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POLICY CONVERGENCE INACTION
Pradhan Mantri Matsya Sampada Yojana (PMMSY) as a Model for Viksit Bharat

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ABSTRACT

INTRODUCTION

Viksit Bharat @2047 envisions a developed India by the centenary of independence, and the seminar theme links this aspiration to science, trade and policy convergence. Isolated sectoral programmes cannot achieve it. Policy convergence—bringing schemes, institutions, resources and stakeholders around shared goals—is one route to such coordination.

Fisheries is a suitable arena. The sector supports about three crore livelihoods, and India is the world's second-largest fish producer, with about 8% of global output (Press Information Bureau [PIB], 2026a). Its value chain requires many actors working in sequence, making the Pradhan Mantri Matsya Sampada Yojana (PMMSY) a useful case. This policy analysis uses only secondary and official data. It argues that PMMSY is more than a production scheme: itis anillustrativemodel of policy convergence.

CONCEPT OF POLICY CONVERGENCE

In comparative politics, policy convergence denotes growing similarity of policies across jurisdictions (Bennett, 1991; Knill, 2005). Here the term is used in its domestic, administrative sense, akin to whole-of-government approaches: the deliberate alignment of schemes, departments, finance and stakeholders around common outcomes (Christensen & Lægreid, 2007; Candel & Biesbroek, 2016).

Fragmented, silo-based implementation features separate budgets, parallel beneficiary lists and scheme-wise output counts.

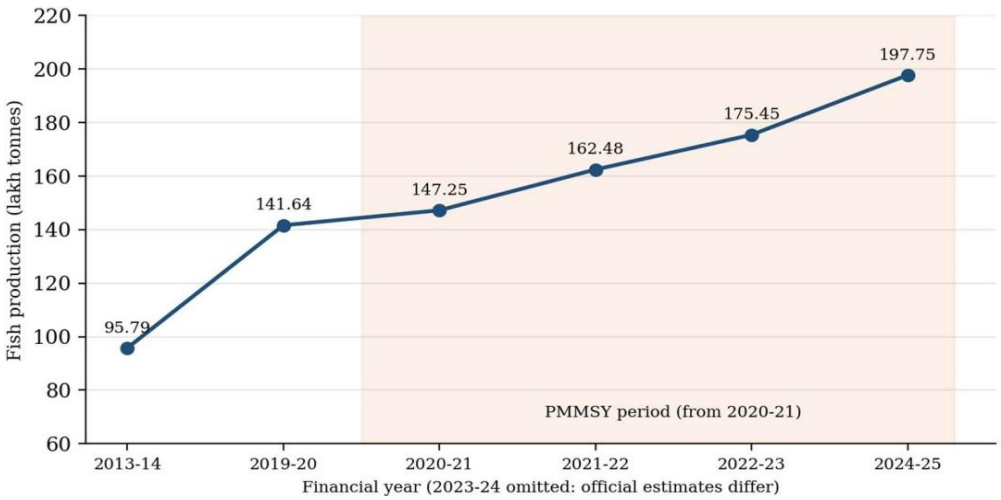
Convergent implementation shares objectives, data and delivery points across departments, finance, institutions and markets, and judge's success by outcomes along the whole chain. Figure 3 is a conceptual framework, not an empirical finding.

PRADHAN MANTRI MATSYASA MPADA YOJANA-BACKG ROUND

PMMSY was approved by the Union Cabinet in May 2020 and launched on 10 September 2020 to bring about a 'Blue Revolution' through sustainable and responsible fisheries development. It was approved at ₹20,050 crore for 2020-21 to 2024-25 (Figure 5), with aims that included raising production to 22 million tons by 2024-25 and doubling fishers' incomes (PIB, 2020). The latest official account reports a total outlay of₹20,750crore and approvals of ₹21,394.88 crore for 2020-21 to 2025-26 (PIB, 2026b).

As Figure 1 shows, fish production rose from 141.64 lakh tonnes in 2019-20 to 197.75 lakh tonnesin 2024-25: an increase of 39.61% (CAGR 6.90%). Exports also increased (Figure 2; Section 9). These trends coincided with PMMSY and its predecessor programmes; they do not establish causation.

