

# **Agenda for National Conference on ‘Convergence in Agriculture Development – Special Focus on Rashtriya Krishi Vikas Yojana (RKVY)’ on 06.12.2008 at New Delhi**

## **1 Introduction**

1.1 In the backdrop of dwindling investment and low growth in agriculture and allied sectors, Rashtriya Krishi Vikas Yojana (RKVY) was launched during 2007-08 with an outlay of Rs.25,000 crore for the 11<sup>th</sup> Five Year Plan. The new scheme requires the States to prepare District Agriculture Plans (DAPs) and the State Agriculture Plan (SAP).

1.2 The RKVY guidelines articulate the need for convergence and integration of the various programmes implemented into DAPs and SAP. Each district is required to formulate DAP by including the resources available from other existing schemes such as Backward Region Grant Fund (BRGF), Swarnajayanti Gram Swarozgar Yojana (SGSY), National Rural Employment Guarantee Scheme (NREGS), Bharat Nirman, tied and untied grants from the Central and State Finance Commissions, sectoral and district segments of State Plan etc. The DAPs shall not be the usual aggregation of the existing schemes but would aim at moving towards projecting the requirements for development of agriculture and allied sectors of the district. These plans would present the vision for agriculture and allied sectors within the overall development perspective of the district. The DAPs would reflect the financial requirement and the sources of financing the agriculture development plans in a comprehensive way. The DAP will include animal husbandry and fishery, minor irrigation projects, rural development works, agricultural marketing schemes and schemes for water harvesting and conservation, keeping in view the natural resources and technological possibilities in each district. The district level Potential Linked Credit Plans (PLPs) already prepared by NABARD and Strategic Research and Extension Plans (SREPs) developed under Agriculture Technology Management Agency (ATMA) programme could be utilized for preparing DAPs.

1.3 Each State is further required to prepare a comprehensive State Agricultural Plan (SAP) by integrating the DAPs. The State will have to, at the outset, indicate resources that can flow from the State to the district.

1.4 The projects posed to the State Level Sanctioning Committee (SLSC) should be consistent with the DAPs and SAP.

## **2 Status of District Agriculture Plans**

2.1 Preparation of the District Agriculture Plans (DAPs) and the State Agriculture Plan (SAP) is the cornerstone of the strategy of implementation of RKVY. As RKVY was implemented from the middle of the financial year 2007-08, the finalization of DAPs was not insisted upon during 2007-08, but the States were asked to delineate a roadmap for their preparation.

2.2 The Planning Commission brought out a manual for Comprehensive District Agriculture Plan (C-DAP) to facilitate States in preparation of DAPs. The main features of C-DAP manual, inter-alia, are: bottom to top approach in planning; establishment of Agriculture Planning Unit at Village, Block and District level; integration of Village Agriculture Plan into Block into District into State Agriculture Plan; active involvement of PRIs at all levels in preparation and approval of the DAP; inter-linkage of DAP with SREP and PLP. The C-DAP Manual was discussed with the States/UTs in a conference held at Hyderabad on 11.04.2008. The copies of C-DAP Manual were made available to the States in the review meeting on RKVY taken by the Deputy Chairman, Planning Commission on 30.07.2008.

2.3 An amount of Rs.54.40 crore has been released to the States / UTs @ Rs.10 lakh per district for preparation of DAPs under RKVY so far. The State Governments are in the process of finalization of DAPs as per the C-DAP Manual issued by the Planning Commission. The State-wise status of preparation of DAPs is indicated at **Appendix-I**.

## **3 Feedback on DAPs/SAP from NIRD**

3.1 The progress and outcome of project under RKVY are monitored through the National Institute of Rural Development (NIRD), which has been appointed as the external monitoring agency. The NIRD has made an assessment of implementation of RKVY in States and submitted reports in May, 2008 and September, 2008. The positive features of implementation of RKVY indicated by the NIRD are as follows

- (i) Sizable increase in budget allocation for agriculture and allied sectors in most States;
- (ii) Inducing the initiative to formulate a cohesive and integrated approach under DAPs/SAP;
- (iii) Enthusiastic response in districts due to improved resource availability and flexibility in designing projects/schemes;

(iv) Involvement of State Agriculture Universities in agricultural planning and growth.

