works, and fisheries management practices were still

functional in several villages. Fisheries groups (samitis) were operational in many locations, and villagers continued fish farming activities using fish species such as Rohu, Katla, and Common Carp. Communities also reported increased awareness regarding fisheries management and improved livelihood opportunities through fish farming activities.

The evaluation findings indicate that the project contributed positively toward improving livelihood security and climate resilience among beneficiary communities. In several villages, fish farming generated annual incomes ranging from approximately Rs. 1 lakh to Rs. 2 lakhs, providing supplementary income support to tribal households. Communities also benefited from improved water retention in ponds, better soil fertility due to desilted pond soil, and increased fisheries-related knowledge through training and exposure visits. The project further helped tribal communities gradually transition from traditional fishing practices toward organised aquaculture-based livelihood systems.

The evaluation also highlighted several positive environmental outcomes. Interventions such as pond restoration, catchment treatment, water retention enhancement, and composite fish culture contributed toward strengthening ecological conditions and reducing vulnerability to climate-related risks. The project demonstrated that ecosystem-based adaptation approaches combined with fisheries development can improve resilience of small inland fisheries systems in drought-prone and climate-vulnerable regions.

However, the evaluation identified several challenges and limitations affecting long-term sustainability of project interventions. In many villages, advanced practices such as scientific fish feed preparation, water quality monitoring, and pond temperature regulation were not fully sustained after project completion. Some nursery ponds and hatchery systems were found non-functional during field verification. Communities also reported continued dependence on external support for fish seed, nets, boats, and technical assistance. Low participation of women, inadequate climate change awareness, weak post-project monitoring, and institutional coordination gaps were also observed in several locations.

Based on the document review, field verification, and financial analysis, the overall project performance was rated Marginally Satisfactory (MS), with Outcome 1 rated Satisfactory (S), Outcome 2 rated Marginally Unsatisfactory (MU), Outcome 3 rated Unsatisfactory (U) and 4 rated Marginally Satisfactory (MS). Financial analysis showed that actual expenditure remained below planned allocations across all components. The highest expenditure was on Component 1 which achieved the strongest outcomes through infrastructure-intensive interventions, while the lowest expenditure was on Component 3 corresponding with the weakest performance. This indicated that the project achievements were broadly commensurate with financial utilisation. According to the Executing Entity (TAAL), delayed fund releases and the mismatch between fund flow and the seasonal cycles of fisheries and agriculture constrained implementation, as fisheries operations, pond rehabilitation, and capacity-building activities could only be undertaken during limited seasonal windows.

Overall, the terminal evaluation concludes that the project successfully demonstrated the potential of climate-resilient inland fisheries as an important livelihood adaptation strategy for tribal and vulnerable communities in Madhya Pradesh. The project created useful models for pond restoration, climate-resilient fisheries management, and community-based institutional development. However, limitations such as uneven community participation, dependence on external technical assistance, constraints in long-term financial sustainability, and inadequate post-project monitoring mechanisms were observed. The evaluation findings indicate the need for continuous technical support, community participation, institutional strengthening, long-term monitoring, alignment of fund disbursement with seasonal cycles of fisheries/farming and adaptive management approaches to enhance the scalability and sustainability of climate-resilient livelihood interventions.

01. Project/Programme General Information

Adaptation Fund Project ID	IND/NIE/Food/2013/1
Project/programme category	Regular size project
Country/ies	India
Title of project/programme	Building Adaptive Capacities of Small Inland Fishers for Climate Resilience and Livelihood Security, Madhya Pradesh, India
Type of Implementing Entity	National Implementing Entity (NIE)
Implementing Entity	National Bank for Agriculture and Rural Development (NABARD)
Executing Entities (EE)	Towards Action and Learning (TAAL)
Amount of financing requested (In U.S Dollars)	US\$1,790,500 (in U.S Dollars Equivalent)

02. Project /Programme Timetable

Project Timetable	Expected date	Actual date
Start of Project/Programme Implementation	June 2015	18/11/2015
Mid-term Review (if planned)	Not planned	Not planned
Project/Programme Closing	March 2018	18/11/2018
Final Evaluation	May 2018	31/03/2026

03. Project Components

Component	Expected output	Expected outcomes	Amount (US\$)
Component 1: Adaptive measures to address rainfall variability.	1.1 Ponds identified according to geo-hydrological protocol for fisheries	Outcome 1: Increasing water retention capacity of the tanks as an adaptive measure to address rainfall variability by modifying technical specification of the tanks	9932.13
	1.2 Modified pond design developed and implemented on existing ponds		149107.45
	1.3 Small-scale fish farmers linked to financial support systems to access resources for pond maintenance		1339
Component 2: Building resilience through adaptation of climate resilient technology.	2.1 Catchment treatment plan for each pond prepared and implemented	Outcome 2: Diversification of fish species and temperature regulation of ponds as adaptive measures to warmer climatic regime	71788.62
	2.2 Pond temperature regulating best management practices and greening the pond surrounds		0.00
	2.3 Fish farmers trained in poly-culture, fish culture and making fish seed for composite fish culture available to small-scale aqua culturist		45489.92
Component 3: Building climate resilience through enhancement of adaptive capacity.	3.1 Capacity building of Fish farmers on climate resilient fishing	Outcome 3: Making small pond fisheries climate adaptation resilient through productivity enhancement by capacity building and institutional linkages.	11004.78
	3.2 Fish farmers trained on market analysis of fish and prepare their business plans		8995.0
	3.3. Panchayat representatives trained in climate change factors.		3079
	3.4 Fish farmers made aware on the weather based insurance product for fish culture		0.00

Component	Expected output	Expected outcomes	Amount (US\$)
Component 4: Knowledge generation and management	4.1 Institutional processes for multi-stakeholder learning are established and activated	Outcome 4: Preparing and disseminating evidence based resilient climate change adaptation strategies for inland fisheries for small pond FFs	13666.39
	4.2 Evidence based learning documents prepared for dissemination		14826.57
	4.3 Learning from project disseminated		7936.52
	4.4 Knowledge products developed printed		17576.81
Project/ Programme Execution Cost			143,192
Total Project/Programme Cost			1,651,087
Project Cycle Management Fee charged by the Implementing Entity			139,413
Total Amount of Financing			1,790,500

04. Project/Programme Components and Financing

The financial analysis presents the approved budget and actual expenditure across the project's four components. The project received a total approved financing of USD 1,790,500, of which USD 523,655 was utilised during the reporting period. All financial values in this section are presented in USD, with a conversion rate of 1 USD = INR 60.

Table 1: Project expenditure

Project/ Programme component	Approved (USD)	Actual (USD)
Component 1: Adaptive measures to address rainfall variability	682,000	160,379
Component 2: Building resilience through adaptation of climate resilient technology	619,820	117,279
Component 3: Building climate resilience through enhancement of adaptive capacity	87,080	23,080
Component 4: Knowledge generation and management	118,995	54,006
Project/ Programme Execution Cost	143,192	134,213
Total Project/Programme Cost	1,651,087	488,956
Project Cycle Management Fee charged by the Implementing Entity	139,413	34,699
Total Amount of Financing	1,790,500	523,655



05

Evaluation General Information



The AF supported project titled “Building Adaptive Capacities of Small Inland Fishers for Climate Resilience and Livelihood Security, Madhya Pradesh, India” was implemented in the tribal-dominated districts of Dhar, Jhabua, and Alirajpur in Madhya Pradesh. The project was supported by the AF with approved financial assistance of USD 1,790,500. NABARD acted as the NIE, while TAAL served as the EE responsible for field implementation and community-level coordination. The project officially commenced on 18 November 2015 and was officially completed on 18 November 2018. The project was implemented in the tribal-dominated districts of Dhar, Jhabua, and Alirajpur in the south-western region of Madhya Pradesh, which were identified as highly climate-vulnerable areas under the SAPCC. The project area was predominantly inhabited by Scheduled Tribe communities, mainly the Bhils and Bhilalas, along with traditional fisher communities such as Bhoi, Dheemar, Kevat, Raikwar, Kahar, Mallah, and Nishad communities. These communities largely depended on agriculture, wage labour, livestock rearing, and small-scale fisheries for their livelihoods. The project targeted tribal fishers who traditionally practised capture fisheries and gradually supported their

transition towards organised fish culture and aquaculture-based livelihood systems.

The project involved Gram Panchayats, Fisheries Department officials, local fisheries cooperatives, tribal fisher groups, village samitis, technical experts, and local communities. Local organisations and collectives such as Aajivika Samiti, Samaan Adivasi Samiti, Mahadev Taal Samiti, Lakshmi Mata Samiti, and several other village-level fisher groups played an important role in implementation, operation, and management of fisheries activities.

The major activities undertaken under the project included pond deepening, bund strengthening, catchment treatment, desiltation, fish pass construction, nursery pond development, hatchery development, sluice gate repair, water retention enhancement measures, fish seed stocking, composite fish culture, water quality monitoring, fish growth monitoring, fish feed preparation training, liming of ponds, temperature regulation measures, and skill development of fisher groups. Training and capacity-building programmes were organised for fish farmers on fish farming techniques, climate-resilient fisheries management, fish



Location of Dhar, Jhabua and Alirajpur districts in Madhya Pradesh

feed preparation, water quality testing, use of mahajaal/gill nets, and pond management practices. The project also promoted institutional strengthening through formation of and support for fisheries samitis and tribal fisher groups.



Pond located in Jhabua district

5.1 When, and for how long, the evaluation took place

As part of the project evaluation cycle, the Terminal Evaluation process for the project “Building Adaptive Capacities of Small Inland Fishers for Climate Resilience and Livelihood Security, Madhya Pradesh, India” was initiated in October 2025 and conducted over a period of approximately six months, from October 2025 to March 2026. The evaluation was undertaken by the IIFM, Bhopal, in coordination with NABARD as the NIE, while TAAL served as the EE of the project. The primary objective of the terminal evaluation was to assess overall project performance, effectiveness, sustainability of interventions, and long-term impacts in alignment with the objectives of the AF.

During the initial phase of the evaluation (October to December 2025), the evaluation team conducted a comprehensive review of project-related documents shared by NABARD and TAAL, including project funding proposal, project sanction letter to the EE, agreement with AF and NABARD, project completion summary, and PPR (2015 to 2018). Consultations and discussions were also carried out with NABARD officials and representatives of TAAL.

Field verification and stakeholder consultation visits were conducted over three days, from 16–18 March 2026, across project villages in Dhar, Jhabua, and Alirajpur districts. The villages were selected in consultation with the respective District Development Managers (DDMs) of NABARD, considering local feasibility, accessibility, and coordination requirements to ensure effective field assessment and stakeholder engagement. TAAL facilitated the process by deputing field experts who coordinated with the evaluation team during field visits, helping to streamline data collection and stakeholder consultations. Expert team from TAAL also participated in the field verification process. The field visits enabled physical verification of project interventions including pond deepening works, bund strengthening, hatcheries, nursery ponds, fish passes, catchment treatment measures, sluice gates, and fisheries-related infrastructure developed under the project. The evaluation team also interacted with fisheries samitis, fish farmers, women beneficiaries, village representatives, and other local stakeholders to assess the functionality, sustainability, livelihood impacts, and long-term outcomes of the project interventions at the community level.

5.2 Places visited

Table 2: Villages visited along with their respective dates of visit

District	Villages	Date of visit
Jhabua	Vijaydungri, Dumpada, Gopalpura, Baglavat, Dudhikheda	16th March 2026
Alirajpur	Harswat, Girala, Laxmani, Kharkuva, Machaliya	17th March 2026
Dhar	Panwa, Chikli, Bhamori, Awaldaman, Bhutiyapura	18th March 2026

5.3 Who was involved in the evaluation

5.3.1 IIFM, Bhopal – Terminal Evaluation Agency

IIFM, Bhopal was the principal institution responsible for conducting the Terminal Evaluation of the project during the period from October 2025 to March 2026. IIFM carried out the evaluation process including review of project documents, stakeholder consultations, field verification visits, assessment of project outcomes, sustainability analysis, institutional assessment, and preparation of the terminal evaluation report. The evaluation team undertook detailed field investigations across project villages in Dhar, Jhabua, and Alirajpur districts to assess the effectiveness of climate-resilient fisheries interventions, livelihood improvements, institutional functioning, and long-term impacts of the project on tribal fishing communities.

5.3.2 NABARD – National Implementing Entity (NIE)

NABARD functioned as the NIE for the project. NABARD was responsible for overall project management, financial administration, reporting, coordination with the AF, monitoring of implementation progress, and institutional oversight. NABARD also facilitated coordination among implementing agencies, government departments, and local institutions to ensure smooth execution of project activities. The organisation played an important role in project governance, review mechanisms, and documentation processes throughout the project duration. NABARD also ensured that the terminal evaluation of the project was conducted in a systematic way by assigning the evaluation work to IIFM and facilitating the assessment by sharing the required documents, financial resources and coordination support for the field study.

5.3.3 TAAL – Executing Entity

The field implementation of the project was carried out by TAAL, which served as the EE. TAAL played a central role in mobilising local communities, conducting participatory planning, implementing fisheries-related interventions, organising training programmes, and strengthening fisheries-based livelihoods in project villages. The organisation was actively involved in pond restoration works, pond deepening, bund strengthening, hatchery development, catchment treatment, fisheries training, fish feed preparation training, water quality monitoring, and formation of fisheries samitis. TAAL also coordinated directly with village communities, fisheries cooperatives, and government departments during implementation and supported the project evaluation by providing documents and facilitating field verification.



Field interaction with TAAL and fishers

5.3.4 Stakeholders and Community Participation in the Terminal Evaluation

Gram Panchayats and village-level local governance institutions played an important role in the management of community ponds, pond leasing arrangements, coordination with fisheries samitis, monitoring of fisheries activities, and ensuring community participation during project implementation and terminal evaluation. The evaluation process also involved local fish farmers, women beneficiaries, village leaders, fisheries trainers, technical experts, field coordinators, and community members associated with fisheries activities. Physical verification of project interventions such as ponds, hatcheries, nursery ponds, fish passes, bund strengthening works, catchment treatment structures, sluice gates, and fisheries infrastructure was carried out to assess their functionality, sustainability, and overall project impact.

The primary beneficiaries and stakeholders of the project were tribal communities in Dhar, Jhabua, and Alirajpur districts, particularly the Bhils and Bhilalas, who mainly depended on agriculture, fisheries, livestock rearing, and wage labour for livelihood support. Several village-level samitis such as Aajivika Samiti, Samaan Adivasi Samiti, Mahadev Taal Samiti, Lakshmi Mata Samiti, and Macchlipalan Adivasi Samiti actively participated in pond management, fish stocking, harvesting, maintenance of fisheries infrastructure, and local decision-making processes. Members of these samitis participated in focus group discussions, stakeholder consultations, and field verification exercises during the terminal evaluation process.

5.4 Methodology

5.4.1 Desk Review

The evaluation began with a detailed desk review of all available project documentation and secondary data sources. The following documents shared by NABARD were reviewed in detail:

- Request for project funding from the EE to AF
- Project sanction letter to the Executing Entity
- Agreement between AF and NABARD, Madhya Pradesh
- Project Completion Summary
- Audited Statements
- PPRs (for 2015-16 to 2017-18) containing project overview, financial data, project indicators (with units), rating, and results tracker for the reporting year

Apart from this, TAAL shared some project-related documents with the evaluation team, including:

- Letter to NABARD requesting for evaluation in 2019
- Annexure to the above letter that summarises the project and its learnings
- Annexure A. Replicable learning for successful adaptive practices in small pond fisheries and
- Annexure B. Project update
- PPT of the project that summarises all aspects of the project
- Document of issues related to process of application for patta of tanks
- Discussion papers
 - I. Fish market : Role in increasing production and productivity of fish in Dhar, Jhabua and Alirajpur district.
 - II. Fish diversity : The basis for promotion of fisheries in tribal areas
 - III. A GIS based index tool for the selection of ponds for fishers
 - IV. Planning for pond restoration: Adopting a pond habitat approach

5.4.2 Stakeholder Mapping

Key stakeholders involved in the project included the AF as the funding agency, NABARD as the NIE, and TAAL as the EE responsible for field-level implementation and community mobilisation. The Department of Fisheries, Government of Madhya Pradesh, Gram Panchayats, and local governance institutions also played important roles in technical support, pond leasing arrangements, fisheries management, and coordination of project activities across the project districts of Dhar, Jhabua, and Alirajpur.