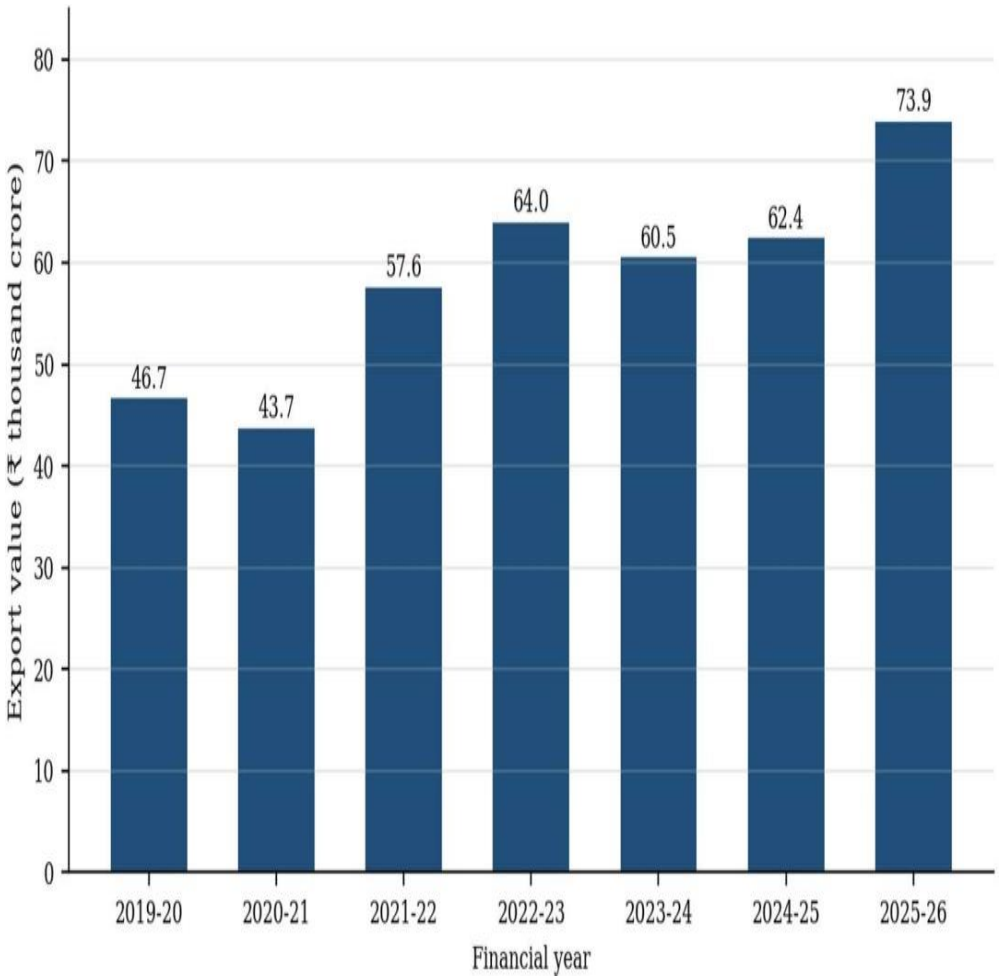
Figure1.Trendin Fish Production in India



Source:PIB(2026a)for2013-14and2024-25;RBI(2024)for2019-20to2022-23.2023-

24isomittedbecause official provisional estimates differ. Chart prepared by the author.

Figure2. Trend in India's Fisheries Export Value



Source:MoFAH&D(2023)for2019-20to2022-23;PIB(2026a,2026b)forlateryears.Seriesassembledfrom different official releases. Chart prepared by the author.

PMMSYASA MODEL OF POLICY CONVERGENCE

PMMSY qualifies as a convergence model on four grounds. It is vertically integrated: the Central Sector component finances genetic improvement, disease surveillance, data systems, harbor modernization and the National Fisheries Development Board (NFDB), while States implement the Centrally Sponsored component (PIB, 2026b). It is horizontally integrated across production, cold chain, processing, marketing and traceability. It is financially convergent, combining Central, State and beneficiary funds with credit and insurance. It also interacts with other programmes, including Dhan-Dhaanya Krishi Yojana (PIB, 2026a).

Figures 3 and 4 and Table 1 set out the linkages. The whole-of-government dimension is Centre–State and inter-agency coordination; the whole-of-society dimension comprises fishers, fish farmers, cooperatives, Fish Farmer Producer Organisations (FFPOs), entrepreneurs, banks and researchers. The convergence is designed rather than demonstrated: no evaluation reviewed here measures it.