3.2 On the other hand, the NIRD also brought out that there has been lack of convergence of schemes/projects as these by and large emanated at the State level with very little inputs from districts/PRI. RKVY is seen by State officials as a 'project' and not as a 'strategy' promoting dovetailing/convergence of resources and close coordination among implementing agencies at ground level to enhance growth in agriculture and allied sectors. The idea and modality of convergence are not clear to officials working in agriculture and allied sectors. The pre-determined notion that all Departments are possessive about their departmental schemes and allocation is holding back even the impulse to broach the subject at the district and State level. There are no instructions from State to district to the concerned line department in this regard. In view of this, convergence/integration is not effective and/or absent in many C-DAPs.

3.3 Another issue to be reckoned with is the planning fatigue in the district – BRGF, NREGS, C-DAP, NRHM, SREP, etc. Lack of integrated plan of action at National and State level and instructions issued for different schemes at various times of the year have resulted in an indifferent attitude at the district level toward the whole planning process. As such, the planning process did not take into account the possible convergence with other schemes of the Agriculture Department, leave alone with programmes of other Departments. It has been, however, agreed by all that the convergent approach would enhance the effectiveness of RKVY and it is felt that the District Collector should be the right person to bring about convergence and all related Departments should also be sensitized towards this aspect.

#### **4 Issues in convergence**

4.1 Considerable resources are available to the States/districts under various schemes in the rural sector. Establishing convergence and synergy among various development programmes through proper linkages in the processes of planning and implementation would maximize economic, ecological and social benefits from existing investment and infrastructure under various programmes/schemes. On the other hand, implementation of the programmes in a compartmentalized manner runs the risks of duplication of efforts and sub-optimal output leading to wastage of scarce resources.

4.2 Convergence can have different modes. From a programmatic perspective, convergence can be utilized to maximize achievement of targets. For example, if resources available under

NREGS are combined with those under RKVY, the development of watersheds could be accelerated. In this way, pooling of resources available under different schemes and functioning of different implementing agencies in tandem would maximize achievements with the available resources and efforts. Another way of synergizing efforts could be to assess the progress and plans under various schemes and then plan suitable interventions to exploit the potential created/emerging opportunities. For example, creation of water harvesting structures creates a potential for increasing productivity which can be leveraged by supplying appropriate inputs. Similarly, construction/improvement of rural roads may present opportunities to support the agriculture marketing infrastructure. Dovetailing the research efforts of the State Agriculture Universities with the identified priorities of the State in the agriculture sector through specific research projects is another area which should be explored fully.

4.3 Water is a critical input for enhancement of agriculture production and productivity. There has been increasing recognition over the years of the need for water conservation and water management. Consequently, there have been a number of schemes initiated by different departments, which have water conservation and water management as their critical components. There is a need, therefore, for a convergence of related activities under these schemes, especially at the district level, to optimize their benefits. These schemes are: National Afforestation Programme of Ministry of Environment & Forests; National Project for Repair, Restoration and Renovation of Water Bodies of Ministry of Water Resources; Watershed Development Programme (River Valley Project and Flood Prone Programme, NWDPPRA) of Department of Agriculture & Cooperation; National Rural Employment Guarantee Scheme; Integrated Wasteland Development Programme of Ministry of Rural Development; Backward Regions Grant Fund (BRGF) of Ministry of Panchayati Raj. A suggestive convergence matrix of the various watershed development programmes of Government of India with other development programmes is indicated at **Appendix -II**.

## **5 Evaluation of DAPs**

5.1 Under RKVY, an amount of Rs.10 lakh has been earmarked for preparing District Agricultural Plan (DAP) for each district. DAPs have already been prepared for a number of districts by different Technical Support Groups (TSGs) entrusted with the task by the States. It is expected that DAPs would be comprehensive and include possibilities of convergence at the district level. For preparation of the DAPs, the C-DAP Manual has also been circulated.

However, it is felt that there is a need to review these DAPs to assess their comprehensiveness, quality, and success in achieving convergence. For this purpose, it is proposed that the task may be entrusted to selected Agro Economic Research Centres (AERCs)/Technical Support Institutions (TSIs)/Public Sector Institutions (PSI) such as the National Bank for Agriculture and Rural Development (NABARD) and the Agricultural Finance Corporation Limited (AFCL) who would undertake the evaluation/review in consultation with the institutions who prepared the DAPs and the representatives of agriculture & allied, rural development and panchayati raj Departments. Their findings would be utilized for improving the DAPs by the States.

