

The background of the entire page is a repeating pattern of stylized fish icons. Each fish is depicted in a simple, grey line-art style, facing left. They are arranged in a grid-like pattern across the page.

PRADHAN MANTRI MATSYA SAMPADA YOJNA

A Preliminary Analysis

Working Paper

The Research Collective

The Research Collective, of the Programme for Social Action (PSA), facilitates research around the theoretical framework and practical aspects of development, sustainable alternatives, equitable growth, natural resources, community and people's rights. Cutting across subjects of economics, law, politics, environment and social sciences, the work bases itself on people's experiences and community perspectives.

Our work aims to reflect ground realities, challenge conventional growth paradigms and generate informed discussions on social, economic, political, environmental and cultural problems.

Pradhan Mantri Matsya Sampada Yojna; A Preliminary Analysis

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Background

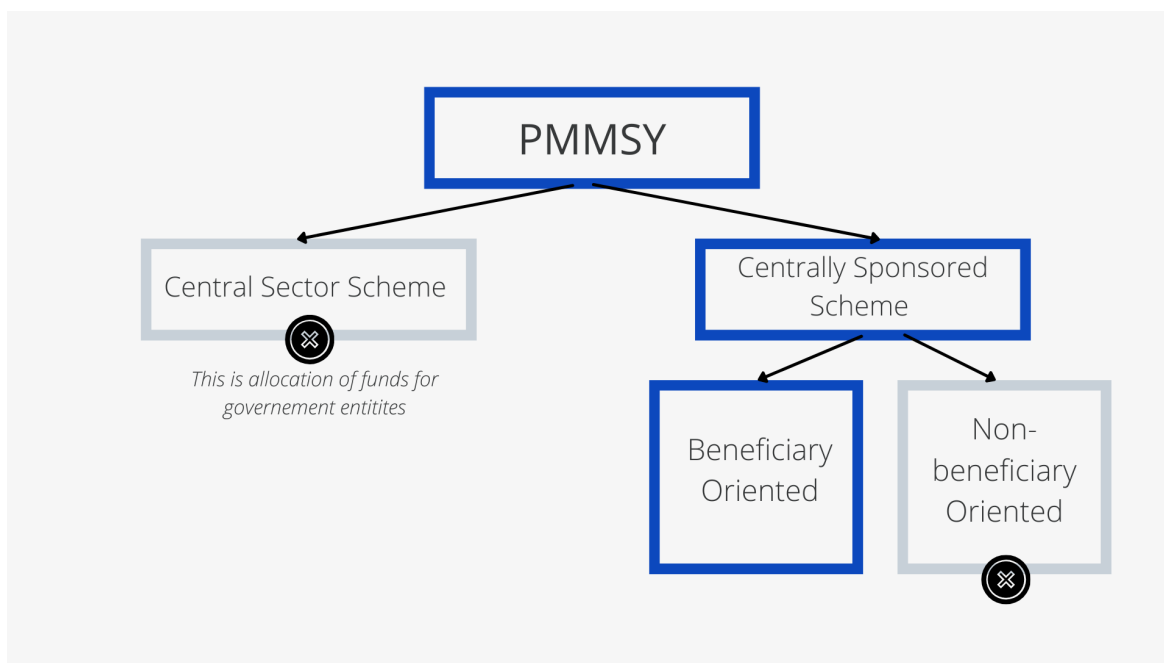
The Pradhan Mantri Matsya Sampada Yojana (PMMSY) is a central government scheme focused to increase fish production and was launched when the country was grappling with Covid-induced lockdowns and economic shocks, at macro & micro levels. The scheme aims to deliver tall promises such as increasing fish production from the current 12 MT to 22 MT by 2025 and 30 MT by 2030; increasing aquaculture productivity rates from 3 tonnes per hectare to 5 tonnes per hectare; generating 55 lakh employment opportunities, double income of “fishermen”; double the export earnings from Rs. 46,589 crores in 2018-19 to Rs.1 lakh crores by 2024-25 etc. While the scheme officially lists 13 beneficiaries, the first being fishers, a basic analysis of the components and target groups of the scheme reveals that it is largely exclusionary in nature for the average Small Scale Fishworker (SSF). Overall the scheme is structurally designed to bring about transition in fish production from capture to culture fisheries on an industrial basis and in the process integrate fishworkers within the larger agrarian framework of public policy.