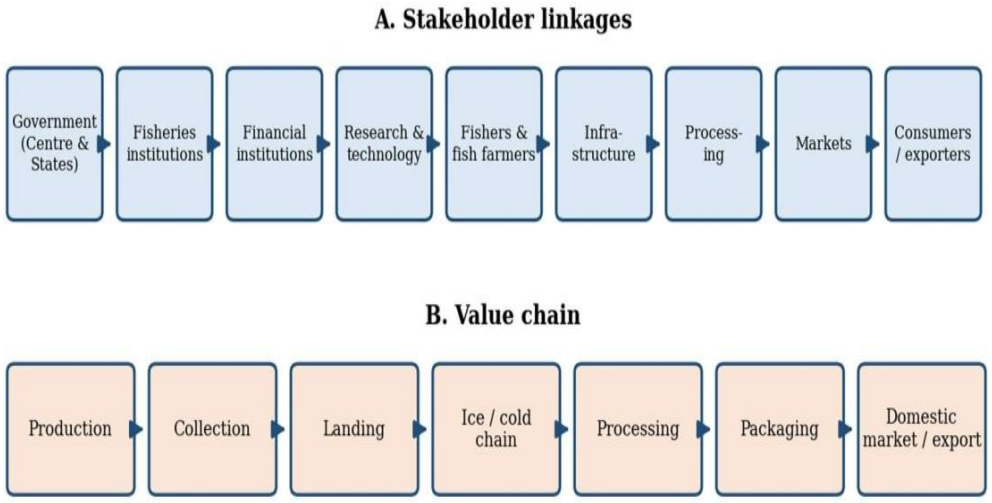
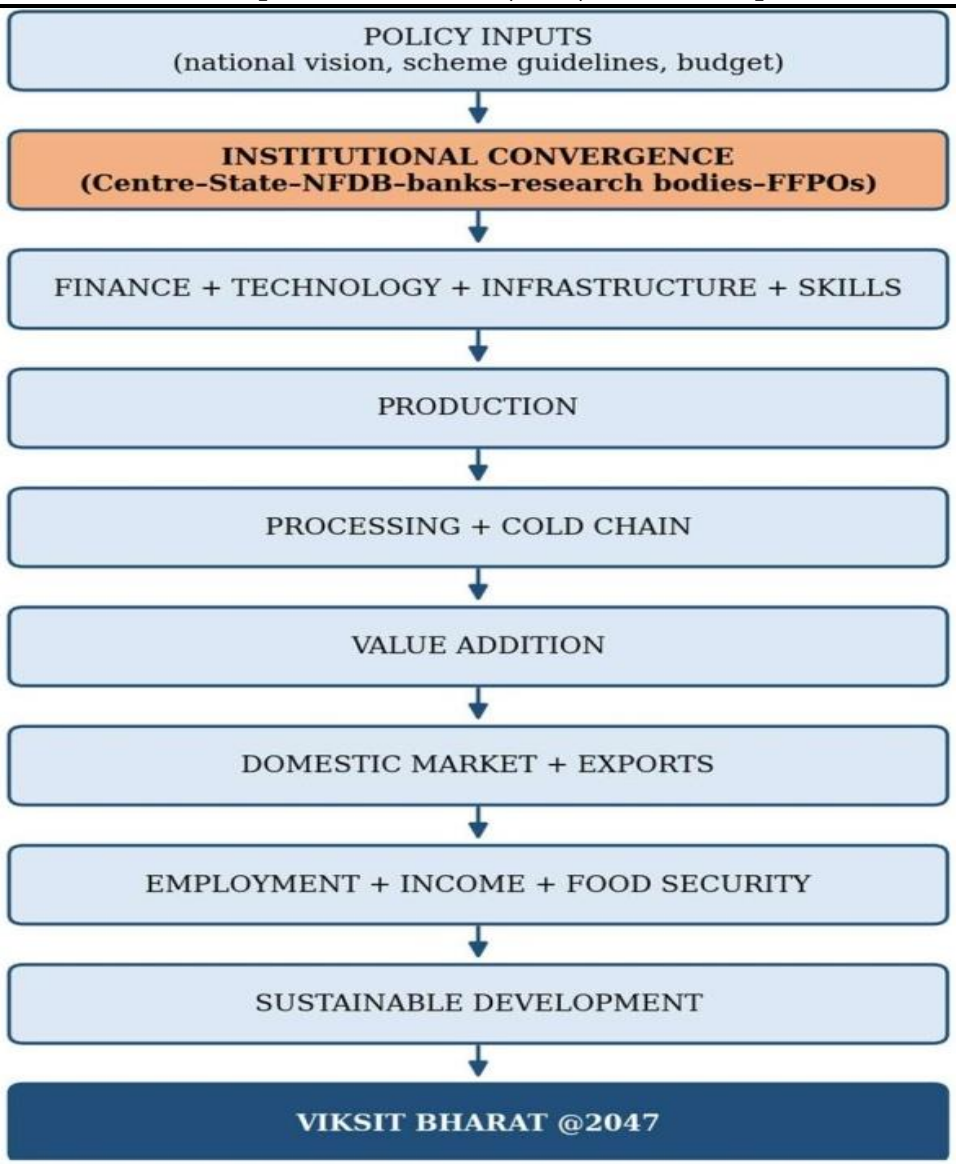