5.2 The evaluation/review and consequent modifications in the selected DAPs are proposed to be completed by March, 2009. Considering the limited number of evaluating/reviewing agencies, it proposed that each AERC/TSI/PSI may take up evaluation/review of 25 DAPs each in the first phase. Resources needed for the exercise may be limited to Rs. 1 lakh per district which would be made available to the agency concerned by DAC in two equal instalments from the funds available for preparation of DAPs under RKVY.

## **6 Implementation of RKVY**

6.1 The status of allocation, release and utilization of funds under RKVY for 2007-08 is given at **Appendix III**. The status of allocation and release of funds for 2008-09 is given at **Appendix IV**.

6.2 The States are requested to ensure that funds released during 2007-08 are fully utilized by December, 2008. They are also requested to ensure that atleast 50% of the releases made during 2008-09 are utilized by mid-December, 2008 and the proposals for release of the second instalment sent by the third week of December, 2008.

## **7 Information required from the States**

7.1 The States are requested to send the following information in advance:

- i. Updated status of formulation of DAPs, district-wise.
- ii. A brief write up on convergence/integration attempted in the DAPs/SAP.
- iii. Status of implementation of RKVY (2007-08 as well as 2008-09) and other major programmes of the DAC in the State.
- iv. Highlights of achievements and success stories under RKVY with photographs.

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## State-wise Status of District Agriculture Plans (DAPs)

(Provisional as on 19.11.2008)

SI	State/UT	No. of Districts	DAP prepared	Remarks / Name of Agency
1	2	3	4	5
<b>A</b>	<b>States</b>			
1	Andhra Pradesh	22	22	MANAGE
2	Arunachal Pradesh	16		Under Preparation, NIRD
3	Assam	27	27	Agriculture Department
4	Bihar	38	38	i. Rajendra Agricultural University, Pusa. ii. Asian Development Research Institute, Patna. iii. A.N.Sinha Institute of Social Studies, Patna. iv. Bihar Institute of Economic Studies, Patna. v. Agro Economic Research Centre for Bihar & Jharkhand, Bhagalpur.
5	Chhatisgarh	18		Under preparation Agriculture Department
6	Goa	2		Under preparation. Institute of Social and Economic Change, Bangalore
7	Gujarat	26	26	Gujarat Agro Industries Corporation Ltd.,
8	Haryana	20	20	State Agricultural University, Hissar
9	Himachal Pradesh	12	11	CSK, Himachal Pradesh Agriculture University, Palampur for Department of Agriculture
10	Jammu & Kashmir	22		No Information
11	Jharkhand	24	24	NABCONS (21 districts) and Gene Campaign (3 districts)
12	Karnataka	29	20	9 near completion, Institute of Social and Economic Change, Bangalore ,Dharwad Agri University
13	Kerala	14	14	Agriculture Department
14	Madhya Pradesh	48	48	Agriculture Department,
15	Maharashtra	35	35	Swami Ramanand Tirath Marathwada Institute, Aurangabad and 3 other Institutions
16	Manipur	9		Under preparation, Agriculture Department
17	Meghalaya	7		Under preparation, Agriculture Department
18	Mizoram	8		Under preparation, Agriculture Department
19	Nagaland	8		Under preparation, Agriculture Department
20	Orissa	30	25	Under preparation in 5 districts.
21	Punjab	20	20	State Agriculture University, Department of Agriculture
22	Rajasthan	33	2	31 in progress. ARAVALI (8 districts) Rest by the Department
23	Sikkim	4	4	Agriculture Department
24	Tamil Nadu	29	29	Tamil Nadu Agriculture University
25	Tripura	4	4	Agriculture Department
26	Uttarakhand	13		NIRD, G.B. Pant University of Agriculture & Technology, Pant Nagar
27	Uttar Pradesh	71	71	Agricultural Finance Corporation Ltd., (66 districts) Uttar Pradesh Industrial Consultant Ltd. (5 districts)
28	West Bengal	18	17	Agriculture Department
	<b>Total A</b>	<b>607</b>	<b>457</b>	

<b>B</b>	<b>UTS</b>			
1	A & Nicobar Islands	2		
2	Chandigarh	1		
3	D & N Haveli	1		
4	Daman & Diu	2		
5	Delhi	9		
6	Lakshadweep	1		
7	Puducherry	4		
	<b>Total B</b>	<b>20</b>		
	<b>Grand Total A+B</b>	<b>627</b>	<b>457</b>	

Note:

Planning Commission has brought out the manual for Comprehensive District Agriculture Plan (C-DAP) to facilitate States to prepare DAPs. The State Governments are in process of finalization of DAPs as per the C-DAP Manual, wherein centrality of PRIs has been ensured in preparation and approval of the DAPs.