Fish Production 12 MT to 22MT by 2025 30 MT by 2030	Aquaculture Productivity from 3 tonnes per hectare to 5 tonnes per hectare	Employment 55 lakh employment opportunities	Income Double Fishermen's Income
Export Earnings Rs. 46,589 crores in 2018-19 to Rs.1 lakh crores by 2024-25	Domestic Consumption from 5 kg to 12 kg per capita.	Investment Facilitating private investment and growth of entrepreneurship in the fisheries sector.	Post Harvest Losses from 20-25% to about 10%.

Objective and Methodology

This working paper seeks to understand the extent of exclusion of the Small-Scale Fisher from PMMSY by gathering insights through an analysis of the implementation mechanisms laid out by the 'PRADHAN MANTRI MATSYA SAMPADA YOJANA OPERATIONAL GUIDELINES – June 2020'.

The method of analysis considers the aspect of PMMSY which is linked to direct 'Beneficiary' under the 'Centrally Sponsored Scheme' (CSS) part of PMMSY. The analysis is framed around two questions, viz. first, who are the types of 'Beneficiaries' that will be able to avail the components listed? and second, what are the barriers that fishworkers will potentially face in being able to access them? In doing so, this working paper reveals how there are very few components that are set for the marine capture sector and shows how the bulk of the components are oriented towards culture production. Through an analysis, the main objective is to highlight what ails PMMSY's implementation & how far is it viable to trickle down to the grassroots beneficiary.



Introduction

As stated in the press conference by the Government of India, “PMMSY- a scheme to bring about Blue Revolution through sustainable and responsible development of fisheries sector in India”, the Pradhan Mantri Matsya Sampada Yojana (PMMSY) can be linked to be a part of the Blue Revolution (BR) programme in India. The primary objectives of the current Blue Revolution have been towards mechanical and technical development, encouragement to aquaculture and facilitation of cooperative marketing in fishing. Multinational companies have been encouraged to engage with intensive marine fisheries programmes like the building of several fishing harbours and launching research centres helping increase in fish production and improvement in fish species in India. In this context, the PMMSY has been introduced to build on the targets set by the BR, whereby there would be the production of 20 million tonnes of fish by 2022-23.