During project implementation, several village-level fisheries groups and community institutions such as Aajivika Samiti, Samaan Adivasi Samiti, Mahadev Taal Samiti, Lakshmi Mata Samiti, and Macchlipalan

Adivasi Samiti were formed and strengthened with support from TAAL and fisheries-related departments. These institutions played an important role in pond management, fish stocking, harvesting, maintenance of fisheries infrastructure, livelihood promotion, community participation, and climate-resilient fisheries management. The project mainly worked with tribal fisher communities including Bhils and Bhilalas, who depended on agriculture, fisheries, livestock rearing, and wage labour for livelihood support. Other important stakeholders included fish farmers, women beneficiaries, technical experts, fisheries trainers, local NGOs, researchers, and other community members who contributed to project implementation, training, knowledge dissemination, and evaluation processes.

5.4.3 Data Collection

Data were collected on the indicators for outputs under each project outcome specified in the results frameworks for the projects. Change in the indicator on completion of the project was compared with the baseline values. The data sources for verification included various project documents, development plans, minutes of meetings etc along with field visits and interactions with the stakeholders.

Sampling was based on a purposive sampling approach, covering around 40 percent of intervention locations. The list of implementation villages was compiled from the Project Performance Reports (2015–2018), where these villages were identified as project intervention locations. It had been eight years since the

project was completed. Due to the limited field presence of the EEs and lack of support in the project areas at present, we faced difficulties in selecting villages. During the initial planning stage, some project documents and field-level logistical information were not readily available to the evaluation team. Eventually the villages for field visits were identified with the help of the respective DDM of NABARD who provided us with the village list selected based on the feasibility of conducting the data collection exercises for field verification. During the field visits, representatives from TAAL also participated in the field verification process and assisted in physical verification of available project documents.

Table 3: List of villages selected for field data collection

District	Number of implementation villages	Villages selected for field visit
Dhar	12	Panwa, Chikli, Bhamori, Awaldaman, Bhutiyapura (5)
Jhabua	12	Vijaydungri, Dumpada, Gopalpura, Baglavat, Dudhikheda (5)
Alirajpur	15	Harswat, Giral, Laxmani, Kharkuva, Machaliya (5)

The evaluation adopted a mixed-methods approach to data collection, combining quantitative and qualitative techniques. Quantitative methods included beneficiary surveys, site observations, and physical verification of interventions and documents. Qualitative methods employed participatory tools such as Focus Group Discussions (FGDs), Key Informant Interviews (KIIs), and case studies to capture lived experiences. The data collection in

each village was initiated with an FGD. Each FGD involved 15-30 project beneficiaries. Care was taken to ensure adequate representation of gender and vulnerable groups in the FGD process, thereby strengthening the inclusivity and validity of findings. Project-related documents and registers (agenda, minutes of meetings etc) maintained by the EE (TAAL) were examined to cross-check the activities carried out.

Key informants and individual beneficiaries were identified for further interviews during the FGD. The interviews were focused on individual perceptions on the benefits and impacts of the project and the challenges

faced in accessing the benefits. Further the important physical assets created in the project as mentioned during the group discussions (fish ponds, nurseries, patta scheme, fish feed preparation, plantation surrounded by ponds etc) were visited to verify the effectiveness of the activities.

Key informants also included representatives of the EE (TAAL), and their expert team including fisheries expert, technical expert, civil engineer and DDM, NABARD from respective districts who were interviewed to understand the factors behind success/ failure of project activities and challenges and constraints faced while implementation.



Focus group discussion with beneficiaries



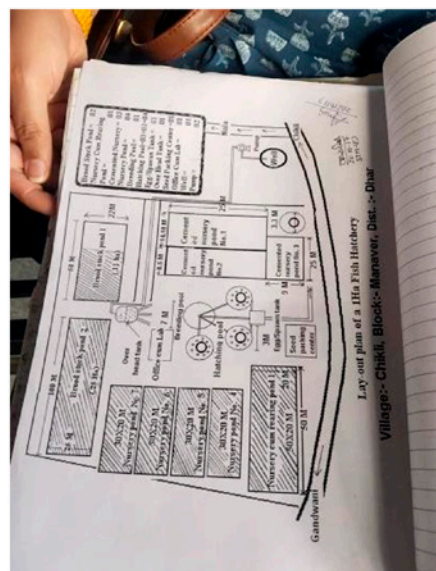
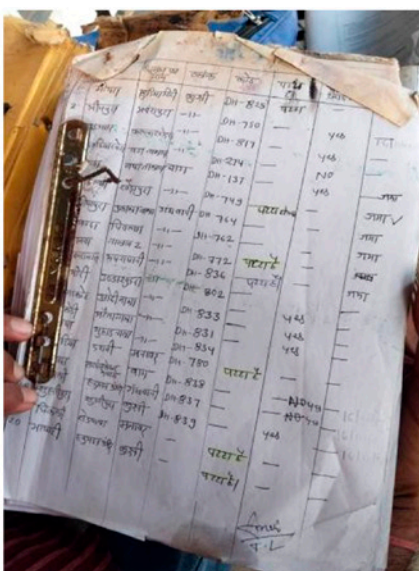
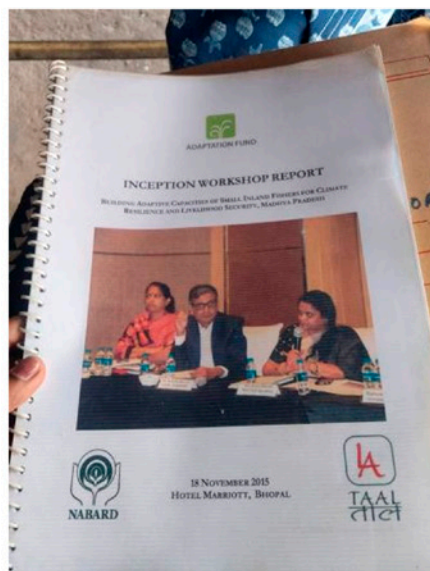
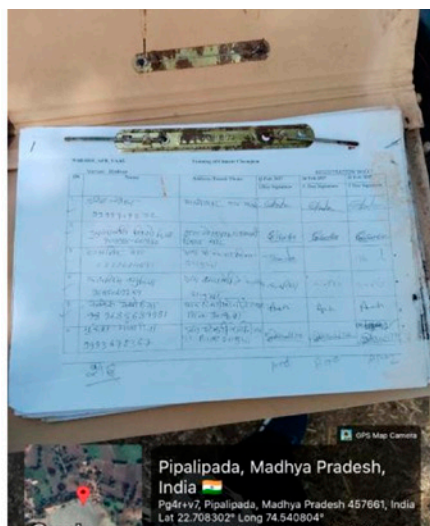
Field interaction with project beneficiaries



Interaction with members from TAAL



Physical verification of the nursery hatchery in Jhabua



Document verification



Fish catching nets and soil bunding



Field bunding & pond clearing

5.4.4 Data Analysis

Quantitative data were analysed using descriptive and comparative statistics to assess progress between baseline and endline indicators. Qualitative data were examined through thematic coding to draw out key patterns and lessons. Triangulation of findings across data sources and methods was used to enhance the robustness and reliability of conclusions.

5.5 Evaluation key questions

The evaluation addressed a set of key questions designed to assess relevance, effectiveness, impact, sustainability, and efficiency. Specifically, it examined:

1. To what extent have project objectives and intended outcomes been achieved;
2. The effectiveness of interventions in enhancing the resilience of communities and ecosystems;
3. The sustainability of project benefits beyond the Adaptation Fund financing period;
4. The inclusiveness and participatory nature of project processes, particularly for women and vulnerable groups; and
5. The lessons that can inform the design and implementation of future AF-supported and national adaptation programmes.

The interview schedules are enclosed as Appendix 1

5.6 Limitations of the terminal evaluation study

The terminal evaluation also faced several constraints as detailed below:

- The evaluation was conducted nearly eight years after the completion of the project, which made it difficult to assess community perceptions of the functionality of the project interventions.
- Limited support was received from the Executing Agency during the evaluation process, particularly in the identification and selection of project villages. The agency informed the evaluation team that they no longer had an active field presence and were therefore unable to provide adequate field-level guidance or support. The evaluation team observed a lack of proactive engagement and coordination from the Executing Agency, which affected the overall ease of conducting field verification and stakeholder consultations.
- There were instances where the evaluation team experienced arguments in favour of favourable or positive observation regarding project outcomes. To elaborate on the point, there were persuasive arguments and explanation put forth by both IE team and EE team regarding their perceived failures and success associated with the project. The contradictory/ conflicting accounts provided by the TAAL team and NABARD team on the work carried out (bundling, pond deepening, fish farmers training, plantation etc.) often made the judgement process difficult for the evaluation team. We record this as one of the challenges faced during evaluation. We overcame this challenge by adopting an unbiased, factual and field observation-based, analysis and reporting. In case of contradictory accounts/persuasive arguments, we triangulated using data from our discussion with the stakeholders including fish farmers and gram panchayat representatives, corroborating the verbal evidences with documentary evidences (refer section 8) and physical verification of the pond sites (15 pond sites), nursery ponds (3 nurseries) and hatcheries (2 hatcheries).



06

Evaluation Results

The evaluation is based on a review of all relevant documents provided by NABARD & TAAL complemented by insights gathered during field visits, which were used to verify the findings. For each component, the rating was first done at field site level based on the field data collected and was then extrapolated to the component level on the basis of the frequency of rating. Consistency between documented evidence and field-level observations were also considered while assigning the rating.

The criteria for the rating scale are presented in Table 4 and the evaluation results are described in Tables 5 to 8.

Table 4: Description of rating scale

Highly Satisfactory (HS)	Project actions/activities planned were completed on track or exceeded expectations in achieving all major outcomes/outputs, without major shortcomings. The project could be presented as a “good practice”.
Satisfactory (S)	Project actions/activities planned were completed on track and achieved most major outcomes/outputs, with only minor shortcomings.
Marginally Satisfactory (MS)	Project actions/activities planned were completed on track and achieved most major relevant outcomes/outputs, but with either significant shortcomings or modest overall relevance.
Marginally Unsatisfactory (MU)	Project actions/activities planned were not completed on track to achieve major outcomes/outputs, owing to major shortcomings, and only some major outcomes/outputs were achieved.
Unsatisfactory (U)	Project actions/activities planned were not completed on track to achieve most major outcomes/outputs.
Highly Unsatisfactory (U)	Project actions/activities planned were not on track and failed to achieve, and were not expected to achieve, any of the intended outcomes/outputs.

6.1 Evaluation of project/programme outcomes

Table 5: Ratings for project/programme outcomes

S.No.	Key criteria	Assessment dimension	Discussion	Rating
1	Relevance	Alignment with AF goals & national priorities	▶ The project is highly aligned with the AF goals, particularly in enhancing climate resilience and adaptive capacity of vulnerable communities. It directly addresses climate risks such as rainfall variability, increasing temperatures, and extreme weather events affecting inland fisheries ▶ The interventions such as pond modification, water retention enhancement, and climate-resilient fish culture practices demonstrate strong alignment with AF's focus on adaptation and livelihood security. ▶ In terms of short- to medium-term outcomes, the project successfully introduced adaptive practices including composite fish culture, pond deepening, fish pass construction, and capacity building of fishers, which helped reduce fish mortality and improve productivity	HS

S.No.	Key criteria	Assessment dimension	Discussion	Rating
			▶ Field evidence shows that fishers were able to generate annual incomes of ₹1–2 lakhs from fish farming, indicating tangible livelihood improvements ▶ For long-term impacts, the project contributes to sustainable fisheries development by promoting institutional strengthening, skill development, and ecosystem-based adaptation approaches. It also enhanced resilience in drought-prone regions by diversifying rural livelihoods and reducing dependency on climate-sensitive agriculture	
2	Effectiveness	Actual outcomes vs. objectives	▶ The project achieved several intended outcomes such as pond deepening, bund strengthening, hatchery and nursery pond development, and introduction of climate-resilient practices (composite fisheries, liming, fish feed, etc.). ▶ These interventions improved fish survival, productivity, and income generation in many villages (e.g., ₹1–2 lakh annual income reported in some cases). ▶ Capacity building and training enhanced fishers' skills and awareness, and adoption of improved practices reduced fish mortality and increased productivity. ▶ However, effectiveness was partially constrained due to limited awareness in some villages, incomplete adoption of practices (e.g., feed preparation, plantation), and institutional challenges in terms of limited support from concerned government departments. Only one nursery pond was developed (in Jhabua) against the proposed number of two and the nursery and hatchery which developed is currently nonfunctional. ▶ The project promoted water quality monitoring through regular assessment of pond parameters such as temperature, pH, and dissolved oxygen. Temperature regulation measures, including greening of pond surroundings, were also introduced; however, their long-term adoption was patchy.	S

S.No.	Key criteria	Assessment dimension	Discussion	Rating
3	Efficiency	Timeliness, resource use, cost-effectiveness	▶ The project faced significant efficiency constraints, particularly in terms of low financial utilisation and early closure at partial achievement, As per the Project Completion Summary, a total of USD 523,655 was utilised across the four project components, representing approximately 29% of the approved budget. Consequently, around 71% of the allocated budget remained unutilised at the time of project closure. ▶ There were also delays in implementation due to issues such as rejected feasibility reports. During field discussions in Dumpada village, TAAL representatives informed the evaluation team that implementation was delayed because the feasibility report required revision before approval, which affected the timely execution of some planned interventions., ▶ While some cost-effective practices (e.g., use of local materials for fish feed, reuse of pond soil for agriculture) improved efficiency at field level, overall project efficiency remained moderate.	MS
Overall Rating				MS

6.2 Risks to sustainability and progress towards impacts

Table 6: Ratings for sustainability aspects

S.No.	Key criteria	Discussion	Rating
1	Financial and Economic	▶ The project generated positive economic outcomes by enhancing fish production and creating supplementary livelihood opportunities for small inland fishers. Field evidence indicates that fisheries interventions contributed to livelihood enhancement, with several villages reporting annual fisheries income ranging between ₹1–2 lakh, even after the closure of the project demonstrating the potential of climate-resilient pond fisheries to sustain household economic security and local livelihoods. ▶ Long-term financial sustainability remains a concern due to lack of sustained financial linkages, market integration, and continued economic support mechanisms for pond maintenance and fisheries inputs, indicating the need for stronger institutional and financial convergence for sustaining project benefits. ▶ Fishers still face constraints in accessing essential inputs such as fish feed, nets, boats, and credit facilities, constraining scalability and long-term viability. These gaps suggest that while short-term economic benefits are visible, long-term financial resilience is only partially achieved.	MS
2	Socio-political	▶ The project demonstrates strong socio-political acceptance through the formation of fisher groups and community-based institutions (samitis), which enabled collective management of ponds and sharing of benefits. ▶ This participatory approach has strengthened local ownership. However, field observations highlight several socio-political challenges, including intra-community conflicts over resource use, low participation of women in fisheries activities, and low awareness regarding climate change impacts. ▶ Additionally, traditional and caste-based occupational structures influence access to resources and benefits (for eg. dominant caste groups in the area controlled the catch from the ponds, resulting in other caste groups receiving lower benefits, eventually leading to the discontinuation of the fisheries activity by them), potentially leading to inequities. Despite these limitations, the overall social engagement remains positive though inclusivity and awareness need further strengthening.	MS