**Possible Convergence Matrix for Watershed Development Programmes with other  
Developmental Schemes**

<b>Sl.</b>	<b>Components/Activities</b>	<b>Funding resources</b>
<b>1</b>	<b>Natural Resource Management Activities</b>	Watershed Development Programmes (WDPs), NREGA, BRGF, National Afforestation Programme
<b>2</b>	<b>Income Generating Activities</b>	Watershed Development Programmes
<b>3</b>	<b>Production system:</b> i. Provision of certified seeds ii. Integrated farming system models based on crop production, livestock, horticulture, fisheries, forestry etc. iii. Crop diversification iv. INM & Organic Farming v. Crop Demonstration	NFSM, ISOPOM, MMA, RKVY RKVY  MMA, RKVY, NFSM MMA, RKVY, NFSM
<b>4</b>	<b>Rain Water Harvesting and Ground Water Recharge:</b> i. Farm ponds/on farm reservoirs & Low cost lifting devices like pedal pumps ii. Village / Community reservoir iii. Roof Top Harvesting iv. Ground Water Recharge  v. Improvements in water use efficiency vi. Conjunctive use of surface and sub surface water	NREGA, BRGF Artificial Ground Water Recharge Scheme of MoWR NHM, Schemes of MoWR  Schemes of MoWR
<b>5</b>	<b>Farm Mechanization</b>	MMA, Scheme on Post Harvest Technology and Management of DAC.
<b>6</b>	<b>Livestock &amp; Fisheries</b>	Programmes of DoAH,D&F
<b>7</b>	<b>New Interventions</b>	Watershed Development Programmes, MMA, RKVY
<b>8</b>	<b>Capacity Building and Training</b>	RKVY

\*(All the activities to be taken up through other developmental programmes under convergence are required to be worked out in detail along with cost estimates. The activity plan to this effect should be approved by the concerned agency responsible for implementing the specific programme and to be included in the district development plan.)

## Statewise Release of Funds and Expenditure incurred under RKVY during 2007-08 (Provisional)

as on 19.11.2008

Rs crore

S.No. 1	Name of the State 2	Release 3	Expenditure 4	%age Utilisation 5
1	Andhra Pradesh	61.08	36.08	59.07
2	Arunachal Pradesh	1.90	0.30	15.79
3	Bihar	57.77	38.19	66.11
4	Chhatisgarh	52.96	4.97	9.38
5	Goa	1.70	NR	
6	Gujarat	49.81	41.65	83.62
7	Haryana	21.52	15.32	71.19
8	Himachal Pradesh	16.17	14.98	92.64
9	Jharkhand	55.68	0.00	0.00
10	Karnataka	154.30	85.44	55.37
11	Kerala	55.40	10.88	19.64
12	Madhya Pradesh	101.62	29.03	28.57
13	Maharashtra	128.20	17.71	13.81
14	Meghalaya	6.37	NR	
15	Nagaland	3.19	NR	
16	Orissa	39.30	20.71	52.70
17	Punjab	36.05	34.15	94.73
18	Rajasthan	55.76	42.00	75.32
19	Sikkim	2.77	1.84	66.43
20	Tamil Nadu	153.60	45.58	29.67
21	Tripura	4.16	3.96	95.19
22	Uttar Pradesh	103.90	57.00	54.86
23	Uttarakhand	28.25	11.59	41.03
24	West Bengal	54.93	47.00	85.56
	<b>Total States</b>	<b>1246.39</b>	<b>558.38</b>	<b>44.80</b>
	<b>UTs</b>			
1	Delhi	0.10	NR	
2	Puducherry	0.40	NR	
	<b>Total UTs</b>	<b>0.50</b>		
	<b>Grand Total (States +UTs)</b>	<b>1246.89</b>	<b>558.38</b>	<b>44.78</b>
	<b>Note</b>			
A	As per the criteria to determine eligibility of States under RKVY, four States of Assam, Jammu & Kashmir, Manipur, and Mizoram were ineligible. As these States have not provided additional outlays under agriculture & allied sectors during 2007-08 no funds were released to them.			
B	The pace of utilization of funds released during 2007-08 is more or less satisfactory given the fact that funds were only released to State Government towards the fag end of the fiscal 2007-08.			
C	The State Governments have assured that the amount released during the 2007-08 will be utilized by the end of December, 2008 as the implementing agencies in the States have been geared up for implementation of the projects.			