Objective

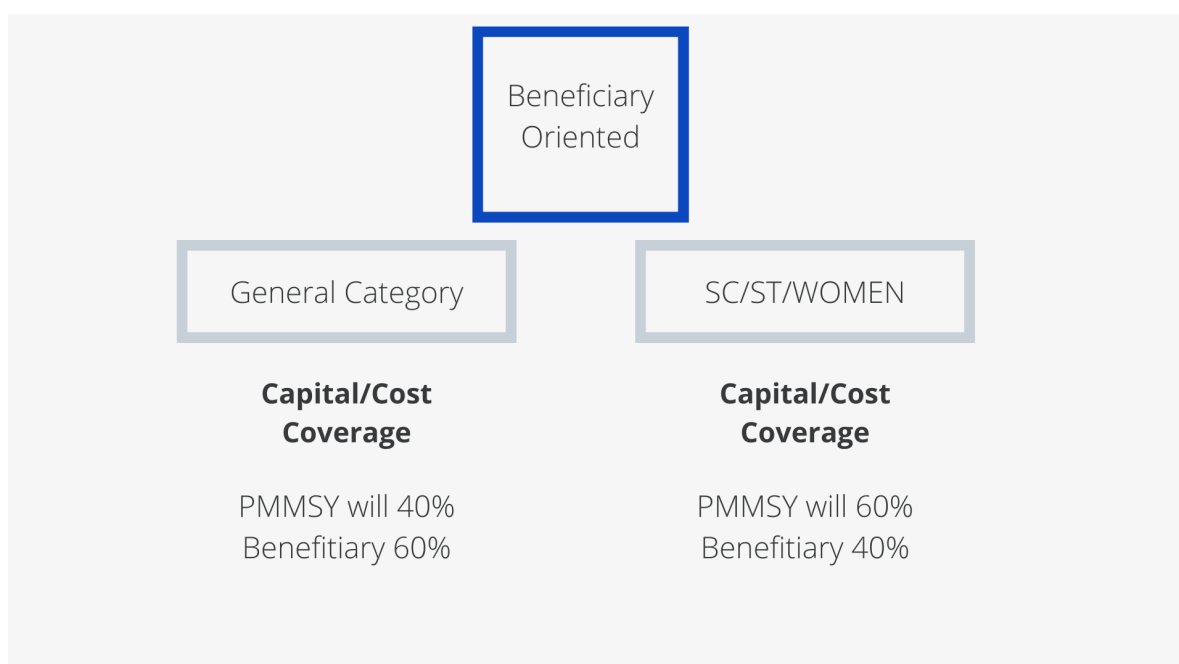
The PMMSY has been launched by the government of India, in September 2020, with the aim to increase fish production with a strong focus on culture fisheries, improve the value chain system and quality control, introduce advanced technology and infrastructure in the country and set up a framework of modernisation and management of this fishing infrastructure via ‘sustainable’ means. Through central and state contributions, between 2017- 2020, PMMSY has received USD 200 million and private sector investment has contributed USD 900 million into the scheme. Further, the estimated investment in PMMSY during 2020-21 to 2024-25 is to be about USD 2.17 billion. PMMSY is to be implemented over a period of 5 years from financial year 2020-21 to 2024-25. The government of India has set a budget of about USD 990 million for the year 2020-2021.

Framework of Implementation

The PMMSY is to be implemented through the two components of the Central Sector Scheme (which are designed, planned, and completely funded by the central government) and the Centrally Sponsored Scheme (plans which are funded partially by both the central and the state governments). The scheme is to be implemented by the central government and its entities, including the National Fisheries Development Board; state/ UT governments and their entities; state fisheries development boards; and any other end implementing agencies as decided by the Department of Fisheries under Ministry of Fisheries, Animal Husbandry and Dairying.

There are direct beneficiaries in terms of the public themselves availing the scheme only in the Centrally Sponsored Scheme. There are two categories that are of note here, 'General Category' for which PMMSY will cover 40% of the total capital cost, and 60 % is to be borne by the beneficiary. The second category covers Scheduled Caste (SC)/Scheduled Tribe (ST) and/or Women, in this case PMMSY will cover 60% of the total capital cost, and 40% will be borne by the beneficiary.

Ultimately, this means that PMMSY is a credit-based scheme.



Proposed 'Beneficiaries'

The proposed beneficiaries of the scheme under the Centrally Sponsored Scheme of PMMSY are - fishers, fish farmers, fish workers and fish vendors, fisheries development corporations, self-help groups (SHGs)/ Joint Liability Groups (JLGs) in the fisheries sector, fisheries cooperatives, fisheries federations, entrepreneurs and private firms, Fish Farmers Producers Organizations/ Companies (FFPO/ FFPC), SC/ST/Women/Differently abled persons, state governments/UTs and their entities, central government and their entities, state fisheries boards.

