Program Information Document (PID)

Concept Stage | Date Prepared/Updated: 21-May-2020 | Report No: PIDC197158

Public Disclosure Authorized

BASIC INFORMATION

A. Basic Program Data

Country	Project ID	Parent Project ID (if any)	Program Name
India	P171084		Blue Revolution Program
Region	**Estimated Appraisal Date**	**Estimated Board Date**	**Does this operation have an IPF component?**
SOUTH ASIA	30-Nov-2020	25-Feb-2021	No
Financing Instrument	**Borrower(s)**	**Implementing Agency**	**Practice Area (Lead)**
Program-for-Results Financing	Ministry of Finance, Department of Economic Affairs	Ministry of Fisheries, Animal Husbandry and Dairying	Environment, Natural Resources & the Blue Economy

Proposed Program Development Objective(s)

To augment institutional capacities and systems for increased resilience, efficiency, productivity and seafood safety in the fisheries and aquaculture sector in selected states in India.

COST & FINANCING

SUMMARY (USD Millions)

Government program Cost	2,929.00
Total Operation Cost	2,929.00
Total Program Cost	2,929.00
Total Financing	2,929.00
Financing Gap	0.00

FINANCING (USD Millions)

Total World Bank Group Financing	300.00
World Bank Lending	300.00
Total Government Contribution	1870.00

Total Non-World Bank Group and Non-Client Government Financing	759.00
Private Capital and Commercial Financing	759.00
of which Private Capital	759.00

Concept Review Decision

The review did authorize the preparation to continue

B. Introduction and Context

Country Context

1. Over the past decade India has been one of the fastest growing emerging market economies, but Gross Domestic Product (GDP) growth has slowed in the past three years. The current slowdown is due to the combined effects of (i) unresolved domestic issues (impaired balance sheet issues in the banking and corporate sectors, compounded by stress in the non-banking segment of the financial sector), and (ii) significant additional headwinds following the COVID-19 outbreak. These have not only prevented a sustainable revival in private investment, but also affected private consumption in FY19/20. As a result, growth is expected to reach 5 percent in FY19/20. Given the nation-wide lock-down and major disruptions to economic activity in the first quarters of FY20/21, growth is expected to slow again significantly in the current fiscal year, before recovering gradually from FY21/22 onwards. On the fiscal side, the general government deficit is expected to widen to about 7.5 percent of GDP in FY19/20, owing to tax cuts and weak economic activity, and further still in FY20/21 as a result of slow domestic activity and fiscal support to households and firms. However, the current account balance is expected to improve over FY19/20-FY20/21, reflecting mostly a sizeable contraction in imports and a large decline in oil prices. Given this, in spite of recent portfolio capital outflows, India's foreign exchange reserves are expected to remain comfortable (equivalent to over 10 months of imports).

2. Since the 2000s, India has made remarkable progress in reducing absolute poverty. Between FY11/12 and 2015, poverty declined from 21.6 percent to an estimated 13.4 percent at the international poverty line (US$1.90 per person per day in 2011 Purchasing Power Parity (PPP), continuing the earlier trend of rapid poverty reduction. Owing to robust economic growth, more than 90 million people escaped extreme poverty and improved their living standards during this period. Despite this success, poverty remains widespread. In 2015, 176 million Indians were living in extreme poverty, while 659 million—half the population—were below the higher poverty line commonly used for lower middle-income countries (US$3.20 per person per day in 2011PPP). With the recent growth slowdown, the pace of poverty reduction may have moderated.

3. India's rural economy, over past two decades, slowly transformed, with the non-farm sectors accounting for a larger share of the rural economy than the farm sectors. Even then, agriculture, forestry, livestock and fisheries are still critical to India's development aspirations as they ensure the country's food security, act as a primary source of livelihood for more than 40 percent of the rural population and underpin the emerging rural non-farm economy. It is therefore essential that these sectors retain adequate policy and investment focus for augmenting shared prosperity. In the specific case of fisheries, in 2017, the GoI rolled out an umbrella scheme – "Blue Revolution" to ensure more focused development and management of the fisheries sector as a way of promoting the prosperity of fisheries-dependent sections of the population, as well as contributing towards India's food and nutritional security. Blue

