

Evaluation Study: The Pradhan Mantri Jan Jatiya Vikas Mission (PMJVM)

EXECUTIVE SUMMARY

Introduction

The *Pradhan Mantri Janjatiya Vikas Mission (PMJVM)* is a centrally funded initiative of the Ministry of Tribal Affairs (MoTA) implemented through the *Tribal Cooperative Marketing Development Federation of India (TRIFED)*. The Mission aims to strengthen tribal livelihoods by combining direct procurement support, value addition, enterprise development, market linkages, and infrastructure creation. It consolidates earlier schemes such as the *Mechanism for Marketing of Minor Forest Produce (MFP) through Minimum Support Price (MSP)* and *Institutional Support for Development and Marketing of Tribal Products*, integrating them under a unified framework to convert tribal gatherers and artisans into sustainable entrepreneurs.

This evaluation, undertaken by the *Indian Institute of Public Administration (IIPA), New Delhi*, assesses the Mission's design and performance across five key dimensions - **relevance, efficiency, effectiveness, impact, and sustainability** - and provides policy guidance for scaling and institutional improvement. The study is grounded in both quantitative and qualitative evidence drawn from field surveys, focus group discussions, key informant interviews, and analysis of TRIFED's and MoTA administrative data.

Objectives of the Evaluation

The study's objectives, as outlined in the Terms of Reference (ToR), are to:

1. To assess the relevance, efficiency, effectiveness, impact, and sustainability of the scheme.
2. To analyze the reach of the scheme among target beneficiaries, particularly Scheduled Tribes engaged in MFP collection and allied activities.
3. To evaluate the implementation mechanism, including fund flow, governance structures, and role of institutional partners such as TRIFED, State Nodal Departments, and VDVKs.
4. To identify key challenges and bottlenecks in scheme execution, such as delays, capacity constraints, or market access limitations.

5. To recommend policy and operational measures for strengthening the design, delivery, and impact of PMJVM.

Scope and Methodology

The evaluation employed a **convergent mixed-methods design**, combining quantitative data collection and analysis with qualitative insights to ensure both breadth and depth.

Geographical Coverage

Fieldwork was undertaken across **11 states** representing six zones - *Uttarakhand, Odisha, Andhra Pradesh, Rajasthan, Assam, Madhya Pradesh, Nagaland, Chhattisgarh, Jharkhand, Tamil Nadu, and Gujarat*. From each state, two districts were selected: one with the **maximum** number of operational VDVKs/outlets and one with the **minimum**, to capture performance variations.

Sampling and Respondents

A multi-component sampling design yielded **approximately 1,256 direct respondents**, distributed as follows:

- **VDVK beneficiaries:** 760
- **Tribes India outlet stakeholders:** 47
- **Revolving Fund participants:** 161
- **Infrastructure users:** 145
- **Artisan/Suppliers:** 76

In addition, **25 Focus Group Discussions (FGDs)** and **42 Key Informant Interviews (KIIs)** were conducted with TRIFED officials, SIAs, district officers, and community members.

Analytical Approach

Quantitative analysis was conducted using Excel, SPSS, and Stata for descriptive, cross-tab, and inferential statistics. Qualitative data were analysed through thematic frameworks following Braun and Clarke (2006). Triangulation across methods ensured reliability and validity.

Program Context

As of 2025, PMJVM has scaled up to over **4,000 operational VDVKs**, encompassing more than **1.2 million members**. However, the geographical spread remains uneven - the North-East zone accounts for nearly half the VDVKs, while hilly states and western regions report limited coverage.

Key Findings

1. Relevance and Design

The PMJVM framework effectively addresses structural barriers to tribal livelihoods - market exploitation, lack of institutional aggregation, and low value addition. The combined approach of MSP procurement, VDVK-based enterprise development, and TRIBES India market linkages is strategically relevant and culturally aligned with tribal economic practices.