Specific components that can be undertaken by Beneficiaries:

The scheme covers three very broad types of components, with a specific list of sub-components under each which can be taken up by the beneficiaries. The ones that are marked in blue indicate those that are applicable to marine capture fisheries.

a. Enhancement of Production and Productivity

i. Development of Inland Fisheries and Aquaculture

ii. [Development of marine fisheries including mariculture and seaweed cultivation](#)

iii. Development of fisheries in north-eastern states and Himalayan States/UTs

iv. Development of ornamental fisheries and recreational fisheries

v. Technology infusion and adaptation

b. Infrastructure and Post-harvest Management

i. [Post-harvest and cold chain infrastructure](#)

ii. [Markets and marketing infrastructure](#)

iii. [Development of deep-sea fishing](#)

iv. Aquatic health management

c. Fisheries Management and Regulatory Framework.

i. [Monitoring Control and Surveillance](#)

ii. [Strengthening safety and security of fisherman](#)

iii. [Fisheries extension and support services](#)

iv. [Livelihood and nutritional support for fishers for conservation of fisheries resources](#)

v. [Insurance of Fishing vessels and fishermen](#)

Access and Barriers

Question of 'accessibility' of sub-components under PMMSY for fishworkers by looking at the barriers in the application process.

Under the components listed in the beneficiary-oriented category of the scheme (see list in section 3 above) there are only 9 (highlighted in Blue above) out of 14 that can be considered to directly benefit fishworkers. However, when each of these components is looked in detail by the list of sub-components the question of what the barriers of access for average SSF to avail the scheme can be asked.

The left column of the table (*See Addenda 1*) lists the criteria list against the components for marine fisheries sector. The right column analyses the barriers fishworkers might face. This analysis identifies the following barriers overall - high costs incurred in terms of time, capital, effort to just apply and navigate the system. Additionally, knowledge barriers, literacy levels and highly technical aspects of eligibility make it hard for the average SSF. It is significant to note that in many cases, the scheme does not mean 100% subsidy and the beneficiary must have secured 40% to 60% of the total cost. Lastly, all components in the scheme relate to procurement and set-up costs and not towards operational or maintenance costs where the burden lies on the beneficiary except, for insurance, that is not a new scheme at all but the old 'savings-cum-relief' scheme which has been put forward with a new name. The scheme in its entirety barring one or two components related to seaweed collection seems difficult for women to access.

This analysis was made by looking at the PMMSY – Operational Guidelines Annexure II, June 2020

Who is this scheme supposed to serve?

sub-components are for the marine capture fisheries sector?

Under the beneficiary-oriented schemes of PMMSY there are a total of 65 sub-components, by examining each (see addenda) we can see which fisheries sub-sector they are applicable to (i.e – culture fisheries, capture fisheries, or both). Further we can gauge type of beneficiaries are able to access these sub-components. Figure 1 below shows that out of 65 sub-components, the majority 45 are for culture fisheries, 10 for marine capture fisheries and the remaining 10 are applicable to both. On the other hand, and related to the previous point we can see in Figure 2 that the type of beneficiaries that are able to access, out of 65 sub-components, a whopping 35 is reserved or accessible only for those with significant capital, 17 are for farmers, or those with land capital, and only 5 are reserved for fishermen boatowners, 2 for fishermen with capital, and only 1 for the average SSF.