Revolution is expected to close in 2020-21, and going forward, the GoI has announced a continuation and expansion of the Blue Revolution program, being established under a new name, the *Prime Minister's Fisheries Resources Program* (PMMSY). PMMSY has expanded targets while retaining the aims of Blue Revolution, and puts additional emphasis on: (a) transformation in management and regulatory frameworks, especially related to quality and hygiene of fish and fish products, fish disease risk management, adoption of resources-efficient and good farm management practices and genetic resources management; (b) creation of an appropriate aquaculture and fisheries extension service; and, (c) leveraging private sector and commercial bank finance to complement governments' budgetary resources.

Sectoral (or multi-sectoral) and Institutional Context of the Program

4. India is the world's third largest seafood producer (registering an estimated 13.4 million tons in 2019), significantly lagging China (~81.5 million tons) and Indonesia (~23 million tons), but ahead of Peru or the USA (~6 million tons). The fisheries sector contributes about US$30 billion (about 1 percent of GDP in 2018-19) to the national economy. India also has a thriving seafood export industry, valued at over US$8 billion per year - equivalent to 5 percent of the global fish trade. About 16 million people - mostly poor and historically excluded – have primary and secondary employment in fisheries, and another 30 million in associated activities. For more than 10 years now, the sector has exhibited strong growth, expanding from US$8billion in 2006, and is likely to surpass US$80 billion by 2030. Both marine and inland production are traditionally dominated by small-scale and artisanal producers, although the last decade has witnessed the emergence of more commercially-oriented producers, especially in aquaculture.

5. Although the fisheries sector has registered tremendous growth and is considered one of the sunrise sectors of India's economy, its performance is sub-optimal. The performance of the sector also fades in comparison to countries advanced in fisheries and aquaculture. In the case of inland aquaculture, the current overall yield is only about one-fifth of the best performing farms in China, Indonesia or Vietnam, pointing to significant scope to increase average productivity. The sector is also increasingly getting bedeviled by serious environmental sustainability and seafood safety concerns, including: overfishing of wild species, pollution of waterbodies, habitat destruction, encroachment on and degradation of coastal agricultural, forest and mudflat lands, increasing disease pressure, and specific microbiological and chemical contamination (including the use of unregulated antibiotics and toxic preservatives) in aquaculture. Even if India exports USD8 billion (mainly shrimps), it remains risky being dependent on only one species and chances of collapse remains high.

6. According to various assessments, several challenges, mainly across the policy and institutional spectrum, dampen the performance of the sector. Principal among these are: (a) Sector governance not yet conducive to sustainable growth - India lags behind several key governance and regulatory frameworks, especially those dealing with illegal, unreported and unregulated (IUU) fishing and conservation of depleting fish stock and habitats. Lack of an adequate policy and regulatory framework in marine sub-sector has led to unsustainable exploitation of marine resources and limited the country's ability to meet its international obligations. In the inland segment, there are no clear policies or guidelines for leasing and licensing out water bodies, nor is there a regulatory framework to ensure quality of aquaculture inputs, e.g., seed and fish feed wherein import controls further serve to exacerbate the problem.; (b) Weaknesses in the aquaculture innovation, biosecurity and quality assurance systems: Institutional weaknesses in the development, diffusion, and use of new technologies, along the production chain have resulted in a low productivity equilibrium. On one hand, the private sector has been crowded out in the hatchery and nursery segment of seed production and on the other hand, the support of public sector as a driver for breed improvement and genetic resources management, regulation and quality assurance etc. has been inadequate. Weaknesses in the innovation system have also constrained the diversification of cultured species and in the disease management, control and surveillance system, and; (c) Limited incentives for investment in aquaculture and associated value chains: Even when the prospects of the fisheries sector in India lie in the inland aquaculture segment, investment is still focused on the marine segment mainly due to free open-access regime and low barriers for entry especially for large fishing vessels. The commercial

bank financing is limited to export-oriented coastal aquaculture. Inland aquaculture is plagued by a near absence of private (corporate, commercial bank) investment which also reflects of institutional and policy weaknesses.