S.No.	Key criteria	Discussion	Rating
3	Institutional Framework and Governance	▶ The project benefitted from a robust institutional framework, involving NABARD as the implementing agency and TAAL as the executing partner, which ensured structured implementation and technical support. ▶ Capacity-building initiatives, training programmes, and linkages with the fisheries department contributed to institutional strengthening at the local level. ▶ However, several governance-related challenges were identified, including unclear pond leasing mechanisms, lack of formal transfer of technical designs (DPRs) to Gram Panchayats, and weak integration within local governance systems. These issues limit institutional ownership and continuity beyond the project period. ▶ The absence of strong monitoring and coordination mechanisms at the grassroots level further constrains sustainability. Thus, while institutional arrangements were functional during implementation, long-term governance sustainability remains moderate.	MS
4	Environmental	▶ The project has made significant contributions to environmental sustainability and climate resilience. Key interventions such as pond deepening, bund strengthening, catchment treatment, water retention enhancement, and introduction of climate-adaptive fishery practices have directly improved ecological conditions. ▶ The adoption of composite fish culture, liming, water quality monitoring, and nursery pond development has reduced fish mortality, improved growth rates, and enhanced productivity under variable climatic conditions. ▶ These measures effectively address climate-induced risks such as erratic rainfall, temperature rise, and pond drying/flooding. Overall, the environmental dimension shows strong alignment with adaptation goals, indicating that the project has successfully strengthened resilience and sustainability.	S

S.No.	Key criteria	Discussion	Rating
5	Uncertainties on Climate Change Impacts (Baselines)	▶ The project operates in a region highly vulnerable to climate variability, characterised by increasing temperatures, delayed monsoons, erratic rainfall patterns, and extreme weather events, which directly affect fish production systems. ▶ While the project introduced adaptive measures to mitigate these risks, there remain significant uncertainties related to climate baselines and long-term projections. Dearth of localised climate data and lack of systematic baseline monitoring constrain the ability to accurately assess long-term impacts. ▶ Additionally, the dynamic nature of climate risks introduces variability in outcomes, particularly in small pond fisheries dependent on rainfall. Therefore, although the project contributes to adaptive capacity, uncertainties in climate projections and baseline conditions moderate the overall impact assessment.	MS
	Overall rating		MS

6.3 Evaluation of processes influencing achievement of project/programme results

6.3.1 Preparation and readiness

The preparation and readiness phase of the project demonstrated a conceptually strong design, grounded in climate vulnerability and livelihood challenges of small inland fishers in Madhya Pradesh. The project was well-aligned with adaptation needs, particularly addressing rainfall variability, water retention, and productivity gaps in small ponds.

A key strength in the preparation phase was the comprehensive contextual assessment, including geo-hydrological considerations, climate risks, and socio-economic vulnerabilities of tribal fishing communities. The project design incorporated scientific pond selection using GIS-based parameters, along with participatory processes at the village level, ensuring contextual relevance and community engagement. This indicates a strong theoretical readiness and alignment with ecosystem-based adaptation approaches.

However, despite strong design readiness, institutional and operational preparedness showed certain gaps. Field-level evidence suggests that:

- Technical designs (DPRs) and guidelines were not adequately transferred to Gram Panchayats,
- Clarity on pond ownership, leasing arrangements, and maintenance responsibilities remained a concern. The evaluation found that roles and responsibilities related to long-term ownership, pond leasing continuity, and maintenance arrangements were not uniformly understood or consistently institutionalised across all visited locations (e.g. Vijaydungr, Baglavat, Panwa, and Laxmani villages).

From a capacity readiness perspective, the project placed emphasis on training, skill development, and handholding of fishers, which is a strong preparatory element. However, field observations indicate that initial awareness and technical understanding among beneficiaries were low, and in several locations, training did not fully translate into practice (e.g., fish feed preparation, water quality monitoring). This suggests that readiness in terms of behavioral and technical adoption required more intensive pre-implementation engagement.

6.3.2 Country ownership

a. Alignment with national policies

The project demonstrates a strong degree of country ownership through its clear alignment with national development priorities, particularly in the areas of climate change adaptation, rural livelihoods, and food security. The intervention was implemented through NABARD as the NIE. The intervention supports the objectives of the NAPCC, particularly the National Water Mission and the National Mission for Sustainable Agriculture, by promoting climate-resilient livelihood systems and sustainable management of water resources. The project is further aligned with the National Fisheries Policy (2020), Pradhan Mantri Matsya Sampada Yojana (PMMSY), and the Blue Revolution Scheme, which emphasise sustainable fisheries development, enhanced fish productivity, and improved livelihoods for small-scale fishers. The project also contributes to the goals of the National Rural Livelihoods Mission (NRLM) and broader tribal development initiatives.

b. Institutional Ownership

Ownership at the institutional level was evident through active involvement of national and local government agencies, particularly NABARD and the Department of Fisheries. The executing agency TAAL worked in coordination with these institutions, for implementation at grassroots level. However, some gaps were observed in full institutional integration, such as delays in transferring technical designs (DPRs) and lack of convergence with Panchayat-level governance systems, indicating partial but evolving ownership.

c. Community Participation

The project strongly emphasised community-level ownership by organising fishers into groups and involving them in planning, implementation, and management of pond-based fisheries. Field evidence shows that Adivasi samitis and fisher groups actively managed ponds, shared benefits, and participated in decision-making, enhancing ownership at grassroots level, although certain inequities in resource access were also noticed. Participatory approaches in pond selection and fisheries management further strengthened local engagement and ensured that interventions were context-specific.

d. Capacity Building

A key component of the project was capacity building through training, handholding support, and exposure visits aimed at strengthening community ownership and technical capacity. Project records and field verification confirmed that beneficiaries had received training on climate-resilient fisheries practices, including composite fish culture, fish feed preparation, water quality monitoring, and fish management techniques. Training registers and beneficiary interactions indicated that exposure and awareness activities were undertaken during the implementation phase.

However, field observations suggested that the long-term adoption and continuation of several promoted practices remained limited. In many locations (Gopalpura, Harswat, Laxmani, Giral and Vijaydungri etc), beneficiaries were no longer practising fish feed preparation despite receiving training, and water quality monitoring activities were not found to be operational during field assessment. Beneficiaries reported constraints related to resource availability, inadequate technical handholding after project completion, and absence of continuous monitoring and institutional support mechanisms. While certain practices such as fish seed stocking and pond management continued where local systems remained functional, the assessment indicates that sustained capacity-building support and follow-up engagement would have been necessary to strengthen long-term ownership and ensure continuity of climate-resilient fisheries practices at the community level.

e. Financial and Operational Ownership

While the project facilitated access to financial support and inputs, achieving full financial ownership at the community level was a challenge. In several cases, communities continued to depend on external inputs such as fish seed, feed, and technical guidance. Furthermore, as per the PCR only USD 523,655 (29%) of the total approved budget of USD 1,790,500 was utilised, which may have constrained deeper community ownership, sustainability, and the scaling-up of project interventions.

6.3.3 Stakeholder engagement

The project adopted a multi-level stakeholder engagement approach involving the implementing agency (NABARD), executing partner (TAAL), line departments (Fisheries Department), local institutions (Gram Panchayats), and community-based groups such as fishers' cooperatives and Aajivika Samitis (livelihood support groups). The engagement process was largely participatory in design, particularly in pond selection, capacity building, and implementation of adaptive practices. Participatory planning at the village level, especially for pond identification and management, contributed to contextual relevance and local acceptance of interventions.

a. Role of Implementing and Executing Agencies

NABARD played a key role in overall project oversight, financial management, and alignment with AF objectives, while TAAL was responsible for on-ground execution, community mobilisation, and technical implementation. TAAL's role was particularly significant in capacity building, handholding support, and introducing climate-resilient fisheries practices such as pond modification, fish seed management, and water quality monitoring in villages in initial phase of project. However, gaps in coordination and delayed implementation reduced the overall effectiveness of stakeholder convergence.

b. Engagement with Community Institutions and Fishers Groups

The project successfully mobilised fishers into community groups (samitis), strengthening collective action in pond management, fish production, and benefit sharing. Capacity-building and handholding support enhanced awareness and adoption of improved practices such as composite fisheries and fish feed management. However, field observations indicated uneven participation, occasional intra-group conflicts, and low involvement of women, which affected equitable

benefit sharing and long-term sustainability. During interactions in Vijaydungri, Harswat, Girala, Laxmani, Awaldaman, Gopalpura, and Kharkuva villages, women's participation in discussions was relatively low, and although project records indicate their involvement in capacity-building activities, their recall of project interventions during the evaluation was inadequate reflecting low ownership.

c. Role of Government Departments and Institutional Linkages

The Fisheries Department contributed through training, provision of nets, and technical guidance, while Gram Panchayats were involved in pond leasing and local governance. However, institutional convergence remained partial. Issues such as unclear pond

ownership, lack of maintenance funds, and weak integration with formal governance systems limited the effectiveness of stakeholder coordination. In some cases, absence of clear institutional responsibility affected continuity of interventions beyond the project period.

6.3.4 Financial management

An analysis of financial statements as per the PPR from 2015-16, 2016-17 and 2017-18 (Table 5) shows that utilisation is significantly less as compared to budgeted amounts. Specifically, 26%, 50% and 42% of the budgeted amount was utilised in 2015-16, 2016-17 and 2017-18 respectively. The actual expenditure increased by 95% in year 2 as compared to year 1 (base year) whereas the increase in year 3 was 62% as compared to base year. The amount spent in year 3 was lower than in year 2. Disbursed amount is 36.9% of the planned expenditure in PPR whereas 106.97% of the disbursed amount was utilised in PPR. Utilisation as percentage of planned expenditure in PPR is 39.48%. As per the PCR, utilised amount (523, 655 USD) as percentage of sanctioned budget (1,790,500 USD) is 29.2%.

Yearwise Analysis

2015-16: The highest percentage of total expenditure was on Component 1 (24.57%) whereas the lowest was on Component 4 (7.2%). We also note that programme execution cost is higher than the expenditures on all other components. Within sub-components, the highest percentage expenditure (about 16%) was on modified pond design. This was followed by 9% of total expenditure on training and capacity building and 7.6% of total expenditure on hydro geological assessment.

2016-17: Year 2 saw a rise in spending on each of the components, as compared to year 1, except Component 3. Expenditure on Component 3 decreased by 38% in year 2. There is an increase in spending on modification of ponds (by 360%), catchment treatment (35.5%), water quality measurement

and maintenance (72%), and meetings of DSC, technical advisory group, meeting on CCO (483%), AR meetings (41.5%), national level workshop (3158%), and awareness (314%). Expenditure on hydro geological assessment (by 68.9%), construction of hatchery units (by 74.8%), meeting of state steering committee (by 86.6%), and process documentation (by 43.3%) was found to decrease.

Highest percentage of total expenditure in year 2 was again on Component 1 (39%), wherein the percentage share of modification of ponds (37.8%) is substantial. In Component 2, the largest expenditure was on catchment treatment (6%). In Component 4, approximately 1% each was spent on meetings of DSC, meetings of

technical advisory group, systematisation, and national level workshop. Aggregate spending on toolkit for practitioners, training manual for fish farmers, toolkit for preparation of business plan and good management practices for climate resilient small-scale fisheries amounted to approximately 6.5% of the total expenditure in year 2.

2017-18: Spending in year 3 was almost double that in year 1. Spending on modification of ponds has increased by 200% as compared to year 1, whereas ratio of spending for year 2 to year 3 is 3:2 for this sub-component. Spending on hydro geological assessment has further declined as compared to year 2. Percentage spent on modification of ponds, though, was still the highest (30.5%). The spending on Component 2 has drastically increased in year 3 (by 275.6%) as compared to base year 1. It was also the highest spending across all components in year 3 (43.76%). Majority of expenditure on Component 2 can be attributed to catchment treatment (29.1%). In year 3, expenditure on Component 3 is negligible (shown as negative). There was an increase in spending on Component 4 by 78% as compared to year 1 although the spending was less compared to year 2. Major subcomponents on which spending has increased include meetings of state steering committees, meeting of CCO, and process documentation. Around 8% of total expenditure is on Component 4, with the subcomponents with largest spending being process documentation and national level workshop.

We note that project execution costs form a substantial component of total spending in each year, although it shows a declining trend over three years. We also note that steadier spending was made on Component 1 over 3 years. However, the weight of expenditure shifted from hydro geological assessment in initial years to modify ponds in later years. The expenditure on Component 2 over 3 years was fluctuating – moderate in the first year, followed by a decrease in year 2, and then a drastic increase in year 3. Most of the expenditure towards Component 2 can be attributed to catchment treatment along with a smaller fraction attributed to construction of hatchery units and water quality measurement. Expenditure on Component 3

declined consistently with 16% of total in year 1 to almost nil in year 3. Expenditure on Component 4 ranged from 7% - 15% of the total expenditure.

We notice that there has been no expenditure or close to zero expenditure on some subcomponents during the three years. These include modification of insurance products, oxygenation, polyculture fingerling support, feeding micronutrients, transportation of fingerlings, marketing and infrastructure support, linkages with financial services, insurance coverage, meeting of state steering committee, systematisation, and development of policy briefs. Over the three years, actual expenditure was lower than the budgeted expenditure with a few exceptions. These exceptions, found in year 2, include mostly sub components from Component 3 and Component 4, and subcomponent nursery unit (Component 2).

Overall highest cumulative expenditure was on Component 1 whereas lowest cumulative expenditure was on Component 3. Component wise actual expenditure (cumulative) as percentage of total (cumulative) budgeted amount is 12.9%, 9.4%, 1.8% and 4.3% for Components 1, 2, 3, and 4 respectively. The financial analysis indicated that actual expenditure remained below the planned allocations across all four project components during 2015–16 to 2017–18. As per the explanation on challenges related to fund utilisation provided by the EE (TAAL) delayed and lower-than-requested fund disbursements constrained the implementation of planned activities. TAAL attributed lower financial utilisation to the delayed release of funds and asynchronisation between the planning of activities and the flow of funds to the seasonal cycle of fisheries and farming. Fisheries interventions were aligned with the annual production cycle, with fish seed stocking during June–July and harvesting in December–January. Similarly, physical works on ponds and surrounding areas could only be undertaken after crop harvesting and the utilization of pond water for agriculture and fisheries, leaving a limited implementation window. As most beneficiaries were both farmers and fishers, capacity-building activities and fund flow also needed to be synchronized with these seasonal constraints.

