



UNION TERRITORY OF LAKSHADWEEP

**REVISED
SEVENTH FIVE YEAR PLAN
1985-'90**

Vol. I

Introduction

PLANNING DEPARTMENT
SECRETARIAT, LAKSHADWEEP, KAVARATTI

REVISED SEVENTH FIVE YEAR PLAN

1985-90.

(VOLUME-I).

<u>S. No.</u>	<u>Contents</u>	<u>Page</u>
1.	Introduction	1-18
2.	Annexure-I	19-21
3.	Annexure-II	22
4.	Annexure-III	23-27
5.	Annexure-IV	28-49
6.	Annexure-V	50-51
7.	Annexure-VI	52.

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LAKSHADWEEP REVISED SEVENTH FIVE YEAR PLAN

I N T R O D U C T I O N

Lakshadweep is the smallest Union Territory with a land area of only 32 sq. kms. and a population (1981) of 40,249. Formerly part of the then Madras State, it became a Union Territory in 1956 and planned development may really be stated to have started only then. The outlay and expenditure upto the end of Sixth Plan were as follows:-

TABLE I

(Rupees in lakhs)

Five Year Plans	Agreed outlays	Expenditure	Percentage of utilisation
First	-	-	-
Second	73.85	40.28	54.5
Third	98.38	108.51	110.3
Annual Plans	154.14	116.87	74.8
Fourth	200.00	189.72	94.8
Fifth	622.73	380.95	61.1
Annual Plans	543.64	307.50	56.6
Sixth	2035.00	2814.11	138.3

2. The magnitude of change which Lakshadweep has seen in the course of planned development, viz. the changes in life-style, occupational pattern, in the facilities and comforts available to the people, in the level of education, and also in income levels, is probably greater, and is certainly more striking, than in almost any other part of the country. One reason for this is, of course, the very low base from which the developmental effort began.

3. Some factual information about Lakshadweep may be seen in Annexure I, which also depicts (page 3 of Annexure I) the peculiar configuration of these coral islands and the resultant shipping problems. The developmental problems of the territory are peculiar because of (1) the dispersal of the population on small islands which are too far apart for regular communication to be easy or cheap, (2) the high

density of population and limited local resources, especially the scarcity of land and (3) the importance of environmental considerations.

SEVENTH PLAN REVISION

4. It may broadly be stated that the pattern of developmental activities in the islands upto the end of the Sixth Plan, and in the Seventh Plan as originally conceived, has been similar to that of other States and Union Territories attempting to reproduce the whole range of their activities on a smaller scale, of course with some modifications to suit local conditions. The Administration had proposed a Seventh Plan outlay of Rs.95.41 crores in 1984 and the Planning Commission had approved an outlay of Rs.43.9 crores. The sector-wise break-up was as follows:

TABLE II: Original Seventh Plan Outlays

S.No.	Sector	Approved outlay (in lakhs)
1.	Crop Husbandry (Agriculture)	360.00
2.	Animal Husbandry	230.00
3.	Fisheries	520.00
4.	Cooperation	120.00
5.	Land Reforms	1.00
6.	Community Development Programme	175.00
7.	I. R. E. P.	8.75
8.	Anti Sea Erosion	100.60
9.	Power	385.00
10.	N. R. S. E.	16.25
11.	Industries	145.00
12.	Port, lighthouses & shipping	440.00
13.	Road	250.00
14.	Other Transport (R. T)	25.00
15.	Science & Technology	25.00
16.	General Education	345.00
17.	Arts & Culture	50.00
18.	Sports & Youth Welfare Services	60.00
19.	Medical & Public Health	100.00
20.	Nutrition	31.00

21.	Water Supply & Sanitation	195.00
22.	Housing	413.00
23.	Information & Publicity	63.00
24.	Labour & Labour Welfare	6.00
25.	Social Welfare	39.00
26.	Secretariat Economic Services	10.00
27.	Tourism	230.00
28.	Jail	-
29.	Stationery & Printing	70.00
30.	Weights & Measures	7.00

5. The conventional pattern of Plan schemes that was followed involved the creation of 2,162 Government posts (on an existing establishment of about 2,500) and an expenditure of Rs.22 crores (approximately) on civil works, which included a substantial component for office and residential buildings which would be necessary to house the vastly expanded staff. It came increasingly to be felt that this pattern of developmental effect was having various unintended effects because of the lack of an appropriate overall perspective suiting the peculiar geographical, demographic and environmental conditions in the islands. Moreover, it began to seem physically impossible to create and house the large establishment originally envisaged, and the ban on creation of posts also posed some problems for plan implementation during the first year of the Seventh Plan period. Following the visit of the Prime Minister in November, 1985, the Planning Commission directed us to review the pattern of development, vide D.O. letter No.PC(P)/9/74/85 dated the 4th December 1985 from the Secretary, Planning Commission (Annexure II).