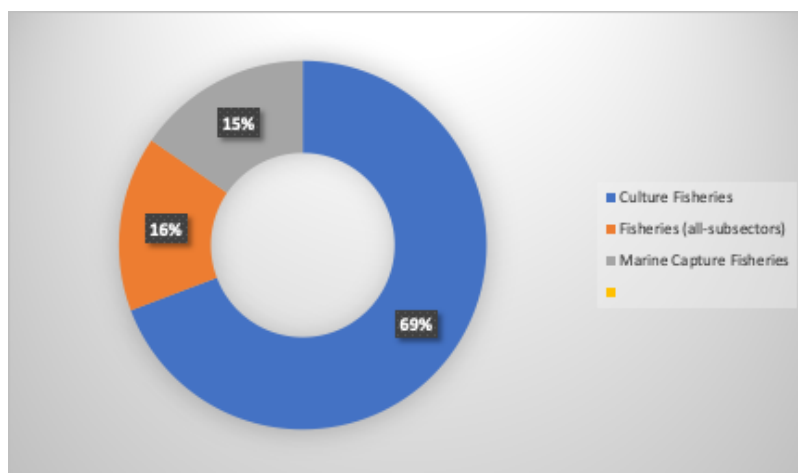


Figure 1 - Types of fisheries sub-sectors under PMMSY

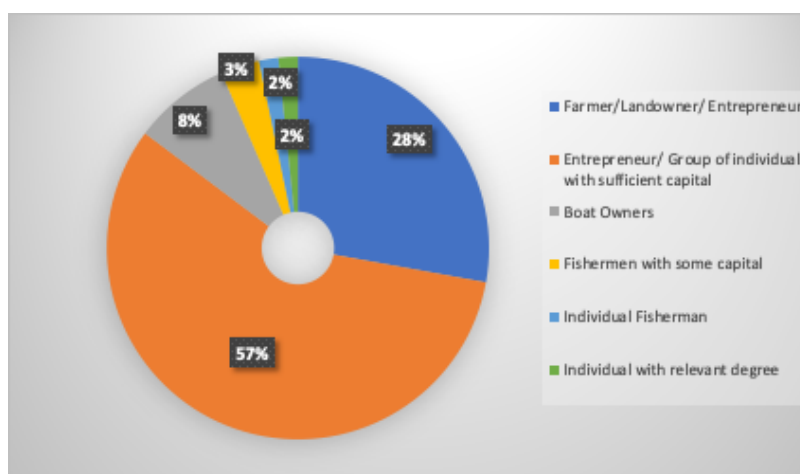


Figure 2 - Types of beneficiary that can avail PMMSY

Conclusion

From the point of view of the SSF in the marine sector, the analysis presented in this working paper shows the extreme level of exclusion faced by small-scale fish worker. This exclusion is evident at multiple levels, as we have seen, the majority of the schemes are oriented away from capture fisheries sectors and towards culture production. This signals not only the trend of moving fish production from coastal and marine landscapes but a large-scale relocation of fish production to the agrarian political economy and its social dynamics. As an umbrella scheme related to fisheries, it has shifted from welfare and support-oriented programme to one that basically just focuses on credit assistance. For the average SSF who has no access to credit, largely since SSF are not typically landowners or with existing monetary capital the PMMSY poses impossible opportunities in the name of fish production. After seven decades of schemes, subsidies, and support programme to infuse capital, infrastructure and incentives to the marine capture fisheries sector the PMMSY signals a withdrawal. This withdrawal leaves behind millions of SSF in the lurch, faced with uncertainty about fish stock they will find when they go out to sea to catch fish and when they return to unpredictable market dynamics. Reading PMMSY reveals that fish production is no longer for fisherworker, but as it disables the communities who have historically been associated with fish it enables a new generation of “fish entrepreneurs”, incentivized through “start-up challenges” which is more affined to a new wave of privatization and technology-driven age.

Addenda 1 - Analysis of criteria listed in PMMSY guidelines and the associated barriers that SSF might face

a. Development of marine fisheries including mariculture and seaweed cultivation

Requirements/ Criteria to become to be considered a beneficiary	Barriers for fishworkers
Obtain necessary permission for allotment of sea area	Lack of domain knowledge or know-how to identify, demarcate area suitable seaweed cultivation. Lack of agency to navigate the bureaucratic system of applying for permission. Transactional cost in terms of time, distance, money needed for to start and complete this step.
Submit a Self-Contained Proposal which contains techno-economic details and technical know-how to undertake the activity.	Lack of agency to navigate the bureaucratic system of applying for permission. Transactional cost in terms of time, distance, money needed for to start and complete this step.
Cannot be an individual, but a recognized cooperative society, self-help group, association etc.	May not be able to access membership for such a group
In coastal states 60%-unit cost must be borne by beneficiary if they fall under general category and 40% if they are women/SC/ST	Requires that the beneficiary comes with existing capital which may not be possible for SSF.

b. Cold-chain infrastructure: subcomponent of this lists refrigerated vehicles, insulated vehicles, motorcycle with icebox, cycle with boxes, three-wheeler with icebox.