7. The GoI prioritizes the amelioration of many of these challenges and has over the years rolled out several programs as well as several policy initiatives and measures to address them in a comprehensive and multi-pronged manner. The Blue Revolution program and PMMSY represent the latest GoI effort in this direction.

8. In the broad sense, fisheries development in India, is the joint responsibility of both the Central government and State governments. The inland fisheries segment is the exclusive domain of the states, while for the marine segment, the management and regulation of fisheries within territorial waters is the domain of the state, and beyond the territorial waters, it is the domain of the Central government. In general, the Central government mainly plays a facilitating role, focusing on policy formulation, research, and providing financial support to the states, in line with national priorities and commitments to the states.

9. The Blue Revolution and the PMMSY programs are Centrally Sponsored Schemes implemented under the overall coordination and oversight of the Department of Fisheries (DoF), Ministry of Fisheries, Animal Husbandry and Dairy (MoFAHD). Implementation responsibilities rest with Central government institutes and agencies, National Fisheries Development Board, fisheries research institutes; state governments, state government agencies; rural and urban governments; fishworkers' cooperatives and individual beneficiaries/entrepreneurs. Implementation also involves close coordination and convergence with other central government programs.

Relationship to CAS/CPF

10. Among others, the World Bank Group (WBG) Country Partnership Framework (CPF) for 2018-2022 envisages supporting India to achieve its growth aspirations while transitioning toward greater resource efficiency (CPF Focus Area 1). Within this Focus Area, WBG financing is expected to go towards promoting more resource-efficient, inclusive, and diversified growth in the rural sector (CPF Objective 1.1), inter alia. The proposed operation seeks to support India to achieve increases in fisheries sector productivity with due consideration to resource efficiency and sustainability and is therefore consistent with CPF Objective 1.1. In addition, the project will strengthen sectoral institutions including those related to genetic resource management, disease surveillance and control, and food safety, and is therefore aligned with the CPF catalytic "How" of strengthening public sector institutions. The operation will also facilitate the crowding-in of additional private sector investment into the fisheries sector, which dovetails with the CPF's catalytic "How" on maximizing finance for development by leveraging the private sector.

Rationale for Bank Engagement and Choice of Financing Instrument

11. India's fisheries sector now lies at a crossroads. One direction points toward giant leaps in productivity, intensification, industry concentration and improved environmental stewardship and sustainability for aquaculture; effective management and redirecting subsidies in capture fisheries for restoring fish stocks health and productivity; increased diversification, improved seafood safety and quality and increased trade in fish products. The other possible direction points toward stagnation - or even downward spiral in productivity, increased environmental degradation, reduced biodiversity, depleting wild stock, increased biosecurity and public health risks, and impoverished and marginalized small producers. The World Bank, given its ability to draw upon and contextualize a wealth of global knowledge to specific country circumstances, has a role to play in helping India to chart a path towards a balanced road map for fisheries by building synergies between the sector's diverse agendas: the efficiently productive, the market driven, the environmental, the nutrition sensitive, and the pro-poor.

12. A Program-for-Results (P4R) operation is proposed as the financial instrument to support implementation of the Blue Revolution. This choice is a function of the following considerations: (a) there is an already existing government Program (Blue Revolution and PMMSY) which the operation would finance, while supporting improvements to the Program to both reinforce and strengthen the government's own system for service delivery and deliver better and

sustainable outcomes; (b) the operation proposes to support a blend of activities, including those related to strengthening institutions, capacity building, and improvements in Program implementation approaches and processes; (c) the proposed operation would support government to operationalize and institutionalize a strong results focus, with the view of strengthening overall sector performance; and (d) the comparative advantage of the P4R instrument in incentivizing institutional improvement. An IPF is ruled out given the wide range of Program activities, their potentially expansive geographical reach, as well as the substantial resources that would be required to appraise, measure and match inputs to outcomes and results.

C. Program Development Objective(s) (PDO) and PDO Level Results Indicators

Program Development Objective(s)

13. The PrDO is to augment institutional capacities and systems for increased resilience, efficiency, productivity and seafood safety in the fisheries and aquaculture sector in selected states in India.