6. The general views of the present Administration were conveyed to the Planning Commission with our letter No.D.O.1/68/85-CB dated 20-12-1985 (Annexure III) the contents of which are self-explanatory. Information was separately received from various departments of the Government of India regarding the impending visits of various expert teams to this territory as part of the exercise which had been set in motion. (These visitations have in fact continued down to October 1986 and more are expected.) Nevertheless, in anticipation of the required expert advice in various fields, the Lakshadweep Administration did make tentative proposals for revising the entire Seventh Plan in February 1986 vide Annexure IV.

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These proposals had been discussed with the then Minister of State for Planning, Shri Ajit Panja, during his visit in the last week of January, 1986.

7. Subsequently, following the visit to Lakshadweep in March, 1986 of Prof. M.G.K. Menon, Scientific Adviser to the Prime Minister and Member of the Planning Commission, the Planning Commission prepared a report entitled "Strategy for an Integrated Development of Lakshadweep Islands". This report recommended acceptance of the revised Plan proposals which the Lakshadweep Administration had submitted in February 1986 (Annexure IV), and made further detailed recommendations regarding the desirable content of the developmental effort.

8. In the present revision of Seventh Plan schemes we have been guided by this report ("Strategy for Integrated Development"), by the recommendations of the various technical experts who have visited the territory since then, and by certain subsequent developments and government decisions. We have also been guided by the instructions of the Ministry of Home Affairs, being the administrative Ministry for the Union Territory, which were conveyed to us in January 1986 to the effect that "It is felt that while revising plans particular attention should be paid to maximum utilisation of local resources and materials in implementation of development plans. Other important considerations that have to be kept in view are preservation of ecological balance, generation of employment, development of alternative and renewable sources of energy so as to minimise requirement of petroleum products and exploitation of sea and ocean resources particularly development of fisheries. To the extent possible every effort should be directed towards discouraging local desire for white collar employment in preference to industrial or working class employment."

9. The changes which have been attempted are partly in the content of Plan schemes and partly in the proposed outlays as indicated below. This table also shows the proposed annual Plan outlay for 1987-83.

TABLE III

Sl. No.	Sector	7th Plan approved outlay	7th Plan proposal February 1986	Present 7th pl proposals	Expenditure 1985-1986	Ant. exp. 1986-1987	Proposed Annual Plan 87-88
1.	Crop Husbandry	360.00	320.00	319.60	58.13	62.09	62.36
2.	Animal husbandry	200.00	200.00	199.39	48.78	31.05	35.59
3.	Fisheries	520.00	560.00	350.70	30.20	44.50	73.00
4.	Land Reforms	1.00	1.00	1.00	-	-	0.20
5.	Community development	175.00	29.80	21.07	21.07	-	-
6.	I.R.E.P.	8.75	2.00	1.60	-	0.40	0.40
7.	Cooperation	120.00	124.00	124.00	18.85	23.00	33.50
8.	Anti Sea erosion	100.00	150.00	125.00	5.00	20.00	25.00
9.	Power	385.00	385.00	385.00	50.01	125.72	117.16
10.	N.R.S.E.	16.25	40.00	46.00	-	19.50	12.50
11.	Industries	145.00	140.00	140.00	19.00	20.95	30.00
12.	Port, Light house & Shipping	440.00	894.00	1207.10	87.02	140.10	338.40
13.	Road	250.00	200.00	150.00	58.00	33.00	22.00
14.	Tourism	230.00	120.00	120.00	21.15	17.00	21.00
15.	Other Transport (R/T)	25.00	20.00	20.00	-	5.00	5.00
16.	S & T	25.00	20.00	20.09	8.89	7.20	2.24
17.	General Education	345.00	340.00	348.20	52.50	46.99	73.72
18.	Arts & Culture	50.00	45.00	40.00	7.32	9.36	12.19
19.	Sports and Youth Welfare	60.00	43.00	43.00	28.00	4.90	3.00
20.	Medical and Public Health	100.00	100.00	100.00	21.91	25.90	18.27
21.	Water supply	195.00	195.00	195.00	34.00	40.00	40.00
22.	Housing	413.00	413.00	413.00	74.00	100.00	55.79
23.	Labour & Labour Welfare	6.00	5.50	5.50	0.32	1.70	0.98
24.	Social Welfare	39.00	40.00	40.00	4.59	6.08	11.32
25.	Nutrition	31.00	33.00	33.00	4.88	8.50	7.38
26.	Secretariat economic Service	10.00	50.00	33.88	2.92	7.47	7.98
27.	Information & Publicity	63.00	50.00	50.00	6.13	9.09	8.30
28.	W & M	6.00	5.50	5.50	0.51	0.50	1.00
29.	Stationery and Printing	70.00	70.00	60.00	17.69	7.00	10.99
30.	Jails	-	2.36	2.03	-	-	1.61
GRAND TOTAL		4390.00	4599.66	4599.66	750.87	817.00	1030.88