Table 5: Component-wise Budget and Expenditure Analysis (2015-18)

Components	Output	2015-16 (As planned in PPR)	2015-16 (Amount uti- lised by EE)	2016-17 (As planned in PPR)	2016-17 (Amount uti- lised by EE)	2017-18 (As planned in PPR)	2017-18 (Amount uti- lised by EE)
Component 1: Adaptive measures to address rainfall variability		202266	26257.83	185134	81602.93	102850	52,517.82
	1.1 Ponds identified according to geo-hydrological protocol for fisheries	10000	8112.67	0	2522.07	0	-702.61
	1.2 Modified pond design developed and implemented on existing ponds	190266	17167.50	185134	79080.86	100350	52,859.09
	1.3 Small-scale fish farmers linked to financial support systems to access resources for pond maintenance	2000	977.67	0	0	2500	361.33
Component 2: Building resilience through adaptation of climate resilient technology		124834	20155.00	158335	21417.40	193378	75,706.14
	2.1 Catchment treatment plan for each pond prepared and implemented	111100	9101.67	149735	12337.94	87912	50,349.01
	2.2 Pond temperature regulating best management practices and greening the pond surrounds	0	0	0	0	10000	0
	2.3 Fish farmers trained in poly-culture, fish culture and making fish seed for composite fish culture available to small-scale aqua culturist	13734	11053.33	8600	9079.46	95466	25,357.12

Components	Output	2015-16 (As planned in PPR)	2015-16 (Amount uti- lised by EE)	2016-17 (As planned in PPR)	2016-17 (Amount uti- lised by EE)	2017-18 (As planned in PPR)	2017-18 (Amount uti- lised by EE)
Component 3: Building climate resilience through enhancement of adaptive capacity		20200	17718.33	6500	11000.53	30880	-5,639.19
	3.1 Capacity building of Fish farmers on climate resilient fishing	11000	10096.67	4000	5007.03	0	-4,098.92
	3.2 Fish farmers trained on market analysis of fish and prepare their business plans	6500	6281.67	2500	4796.17	10000	-2,082.84
	3.3.Panchayat representatives trained in climate change factors.	2700	1340.00	0	1197.33	12300	542.57
	3.4 Fish farmers made aware on the weather based insurance product for fish culture	0	0	0	0	8580	0
Component 4: Knowledge generation and management		29659	7681.67	26990	32638.07	49851	13,686.55
	4.1 Institutional processes for multi-stakeholder learning are established and activated	11058	2916.67	3800	8129.06	22330	2,620.67
	4.2 Evidence based learning documents prepared for dissemination	9418	4403.33	8190	6669.84	7025	3,753.40
	4.3 Learning from project disseminated	500	73.33	4000	4173.91	9851	3,689.27
	4.4 Knowledge products developed printed	8682	288.33	11000	13665.26	10645	3,623.21
5. Management costs		Not available					
Total		376959	71812.83	376959	146658.94	376959	1,36,271.32

6.3.5 Implementing Entity supervision and backstopping

NABARD provided effective supervision and technical backstopping throughout the project, ensuring systematic implementation and facilitating the achievement of project outcomes. A comprehensive monitoring and evaluation framework was established, incorporating regular progress reviews, financial monitoring, and documentation of project activities. Continuous technical support and close coordination with the EE (TAAL), contributed to efficient implementation across the project villages.

For the terminal evaluation, NABARD selected IIFM to conduct an independent assessment and ensured

timely access to all relevant project documents, including progress reports, monitoring records, and village-level information, enabling a comprehensive evaluation. To facilitate coordination during the field assessment, a dedicated WhatsApp group was created by IE, allowing seamless communication among the evaluation team with other stakeholders. This collaborative and well-coordinated approach enhanced the transparency, credibility, and reliability of the evaluation process. Overall, the Implementing Entity provided strong strategic and administrative supervision, ensuring alignment with project objectives and compliance requirements.

6.3.6 Delays in project/programme start-up and implementation

The evaluation of project processes indicates that delays in project start-up and implementation were influenced by a combination of institutional, technical, and field-level constraints. Although the project was formally initiated in November 2015, several preparatory activities—such as finalisation of site selection protocols, coordination between implementing and executing agencies, and mobilisation of community institutions—took longer than anticipated, resulting in a slow initial rollout. In particular, the identification and technical validation of ponds using geo-hydrological criteria, along with participatory processes at the village level, required iterative consultations and approvals, which extended the inception phase. Additionally, administrative challenges such as delayed transfer of DPRs to Gram Panchayats, ambiguities in pond leasing arrangements, and limited convergence among Gram Panchayats, the Fisheries Department, and district-level coordination mechanisms constrained the timely execution of project interventions. These procedural bottlenecks slowed down the operationalisation of activities on the ground, thereby affecting the timely achievement of planned milestones.

During the implementation phase, project delays were further compounded by financial and operational constraints, reflected in relatively low fund utilisation and the decision to close the project at the level of achievements attained rather than pursuing full completion. Field evidence also indicated delays arising from rejected feasibility reports, limited technical capacity, and inadequate post-intervention technical support. Across several project villages, beneficiaries reported that critical needs—including pond deepening, bund strengthening, sluice gate and waste weir repairs, boats, fishing nets, fish seed, fisheries-related training, pond maintenance, and technical guidance—were identified but not addressed in a timely manner. These gaps in follow-up support and delayed delivery of key inputs constrained the sustainability and effectiveness of project interventions. Furthermore, the project operated in geographically remote and socio-economically vulnerable tribal regions, where low awareness, dependence on traditional practices, and competing livelihood priorities slowed adoption of climate-resilient fisheries practices. Other factors such as water availability issues, and local institutional conflicts also contributed to implementation lags.

6.4 Evaluation of contribution of project/programme achievements to the Adaptation Fund targets, objectives, impact, and goal: Elements and ratings

Table 7: Alignment with AF Objective, Goal and Impact

Key criteria	Assessment dimension	Discussion	Rating
Contribution to AF Goal	Alignment with AF RBM framework and core indicators	▶ The project design is strongly aligned with AF priorities, addressing climate risks (rainfall variability, temperature rise, pond hydrology changes) affecting inland fisheries. ▶ Structural and ecosystem-based interventions (pond deepening, bund strengthening, fish pass, catchment treatment) enhanced water retention and reduced climate-induced risks to fish production. ▶ Capacity-building initiatives (polyculture, water quality monitoring, seed management) contributed to improving adaptive capacity of fishers. ▶ Implementation gaps were significant, including low adoption of practices, limited awareness on climate change, and weak participation (especially women). ▶ Monitoring and RBM alignment was partial due to weak outcome-level indicators, inconsistent data tracking, and limited evidence of long-term impacts.	MS
Contribution towards AF Impact	Increased resiliency at the community, national, and regional levels to climate variability and change	▶ The project enhanced hydrological resilience through pond deepening, bund strengthening, and catchment treatment, which improved water retention capacity and reduced vulnerability to rainfall variability and seasonal drying of ponds.	MS

Key criteria	Assessment dimension	Discussion	Rating
		▶ Introduction of climate-resilient aquaculture practices, including composite fish culture (multi-species stocking) and use of fingerlings instead of spawn, contributed to reduced fish mortality and improved productivity under variable climatic conditions. ▶ The project supported livelihood diversification from rain-fed agriculture to aquaculture, thereby reducing climate sensitivity of household income and contributing to income stabilisation. ▶ Establishment of community-based institutional structures (fisher groups/samitis) strengthened collective management of pond resources, improved access to fisheries inputs, and enhanced social adaptive capacity at the local level. ▶ Capacity-building interventions, including training on water quality monitoring, fish culture practices, and pond management, improved technical knowledge and adaptive decision-making abilities of beneficiaries, contributing to long-term resilience building. ▶ Ecosystem-based measures such as catchment treatment, silt removal, and pond ecosystem restoration improved water quality and supported sustainable fish production systems, thereby strengthening ecological resilience. ▶ Despite these contributions, there were gaps in resilience outcomes, as field observations indicate limited adoption of advanced practices (e.g., fish feed preparation, temperature regulation), low climate awareness, and continued dependence on external inputs, constraining long-term sustainability of adaptive capacity gains.	

Key criteria	Assessment dimension	Discussion	Rating
Contribution to AF Objective	Reduce vulnerability and increase adaptive capacity to respond to the impacts of climate change, including variability at local and national levels.	▶ The intervention introduced context-specific physical modifications of water bodies, enabling ponds to function as adaptive assets rather than passive resources, thereby improving their capacity to withstand hydro-climatic stress. ▶ A shift from traditional, low-efficiency practices to managed aquaculture systems was initiated, supporting transition towards controlled and climate-responsive production systems. This reflects a move from reactive coping to planned adaptation. ▶ The project enabled resource optimisation at local level, where water, biomass, and pond ecosystems were managed in an integrated manner, improving system efficiency under climate stress conditions. ▶ However, the transition to fully adaptive systems remains incomplete, as adoption of improved practices is inconsistent and often dependent on external facilitation rather than internalised community capacity. ▶ The project shows insufficient institutional embedding of adaptation practices, with weak convergence with government schemes and lack of long-term support mechanisms, affecting continuity beyond project duration.	MS

Table 8: Rating for project achievements

Output	Indicator	Target	Final achievements (PPR)	Rating (by EA)	Remarks based on field observations
Component 1 : Adaptive Measures to Address Rainfall Variability					
Outcome 1: Increasing water retention capacity of the tanks as an adaptive measure to address rainfall variability by modifying technical specification of the tanks. Overall rating: S.					
Output 1.1: Ponds identified according to geo hydrological protocol for fisheries	% ponds suitable for small-scale commercial fisheries.	100% ponds are being used for small scale commercial fisheries.	a. Geo hydrological assessment of all the blocks under the project area completed b. 60 pond sites finalised c. Completion of baseline of ponds finalised	HS	In villages such as Vijaydungri, Dumpada, Gopalpura, Baglavat and Giral, pond deepening, bund strengthening and FTL marking were observed during field visit.
Output 1.2: Modified pond design developed and implemented on selected ponds	% ponds suitable for small-scale commercial fisheries	100% ponds are being used for small commercial fisheries	a. Maps of all sites selected for finalised b. Work started on 53 of the pond sites	MS	Field observations from Baglavat, Panwa and Bhamori confirmed pond deepening, waste weir repair, ghaat construction and bund strengthening activities under modified pond design interventions
Output 1.3: Small-scale FFs linked to financial support systems to access resources for pond maintenance	% small-scale FF having access to resources for pond maintenance	100% small-scale FF have access to resources for pond maintenance	a. Insurance Information Brochure made and has reached the fisher groups and PRIs	HU	In Awaldaman village, farmers reported having KCC cards, however awareness regarding benefits for fish farming support was found low.
Component 2: Building resilience through adaptation of climate resilient technology					
Outcome 2: Diversification of fish species and temperature regulation of ponds as adaptive measures to warmer climatic regime. Overall rating: MU.					

Output	Indicator	Target	Final achievements (PPR)	Rating (by EA)	Remarks based on field observations
Output 2.1: Catchment treatment plan for each pond prepared and implemented.	% ponds with catchment treatment plan prepared. % ponds with silt load decrease.	60 catchment treatment plans prepared and implemented.	a. Catchment treatment plan of 53 sites started.	MS	In Vijaydungri and Dudhikheda villages, catchment treatment activities such as gully development, bund strengthening and outlet creation were observed.
Output 2.2: Pond temperature regulating best management practices and greening the pond surrounds	% FF adopting best management practices for regulating pond temperature.	100% FF adopt best management practice for regulating pond temperature.	a. Greening of pond surrounds undertaken as part of catchment treatment plan.	MU	In Girala village, palm leaves were used partially for heat protection of ponds, while plantation activities for temperature regulation were not observed in other villages visited.
	% FF adopting technology to decrease likelihood of oxygen deficiency.	two-third FF adopt technology to decrease likelihood of oxygen deficiency.	b. Pond Habitat Plans prepared for 6 ponds c. Water temperature being recorded and monitored.		Nursery ponds, pond cleaning and water quality monitoring practices were reported in villages such as Girala, Dudhikheda and Panwa.

Output	Indicator	Target	Final achievements (PPR)	Rating (by EA)	Remarks based on field observations
Output 2.3 : Fish Farmers trained in poly-culture fish culture and making fish seed for composite fish culture available to small-scale aquaculturist	% FF trained in poly culture fish rearing practices.	100% FF trained in poly culture fish rearing practice.	a. Started in 60 of ponds.	HU	Villagers from Gopal-pura, Harsvat and Laxmani received fisheries training related to fish culture, feed preparation and water quality management.
	% FF having access to different species of fish seed for their recommended fish culture.	100% FF having access to composite fish seeds.			Fish seeds of Rohu, Katla and Common Carp were procured from Sundrail, Dudhi and other centres by villagers in Baglavat, Laxmani and Harsvat villages.

Component 3: Building climate resilience through enhancement of adaptive capacity

Outcome 3: Making small pond fisheries climate adaptation resilient through productivity enhancement by capacity building and institutional linkages. Overall rating: U.

Output 3.1: Capacity building of FFs on climate resilient fishing.	% FF trained in climate resilient training.	100% FF complete all modules of Climate Resilient Fishing.	a) Fishers group trained and are being handheld to conduct and adopt adaptive fishery practices and regular monitoring of growth of fish and water quality.	MS	Fishers in two villages reported receiving training on adaptive fish farming, water quality monitoring and fish feed preparation.
Output 3.2: FF trained on market analysis of fish and prepare their business plans	% FF who completed their training on market analysis and business plan.	100% FF complete their training on market analysis and business plan.	a) Each of the fishers group being hand held and mentored closely to adopt feed practices.	HU	Villagers from Panwa, Dumpada and Baglavat shared information on fish marketing, annual income and local fish sale practices.

Output	Indicator	Target	Final achievements (PPR)	Rating (by EA)	Remarks based on field observations
Output 3.3: Panchayat representatives trained in climate change factors.	% GP representatives trained in climate change factors	50% of GP representatives trained in Climate Change	a) Gram Panchayat representative trained on climate change and natural resources management.	HU	In Bhamori village, Panchayat Sachiv and samiti members were actively involved in fisheries management and pond-related interventions. But not in other villages.
Output 3.4: FFs made aware on the weather based insurance product for fish culture.	% FFs understanding the terms and conditions of insurance product.	100% FFs attend awareness and training on weather based insurance products.	a) Climate indexed insurance customised for small scale fishers launched.	HU	During field interactions, awareness regarding insurance and climate-related risks appeared low among villagers in Dumpada and other locations.
Component 4: Knowledge Generation and Management					
Outcome 4: Preparing and disseminating evidence based resilient climate change adaptation strategies for inland fisheries for small pond FFs. Overall rating: MS					

Output	Indicator	Target	Final achievements (PPR)	Rating (by EA)	Remarks based on field observations
Output 4.1: Institutional Processes for multi-stakeholder learning are established and activated	Membership of Institutions	Key stakeholders represented in institutions	a. DSC constituted in all 3 districts and a total of 8 meetings held b. Two districts has constituted a sub committee comprising of district level official from the Department of Fisheries, Rural Engineering Services and Water Resources to undertake field visit for finalisation of pond sites. The committee has visited all pond sites in these districts.	MS	Samitis were operational in villages including Vijaydungri, Baglavat, Panwa and Laxmani with active participation of community members in fisheries management.
	No of meetings.	Meetings held as per schedule			Community coordination and fisheries-related discussions were reported through samiti-level participation during field visits in multiple villages.
	Presence of stakeholders at meetings.	Two thirds of stakeholders present at all meetings	c. DSC members in one district have monitored works under the project d. 3 meeting of TAG held		Participation of samiti members, Panchayat representatives and fisheries department officials was observed during implementation and monitoring activities.
Output 4.2: Evidence based learning documents prepared for dissemination.	No of learning documents prepared.	3 process reports; 6 AR reports; 3 systematisation reports and 3 policy briefs prepared.	a. 2 years documented b. 2 policy briefs c. First year completed of systematisation	MS	Improved awareness regarding fish farming and water quality practices was reported in some villages (eg. Girala and Harsvat) during field interactions.

Output	Indicator	Target	Final achievements (PPR)	Rating (by EA)	Remarks based on field observations
Output 4.3: Learning from Project Disseminated	No of stakeholders covered for dissemination of project learning.	At least 20 different types of key stakeholders covered.	a. 42 persons oriented and trained on Trends and factors of Climate Change. b. 2 district level CCO formed. Meeting of one CCO held.	MS	Fisheries-related trainings and awareness activities were attended by villagers across Gopalpura, Harsvat, Laxmani and Girala villages.
	No of dissemination events organised.	2 training of CSOs and 2 workshops conducted.	a. Inception workshop held b. One meeting of State Steering Committee held.		Exposure visits and fisheries training programmes were attended by villagers at places such as Sundrail, Doodhi Parvat and CIFA Kalibawri.
Output 4.4: Knowledge Products developed printed	No of document to facilitate training	1 manual and 2 toolkits.	Available during the field visit.	S	Training on fish feed preparation, fish culture and pond management practices was reported in villages such as Vijaydungri and Harsvat.
	No of document to showcase good practices.	1 good Practice document.			Villagers in Panwa, Baglavat and Harsvat demonstrated adoption of improved fish farming and pond management practices during field visit. Additionally TAAL shared knowledge products including discussion papers on fish market, fish diversity, and pond restoration for verification.
	No of documents available in Hindi.	All knowledge products in Hindi.			Training and awareness activities were conducted at village level with participation of local community members and samitis.