Figure3.Conceptual Framework of Policy Convergence under PMMSY



Source: Conceptual frame work developed by the author. It is an analytical heuristic, notanempiricalfinding.

Figure4.Stakeholder Linkages and Value Chain under PMMSY

Source: Conceptual diagram developed by the author based on PIB (2026a, 2026b).

Table1.Major Dimensions of Policy Convergence under PMMSY

Dimension	Major Intervention	Key Stakeholders	Expected Outcome
Finance	Central–State–beneficiary funding; credit; insurance; PM-MKSSY	Centre, States, banks, insurers	Capital access; risk cover
Infrastructure	Harbors, landing entrées, transport units, ice plants, cold storages	Fisheries Department, States, fishers	Betterlanding,handling and market access
Technology	RAS, Bio floc, cages, genetic improvement, disease surveillance, transponders	Research bodies, NFDB, entrepreneurs	Productivity; biosecurity; safety at sea
Skills	Training, capacity building, entrepreneurship support	Research institutions, NFDB, FFPOs	Technology adoption
Processing	Value-added units; Integrated Aquaparks	Entrepreneurs, processors, States	Value addition; lower spoilage
Marketing	Retail and wholesale markets; kiosks; OND Onboarding of FFPOs	FFPOs, cooperatives, local bodies	Wider, hygienic market access
Trade	Quality assurance; National Traceability Framework; EEZ rules	Fisheries Department, exporters, processors	Standards compliance; export competitiveness
Livelihoods	Lean-period support; insurance; replacement boats	Fishers, fish farmers, women	Income security; resilience

	and nets		
Sustainability	Aquatichealthlaboratories; bio-toilets; climate-resilient villages; seaweed	States, researchers, coastal communities	Responsible resource use; climate resilience

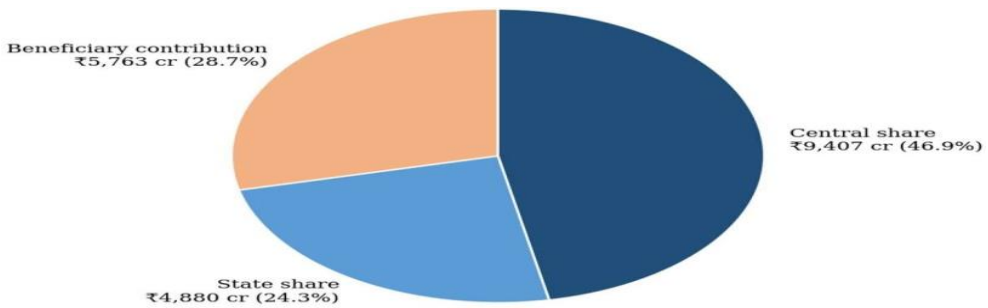
Source: Author's synthesis based on PIB (2026a, 2026b). Expected outcomes represent analytical expectations rather than measured results.