REVISED PROPOSALS

10. The approach which has been adopted while revising the Seventh Plan may be described broadly in terms of employment, transport and communications, and environmental and aesthetic considerations. Specific schemes will be referred to mainly where some departure is now proposed from the proposals submitted in February, 1986 and described in Annexure IV.

(1) Employment & Administrative Set-up:

11. Some of the main features of this territory are (i) its very high density of population, (ii) a high level of literacy and education, (iii) the growing dependence on Government employment and expectation of white collar employment, and (iv) the limited employment opportunities available in the islands. The high density of population is not primarily attributable to a particularly high rate of population growth. It is worth mentioning that the territory has always been densely inhabited - the density per sq. km. was as high as 498 as long ago as in 1901. It had risen to 1258 in 1981 (against the national average of 216) and is likely to exceed 1840 in another 20 years. On the Island of Amini it was already 2064 in 1981.

12. Along with this the rate of literacy has risen very rapidly from 15.23% in 1951 to over 55% in 1981 and the number of persons with higher qualifications (and expectations) has also increased very sharply because of the assistance available for study on the mainland against reserved seats. In relation to the population, the proportion of persons obtaining higher education is high. The following estimate has been made of the stock of persons with different qualifications of matriculation and above likely to be available upto the end of the Seven Plan period:

TABLE IV

Sl. No.	Qualifications	1981	1985	1990
1.	M.B.B.S. (and above)	20	23	33
2.	B.D.S.	2	2	5
3.	B.A.M. (Ayurveda)	1	2	5

	1	2	3	4	5
4. B.V.Sc.			4	9	21
5. B.E. & B.Tech.			4	4	16
6. Poly Tech. (Diploma)			61	72	101
7. B. Sc. (Agri)			8	14	23
8. Other degree and Post Graduate			260	368	567
9. Matriculates/PUC/PDC/ Higher Secondary/Other post-matric qualificat- ions below graduate			1809	3000	4180

The way in which these figures were worked out may be described. The actual stock in the employment market was assessed for 1965 and then the additions to the stock were worked out based on the number of candidates deputed for various professional and technical courses. The failures and retentions were also assessed while working out the growth rate for various categories. After obtaining additions during every year based on the past trends, the failures/retention rate has been estimated to be 1.5% to 2% in technical/professional courses. The rate of failure/retention in other categories varies from 15 to 20%. These estimates were further adjusted on the basis of the 1981 census figures. The estimate on matriculates/PDC/Higher Secondary has been done based on the 1981 census and the present annual output of SSLC certificate holders (which should give a conservative figure.) In the case of "other degree" it has been assumed that 50% of the 1981 figure was of mainlanders and that their number will remain static, while the growth of islander graduates has been worked out on the rate of population growth.

12. Over and above this there will of course be the large number of persons who will not cross the matriculation barrier but who will nevertheless want employment.

13. The combination of high density and rising expectations with the limited scope for salaried employment (of high expectations have already been created by the past pattern of development) has to be regarded as a potentially explosive one. No income estimates for the territory have been prepared or are available with the Lakshadweep Administration. A complete enumeration and survey was done by the National Sample Survey Organisation in January and February 1986, the results of which are presumably available to the Planning Commission. Some indications regarding the level

of income, viz. Government employment, copra and fisheries, are touched upon in the following paragraphs. The off-take from the public distribution system also appears quite satisfactory. However, there is no scope for complacency on account of such figures, though they may not seem consistent with a high incidence of extreme poverty. The problem of "educated" unemployment as conceived by the islanders and the long-term impossibility of meeting the expectations which have unthinkingly been created pose a real threat to social cohesion and to the quality of life in the islands, which it would not be in the broader national interest to ignore.