6.5 Evaluation of M&E systems: Dimensions and ratings

Table 9: Evaluation of M&E Systems

S. No	Key Criteria	Assessment dimension	Discussion	Rating
1	M&E Plan	▶ Quality and use for adaptive management ▶ Contribution to long-term tracking systems	▶ The project established a reasonably robust M&E system with clearly defined indicators, baselines, reporting mechanisms, and institutional responsibilities. ▶ Regular monitoring and reporting were undertaken through PPRs and project documentation. ▶ Field verification confirmed implementation of several physical interventions and capacity-building activities. ▶ However, gaps were observed in validating long-term outcomes, sustainability of certain adaptation measures, and consistency between reported achievements and field-level evidence.	MS
1.1	M&E Plan-Design		▶ A comprehensive M&E framework was developed during project design, including outcome, output, and activity-level indicators. ▶ The project incorporated quantitative indicators, baselines, targets, milestones, and reporting responsibilities. ▶ The M&E framework was aligned with the Adaptation Fund Results Framework and focused on climate resilience, fisheries productivity, and adaptive capacity enhancement. ▶ However, some long-term adaptation outcomes—such as sustained resilience to rainfall variability, reduced climate vulnerability of fish farmers, and the long-term effectiveness of modified pond designs—were difficult to verify within the project implementation period and would require continued post-project monitoring.	MS

S. No	Key Criteria	Assessment dimension	Discussion	Rating
1.2	M&E Plan – Implementation		▶ Annual PPRs, progress tracking, and periodic reporting were undertaken by TAAL and NABARD. ▶ Low financial utilisation and incomplete implementation of some activities reduced the overall effectiveness of the M&E system in capturing project-wide outcomes.	U
1.3	M&E – Budgeting & Funding		▶ Dedicated provisions for monitoring, reporting, and evaluation were included in the project design ▶ However, the project's low overall financial utilisation (approximately 29% of the approved budget, as per the PCR) limited the full implementation of planned activities and constrained the extent of monitoring, data collection, and evaluation efforts envisaged under the project.	U
2	Indicators	▶ Balance between outputs and outcomes ▶ Inclusion of sustainability and climate-related indicators	The project developed measurable indicators covering pond restoration, water retention, fish production, fish species diversification, capacity building, and institutional strengthening. Strengths: ▶ Indicators were aligned with the project's expected outputs and outcomes and provided a structured basis for monitoring implementation progress and reporting achievements. ▶ The use of baseline values, targets, and means of verification enhanced the clarity and measurability of project results. Gaps observed: ▶ Some indicators focused primarily on tracking activity completion rather than assessing long-term climate resilience and sustainability outcomes. ▶ Indicators related to improved adaptive capacity, reduced climate vulnerability, and sustained fisheries productivity required longer-term monitoring, making verification at project completion challenging. For example,	MS

S. No	Key Criteria	Assessment dimension	Discussion	Rating
			at Kharkuva, only preliminary activities such as pond cleaning and FTL marking were observed, and villagers reported low awareness of project interventions and no active fish farming. Similarly, at Machaliya, the nursery pond and other project-supported structures were not visible during the field visit	
3	Project/ programme baselines	▶ Adequacy of baseline assessment ▶ Use of participatory approaches ▶ Usefulness for long-term impact tracking	Baseline assessments were conducted in all the villages for pond conditions, fisheries productivity, climate risks, and socio-economic characteristics of target communities. Strengths: ▶ Baseline information enabled the establishment of targets and facilitated the monitoring of changes in fish production, adoption of climate-resilient practices, and livelihood outcomes throughout project implementation ▶ The project planned for both baseline and end-line surveys, demonstrating a systematic approach to measuring project achievements and impacts. Gaps Observed: ▶ While baseline data were collected, low financial utilisation constrained the ability to fully demonstrate changes against baseline conditions across all intervention sites. ▶ Variations between reported achievements and field observations at certain locations suggest that baseline-to-endline comparisons for some outcomes should be interpreted with caution	MU

S. No	Key Criteria	Assessment dimension	Discussion	Rating
4	Alignment of Project/ Programme M&E Frameworks to National M&E Frameworks		▶ The M&E framework was aligned with the AF Results Framework and supported national priorities on climate change adaptation, fisheries development, livelihood security, and natural resource management Strengths: ▶ The framework supported key national and state priorities under the NAPCC, SAPCC, National Water Mission, and fisheries development programmes. National Fisheries Policy (2020). ▶ Indicators on pond restoration, water conservation, fish production, and capacity building were consistent with broader climate adaptation and livelihood security objectives. Gaps observed: ▶ No evidence was available on the integration of project M&E data into government monitoring systems. ▶ No formal post-project monitoring mechanism was established to track long-term impacts and sustainability of project outcomes	MS
Overall Rating				MS



07

Conclusions, Lessons Learnt, and Recommendations



7.1 Conclusions

The project “*Building Adaptive Capacities of Small Inland Fishers for Climate Resilience and Livelihood Security, Madhya Pradesh, India*” made important contributions towards strengthening climate resilience and livelihood security among vulnerable tribal fishing communities in Dhar, Jhabua, and Alirajpur districts of Madhya Pradesh. The project addressed key climate-related risks through interventions such as pond

deepening, bund strengthening, catchment treatment, nursery pond development, fisheries training, and community-based fisheries management. These interventions supported adaptive capacities, improved fisheries practices, and contributed towards livelihood enhancement in several locations, demonstrating the potential of climate-resilient inland fisheries in tribal and rainfed regions, as explained below.

7.1.1 Fisheries Development and Climate Adaptation Practices for Livelihood improvement

The project made substantial efforts toward introducing scientific and climate-resilient fish culture practices among tribal fishing communities. Training and handholding activities focused on composite fisheries, pond liming, fish feed preparation, water quality monitoring, growth monitoring of fish, use of fingerlings, and nursery pond management. These interventions were aimed at improving fish productivity while reducing vulnerability to climatic fluctuations such as rising temperatures and erratic rainfall. The evaluation findings suggest that the project generated positive livelihood impacts for participating fishing communities by creating alternative and supplementary income opportunities through fisheries activities.

Field verification findings revealed that beneficiary villages had adopted fish species including Rohu, Katla, Common Carp, and other composite fisheries varieties.

In some villages, communities had also started using nursery ponds and staggered fish stocking methods. Training support from fisheries departments and associated institutions contributed to increased awareness regarding fish culture techniques and pond management practices.

The project further facilitated the transition of tribal communities from traditional fish hunting practices toward organised aquaculture-based livelihoods. Several villagers acknowledged that the project increased their understanding of fisheries management and fish production systems. However, adoption of advanced practices such as scientific fish feed preparation and water quality monitoring were found partial in some villages, indicating the need for longer-term technical handholding and follow-up support.

7.1.2 Nursery Pond Functionality

During the field verification, two nursery pond sites were visited in Dudhikheda village (Jhabua district) and Girala village (Alirajpur district). Although these nursery ponds were established under the project as climate-resilient fisheries interventions for rearing “juvenile fish (Jeera fish)” and improving fish seed survival, both nursery systems were found to be non-functional at the time of evaluation.

Community members reported that the nursery ponds had stopped functioning after the Covid-19 period, and presently no “Jeera fish” production or nursery-based fish rearing activities were being undertaken at either site. Villagers stated that due to discontinuation of operations, they were currently dependent on external sources for procurement of fish seed. This indicates that although the project successfully created fisheries infrastructure, long-term operational sustainability and institutional continuity was not ensured after the project period.

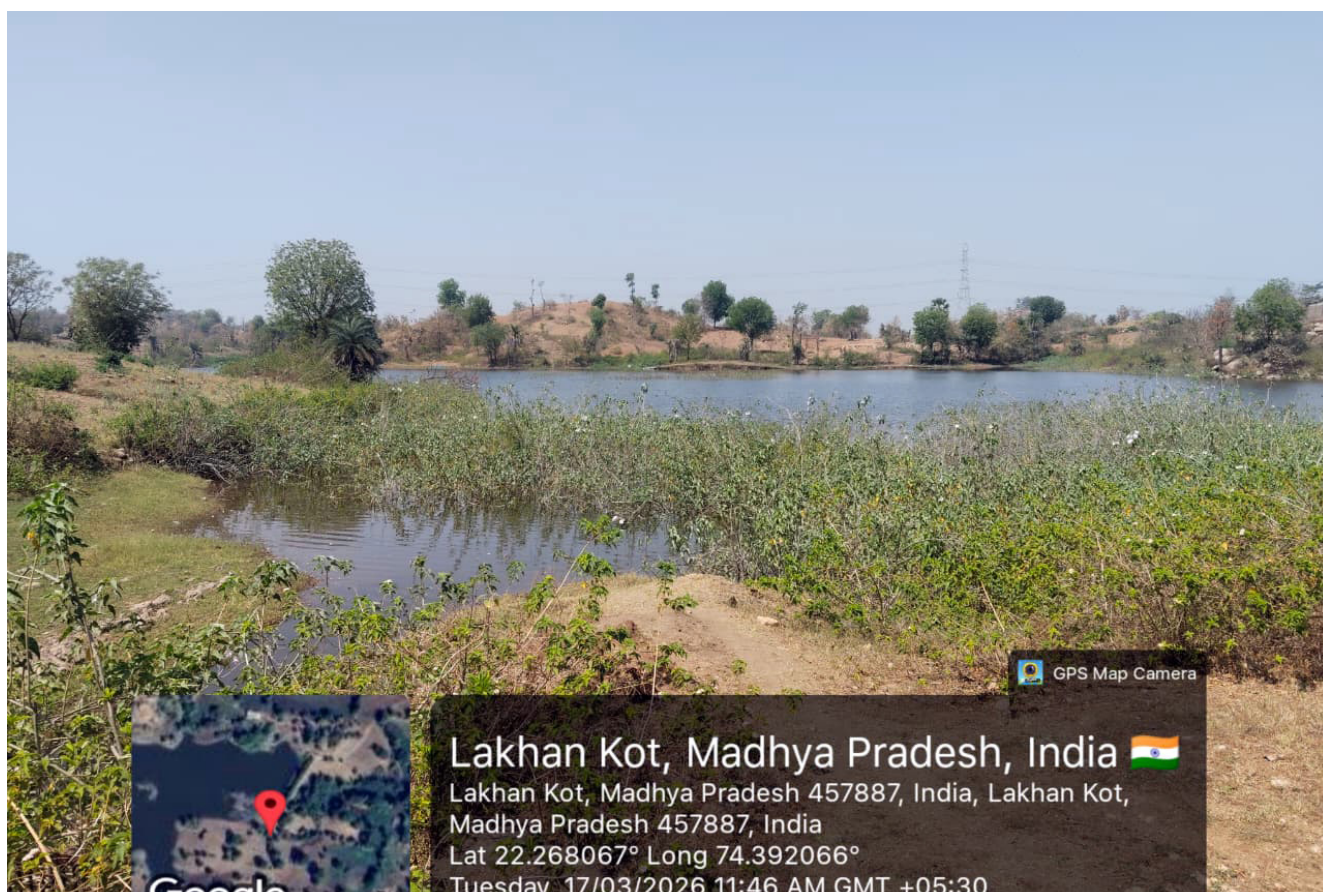




Hatchery in Jhabua district



Storing area of juvenile fishes



Nursery developed in Ali Rajpur district



7.1.3 Capacity Building and Long-Term Knowledge Retention

Interactions with fishing communities indicated that fisheries activities were still being carried out largely through traditional methods that existed prior to project implementation. Only limited adoption of improved practices such as scientific fish feed preparation, water quality monitoring, growth monitoring, and climate-resilient pond management was observed during field verification. In many cases, communities retained only general awareness regarding fish farming, while detailed technical understanding and systematic implementation of climate-adaptive fisheries practices were found to be weak.

These findings suggest that while the project was successful in introducing climate adaptation concepts and creating initial awareness among fishing communities, the continuity and duration of technical handholding may not have been adequate to ensure long-term behavioural change and institutional transformation. The evaluation highlights the need for sustained post-project engagement through refresher training, continuous extension support, practical demonstrations, monitoring mechanisms, and stronger institutional convergence to ensure effective adoption and sustainability of climate-resilient fisheries practices at the community level.

7.1.4 Institutional Strengthening at Local Level

An important contribution of the project was the formation and strengthening of village-level fisheries samitis for collective pond management and fisheries operations. Samitis such as Aajivika Samiti, Samaan Adivasi Samiti, Mahadev Taal Samiti, Lakshmi Mata Samiti, and others played a role in organising fisheries activities, distribution of earnings, and management of leased ponds. In several villages, costs and benefits from fish farming were shared collectively among samiti members, which strengthened community participation and local ownership.

The project also promoted institutional linkages with fisheries departments and training institutions, enabling villagers to access fisheries-related technical knowledge and government support mechanisms. The interventions contributed toward enhancing local adaptive capacity and livelihood diversification among tribal communities that were previously dependent mainly on rainfed agriculture and wage labour.

7.1.5 Ecological and Climate Resilience Outcomes

The project recognised the increasing climatic vulnerability of inland fisheries systems in Madhya Pradesh and attempted to integrate ecosystem-based adaptation approaches into fisheries management. Climate-related risks such as delayed monsoon, increasing temperatures, pond drying, and extreme rainfall events were identified as major threats affecting fisheries productivity and livelihood security.

Interventions such as catchment treatment, pond greening, bund strengthening, and water retention enhancement contributed toward improving ecological conditions around the ponds. In some villages, communities adopted local practices such as partial pond covering using palm leaves for heat protection and use of organic inputs such as cow dung as fish feed. The promotion of composite fisheries also supported ecological resilience within pond ecosystems and reduced dependence on single-species fish culture systems. The project also introduced climate-resilient fisheries approaches including water quality monitoring, fish feed preparation, composite fish culture, pond temperature regulation measures, and climate adaptation awareness initiatives.

However, field observations indicated varying levels of awareness and adoption across villages. While beneficiaries retained knowledge regarding basic fisheries practices and pond management interventions, awareness related to advanced climate-resilient fisheries strategies and climate change impacts remained limited in several locations. Practices such as fish feed preparation and technical monitoring activities were not being sustained in many villages, indicating limited long-term adoption due to inadequate resource availability, weak post-project technical support, and absence of continued monitoring mechanisms.

The project further generated evidence that localised adaptation strategies can strengthen resilience of small inland fisheries systems in drought-prone and tribal regions. The integration of ecosystem restoration with livelihood-oriented fisheries development created a more adaptive model for inland fisheries management under changing climatic conditions.

7.1.6 Overall Project Performance

Based on document review, field verification, and financial analysis, the overall project performance was rated Marginally Satisfactory (MS). Outcome 1 was rated Satisfactory (S) as the project substantially improved water retention capacity through geo-hydrological assessments, pond identification, and pond rehabilitation activities. However, modified pond designs and financial support mechanisms were only partially achieved. Outcome 2 was also rated Marginally Unsatisfactory (MU) because the project successfully implemented catchment treatment, fisheries training, and water quality management activities. Nevertheless, progress in pond temperature regulation and greening interventions remained partial.