Finance, Credit, and Livelihood Convergence

Financial convergence operates through public assistance, beneficiary contribution and institutional credit. Assistance is up to 40% of unit cost for the general category and 60% for Scheduled Caste, Scheduled Tribe and women beneficiaries (PIB, 2020). Beneficiary contribution, 28.7% of the approved outlay (Figure5), Aligns private stakes with public support.

The Pradhan Mantri Matsya Kisan Samridhi Sah-Yojana (PM-MKSSY), a Central Sector sub-scheme with an estimated outlay of ₹6,000 crore for 2023-24 to 2026-27, targets formalisation, insurance and institutional finance. Its National Fisheries Digital Platform had over 37.01 lakh individual registrations, and 2,195 FFPOs have been approved at ₹544.86 crore (PIB, 2026b). No income outcomes by gender or age were found, so women's and youth participation needs monitoring.

Figure5.Composition of the Approved PMMSY Outlay of ₹20,050Crore (2020-21 to 2024-25)



Source:PIB(2020).Sharescomputedbytheauthor.Thelateroutlayof₹20,750crore(PIB,2026b)hasnopublished breakdown.

Infrastructure, Cold Chain, and Value Chain

Over five years, the Department of Fisheries approved ₹3,741.89 crore for fishing harbours, fish landing centres, and dredging projects, along with ₹2,797 crore for cold-chain and marketing infrastructure. Approved units included 28,489 fish transportation units, 775 cold storage facilities and ice plants, 117 retail fish markets, and 24 wholesale fish markets (PIB, 2026b).

Infrastructure alone is insufficient: a harbour without ice, or a cold store without supply and buyers, is underused. Value arises when infrastructure is sequenced with production, collection, quality control and marketing (Figure 4). The 12 Integrated Aquaparks approved at ₹713.80 crore (PIB, 2026b) are therefore significant, though utilisation data are needed to judge them.

SCIENCE,TECHNOLOGY AND INNOVATION

The Central Sector component supports genetic improvement, technology demonstrations, aquatic quarantine, disease surveillance and fisheries data systems (PIB, 2026b). Approved technologies include 12,081 Recirculatory Aquaculture Systems (RAS), 4,205 Biofloc units and 52,058 reservoir cages (PIB, 2026a). RAS filters and recirculates water, while Biofloc recycles nutrients through microbial flocs with little water exchange.

Approved aquatic health facilities include 19 disease diagnostic and quality-testing laboratories, 31 mobile laboratories and six referral laboratories. Digital systems include the National Fisheries Digital Platform, the National Framework on Traceability in Fisheries and Aquaculture 2025, and transponders for one lakh fishing vessels (₹364 crore) for safety alerts (PIB, 2026a). The sources reviewed give no evidence on yield, cost or environmental effects, which independent evaluation should establish.

CLUSTER-BASED DEVELOPMENT UNDER PMMSY

The cluster approach seeks competitiveness and economies of scale by organising producers, infrastructure, technology, finance, processing, training and markets around a species, product or geography, Seventeen clusters were notified by March2025;17moreannouncedinJuly 2025raised the total to 34 (Department of Fisheries, 2025; PIB, 2026a).

For Telangana, an official Rajya Sabha reply lists a Murrel Cluster with Mancherial as the principal district and Peddapalli and Karimnagar as additional districts (Department of Fisheries, 2025). A

press report (Telangana Today, n.d.) suggests the processing site may have shifted to Karimnagar; this is unconfirmed. Cluster convergence depends on aligning land, water, seed and finance.

TRADE, EXPORTS,QUALITY AND TRACEABILITY

Exports rose from ₹46,662.85 crore in 2019-20 to ₹73,890 crore in 2025-26 (Figure 2): an increase of 58.35% (CAGR 7.96%; Ministry of Fisheries, Animal Husbandry & Dairying [MoFAH&D], 2023; PIB, 2026a, 2026b). The series fell in 2020-21 and 2023-24, showing exposure to external shocks. Aquaculture contributes 62% of export value across over 350 products and 130 countries; despite United States tariffs on shrimp reaching a cumulative 58.26%, April–October 2025 exports were 21% higher in value than a year earlier (PIB, 2026a).

Export growth therefore requires processing, food-safety systems, certification, cold chain and traceability.PM-MKSSYincludesaquality-assurance component, a National Framework on

Traceability was released in 2025, and the Exclusive Economic Zone rules of November 2025 emphasise value addition, traceability and certification (PIB, 2026a).