14. Agriculture and Animal Husbandry: Of the traditional source of livelihood coconut cultivation continues to be an important one. The copra from the islands during the best year so far (1983-84, when the price was unusually high) yielded a per capita income of Rs.930 from copra marketed through the Cooperative Federation alone, but this decreased substantially with the sharp decline in prices in the following year. The income from coconut cultivation is quite widely dispersed, virtually every household getting at least something from the sale of copra on the mainland, since those who do not have trees get a share of the produce for climbing. However, since there is no scope for further extending coconut cultivation, the importance of this source of income on a per capita basis must (whatever improvements in productivity may be achieved) decline with the increase of population. The changes under Agriculture and Animal Husbandry are substantially those which were proposed in February 1986 (vide Annexure IV). As regards agriculture some useful new ideas may emerge after the proper agronomic study which has been recommended in the "Strategy for Integrated Development".

15. Fisheries: The second major traditional source of livelihood is fishing. The per capita income from fishing has been estimated by the local Fisheries Department at Rs.540 in 1984. However, fishing as a commercial activity is of particular importance to two islands only viz. Agatti and Minicoy. As regards the Fisheries sector there is a substantial change in the outlay which was proposed to be fixed at Rs.560 lakhs (Table III) but has now been brought down to Rs.350 lakhs. The scheme for tuna purse-seining departmentally has been dropped in view of the Government's decision to set

up a Fisheries Development Corporation. A provision of Rs.100 lakhs for share capital contribution to this Corporation as required in the feasibility report prepared by the IIM, Ahmedabad (and submitted by the Administration to the Ministry of Agriculture) has been included. Several other departmental schemes have, on further consideration, also been curtailed or dropped. This change in outlay does not affect any diminution in the overall stress placed on fisheries as a potential source of employment, but merely a shift of emphasis to the Corporation, which will be able to raise and generate substantial resources.

16. Industries: In the Industries sector the proposals are substantially on the lines already envisaged in February, 1986. (vide Annexure IV). The report of the SISI team sent by the Ministry of Industry and the report of the Chairman, Coir Board are also now available and have been taken into account while finalizing the revised Plan. As regards the former report it is the Administration's view that while something might possibly be achieved from the miscellaneous variety of schemes suggested by these experts, e.g. Ball pen refill, Ice cream unit, Fish pickle etc. etc. etc. the industrial sector can make a significant impact on the territory only if it is possible to develop some single kind of industry which would provide a lot of dispersed employment. The Administration is in correspondence with the Electronics Research and Development Centre, Trivandrum as it is felt that the assembly of electronic items may be a possibility. This was also recommended in the "Strategy for Integrated Development". While no outlay has as yet been specifically provided for this, it will be a new scheme within the proposed outlay.

17. Education: There will also be need for a systematic effort to relate the pattern of education to the actual scope for employment that exists in the territory. It is most striking that, though even the existing method of pole-and-line tuna fishing is profitable for those engaged in it, and a few enterprising local people have also earned substantial profits from shark fishing, there is a dearth of new entrants to the profession of fisherman merely because

of the unrealistic life-style expectations (life style, not income) which the pattern of education has fostered. Fishing in the open sea for tuna and shark by the feasible methods, in 25 footer or 30 footer boats, requires a physically active life-style. The Planning Commission's report on "Strategy for an Integrated Development of Lakshadweep Islands" recommended as follows:-

"The education system at present continues to focus on general education. It is essential to focus on vocational education and stress the upgradation of skills required for increasing productivity in their traditional vocation which are fishing and coconut based industries. Socially useful productive work programmes in the curriculum must lay compulsory stress on these areas. Value systems to encourage self-employment and vocational work, rather than desk-oriented government employment, should be imparted. Human Resources development has to take particular note of the remoteness of the Islands. Education must provide a vocational thrust particularly relating to agriculture, fishing, and decentralized industry. It is necessary to inculcate the culture of entrepreneurship in the educated population of the Island to promote self employment."

18. We have suggested a scheme involving a complete change of syllabus for the SSLC course, making practical fishing, of the kinds done by fishermen in Lakshadweep, at least once a week (along with suitable theoretical training) compulsory in high schools. For girls an option of coir work will be available. A change of syllabus has been proposed in general terms to the State Board of Education, Kerala and the details are being worked out. It is proposed to introduce the new syllabus on two islands initially from 1987-88 and gradually to extend it to other islands.

Administrative set-up and Employment:-

19. A major change which has taken place as a result of planned development has been the growing and now disproportionate role of Government as an employer. The total employment by the Administration and the Lakshadweep Harbour Works together (including daily wage labourers) increased from about 2,100 in 1974 to about 5,400 in 1984 viz. a growth rate of over 150% over a period of a decade.