Outcome 3 received Unsatisfactory (U) rating as insurance awareness and Panchayat participation were not consistent across all project villages. Outcome 4 was rated Marginally Satisfactory (MS) as the project

established institutional mechanisms and promoted learning, training, and knowledge dissemination. However, strengthening documentation and broader dissemination efforts would have further improved the overall outcomes. Financial analysis showed that most expenditure was concentrated under component/outcome 1 which achieved S rating. The lowest cumulative expenditure was on Component 3 which received U rating showing that outcomes are commensurate with financial expenditure.

7.1.7 Project Sustainability, Challenges, and Replicability

The evaluation identified that the project generated important lessons and replicable learning for climate-resilient inland fisheries development in rainfed and tribal regions. The interventions demonstrated that restoration of existing community ponds combined with scientific fisheries practices and community institution-building can create sustainable livelihood opportunities while enhancing climate resilience.

The evaluation also identified several challenges affecting long-term sustainability. In many villages, communities expressed the need for additional pond deepening, bund strengthening, boats, nets, fish seed support, and financial assistance for fisheries expansion. Limited awareness regarding climate change concepts, partial adoption of technical practices, and low participation of women in fisheries activities were also observed during field verification.

During field verification, it was observed that fisheries practices in the village continued largely through traditional methods, highlighting the need for broader community participation, continuous technical handholding, and stronger women's involvement for long-term sustainability of climate-resilient fisheries interventions. For instance, a woman beneficiary from Vijaydungri village had received training on fish feed preparation under the project. However, due to a long-term injury, she was unable to continue participating in fisheries activities, and the technical knowledge could not be effectively transferred within the wider community. Field observations indicated that several promoted practices, including fish feed preparation and technical monitoring activities, were not being sustained at the community level due to weak post-project support, and inadequate technical handholding.



Plantation surrounding fish-ponds and soil bunding

The project completion documents further indicated that project implementation remained partially incomplete due to delays and lower financial utilisation compared to planned expenditure. Limited women's participation, gaps in climate awareness, market exposure constraints, and operational challenges related to pond management were also observed. Overall, while the project established an important foundation for climate-resilient fisheries development and created practical models that can be scaled through convergence with government fisheries, watershed development, and rural livelihood programmes, sustained institutional support, continuous capacity building, and stronger long-term community engagement would be essential to enhance sustainability and future impact.



FTL (wall construction), soil and rock bunding

7.2 Lessons Learnt

The terminal evaluation of the project generated several important lessons regarding implementation of climate-resilient inland fisheries interventions in tribal and climate-vulnerable regions of Madhya Pradesh. The review of project documents, field observations, and interactions with communities highlighted that integrated interventions combining pond restoration, fisheries infrastructure, institutional strengthening, and climate adaptation practices can contribute positively toward improving livelihood resilience and adaptive capacities of small inland fishers. The evaluation further revealed that long-term sustainability

of such interventions depends not only on creation of physical infrastructure but also on continuous technical handholding, active community participation, operational village-level institutions, and post-project support mechanisms. The findings also highlighted the importance of practical training approaches, women's participation, ecological restoration measures, and stronger institutional coordination for ensuring effective adoption and continuity of climate-resilient fisheries practices.

The following key lessons emerged from the project implementation and field verification process.

7.2.1 Community Participation is Critical for Sustainability

The project demonstrated that active participation of village communities and fisheries samitis is essential for the long-term sustainability of climate-resilient fisheries interventions. Villages where community institutions remained functional showed better management of ponds, fisheries activities, and benefit sharing. Collective ownership and participation improved local engagement in pond restoration and fisheries management activities.

A significant limitation observed during the evaluation was the low participation of women in fisheries activities and inequitable benefit sharing among beneficiary groups. Interactions with nearly 200 beneficiaries across 15 villages, including around 40 women, indicated that women in villages such as Vijaydungri, Harsvat, Girala, Laxmani, Awaldaman, Gopalpura,

and Kharkuva had limited involvement in project activities and were generally hesitant to engage with the evaluation team, suggesting gaps in inclusion and knowledge transfer. Although project documents (e.g., Annexure A: Replicable Learning for Successful Adaptive Practices in Small Pond Fisheries) reported that fish feed preparation training had been conducted, only two women (approximately 5%) recalled participating in or being aware of it. In addition, field interactions revealed challenges in equitable benefit sharing, including beneficiary conflicts over fish harvesting in Gopalpura and income distribution based on individual fish catch rather than collective sharing in Girala. These findings highlight the need for stronger local institutional mechanisms, greater women's participation, and improved awareness on collective governance and equitable benefit-sharing practices.

7.2.2 Infrastructure Development Alone is Not Sufficient

The project successfully created fisheries-related infrastructure such as pond deepening, bund strengthening, nursery ponds, fish pass structures, and catchment treatment measures. However, field observations revealed that physical infrastructure alone could not ensure sustainable fisheries development

without continuous operational and technical support. Some nursery ponds and hatchery systems became non-functional after the Covid-19 period, highlighting the need for stronger post-project maintenance and institutional support mechanisms.

7.2.3 Continuous Technical Handholding is Necessary

Although several technical trainings were conducted on fish culture, composite fisheries, fish feed preparation, water quality monitoring, and nursery pond management, most villagers had limited recollection of the specific technical practices introduced during

the project. Fisheries activities were still being practiced largely through traditional methods in many villages. This highlights that short-duration training programmes alone are insufficient for long-term behavioral change, especially in remote tribal regions.

Sustained handholding, refresher training, demonstration-based learning, and regular extension support are

necessary for effective adoption of climate-resilient fisheries practices.

7.2.4 Climate-Resilient Fisheries Require Integrated Approaches

The project highlighted that inland fisheries adaptation cannot be addressed only through fish production activities. Integration of pond restoration, water retention enhancement, catchment treatment, ecological management, and livelihood diversification

created more resilient fisheries systems. Communities also reported indirect agricultural benefits through use of desilted pond soil in farmlands, demonstrating the wider ecological and livelihood co-benefits of integrated adaptation interventions.

7.2.5 Localised and Community-Based Adaptation Models are Effective

The project demonstrated that localised adaptation models based on existing community ponds and village institutions are more practical and acceptable for tribal communities. Interventions such as fish pass construction, nursery ponds, composite fisheries, and

community-led pond management created useful models for climate adaptation in small inland fisheries systems. These interventions have strong replication potential in similar drought-prone and climate-vulnerable regions of India.

7.2.6. Balanced Financial Investment is Critical for Sustainable Climate Adaptation Outcomes

The project highlighted that timely and adequate utilisation of financial resources is critical for achieving intended outcomes and ensuring the sustainability of interventions. Although sufficient funds were approved, actual expenditure remained significantly below the planned budget, resulting in the partial implementation. While substantial investments were made in physical infrastructure interventions such as pond modification, pond deepening, and catchment treatment under Component 1, activities under Component 3

received low financial support or remained unimplemented. The project performance assessment indicated that better outcomes were achieved under components where financial utilisation was higher. Further the experience also shows that fund release in climate adaptation projects in fisheries and farming sectors should align with the seasonal cycles of livelihood activities, as this was highlighted as major reason for low budget utilisation by EE.



7.3 Case study

7.3.1 Adaptive Fisheries Learning in Harsvat Village, Alirajpur District

Harsvat village in Alirajpur district demonstrated positive community-level adaptation under the project interventions. The village pond supported fish culture activities using Rohu and Katla species. The village level Lakshmi Mata Samiti collectively managed fisheries operations. Villagers reported earning nearly Rs.1 lakh annually from fisheries activities. One of the villagers, Mr. Magan Singh, showed notable interest in improving fisheries practices by learning fish-catching techniques through YouTube and social media platforms in addition to the trainings provided under the project. The village also benefited from pond cleaning, fish pass construction, and fisheries-related trainings. The community still expressed the need for boats, nets, subsidies, and advanced technical support for further strengthening fisheries-based livelihoods.

Mr Magan singh, Harsvat village, Alirajpur

7.4 Recommendations

Based on the review of project documents, stakeholder consultations, and field verification conducted across project villages in Dhar, Jhabua and Alirajpur districts, several recommendations have emerged for strengthening the effectiveness, sustainability, and long-term impact of future climate-resilient inland fisheries interventions. The findings indicate that while the project created important infrastructure, institutional systems, and awareness regarding climate-adaptive fisheries practices, sustained technical and marketing support, stronger post-project engagement, and improved institutional coordination are essential for ensuring long-term community-level adoption and sustainability of project outcomes. The following recommendations are therefore proposed for consideration in future project design, implementation, monitoring, and evaluation processes.

7.4.1 Need for Advance Communication and Coordination During Terminal Evaluation

For future terminal evaluations, IE should inform the EE well in advance regarding the evaluation schedule, field visits, and documentation requirements. Early communication with EE would help ensure timely availability of project documents, village-level information, beneficiary details, and technical records required during the evaluation process.

During this evaluation, it was observed that collection of project-related information, village-level coordination, and retrieval of historical project records became challenging due to the long gap between project implementation and evaluation period. Therefore, future evaluations should adopt a more structured coordination mechanism involving advance planning meetings, nodal contact persons, and clear timelines for document sharing and field facilitation.

7.4.2 Strengthening Post-Project Support and Sustainability

Future climate-resilient inland fisheries projects should incorporate a dedicated post-project support phase of at least one to two years after completion of major interventions. Field observations indicated that several activities, particularly nursery pond operations and technical fisheries practices, gradually declined after project closure and the Covid-19 period. Therefore, continuous technical guidance, monitoring, refresher support, and institutional follow-up are necessary for ensuring sustainability of project outcomes. Clear project closure and exit strategies should also be developed from the beginning of implementation so that village institutions and line departments can continue supporting fisheries infrastructure and community assets after project completion.

The evaluation further highlights the need for regular monitoring and maintenance of fisheries-related infrastructure such as nursery ponds, hatcheries, fish passes, bund strengthening structures, sluice gates, and catchment treatment systems. Long-term operational mechanisms should be developed through fisheries groups and convergence with government schemes to avoid deterioration of community assets after the project period.

7.4.3 Improving Capacity Building and Technical Handholding

The evaluation findings revealed that although several technical trainings were conducted under the project, long-term knowledge retention and adoption of scientific fisheries practices remained limited among beneficiary communities. Most villagers continued practicing fisheries activities through traditional methods and had limited recollection of technical concepts related to climate adaptation, fish feed preparation, water quality monitoring, and nursery pond management.

Future projects should therefore focus on continuous technical handholding rather than one-time training programmes. Practical and demonstration-based learning approaches should be prioritised so that communities can gradually adopt scientific fisheries management practices through repeated exposure and field-level application.

Periodic refresher trainings, exposure visits, and development of village-level fisheries resource persons would further strengthen long-term technical understanding and sustainability of adaptation interventions.

7.4.4 Strengthening Fisheries Infrastructure and Fish Seed Systems

Future interventions should strengthen local fish seed production systems and ensure long-term operational sustainability of nursery ponds and hatchery facilities established under the project. During field verification, both nursery pond systems visited were found non-functional after the Covid-19 period, resulting in increased dependence on external fish seed suppliers. This highlights the importance of creating sustainable operational mechanisms and regular maintenance systems for fisheries infrastructure.

Additional support should also be provided for pond deepening, bund strengthening, ghaat construction, catchment treatment, and water retention enhancement wherever required. Communities across several villages identified the need for boats, fishing nets, harvesting equipment, and financial assistance for fisheries expansion. Therefore, future projects should improve access to fisheries equipment and strengthen linkages with government support schemes and financial institutions.

7.4.5 Enhancing Community Institutions and Women's Participation

The project demonstrated that strong community institutions are essential for sustainability of climate-resilient fisheries interventions. Villages with active fisheries samitis showed comparatively better participation in pond management, fisheries activities, and benefit-sharing mechanisms. Future projects should therefore strengthen fisheries samitis through training on institutional management, financial management, collective decision-making, and long-term maintenance planning.

The evaluation also observed limited participation of women in fisheries-related activities across most project villages. Women were rarely involved in technical training, fisheries operations, or decision-making processes. Future interventions should adopt a more gender-inclusive approach by ensuring active participation of women in fisheries samitis, nursery pond management, fish feed preparation, fish processing, and livelihood-related activities. Greater involvement of women can significantly strengthen household resilience, livelihood diversification, and sustainability of community-based fisheries systems.

7.4.6 Strengthening Climate Adaptation and Ecological Approaches

Future projects should continue integrating ecological restoration measures with fisheries development activities. Interventions such as pond greening, catchment treatment, gully plugging, bund strengthening, and water retention enhancement contributed positively toward improving ecological conditions and resilience of inland fisheries systems. These integrated approaches not only improved fisheries productivity but also generated indirect agricultural and environmental co-benefits for local communities.

Climate awareness programmes should also be strengthened at community level to improve understanding regarding rainfall variability, increasing temperatures, pond drying, and fisheries-related climate risks. Promotion of composite fisheries, climate-resilient pond management, and ecosystem-based adaptation approaches should continue to be prioritised in climate-vulnerable and drought-prone regions.

7.4.7 Improving Institutional Convergence and Monitoring Systems

Future projects should establish stronger convergence with Fisheries Department programmes, watershed development initiatives, MGNREGA, rural livelihood missions, and financial institutions for ensuring long-term sustainability and scaling-up of project outcomes. Improved institutional coordination would support communities in accessing technical services, subsidies, fisheries equipment, and financial assistance beyond the project duration.

The evaluation further highlights the importance of robust monitoring, documentation, and impact assessment systems for climate adaptation projects. Regular field monitoring and documentation of project outcomes are essential for identifying operational gaps, strengthening implementation strategies, and ensuring continuity of adaptation interventions. Future projects should also adopt flexible implementation frameworks and contingency planning mechanisms to address disruptions caused by climatic events, administrative delays, or emergencies such as pandemics.

7.4.8 Streamlining Financial Planning, Fund Release and Utilisation

Future climate adaptation projects should establish stronger financial planning, expenditure tracking, and budget review mechanisms to ensure timely and effective utilisation of approved resources. Further the fund release needs to be aligned with the seasonal cycles so that sufficient funds are available during the narrow windows of farming/fishing operations to ensure effective utilisation. Periodic financial monitoring should be linked with physical progress and outcome achievement to identify implementation bottlenecks at an early stage and facilitate corrective actions. Particular attention should be given to ensuring a balanced allocation and utilisation of funds across infrastructure development, capacity building, institutional strengthening, market linkages, knowledge management, and post-project support activities. While investments in pond restoration and water retention infrastructure generated important benefits, limited expenditure on adaptive capacity building, insurance awareness, market development, and institutional support constrained the long-term sustainability of project outcomes. Future projects should therefore adopt adaptive budget management approaches that allow reallocation of underutilised funds to priority activities and strengthen the overall effectiveness, sustainability, and value for money of climate adaptation investments.