Requirements/ Criteria to become to be considered a beneficiary Barriers for fishworkers	Barriers for fishworkers
Submit a Self-Contained Proposal which details financial resources availability for beneficiary share	Fishworkers, especially SSF may not have the capital to prove this
Maintenance, repair costs during operation to be borne by beneficiary	The nature of equipment or any hardware such as vehicles is its depreciating value, and it being prone to breakdowns. Fishers will may not be able to bear such a running cost or have contingency to repair in this event.

Vehicles and equipment should only be used for fisheries purposes and if found otherwise entire assistance will ne recovered.	This is a misplaced guideline, which puts a role without details of how appropriate or inappropriate use of use the vehicle will be evaluated.
In coastal states 60%-unit cost must be borne by beneficiary if they fall under general category and 40% if they are women/SC/ST	Requires that the beneficiary comes with existing capital which may not be possible for SSF.

c. Markets and marketing infrastructure: sub-components under this include fish retail markets, kiosks, value addition enterprise units.

Requirements/ Criteria to become to be considered a beneficiary	Barriers for fishworkers
Submit a Detailed Project Report which includes a robust breakdown of set up costs.	Knowledge/Know-how barriers of how to prepare this.
Proposed land for this should already be secured.	As fishworkers as not typically owners of land they will not be able to meet this criterial
Post construction management plan should be given.	Knowledge/Know-how barriers of how to prepare this.

d. Development of deep-sea fishing: the sub-component under this is the Support for acquisition of Deep-sea fishing vessels for traditional fishermen

Requirements/ Criteria to become to be considered a beneficiary	Barriers for fishworkers
Individual fisherman or as part of a association, SHG, FPFOs can apply to replace their existing trawler	Only for existing owners of fishing boats can apply.
Techno-financial report needs to be prepared and submitted	Knowledge/Know-how barriers of how to prepare this.
Requirements/ Criteria to become to be considered a beneficiary	Barriers for fishworkers

e. Monitoring, Control and Surveillance: this includes fitting of tracking devices on existing motorized and mechanised boats

Requirements/ Criteria to become to be considered a beneficiary	Barriers for fishworkers
Fishing boat owner with valid license shall apply	Only for existing owners of fishing boats can apply.

f. Strengthening of safety and security of fishermen: this includes provision fo safety kits which includes, GPS, life jacket, lifebuoy and other life- saving appliances, a radar reflector, first-aid box, a set of flares, backup battery, search & rescue beacons as well as PFZ (potential fishing zone) device

Requirements/ Criteria to become to be considered a beneficiary	Barriers for fishworkers
Fishing boat owner with valid license shall apply	Only for existing owners of fishing boats can apply.

g. Fisheries extension and support services: this is fund to set up a "Matsya Seva Kendra - a one stop solution centre for providing requisite services to fishers and fish farmers in the locality."

Requirements/ Criteria to become to be considered a beneficiary	Barriers for fishworkers
Must hold Degree in Fisheries Science/Life Sciences/Marine Biology/Microbiology/Zoology/Biochemistry.	This is for a college graduate and therefore excludes majority of the fisheries communities.
Must submit a Self Contained Proposal(SCP) with justification, detailed cost estimate , bank loan sanction	Over and above education, the applicant has to have secured a loan, which means they also have to have enough assets to pledge collateral for loan.
Must prove a suitable space has been secured to set up the kendra for a period of minimum 7 years	Must have enough capital to lease a site for 7 years.

h. Livelihood and nutritional support for fishers for conservation of fisheries resources: this includes support during lean period or fishing bans.