Evidence from Odisha, Chhattisgarh, and the North-East shows that value chains such as *turmeric, bamboo, cane, Dokra craft, and Kosa textiles* align with local traditions and resource bases. However, design constraints persist: the **300-member cluster rule** limits participation in small and dispersed tribal settlements; and the fixed Rs. 15 lakh funding cap often proves inadequate for larger clusters or high-cost geographies. Stronger convergence with local institutions and flexible financial thresholds is essential to enhance inclusivity.

2. Efficiency of Resource Use

Fund utilization efficiency is moderate to high, but systemic delays and resource imbalances persist.

- **Working Capital:** Around 89% of respondents reported delayed or incomplete working capital support. Without timely liquidity, production cycles remain inconsistent.
- **Training and Capacity Building:** Peer-to-peer training has ensured wide coverage, though it lacks professional mentoring and technical depth. Mentoring agency provisions were underutilized in many states.
- **Infrastructure Efficiency:** Storage godowns and haat bazaars are operational in several districts but remain underutilized in others due to poor location, lack of electricity, or maintenance gaps.

- **Administrative Efficiency:** In states like Chhattisgarh, artisan payments are processed within a week, but elsewhere fund releases are hampered by delayed Utilization Certificates (UCs) and staff shortages.

Overall, efficiency is higher where decentralized fund management, staff support, and functional coordination between TRIFED and SIAs exist.

3. Effectiveness

PMJVM has demonstrated notable success in enhancing economic participation, particularly among women and youth.

- **Employment and Income Gains:** Beneficiaries in Uttarakhand and Odisha reported measurable income improvements and transitions from informal to organized livelihoods through SHGs and VDVKs.
- **Women's Empowerment:** Women's participation has expanded significantly. In Dehradun, many women artisans who had never worked outside their homes are now active in exhibitions and markets.
- **Reduction in Middlemen Dependence:** Direct marketing through VDVKs and haat bazaars has curtailed exploitative intermediaries in several regions.
- **Regional Variation:** Performance remains uneven - strong in Chhattisgarh and Madhya Pradesh, moderate in Odisha, weak in North-East and hilly states due to limited market linkages and infrastructure.

Effectiveness is highest in areas where continuous mentoring, functional infrastructure, and assured working capital coexist.

4. Impact

The Mission's socio-economic impact is visible in multiple domains:

- **Income and Asset Creation:** Beneficiaries invested in transport vehicles, processing equipment, and household improvements.
- **Gender and Social Transformation:** Women reported higher self-confidence, financial control, and public visibility through exhibitions and VDVK management roles.

- **Community Empowerment:** Collective functioning through SHGs and VDVKS has strengthened community cohesion, bargaining power, and access to state support.
- **Market Exposure:** TRIBES India platforms have given artisans visibility in urban markets and airports, though online sales remain underdeveloped.

However, income sustainability and enterprise scaling remain challenges, particularly in clusters dependent solely on seasonal MFPs.

5. Sustainability

Sustainability depends on infrastructure quality, local leadership, and recurring market access.

Positively, many VDVKS have evolved stable peer networks and self-managed governance systems, ensuring moderate continuity even with delayed funds. Yet, sustainability is at risk where:

- Storage and transport infrastructure is absent or unserviceable,
- Working capital shortages persist, and
- Long-term buyer linkages or maintenance plans are lacking.

Sustainability is highest in states like Chhattisgarh and Assam, where institutional and market systems are relatively stronger.

Major Challenges and Bottlenecks

The study identified seven cross-cutting bottlenecks:

1. **Financial Constraints:** Delay in UC submission, uneven fund flow, and inadequate working capital.
2. **Infrastructure Gaps:** 85% of respondents cited lack of functional storage or transport facilities.
3. **Market Weakness:** Limited e-commerce sales and continued dependence on middlemen (46%).
4. **Human Resource Deficits:** Shortage of TRIFED/SIA field staff and inadequate technical support.