08

References



8.1 Material shared by NABARD

1. Project proposal/ Detailed Project Proposal (DPR)
2. Project Agreement between Adaptation Fund Board and NABARD (2015)
3. Sanction Letter and Project Approval Documents (2015)
4. Audit and Utilisation Statement of Project Funds of Executing Entity (TAAL) for project implementation (2019)
5. Project Completion summary
6. Annual PPRs (Nov 15-Oct 16), (Nov 16- Oct 17), (Nov 17- Nov 18)
7. Term of Reference (ToR)

8.2 Documents shared by TAAL

1. Letter to NABARD requesting for evaluation in 2019.
2. Annexure to the above letter that summaries the project and its learnings:
3. Annexure A. Replicable learning for successful adaptive practices in small pond fisheries and
4. Annexure B. Project update
5. PPT of the project that summaries all aspects of the project.
6. Document of issues related to process of application for patta of tanks
7. Discussion papers
 - I. Fish market : Role in increasing production and productivity of fish in Dhar, Jhabua and Alirajpur district.
 - II. Fish diversity : The basis for promotion of fisheries in tribal areas
 - III. A GIS based index tool for the selection of ponds for fishers
 - IV. Planning for pond restoration: Adopting a pond habitat approach

8.3 List of available project documents maintained by TAAL and verified during field inspection

S. No.	Document Name	S. No.	Document Name
1.	Attendance Register	7.	Training attendance register (both local and external trainings)
2.	Bill Book	8.	Training materials
3.	Measurement Book	9.	AFB fisheries report
4.	Receipt of Equipment	10.	Inception workshop report
5.	Pond maps	11.	Panchayat meeting registers
6.	Register of training programme in climate champion	12.	Layout plan of fish hatcheries

8.4 List of stakeholders/persons consulted

S. No.	Name	ORGANIZATION
1	Mr. Avinash P. Sevalkar (DGM)	NABARD
2	Akhilesh Verma (AGM)	NABARD
3	Mohammad Raneef (Project Manager)	NABARD
4	Mr. Narendra Mohite (DDM)	NABARD
5	Mrs. Saudamini Mainkar (DDM)	NABARD
6	Amod Khanna	TAAL
7	Chitra Khanna	TAAL
8	Mr Namdeo	TAAL
9	Mr Ashok	TAAL
10	Dr Nirmal Biswas	TAAL
11	Mr Rajkumar Meena	TAAL
12	Mr. Hemant	TAAL
13	Community members (approximately 200 numbers) in 15 villages in Jhabua, Dhar and Alirajpur districts	

Appendix- 1

Project Title: Building Adaptive Capacities of Small Inland Fishermen Community for Climate Resilience and Livelihood Security, Madhya Pradesh

Section A: General Information	
Name of Respondent	
Age	
District/Block/Village	
Gender	☐ Male ☐ Female ☐ Other
Role	☐ Fish Farmer ☐ Hatchery Operator ☐ GP Representative ☐ Other (specify)
Size of pond/fishery (if applicable)	acres/hectares

Section B: Climate Resilient Fish Practices			
Question	Before Project	After Project	Rating/ remarks
Have you adopted climate-resilient fishery practices? (Y/N)			
Are you subscribed to weather- based insurance? (Y/N)			
Total household income			
Do you follow revised pond design/selection protocols? (Y/N)			
Are you aware of state policies / practices supporting small-scale fisheries? (Y/N)			

Section C: Adaptive Measures (Rainfall Variability)			
Question	Before Project	After Project	Rating/ remarks
Does your pond retain water for more than 10 months? (Y/N)			
Pond depth in dry season (<1m, 1–1.5m, >1.5m)			
Has silt load in your pond reduced? (Y/N)			
Does your pond have flood protection structures? (Y/N)			
Do you invest in regular pond maintenance? (Y/N)			
Did you access funds for pond maintenance? (Y/N)			

Section D: : Resilience to Warmer Climate			
Question	Before Project	After Project	Effectiveness of intervention (Rate 1-5) / Remarks
Is summer water temperature in your pond regulated?			
Do you practice polyculture? (None, 2-layer, ≥3-layer)			
Do you follow recommended stocking rates?			
Are there functional hatcheries available in your district?			
Have you observed fish mortality in summer?			
Do you use oxygenation technology?			
Have you been trained in polyculture practices?			
Do you have timely access to quality fish seed?			

Section E : Capacity Building & Institutional Linkages

Question	Before Project	After Project	Effectiveness of intervention (Rate 1-5) / Remarks
Have you adopted responsible fishing practices?			
How much increase in productivity has been observed? (<10%, 10–25%, >25%)			
Do you have a written business plan for your fishery?			
Do you have regular market linkages (buyers, cooperatives, traders)?			
Are you part of a formal fishery group/cooperative?			
Do you pay premiums for insurance regularly?			
Does your Gram Panchayat have climate-sensitive plans?			
Have you received training in climate-resilient fisheries?			
Have you received training in market and business planning?			
Are you aware of weather/fisheries insurance options?			

Section F : Knowledge Generation & Management			
Question	Before Project	After Project	Effectiveness (Rate 1-5) / Remarks
Have you participated in adaptation-related trainings/workshops? (How many?)			
Are adaptive strategies available to you?			
Have you accessed/used learning documents/toolkits/manuals?			
Were materials available in Hindi/local language?			

Section G: Reflections

1. What changes have you observed since the project began?
2. Which project interventions have had the most positive impact?
3. What are some of the risks to the sustainability of the impacts?
4. What further support is needed to sustain these changes?
5. Do you have any suggestions on the activities/ processes that could have been improved/ revised in the project?

Appendix- 2

District	Village Name	Physical verification observation
Jhabua	Vijaydungri	Bund strengthening, pond deepening, vegetation cleaning, sluice gate repair, outlet creation, small bund construction, fish feed training provided, patta operational, catchment treatment.
	Dumpada	Pond deepening, gully bunding observed, fish farming activities functional, fish feed purchased from market, patta operational, implementation delay due to rejected feasibility report.
	Gopalpura	Pond deepening, bund height increased using excavated soil, fish farming training observed, sluice gate repair requirement identified, patta operational.
	Baglavat	Pond deepening, bund strengthening, ghaat construction, fish wall construction, fish farming activities active, patta operational.
	Dudhikheda	Hatchery and nursery pond developed, fish pass created, bund strengthening and gully development observed, hatchery operational before COVID.
Alirajpur	Harsvat	Pond cleaning, fish pass creation, fish farming activities functional, canal water availability improved agriculture, fish feed training provided.
	Girala	Pond deepening, bund strengthening, FTL marking, nursery pond creation, periodic fish growth monitoring, use of palm leaves for heat protection observed.
	Laxmani	Partial rock clearance from pond bed, fish farming operational, bund strengthening awareness training received, fish net support observed.
	Kharkuva	Pond site cleaning and FTL marking observed, fish farming not operational, project work incomplete, water scarcity issue noted.
	Machaliya	Pond cleaning, vegetation removal, sluice gate repair, nursery pond claimed, FTL marking observed, fish feed preparation practices reported.

District	Village Name	Physical verification observation
Dhar	Panwa	Nursery pond development, pond cleaning, waste wear/net gate installation observed, fish farming commercially active, patta operational.
	Chikli	Fish farming operational, pond maintained by village labourers, pond deepening soil used for agriculture, no nursery pond observed.
	Bhamori	Waste wear repair, bund strengthening, approach road improvement observed, labour employment reported, drinking water issue noted.
	Awaldaman	Pond cleaning, nursery pond, fish farming active, villagers trained in fish feed preparation, need for waste wear and nets identified.
	Bhutyapura	Pond found dry, well constructed inside pond for irrigation and fish farming, rocky pond bed observed, no training received by villagers.

Annexure- 1

Official Response from the Project /Programme Management Team Regarding the Evaluation Finding and Conclusions and Response from EA

1. TAAL's comments on the evaluation process

1.1 Factually incorrect: The primary beneficiaries of the project have been stated on Page 22 as, "The primary beneficiaries and stakeholders of the project were tribal and traditional fisher communities residing in Dhar, Jhabua, and Alirajpur districts, particularly the Bhils, Bhilalas, Bhoi, Dheemar, Kevat, Kahar, Mallah, Nishad, and Raikwar communities, who mainly depended on agriculture, fisheries, livestock rearing, and wage labour for livelihood support." The primary beneficiaries were only the Scheduled Tribes residing in the three project districts.

Response: This section has been revised according to the comments, and necessary changes have been incorporated.

1.2 Claim disputed: On Page 24 and 31 the report mentions that evaluation team received "limited support from the Executive Agency" and that "The evaluation team observed a lack of proactive engagement and coordination from the Executing Agency, which affected the overall ease of conducting field verification and stakeholder consultations."

Response: Evaluation team sent email requests to TAAL for sharing several key documents including Minutes of Meetings (SSC/DSC/community), End Line Survey Report, technical reports, training reports and materials, published outputs, Quarterly Progress Reports, and the district-wise list of project villages—on 20, 24, and 27 November 2025. But only two documents (Annexure A- Replicable learning for successful adaptive practices in small pond fisheries and a PPT of the project that summarises major activities) were shared with the evaluation team. Further, on 27 November 2025, TAAL informed that all documents had been submitted to NABARD and advised the evaluation team to obtain them from NABARD. Furthermore, when the evaluation team sought suggestions on suitable implementation sites and field visit planning (vide email dated 30 November 2025), TAAL responded that it no longer had a field presence in the project districts and was unable to provide any recommendations. Consequently, the evaluation team had to coordinate with NABARD (vide email on 2 December 2025) to obtain the required documents and village list for planning the evaluation. In view of these circumstances, the report noted that the evaluation team received limited support from TAAL for field planning and coordination. NABARD provided the list of project villages and facilitated the field execution of the evaluation through the respective DDMs. Once the dates of field visits was communicated to TAAL via email on 11 March 2026, names and contact details of the concerned field coordinators were shared with us on 12 March 2026. Further TAAL shared additional technical documents (discussion papers covering key fisheries-related topics, including fish markets and their role in enhancing production and productivity, fish diversity in tribal areas, a GIS-based index tool for pond selection, pond restoration planning using a habitat-based approach, and issues related to the patta application process for tanks) with us in the same mail. TAAL also sent a team of experts and field coordinators during this visit and this has been duly acknowledged in the report.

1.3 Cost of Evaluation: NABARD support to the project was during 2015-18 and the present evaluation has been conducted after 8 years. The Executive Agency mobilised its dispersed

implementation team and bore the expense of the team for their field visit to support the evaluation team at its own cost. All documents were provided to the Evaluation team and TAAL's team carried hard copies of documents to the field to facilitate physical verification wherever possible.

Response: IIFM is not responsible for matters related to these costs, and we are not in a position to determine who should bear them. All expenses associated with the IIFM team's field visits for evaluation were borne solely by IIFM.

1.4. Issue of professional integrity: Page 31 records that "The conflicting / contradictory accounts provided by the TAAL team and the NABARD team on the works carried out often made unbiased judgements very difficult for the evaluation team."

Response: During the discussions, TAAL team informed us that the project had been discontinued abruptly without any valid reason. On the other hand, the NABARD district level team, stated that the project had been discontinued because the planned activities were not being implemented adequately by the Executing Entity. Thus, the evaluation team received two conflicting versions of the same issue from the two parties. The differing accounts indicated a clear disagreement between the two parties. To ensure unbiased judgement, we ensured that the observations in the evaluation report were based on the evidence and information obtained by the evaluation team during the field visit . This is further explained in Section 5.6, 'Limitations of the Study'

1.5. Issue of impartiality: Page 31 records that "There were instances where the evaluation team experienced indirect pressure to provide favourable or positive observations regarding project outcomes."

Response: Based on the field interactions in Vijaydungri, Dumpada, Dudhikheda, and Giral, it appeared that TAAL team emphasised the positive impacts of activities implemented under the project. However, many beneficiaries were unable to recall or clearly describe these interventions. This created a noticeable gap between the implementation narrative presented by the project team and the beneficiaries' recollection of the activities carried out. Based on the comment, the issues faced have been further clarified in Section 5.6 on the limitations of the study.

1.6. Factually incorrect: Page 87 records that the evaluation consulted Amod Khanna. Chitra Khanna and Dr. Astad Pastakia.

Response: We communicated with TAAL team including Chitra Khanna through email and phone. However, based on the responses and overall approach, we did not feel that TAAL were willing to extend the necessary support to the evaluation process. We also had several discussions with Mr. Amod Khanna through phone calls, emails, and WhatsApp to seek clarification and assistance. There was no direct interaction with Mr. Astad Pastakia during the evaluation, he was only copied on emails. The report has been revised accordingly.

1.7. Gaps in stakeholder consultation: Among the list of stakeholder consultations there is no mention of the Government stakeholders, either at the district or the state level even though District Steering Committee and Technical Advisory Groups reports were available with NABARD and TAAL had suggested that the evaluation team access these reports from them (email dated 30th Nov 25).

Response: These reports were not provided to us. IIFM team had requested the IE for

relevant reports through email on 2 December 2025, but the above mentioned documents were not shared with us in response. Consequently, we were unable to consult or review these reports during the evaluation.

1.7.1 Additionally, TAAL has partnered with Central Institute for Freshwater Aquaculture (a Central Government Institute) in conduct of training and as member of Technical Advisory Group at the state level. TAAL had also engage with Rajmata Vijayraje Scindia Krishi University at Indore for conducting testing of soil from the ponds selected under the project. The field team from TAAL was carrying the soil testing reports that were also shown to the evaluation team.

Response: No such documents were shared with the evaluation team during the evaluation. All documents received have been added under Section 8 (References section).

1.7.2 The second critical stakeholder missing from the list of stakeholder consultation are members of Gram Panchayat. The role of Gram Panchayat and Gram Sabha under the project included: (a) approval of pond for lease to the Fishers Committee; (b) approval of the selection of pond under the project; (c) approval of the DPR of the physical works prepared; and (d) conduct of social audit after the works implemented in the Panchayat. This gap in consultation is reflected in the findings and conclusions which will be referred in the second section of this note.

Response: The evaluation team interacted with the Panchayat representative of Bamhori in field and that of Chikli village over the phone. We have incorporated details of this interaction in section 8.4 (list of stakeholders), and in the observations section of the final evaluation report.

1.8 Inadequate time for the field visit- The evaluation team visited 15 villages in three days. During these visits it conducted field observation of physical works and also conducted focus group discussions at the community level.

Response: At the beginning of the evaluation, TAAL provided no support to the evaluation team. As a result, a considerable amount of time was wasted over finalising the list of project villages where field evaluation could be conducted. The final list was eventually shared by NABARD, in consultation with their DDMs based on the feasibility of undertaking field verifications. Owing to these delays, the field assessment had to be completed within short duration because of which very limited time was available for field visits. But the evaluation team ensured that all the projects beneficiary groups and other relevant stakeholders were consulted and available project documents verified in the limited time given.

1.8. Incomplete listing of material shared by TAAL- On page 86 point 8.2 of the evaluation report lists the documents shared by TAAL. The list contains the documents that were shared over mail to the evaluation team.

Response: Pursuant to TAAL's comment, the necessary changes have been made. All documents received have been added under Section 8 in the references section.

1.10 Incorrect depiction of implementation- Page 25 of the evaluation report has a table that has three columns: column 1 has the Name of the District, column 2 Number of Implementation

villages and column 3 Villages selected for field visit. The number of implementation villages under column totals to 39.

Response: The list of implementation villages was taken from the Project Performance Report. In the Project Overview section, the report clearly identifies the villages where the project was expected to have an impact. Accordingly, the evaluation team used this list for selection of villages.

The listed villages were:

Dhar District: Banedia, Kawadia Kheda, Bhutiyapura, Panwa, Pantha, Ratakot, Baledi, Bhimpura, Chikli, Sustipura, Awaldaman, and Banda.

Jhabua District: Dudhikheda, Wagnera, Badkua, Para, Bagaibadi, Dhamni Katara, Khedli, Waglawat, Panki, Doompada, Gopalpura, and Kalapan.

Alirajpur District: Lakshmani, Sejgaon, Girala, Machhliya, Kharkuwan, Kharkhedi, Badi Hirapur, Ublad, Baladmoong, Kanda, Behadva, Bardala, Badi Juari, Ricchvi, Aali, and Khutaja.

2. TAAL's observations on the findings and conclusions

2.1 Factually incorrect- rejection of feasibility reports: Page 35 states that "There were also delays in implementation due to issues such as rejected feasibility reports, and limited technical follow up in some villages."

Response: During the field visit to Dumpada village in Jhabua district, TAAL team member informed the evaluation team that project implementation was delayed because the feasibility report was initially rejected. As a result, several planned interventions could not be implemented at the site within the project timeframe. This issue was highlighted in the findings and explained in relevant sections 6.1 (Table 5: Evaluation of Project/Programme Outcomes).