SUSTAINABILITYANDAQUATICHEALTH

The official backgrounder links PMMSY to Sustainable Development Goal 14 through responsible fisheries and water-efficient systems such as Biofloc and RAS, and notes 100 identified Climate Resilient Coastal Fishermen Villages (PIB, 2026b). Aquatic health laboratories and bio-toilets approved for 2,259 mechanised vessels add safeguards (PIB, 2026a), consistent with the FAO(1995) Code of Conduct for Responsible Fisheries.

Sustainability cannot be inferred from approvals. Intensive systems raise disease, effluent, energy and water-quality concerns, and capture fisheries face stock pressure and climate variability. The sources reviewed contain no stock, biodiversity or water-quality outcome data, so no environmental performance claim is made. Safeguards mustbe built into financing and approval decisions.

PMMSYANDVIKSITBHARAT@2047

Table 2 maps PMMSY to ten dimensions of Viksit Bharat @2047. Convergence multiplies the effect of single interventions: finance without infrastructure leaves output unmarketed; infrastructure

without technology limits quality; technology without skills and institutions limits adoption.

The official backgrounder reports employment opportunities for 58 lakh persons and nearly three crore livelihoods in the sector (PIB,2026b). These programme-reported indicators fit the path way in Figure 3 but do not prove income or welfare gains. PMMSY's relevance to Viksit Bharat @2047 therefore lies in its governance logic: shared objectives, integrated value chains, outcome measurement and safeguards.

IMPEMENTATION CHALLENGES

A balanced assessment recognizes achievements and constraints. Production of 197.75 lakh tonnesin2024-25 remains below the 22million tonne target, and implementation has continued beyond the original five-year period (PIB, 2020; PIB, 2026a, 2026b). Approved projects are not completed ones; utilisation and income data were not found.

Coordination challenges include aligning departments and State agencies with different priorities and linking PMMSY with other schemes at district level; limited State capacity slows last-mile delivery. Documentation gaps restrict finance: 4.49 lakh Kisan Credit Cards compare with about three crore livelihoods (PIB, 2026a). Technology access is uneven because RAS and Bio floc demand capital, power and skills that small producers may lack. Infrastructure gaps, market volatility, climate variability and intensification add risk. Inclusion of small producers, women and youth requires transparent selection and disaggregated reporting.

WAY FORWARD: STRENGTHENING POLICY CONVERGENCE

First, constitute district convergence committees of fisheries, agriculture, rural development, finance, skill and cooperative agencies to align schemes at the point of delivery. Second, link the National Fisheries Digital Platform with State databases to create an integrated beneficiary and asset register. Third, adopt outcome-based monitoring with disaggregated indicators: cold-chain utilisation, post-harvest loss, income change, credit uptake, women's and youth participation, export compliance and environmental indicators. Fourth, strengthen FFPOs and cooperatives through market linkages. Fifth, simplify documentation to deepen financial inclusion. Sixth, extend technology supportto small producers. Seventh, site cold-chain and harbour investments by demand assessment, with climate-resilient design. Eighth, ensure transparent, rule-based

beneficiary selection. Independent evaluation would show which measures matter most.

PMMSYASAREPLICABLEPOLICYMODEL

The transferable lesson of PMMSY is the principle of convergence, not its fisheries-specific structure; sectors differ in actors, regulation and responsibilities, so adaptation is essential. In agriculture, convergence could align input, credit, irrigation, storage and market schemes around crop value chains. In education, it could align infrastructure, teachers, digital resources and skills with employability. In health, it could integrate primary care, diagnostics, nutrition and data systems. Shared outcome indicators, common data, a lead agency and local participation are the elements to adapt. This study offers no evidence of outcomes in other sectors; the approach needs testing before replication.

CONCLUSION

This paper has argued that PMMSY is best understood as an illustrative case of policy convergence rather than a production scheme alone. Its design links Central and State governments, institutions, finance, infrastructure, technology, skills, processing, marketing and exports within a value-chain approach. Production and exports increased during the scheme period, but this coincided with,rather than demonstrably resulted from, PMMSY. The lessons for Viksit Bharat @2047 are governance lessons: integrated planning, aligned schemes, local participation, technology-enabled monitoring and outcome measurement, supported by institutional capacity, equitable access and environmental safeguards.

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