Requirements/ Criteria to become to be considered a beneficiary	Barriers for fishworkers
Must be a full-time active fisher	This excludes many SSF who are now only party fishing
Must have saved 1500 over 9 months	This excludes those SSF who have not able to create regular monthly savings.

Addenda 2 - Identifying the beneficiary type that each sub-component of the 'Beneficiary Oriented' schemes are applicable to.

COMPONENT: ENHANCEMENT OF PRODUCTION AND PRODUCTIVITY			
SUB – COMPONENT - Development of Inland Fisheries and Aquaculture			
		SECTOR	Beneficiary Type
1	Establishment of New Freshwater Finfish Hatcheries	Aquaculture	Farmer/Landowner/ Entrepreneur
2	Establishment of New Freshwater Scampi Hatcheries	Aquaculture	Farmer/Landowner/ Entrepreneur
3	Construction of New Rearing ponds (nursery/ seed rearing ponds)	Aquaculture	Farmer/Landowner/ Entrepreneur
4	Construction of New Grow-out ponds	Aquaculture	Farmer/Landowner/ Entrepreneur
5	Inputs for freshwater Aquaculture including Composite fish culture, Scampi, Pangasius, Tilapia etc.	Aquaculture	Farmer/Landowner/ Entrepreneur
6	Establishment of need based New Brackish Hatcheries (shellfish and fin fish)	Aquaculture	Farmer/Landowner/ Entrepreneur
7	Construction of New ponds for Brackish Water Aquaculture	Aquaculture	Farmer/Landowner/ Entrepreneur
8	Construction of New ponds for Saline / Alkaline areas	Aquaculture	Farmer/Landowner/ Entrepreneur
9	Inputs for Brackish Water Aquaculture	Aquaculture	Farmer/Landowner/ Entrepreneur
10	Inputs for Saline /Alkaline Water Aquaculture	Aquaculture	Farmer/Landowner/ Entrepreneur
11	Construction of Biofloc ponds for Brackish water/Saline/Alkaline areas including inputs	Aquaculture	Farmer/Landowner/ Entrepreneur
12	Construction of Biofloc ponds for Freshwater areas including inputs cost	Aquaculture	Farmer/Landowner/ Entrepreneur
13	Stocking of Fingerlings in Reservoirs @1000FL/ha(3.0 lakh/1lakhFL)	Aquaculture	Farmer/Landowner/ Entrepreneur
14	Stocking of Fingerlings in Wetlands @1000FL/ha (3.0 lakh/1lakh FL)	Aquaculture	Farmer/Landowner/ Entrepreneur
SUB – COMPONENT - Development of Marine Fisheries including Mariculture and Seaweed cultivation.			
15	Establishment of Small Marine Finfish Hatcheries	Aquaculture	Farmer/Landowner/ Entrepreneur
16	Construction of large Marine Finfish Hatcheries	Aquaculture	Farmer/Landowner/ Entrepreneur
17	Marine Finfish Nurseries	Aquaculture	Farmer/Landowner/ Entrepreneur
18	Establishment of Open Sea cages (100- 120 cubic meter volume)	Mariculture	Entrepreneur/ Group of individuals with sufficient capital
19	Establishment of Seaweed culture rafts including inputs (per raft).	Mariculture	Entrepreneur/ Group of individuals with sufficient capital
20	Establishment of Seaweed culture with Monoline/tubenet Method including inputs	Mariculture	Entrepreneur/ Group of individuals with sufficient capital
21	Bivalve cultivation	Mariculture	Entrepreneur/ Group of individuals with sufficient capital