5. **Governance Issues:** Weak monitoring, irregular group meetings, and absence of grievance mechanisms.
6. **Legal Awareness Deficit:** 76% unaware of Community Forest Rights (CFR) entitlements.
7. **Regional Disparity:** Uneven implementation intensity across states and zones.

Policy and Operational Recommendations

The evaluation recommends a structured, time-sequenced reform and support package to strengthen PMJVM's reach, efficiency, and sustainability.

A. Immediate Financial Actions (0–6 months)

1. **Ensure Universal Working Capital:** Transfer funds directly to VDVK accounts via DBT within 30 days of sanction.
2. **Digitise UC Submission:** Use the *Van Dhan Integrated Digital System (VDIS)* for online tracking and automated alerts.
3. **Strengthen Revolving Fund Governance:** Standardize accounting protocols and audit oversight.

B. Infrastructure and Logistics (6–18 months)

4. **Activate and Maintain Storage Assets:** Allocate 1–2% annual maintenance grants and assign managing agencies for each asset.
5. **Promote Mobile Haats and Cold Chains:** Pilot mobile haat bazaars and mini cold storage units in perishable MFP zones.

C. Market Linkages and Demand Development (0–24 months)

6. **Expand TRIBES India and Digital Integration:** Link with ONDC, TRIFOOD, e-NAM, and GeM platforms.
7. **Private Sector Partnerships:** Forge MOUs with airports, hospitality chains, and CSR buyers for assured procurement.

8. **Branding and Quality Standards:** Support GI certification, eco-friendly packaging, and design training.

D. Capacity Building and Mentoring

9. **Professionalize Training:** Move from peer training to certified modules in finance, digital literacy, and marketing.
10. **Machinery Maintenance Support:** Provide annual maintenance funds or insurance for vehicles and processing units.

E. Governance and Inclusion

11. **Flexible Cluster Norms:** Permit smaller clusters (<300 members) in remote areas; increase funding to Rs. 25–30 lakh for large or difficult clusters.
12. **Transparency and Grievance Systems:** Launch state dashboards with gender/PVTG disaggregation and establish two-tier grievance redressal mechanisms.

F. Sustainability and Environment

13. **Community Nurseries:** Support nurseries for raw materials and adopt sustainable harvesting practices.
14. **Eco-Packaging:** Train groups in biodegradable packaging and safe processing for urban markets.

G. Special Measures for Priority Groups

15. **PVTG and Women-Focused Support:** Provide seed grants, women-led exhibitions, and leadership training.
16. **Youth Entrepreneurship:** Encourage youth-led digital marketing units and pilot solar-powered processing hubs.

H. Monitoring, Evaluation, and Learning (MEL)

17. **Adopt Key Performance Indicators (KPIs):** Track working capital coverage, sales growth, infrastructure functionality, and inclusion.

18. **Third-Party Evaluation:** Conduct mid-term reviews and establish “learning labs” in each zone for replication of best practices.

Conclusion and Way Forward

The *Pradhan Mantri Janjatiya Vikas Mission* has emerged as a **transformative platform** for tribal livelihood enhancement, institutional development, and women’s empowerment. It has created new opportunities for income generation and market access while preserving traditional skills and community identity.

Yet, persistent gaps in financial flow, infrastructure, and capacity building limit its full potential. To address these, a **phased reform roadmap** is proposed:

1. **Short Term (0–6 months):**

- Ensure DBT-based working capital release and UC digitization.
- Stabilize revolving funds and deploy public MIS dashboards.

2. **Medium Term (6–18 months):**

- Revive infrastructure and storage assets, expand digital markets, and institutionalize mentoring support.

3. **Long Term (18–36 months):**

- Build sustainable raw material ecosystems, integrate private sector demand chains, and formalize evidence-based monitoring.

With these strategic actions, PMJVM can evolve from a grant-dependent model to a **market-integrated, community-owned, and financially resilient mission**, capable of transforming India’s tribal economy through inclusive, sustainable, and self-reliant growth.