PDO Level Results Indicators

14. Subject to preparation, the following indicators would be used to assess the PrDO:

(i) Improved conservation regimes including inland conservation areas and marine protected areas (square km of area brought under “improved” conservation);

(ii) Increase in production from aquaculture farms under “good aquaculture practices” (million tons);

(iii) Improved productivity of baseline water areas under freshwater aquaculture (tons per ha);

(iv) Fish products certified by competent sanitary authority (tons); and,

(v) Increase in the number of women entrepreneurs in fisheries, aquaculture and related value chains (percent share among owners).

D. Program Description

PforR Program Boundary

15. The Government’s Program is the combination of the Blue Revolution (2017-21) and the PMMSY (2020-25). Launched in 2017, Blue Revolution program had the vision of (a) increasing fisheries and aquaculture production, and (b) increasing productivity from aquaculture and fisheries by bringing various fisheries related schemes under one umbrella. The PMMSY is a continuation and expansion of the Blue Revolution program, and includes objectives of: (a) harnessing fisheries potential in a sustainable, responsible, inclusive and equitable manner; (b) enhancing fish production and enhancing productivity through expansion, intensification, diversification; and productive utilization of land and water; (c) modernizing and strengthening the value chain, post-harvest management and quality assurance systems; (d) doubling fishers and fishworkers’ income and generation of new employment; (e) enhancing contribution to GDP and exports; (f) providing social, physical and economic security for fishers and fish-farmers; and (g) establishing robust fisheries management and regulatory frameworks.

16. The government’s program is structured around three major investment support areas, viz.: (a) *support to enhancement of fish production and productivity*: improving the availability and access to necessary inputs as well as technology and knowledge will enhance fish production and productivity and shall focus on genetic resource management and improvement, species diversification for both finfish and shellfish, expanding production and availability of quality and cost-effective inputs (including seed and feed), construction and rehabilitation of ponds, adoption of water efficient systems, etc.; (b) *support to infrastructure and postharvest management*: addressing the cumulative infrastructure gaps in the sector including aquatic disease management, fish marketing, postharvest management, establishment of deep-sea fishing as an economically viable activity, etc. and; (c) *support to fisheries*

management and regulatory framework: strengthening the policies, support services and the institutional environment are necessary to foster sector sustainability. This will be achieved by building a national disease monitoring and surveillance network; creating institutional mechanisms for certification and accreditation of brood banks, hatcheries, feed mills and farms to ensure traceability of input and products; building monitoring, control and surveillance (MCS) systems along coastal states; insurance premium subvention for fishermen; and developing a fisheries extension service mechanism. Support would also be provided for some policy reforms for example in leasing of water bodies/allocation of rights, licensing of capture fisheries, conservation and management, public-private partnerships (PPPs) in operation and maintenance of key infrastructure (e.g. harbors, markets).

17. During 2017-20, the Blue Revolution program has already spent about US$900 million (including contribution from both the Central and State governments) and has a budget of US$200 million during 2020-21. The program also facilitated an additional indicative investment level of about US$990 million from the private sector (including from leveraging the Fisheries and Aquaculture Infrastructure Development Fund, FIDF). Total estimated cost of PMMSY (2021-25) public investments is approximately US$2.17 billion with an additional indicative investment level of about US$760 million from the beneficiaries, over a five-year period. Ultimately, beneficiary funding levels are expected to be contingent on the specific and individual investment decisions and are likely to reflect the enabling environment.

18. The following are the expected impacts of the government's Blue Revolution program: (i) 49 percent increase in overall fish production from a baseline of 13.42 million tons to 20 million tons; (ii) 100 percent increase in the value of fisheries exports from US$7 billion to US$14 billion; (iii) 51 percent increase in productivity of freshwater pond culture from 3.3 tons/ha to 5 tons/ha; and (iv) reduced postharvest wastage from a baseline of more than 20 percent to less than 15 percent.