Development of fisheries in North-eastern and Himalayan States/UTs			
22	Establishment of Trout Fish Hatcheries.	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
23	Construction of Raceways of minimum of 50 cum.m Inputs for Trout Rearing Units.	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
24	Construction of New Ponds.	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
25	Establishment of medium RAS for Cold water Fisheries.	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
26	Establishment of large RAS for cold water fisheries	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
27	Input support for Integrated fish farming	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
28	Establishment of Cages in cold water regions.	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
Development of ornamental and recreational fisheries			
29	Backyard Ornamental fish Rearing unit	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
30	Medium Scale Ornamental fish Rearing Unit	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
31	Integrated Ornamental fish unit	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
32	Integrated Ornamental fish unit	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
33	Establishment of Fresh water Ornamental Fish Brood Bank.	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
34	Promotion of Recreational Fisheries.	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
Technology Infusion and adaptation			
35	Establishment of large RAS	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
36	Establishment of Medium RAS	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
37	Establishment of small RAS	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
38	Establishment of Backyard mini RAS units	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
39	Installation of Cages in Reservoirs	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
40	Pen culture in open water bodies	Aquaculture	Entrepreneur/ Group of individuals with sufficient capital
Post-Harvest and Cold Chain Infrastructure			
41	Construction of Cold Storages/Ice Plants	Fisheries - All	Entrepreneur/ Group of individuals with sufficient capital
42	Modernization of Cold storage /Ice Plant	Fisheries - All	Entrepreneur/ Group of individuals with sufficient capital
43	Refrigerated vehicles	Fisheries - All	Entrepreneur/ Group of individuals with sufficient capital

44	Insulated vehicles	Fisheries - All	Entrepreneur/ Group of individuals with sufficient capital
45	Motorcycle with Ice Box	Fisheries - All	Entrepreneur/ Group of individuals with sufficient capital
46	Cycle with Ice Boxes	Fisheries - All	Entrepreneur/ Group of individuals with sufficient capital
47	Three-wheeler with Ice Box including e-rickshaws for fish vending	Fisheries - All	Entrepreneur/ Group of individuals with sufficient capital
48	Fish Feed Mills	Fisheries - All	Entrepreneur/ Group of individuals with sufficient capital
Markets and Marketing infrastructure			
49	Construction of fish retail markets including ornamental fish/aquarium markets.	Ornamental-culture	Entrepreneur/ Group of individuals with sufficient capital
50	Construction of fish kiosks including kiosks of aquarium/ornamental fish	Ornamental-culture	Entrepreneur/ Group of individuals with sufficient capital
51	Fish Value Add Enterprises Units	Ornamental-culture	Entrepreneur/ Group of individuals with sufficient capital
52	E-platform for e-trading and e-marketing of fish and fisheries products	Fisheries-All	Entrepreneur/ Group of individuals with sufficient capital
Development of Deep Sea Fishing			
53	Support for acquisition of Deep-sea fishing vessels for traditional fishermen	Marine Fisheries	Boat Owners
54	Up gradation of existing fishing vessels for export Competency	Marine Fisheries	Boat Owners
55	Establishment of Bio-toilets in mechanised fishing vessels	Marine Fisheries	Boat Owners
Aquatic Health Management			
56	Establishment of Disease diagnostic and quality testing labs	Aquaculture	Technical Entrepreneurs
57	Disease diagnostic and quality testing Mobile labs/clinics	Aquaculture	Technical Entrepreneurs
58	Monitoring, Control and Surveillance (MCS)	Marine Fisheries	
59	Communication and /or Tracking Devices for traditional and motorised vessels like VHF/ DAT/NAVIC/ Transponders etc.	Marine Fisheries	Boat Owners
Strengthening of safety and security of fishermen			
60	Support for providing safety kits for fishermen of Traditional and motorized fishing vessels	Marine Fisheries	Fishermen with some capital
61	Providing boats (replacement) and nets for traditional fishermen	Marine Fisheries	Fishermen with some capital
Fisheries Extension and support services			
62	Extension and support Services.	Marine Fisheries	Individual with relevant degree
63	Sagar Mitras	Marine Fisheries	Individuals
64	Insurance of fishing vessels and fishermen Insurance to fishing vessels	Marine Fisheries	Boat Owners
65	Insurance to fishers, fish farmers, fish workers	Fisheries – All	Individual Fishermen

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