Statewise Allocation and Release of Funds under RKVY during 2008-09							
S.No.	Name of the State	Eligible / Ineligible States	Rs crore Total Allocation	As on 25.11.2008			
				Total Funds Released			
1	2	3	4	5	6	7	8
	States			Stream I	Stream II	DAP	Total
1	Andhra Pradesh	Eligible	316.57	104.91	27.65		132.56
2	Arunachal Pradesh #	Ineligible	6.88				
3	Assam	Eligible	142.62	57.79	13.52	1.50	72.81
4	Bihar	Eligible	148.54	58.17	16.10		74.27
5	Chhatisgarh	Eligible	116.48	45.28	12.96	1.70	59.94
6	Goa #	Ineligible	6.91				
7	Gujarat	Eligible	243.39	91.27	23.24		114.51
8	Haryana	Eligible	74.00	31.34	8.16		39.50
9	Himachal Pradesh	Eligible	15.11	5.67	2.52		8.19
10	Jammu & Kashmir #	Ineligible	16.17			1.20	1.20
11	Jharkhand	Eligible	58.62		10.46		10.46
12	Karnataka	Eligible	316.57	109.69	47.38		157.07
13	Kerala	Eligible	60.11		4.80		4.80
14	Madhya Pradesh	Eligible	146.05	40.74	19.29		60.03
15	Maharashtra	Eligible	269.63		24.20		24.20
16	Manipur #	Ineligible	4.14			0.90	0.90
17	Meghalaya	Eligible	13.53		1.99		1.99
18	Mizoram #	Ineligible	4.29			0.80	0.80
19	Nagaland	Eligible	13.89		0.99		0.99
20	Orissa	Eligible	115.44	36.36	11.37		47.73
21	Punjab	Eligible	87.52	34.71	9.05		43.76
22	Rajasthan	Eligible	233.75	91.93	24.95		116.88
23	Sikkim	Eligible	11.37	4.22	1.46		5.68
24	Tamil Nadu	Eligible	140.38		18.78		18.78
25	Tripura	Eligible	34.02	12.25	3.83		16.08
26	Uttar Pradesh	Eligible	316.57	109.00	49.29		158.29
27	Uttarakhand #	Ineligible	20.60				
28	West Bengal	Eligible	147.38	59.49	16.52		76.01
	<b>Total States</b>		<b>3080.53</b>	<b>892.82</b>	<b>348.51</b>	<b>6.10</b>	<b>1247.43</b>
	<b>UTs</b>						
1	A & N Islands	Eligible	6.43		0.31	0.10	0.41
2	Chandigarh	Eligible	2.2		0.14		0.14
3	D & N Haveli #	Ineligible	0.61				
4	Daman & Diu	Eligible	1.42		0.16	0.10	0.26
5	Delhi #	Ineligible	1.83				
6	Lakshadweep	Eligible	12.08		1.03	0.10	1.13
7	Pondicherry #	Ineligible	6.67				
	<b>Total UTs</b>		<b>31.24</b>		<b>1.64</b>	<b>0.30</b>	<b>1.94</b>
	<b>District Agricultural Plan</b>		<b>53.90</b>				
	<b>NIRD</b>						<b>0.50</b>
	<b>Administrative Contingency</b>						<b>0.03</b>
	<b>Grand Total</b>		<b>3165.67</b>	<b>892.82</b>	<b>350.15</b>	<b>6.40</b>	<b>1249.90</b>
	#As per the criteria to determine eligibility of States under RKVY during 2008-09, six States Arunachal Pradesh, Goa, Jammu and Kashmir, Manipur, Mizoram and Uttarakhand and three Uts of Dadra & Nagar Haveli, Delhi and Puducherry were ineligible. Hence, these States/UTs have to provide the percentage share under agriculture and allied sectors in the State Plan as indicated below against their name at BE or RE Stage in 2008-09 to become eligible and to access the allocation indicated above in 2008-09. Arunachal Pradesh-7.20%; Goa-3.98%; Jammu & Kashmir-6.15%; Manipur-3.15%; Mizoram-10.3%; Uttarakhand-10.25%, UT-Dadra & Nagar Haveli-9.71%, Delhi-0.39% and Puducherry-8.49%.						