19. The proposed P4R will finance only a select set of Blue Revolution activities while also providing value-added contributions to the content and process required to improve the effectiveness of the Blue Revolution, including, strengthening the Program's results chain and Monitoring and Evaluation (M&E) system, and its environmental soundness. The scope of the proposed P4R activities is guided by their: (i) contribution to institutional strengthening and building capacity in the fisheries sector; (ii) alignment with the principles of maximizing finance for development; (iii) potential to accelerate broader transformation of the fisheries sector towards greater productivity, competitiveness and sustainability; (iv) focus on demonstrating success in a limited number of states to subsequently serve as lighthouses for other states; and (v) public goods nature. These activities are preliminarily mapped to four results areas, each following priority policy reforms supported through a separate DPF operation and emphasizing implementation of the reformed policies and regulations, and together designed to be synergistic and mutually reinforcing, with several activities potentially contributing to more than a single result area.

(i) *Result Area 1: Strengthened institutions for conservation of natural resources, biosecurity and genetic resources management.* The objective would be to strengthen select core public institutions to achieve the production and productivity targets in a way that the natural resource bases that sustain fisheries and aquaculture do not deteriorate or suffer. The proposed funding would go towards: (a) capacity building of regulatory authorities for management and sustainable development of marine capture fisheries; establishment of MCS infrastructure, rescue services; establishment and operation of marine protected areas; (b) preparation and implementation of management plans for fish habitat conservation areas, incentivizing resource-efficient and water-efficient production systems; (c) establishment of a biosecurity infrastructure and network including follow-up surveillance systems, diagnostic laboratories and quarantines; and, (d) establishment including technology imports of brood banks of priority species for genetic improvement and species diversification, and facilities for production of priority fish seed such as specific pathogen free *Monodon*. Capacity augmentation of each institution would create space for continuous learning, absorbing global market intelligence and cutting-edge technology, to be aligned to serve the needs of private enterprise aquaculture extension service providers described in Result Area 2.

(ii) *Result Area 2: Improved productivity and diversity of production.* The focus will be on improving the incentives and enabling environment for larger private sector investment in freshwater aquaculture and mariculture. Among others, technical and financial support would be provided for: (a) establishment of facilities for epidemiosurveillance of aquatic animals, biosecurity and disease risk management system; (b) augmentation of public investments such as brood banks, referral laboratories, etc., to ensure acceptable quality of inputs for aquaculture; (c) possible divestiture of public sector hatcheries and feed mills - while strengthening relevant public sector regulatory capacity and role in creating an enabling environment for the private sector in tandem; (d) facilitating access to finance including as may be appropriate, a credit insurance scheme; (e) exploring new export markets and deepening existing ones; (f) upgrading domestic production, processing and postharvest technologies and practices to international standards, (g) establishment of aquaculture extension services at state/district levels either as a private sector investment or as small enterprises, maximizing use of digital service delivery; and (h) annual technology competitions with National Forum and Expo to attract and complement the "Start-up India" program, and infusion of innovations in safety, resource efficiency circular economy such as putting fish wastes and byproducts to productive purposes, cleaner production systems (audits, certification, etc.), use of blockchain for traceability and sustainable produce value chain tracking; as well as increased automation in mariculture.

(iii) *Result Area 3: Improved quality, residue control and traceability*. The Program would aim at improving safety, quality and traceability along the fish value chain to safeguard current export markets where Indian fish is increasingly getting rejected due to quality concerns; enable penetration into other growing lucrative markets; and control, manage and minimize domestic public health risk factors associated with fish production, processing and sales. These results would be achieved by supporting: (a) augmentation of institutional capacity to regulate the quality and use of aquaculture inputs, control residues in fish and fish products, and prevent and control aquatic animal diseases; (b) establishing a monitoring and reporting system for the quality of seed and feed inputs including introduction of certification and accreditation for farms, hatcheries and feed mills; (c) the development and adoption of fish quality and safety standards, including rolling out a national residue monitoring program; and (d) building the infrastructure/platform necessary to ensure traceability including the use of blockchain.