2.2 The evaluation report does not identify nor does it mention what was the "limited technical follow-up" in the project villages that was conducted.

Response: During the field visit, several discussions with beneficiaries revealed lack of continued technical support post- intervention. For instance, in Vijaydungri need for boat, nets and bund strengthening was not followed up and in Gopalpura requirements of pond deepening, sluice gate repair and technical support were not followed up. Further need for boat, nets and support for fish farming (Harsvat), additional fisheries-related training (Girala and Kharkuva), nets, waste weir and pond maintenance (Awaldaman) and training on pond maintenance (Bhutiyapura) were highlighted as requirements that received limited technical follow-up.

2.2.1 What evidence supports the evaluation's findings of unclear governance mechanisms, weak institutional integration, and moderate governance sustainability despite documented Gram Sabha approvals, pond leasing, DPR approvals, District Steering Committee oversight, and established monitoring processes?

Response:Unclear governance mechanisms: Although the project envisaged strengthening governance through Gram Panchayats, Fishers' Committees, and the District Steering

Committee (DSC), implementation was hindered by delays in land leasing, outdated land records, Gram Panchayat disruptions, and slow administrative approvals. Field observations from, Kharkuva (non-operational patta and no active fisheries), and Machaliya (non-operational patta despite partial works) further indicate that governance mechanisms were not consistently effective across project sites. (Project Completion Summary, Sections 5, 6 and 9).

Weak institutional integration and moderate governance sustainability: The project aimed to strengthen coordination among TAAL, NABARD, the Fisheries Department, Gram Panchayats, and Fishers' Committees; however, limited implementation progress, weak field supervision, and incomplete institutional linkages reduced overall integration. Field evidence from Gopalpura (conflicts within the fishers' committee), Awaldaman (limited awareness of fisheries support schemes despite KCC ownership), Bhutiyapura (absence of fisheries training), and Kharkuva (inactive institutional arrangements) reflects gaps in coordination between project stakeholders and local institutions. (Project Completion Summary, Sections 4, 5, 6 and 9).

The reviewed documents indicate that institutional mechanisms existed during implementation; however, no documentary evidence was available on formal DPR transfer, Gram Sabha approvals, social audits, or DSC meeting records. Therefore, this claim could not be verified from the available documentation.

2.3 Generalisations

2.3.1 What evidence supports the conclusion that clarity on pond ownership, leasing arrangements, and maintenance responsibilities remained limited, and which specific arrangements or responsibilities were found to be unclear?

Response: The conclusion is based on the document review, field verification, Focus Group Discussions (FGDs), and Key Informant Interviews (KIIs) conducted across the sampled villages. During the evaluation, the team assessed the functionality and sustainability of community ponds through interactions with Gram Panchayat representatives, Fisheries Samitis, beneficiaries, and other stakeholders. While operational ponds and fisheries committees were observed in several villages, the evaluation also found that roles and responsibilities related to long-term ownership, leasing continuity, and maintenance arrangements were not uniformly understood or consistently institutionalised across all visited locations including Vijaydungri, Baglavat, Panwa, and Laxmani. This observation has been added to section 6.3.1 of the evaluation report to justify the conclusion

2.3.2 Which financial and administrative processes were assessed, and what evidence supports the conclusion that they were not fully streamlined at the local level?

Response: The conclusion is based on evidence from the Project Completion Summary (2025), and Project Performance Reports (2015–2018), which documented implementation delays, partial utilisation of the approved project budget, and operational constraints affecting timely implementation and overall project efficiency. Administrative processes were not part of our evaluation and necessary changes have been made accordingly.

2.3.3 What field evidence or examples support the finding that beneficiaries required more intensive pre-implementation behavioural and technical engagement?

Response: The conclusion is based on beneficiary interviews, FGDs, training register

verification, and field observations conducted during the evaluation. Although beneficiaries in villages such as Gopalpura, Harswat, Laxmani, Girala, and Vijaydungri reported receiving training, field verification indicated that long-term adoption of several promoted practices such as feed preparation, pond cleaning, fish disease and water quality management etc. was not visible.

2.3.4 What specific resource constraints, technical handholding gaps, and monitoring or institutional support mechanisms were identified during the evaluation, and which agencies were expected to provide this support?

Response: In Harswat (Alirajpur), beneficiaries specifically expressed the need for boats, fishing nets, subsidies, and advanced technical support, while field observations across multiple villages (Vijaydungri, Baglawat, Dudhikheda, Kharkuva, and . Bhamori) found that practices such as fish feed preparation, water quality monitoring, and nursery management were not consistently sustained. Based on these observations, the evaluation concluded that stronger post-project technical handholding and institutional follow-up would improve long-term sustainability. The reviewed project documents indicate that TAAL, as the Executing Entity, was responsible for technical implementation, capacity building, community mobilisation, and handholding. The documents further emphasise that sustained technical handholding, institutional linkages, and fisheries skill development were essential for ensuring the adoption and sustainability of climate-resilient fisheries practices. (Funding Proposal – Part II & Part III; Project Completion Summary – Section A; Annexure A – Learning 1 & Section I; Project PPT – Skilling for Fisheries)

2.3.5 What evidence supports the findings of uneven participation, limited involvement of women, conflicts within beneficiary groups, and inequitable benefit distribution, including the locations and groups where these observations were recorded?

Response: During the evaluation, the team interacted with nearly 200 beneficiaries across 15 villages including around 40 women. In villages such as Vijaydungri, Harsvat, Girala, Laxmani, Awaldaman, Gopalpura, and Kharkuva, women showed very limited participation and were generally reluctant to engage with the evaluation team, indicating weak inclusion in project activities and knowledge transfer. Only two women (approximately 5%) were aware of the fish feed preparation training, despite project records (eg. Annexure A. Replicable Learning For Successful Adaptive Practices In Small Pond Fisheries) indicating that such training had been provided. In Gopalpura, internal conflicts were reported among beneficiaries regarding fish harvesting, while in Girala, income was based on the quantity of fish individually caught rather than equitable distribution among members, reflecting low collective marketing knowledge and unequal benefit sharing within the community.

2.4. Claim disputed: Annexure A, shared with the evaluation team on 24 November 2025, documents the adaptive practices adopted under the project. They have also clarified that fish feed preparation was a value chain intervention and not an adaptive practice. In light of this, could the evaluation team clarify the basis for concluding that adoption of adaptive practices was limited? Was Annexure A considered while reaching this conclusion?

Response: In the report (Annexure A. Replicable Learning For Successful Adaptive Practices In Small Pond Fisheries) and also in the document - PPT on Building Adaptive Capacities of Small Inland Fishers for Climate Resilience and Livelihood Security, Madhya Pradesh shared by TAAL, fish feed preparation has been highlighted as a value chain intervention. During

field verification in (Vijaydungri, Gopalpura, Harsvat, Awaldaman, and Chikli), beneficiaries also referred to receiving such training regarding fish feed preparation; however, in most locations, the practice was not being adopted or sustained. Therefore, the evaluation did not mention fish feed preparation as an adaptive practice, but rather as a project-supported intervention whose uptake and sustainability reflected the effectiveness of knowledge transfer. The conclusion that training did not consistently translate into practice is thus supported by field evidence and beneficiary interactions.

2.5. Rating scale is subjective: Rating scale appears to lack clearly defined and objective criteria for assessing relevance, effectiveness, and efficiency. Could the evaluation team clarify how the ratings were assigned and what specific benchmarks or evidence were used to distinguish between different rating levels and ensure consistency and objectivity?

Response: The rating scale used in the evaluation was based on standard scale which is present in the Project Performance Report (2015-16, 2016-17, 2017-18) and adapted for the project evaluation. The ratings were not assigned arbitrarily but were derived through triangulation of evidence from document review, field verification, beneficiary consultations, and stakeholder interviews. As with most terminal evaluations, the rating scale provides qualitative guidance rather than fixed quantitative thresholds. Therefore, the assigned ratings represent an evidence-based assessment consistent with the available project documentation and evaluation findings.

2.6 Misrepresentation of role- Page 48 of the report states “NABARD, in coordination with the executing entity TAAL, facilitated technical backstopping through training modules, climate adaptation strategies, and capacity-building interventions”. Page 8 of 13 TAAL’s response: NABARD did not facilitate technical backstopping through training modules, climate adaptation strategies and capacity building interventions. No such activities were carried out by NABARD under the present project. Evaluation report does not list any of the materials shared by NABARD relating to training modules, climate adaptation strategies and capacity building interventions.

Response: Necessary changes have been made in response to this comment in (section 6.3.3).

2.7. Could the evaluation explain whether the assessment of budget utilisation considered the actual flow of funds, seasonal implementation constraints, and delays in fund releases before concluding that only 28% of the approved budget was utilised?

2.8 The assessment of Project Execution (PE) costs does not fully consider the cyclical nature of project expenditures, the explanations provided in PPRC-1 and PPRC-2, the declining trend in PE costs, and the outstanding payment due to TAAL. Could the evaluation team clarify whether these factors were considered while assessing the execution costs and drawing the related conclusions?

Response: The financial analysis was conducted based on the PPR-3 (2017–18) and the Project Completion Summary Report, both of which were provided by NABARD. Accordingly, all financial calculations and budget utilisation assessments presented in the evaluation are based solely on the information contained in these official project documents. This has been clearly stated in Section 6.3, specifically Section 6.3.4, of the evaluation report. The reasons for low budget utilisation, as explained by TAAL have been integrated to these sections for providing a rounded understanding of finance related challenges.

Annexure- 2

Terminal Evaluation of Two Adaptation Fund Projects in Madhya Pradesh Terms of Reference

1. Introduction

The Adaptation Fund (AF) was established under the Kyoto Protocol of the UN Framework Convention on Climate Change (UNFCCC). It was established in 2001 at the 7th Conference of the Parties (COP 7) to the UNFCCC in Marrakech, Morocco and was officially launched in 2007. Since 2010, the Adaptation Fund has committed US\$ 878 million to projects and programmes to date, including 127 concrete projects.

NABARD was accredited as National Implementing Entity (NIE) in July, 2012 for accessing resources under Adaptation Fund for India. It is entrusted with overall project screening, implementation, monitoring and fund distribution of the AFB projects in India. NABARD is deploying AF resources to address the needs of building adaptation capacity and enhancing resilience of the vulnerable communities and ecosystems in India. So far, 6 concrete projects under AF are being implemented by NABARD. In accordance with policies and guidelines of AF, the projects supported by AF are required to undergo a Terminal Evaluation (TE) at the end of the project period.

This Terms of Reference (ToR) sets out the expectations for the Terminal Evaluation of the following AF projects in Madhya Pradesh implemented through NABARD:

1. Project 1: Building Adaptive Capacities of Small Inland Fishermen Community for Climate Resilience and Livelihood Security, Madhya Pradesh
2. Project 2: Building Adaptive Capacities of Communities, Livelihoods and Ecological Security in the Kanha-Pench Corridor of Madhya Pradesh

The backgrounds of the projects are given in Annex A.

2. Purpose of Terminal Evaluation

The Terminal Evaluation will assess the achievement of project results against what was expected to be achieved, and draw lessons that can both improve the sustainability of benefits from this project, and help in the overall enhancement of AF programming. The Terminal Evaluation report will promote accountability and transparency, and assesses the extent of project accomplishments. The general Objectives of Terminal Evaluation are:

- To promote accountability and transparency within the AF, and to systematically assess and disclose levels of project or programme accomplishments.
- To organise and synthesise experiences and lessons that may help improve the selection, design, implementation, and evaluation of future AF-funded interventions.
- To understand how project achievements contribute to the mandate of the AF.
- To provide feedback into the decision-making process to improve ongoing and future projects, programmes, and policies.
- To assess the relevance, effectiveness, and efficiency of project design, objectives, and performance.

3. Detailed Scope of the Terminal Evaluation

The Terminal Evaluation will assess project performance against expectations set out in the project's Logical Framework/Results Framework (Annex B). The Terminal Evaluation will assess results according to the criteria outlined in the "Guidance for Final Evaluation of AF Financed Projects ('Evaluation Guidance')"¹.

The Findings section of the Terminal Evaluation report will cover the topics listed in the Evaluation Guidance. An indicative outline of the Terminal Evaluation report is provided in Annex C.

4. Approach & Methodology

The Terminal Evaluation report must provide evidence-based information that is credible, reliable and useful. The Terminal Evaluation team will review all relevant sources of information including the Project Concept, Project Document, Project Inception Report, PPRs, Monitoring Reports, Progress Reports, Meeting Minutes, MIS, and any other materials that the team considers useful for this evidence-based evaluation. The Terminal Evaluation team will review the baseline information and indicators submitted to the AF as part of the project document.

The Terminal Evaluation team is expected to follow a participatory and consultative approach ensuring close engagement with the National Designated Authority (NDA)- Ministry of Environment, Forest and Climate Change (MoEFCC), National Implementing Entity (NIE) – NABARD, Executing Entities, State Government Department and Institutions, direct beneficiaries and other stakeholders.

Engagement of stakeholders is vital to a successful Terminal Evaluation. Stakeholder involvement should include interviews with the relevant stakeholders.

The final methodological approach including interview schedule and data to be used in the evaluation must be clearly outlined in the Terminal Evaluation Inception Report and be fully discussed and agreed between NABARD and the Terminal Evaluation team.

The final report must describe the full Terminal Evaluation approach used and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the evaluation.

5. Timeline and Deliverables

The total duration of the Terminal Evaluation will be approximately 45 days. Tentative Terminal Evaluation time-frame and deliverables are as follows:

S.No	Deliverable	Timelines
1	Inception Report of the Terminal Evaluation	Within 10 days from the date of acceptance of the terms of conditions of the Sanction Letter
2	Draft Terminal Evaluation Reports (separate project specific reports)	Within 30 days after the submission of Inception Report
3	Final Terminal Evaluation Reports (separate project specific reports)	Within 20 days after the receipt of comments from NABARD.

Kindly note that the evaluator is required to incorporate the observations/ comments on the report by the AF regarding the quality and completeness of the final deliverable.

6. TE Arrangements

The principal responsibility for managing the Terminal Evaluation resides with the Department of Climate Action & Sustainability (DCAS), NABARD. The DCAS will contract the evaluator. The Regional Office in Madhya Pradesh will be responsible for liaising with the Terminal Evaluation team to provide all relevant documents and facilitating stakeholder interviews.

7. Team Composition

The members of the evaluation team cannot have participated in the project preparation, formulation and/or implementation (including the writing of the project document), and should not have a conflict of interest with the project's related activities.

The Team Leader should meet the following criteria.

Education

- Master's degree in climate science (adaptation), environment protection, natural resources management or other closely related field.

Experience

- Relevant experience with results-based management methodologies
- Experience applying indicators and reconstructing or validating baseline scenarios
- Competence in adaptive management, as applied to climate change adaptation
- Experience in evaluating projects
- Experience in relevant technical areas for at least 10 years
- Demonstrated understanding of issues related to gender and climate change adaptation; experience in gender responsive evaluation and analysis
- Excellent communication skills
- Demonstrable analytical skills

In order to interact with the project beneficiaries at ground level, team members may consist of qualified professionals versatile in local languages.

8. Payment Schedule

Payment schedule for the Terminal Evaluation is given below:

S.No	Milestones	% of Total Budget
1.	Submission of Inception Report to NABARD	20%
2.	Submission of Draft Evaluation Reports and Acceptance by NABARD	40%
3.	Submission of Final Evaluation Report and Acceptance by NABARD	30%
4.	Acceptance of Terminal Evaluation by AF – after incorporation of observations from AF, if any.	10%
TOTAL		100%





प्रगते: मूलं प्रकृति:

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