(iv) *Result Area 4: Improved Program delivery, monitoring and management.* This result area will strengthen the monitoring and evaluation elements of the PMMSY by operationalizing a strong results chain at both the Central level and in all participating states. Support will be provided for conducting reliable baselines, developing a Management Information System and to impact studies, explicitly designed to guide policy and program direction. Strengthened program monitoring will also ensure availability of information and data to monitor the results indicators of this operation. This will also include tracking the cross-cutting themes across Result Areas 1-3, including: (i) adaptation to incremental impacts of climate change (species diversity for aquaculture and mariculture, adoption of best water-efficient production systems, maximizing use of inland saline waters or sodic lands), (ii) reducing the burden of marine plastics; (ii) a focus on engendered development strategy for the growing aquaculture sector; and (iii) inclusion of historically and socially disadvantages sections of the society as the main driver of growth in the aquaculture and mariculture sector.

20. **State/Geographic coverage**: The geographical coverage of the operation will be firmed up during preparation. Even then, to reduce complexity, avoid dispersion of efforts, among others, the proposal is to consider a focus on reform-oriented states to be selected based on pre-agreed reform milestones, and on those states with which the Bank has a planned or ongoing partnership. A maximum of eight states will be considered.

21. **Disbursement Linked Indicators (DLIs):** Scalable DLIs would be defined during preparation but would include, for example, those related to standard operating procedures (SOPs) and institutional effectiveness for improved management of fisheries and aquaculture; ensuring requisite capacity (both skills and infrastructure) at relevant core institutions; improved conditions for private-sector investment; and improved seafood safety.

E. Initial Environmental and Social Screening

22. **Environmental Systems:** Traditionally, public investment in support of fisheries and aquaculture had been small interventions – such as jetties, fishing harbor, procurement and use of cages, supply of feed and seed, etc. These being discrete, the environmental impacts used to be seen as low, and there was no country requirement to examine environmental impacts of these discrete investments. At this stage and based on the scope of the proposed program, potential environmental risks include: (a) depletion of natural resources including fish stock; (b) introduction and establishment of exotic (and invasive) species in the wild leading to reduction in genetic diversity and possible gene-pool contamination of native and endemic fish species; (c) conversion of natural habitats such as inland and coastal wetlands, forests, mangroves and mudflats for expanding aquaculture and consequent nutrient loading of waterbodies; (d) fish disease and its spread, especially to natural habitats; and (e) fish waste at markets and retail outlets. Most of the identified environmental risks would be addressed through integration of mitigation action with the design of the proposed program and investments. Based on the discussions held so far, the program would (a) support the development and promotion of practices that address these sector-wide issues; (b) promote fish diversity conservation through marine protected areas and other inland conservation areas; and (c) strengthen institutional framework and capacities for enhanced biosecurity (quarantine) measures and traceability systems and for implementation of the developed guidelines, standards and codes of practices. Adverse impacts could still result if either some of these plans and standards are deficient, or if these are not efficiently and effectively implemented. As fisheries production grows, it will also be important to think of innovative ways of managing fishery byproducts and fish waste, such as promoting specific technology and enterprises to collect and convert these into useful consumer items (fish meal, fish oil, fertilizers and the like). These concerns will be included in the scope of an environmental and social systems assessment (ESSA).

23. **Social Systems:** Even though geographical coverage of the operation will be finalized during preparation, it is highly probable that in any chosen state, there will be a push towards conservation of areas/species/habitats. Though such conservation activities and similar other elements of the program will largely benefit the community, adverse impacts (even if short-term) such as restriction of access to areas that come under improved protection/ enforcement, displacement of some common but unsuitable activities such as bathing in community ponds/lakes, and use of small parcels of land if small fishery/aquaculture related public infrastructure are supported by the program cannot be ruled out. The proposed ESSA will assess the adequacy of the social systems of MoFAHD and the participating states and will be planned to be completed before appraisal so that identified gaps are addressed as part of the overall package in support of program improvement. The program itself has explicit gender and inclusion objectives and targets. During preparation however, additional ways will be examined to seek any opportunity to enhance gender and inclusion mainstreaming in the program. A grievance redress system will be designed to address complaints associated with access to information, identification of beneficiaries, stated benefits, etc., during the planning and implementation stage of the program.

24. The program itself has explicit gender and inclusion objectives and targets. During preparation of the operation, additional ways will be examined to seek any opportunity to (a) accelerate gender and inclusion mainstreaming in the program; (b) expand the modes and targets to be even more gender responsive, socially inclusive and transparent.

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