A stage has now been reached, where further expansion at this rate would be difficult. It would increase the pressure on scarce land (and land acquisition in turn deprives more people of possible alternative sources of income) and would create a series of pressures and influences on the environment. This point has been made in the Planning Commission's report on "Strategy for an Integrated Development of Lakshadweep Islands" which mentions that "The scope for further direct employment by Government is limited and would not be desirable to expand." The report also mentioned among the dangers to the beauty and environment of the islands, the "increasing civil construction of inappropriate style and nature and for purposes not really called for; and dangers of altering the patterns of habitations by ill conceived systems of roads, government complexes etc." These points will be touched on further where land use and civil works are discussed below. Every expansion of the administrative set-up now will limit future options in this regard, and must therefore be effected only after careful consideration.

20. It has, therefore, been necessary while revising the Seventh Plan to take stock of the administrative set-up and its proposed role in the future pattern of employment in Lakshadweep. The approved Plan involved the creation of 2162 posts which has been brought down under this revised proposed Plan to 1010 posts of which 337 are already in existence and 54 will be created in exchange for the surrender of other posts. Further 219 of the new posts proposed are merely for the absorption of daily-wage labourers as regular employees. Besides these 219, the net addition during the remainder of the Seventh Plan period will be 364. Every effort has been made to utilise persons with technical qualifications, as will be seen from Table V, ^{below} but the unproductive proliferation of posts for others is not part of the strategy.

21. Some provision for new posts particularly operational posts in different areas thus remains, but the main effect has been for qualitative improvement. Accordingly, attempts have been made to rationalise cadre structures and career prospects, so as to provide reasonable opportunities of

promotion, and to provide adequately for supervisory requirements, without unduly increasing the number of personnel. In the case of certain departments viz. Agriculture, Animal Husbandry, Fisheries, Education and Cooperation it has been proposed to create new posts of Director etc. at the level of Rs.1500-2000 (pre-revised) not only to provide better incentives and career prospects but also because it will then be possible to entrust these officers with the powers of Head of Department under the D.F.P. Rules (for which the requirement is that the officer should be at the level of a Deputy Secretary to the Government of India). Further, the Administration is employing a large number of daily wage employees for various purposes. Where the person has been employed for a long period continuously and the requirement is likely to continue, it appears only proper, in the interests of retaining a contented work force, to create a suitable group 'D' post for him.

22. Further, the draft Plan takes into account the recommendation contained in the report "Strategy for an Integrated Development of Lakshadweep Islands", which is extracted below:

"Besides its other distinguishing features, the circumstance that the territory is broken up into ten inhabited islands, some of them rather far apart, creates its own administrative problems. Each service has to be provided separately on each Islands; and staff or supervisory units at the headquarters are relatively less effective. A compact and cohesive multi-functional administrative set-up for individual Island is, therefore, required. The Administration has proposed (i) to create general coordinating posts in the rank of Deputy Collector on the major Islands, by surrendering some lower posts; and (ii) to extend the Delhi, Andaman and Nicobar Islands Civil Service to Lakshadweep. These measures may improve the effectiveness of the Administration in implementing various programmes while incidentally solving some problems of personnel administration."

23. The proposals referred in this extract are incorporated in the Plan. The elimination of the separate Community Development set-up and its activities, integrating them with those of the main island set-up, is also consistent with this approach.

OVERALL PICTURE:

24. An attempt has been made vide Annexure V to quantify the employment which has been created under the Seventh Plan, not only direct but also indirect. The employment proposed to be created is also described briefly in the write-up on each sector. Since much of the indirect employment created will be of a part-time character, which suits local conditions, it has been estimated in terms of person - years. As regards educated unemployment a further attempt has been made to relate the employment it is hoped to create to the figures for 1990 that were worked out vide Table IV above.

TABLE V

Sl. No.	Qualifications	Estimates in 1985	Estimated stock in 1990	Direct Administration employment in 1990
1	2	3	4	5
1.	Doctors (MBBS and above)	23	33	43
2.	B.D.S.	2	5	2
3.	B.A.M.	2	5	2
4.	B.V. Sc.	9	21	19
5.	B.E/B. Tech.	45	16	14
6.	Polytechnic	72	101	100
7.	B. Sc. (Agri)	14	23	15
8.	Other degree and Post-graduate	368	567	166
9.	Matriculates and others (below degree)	3000	4180	1492

25. The figures in column 3, and consequently those in column 4 and 5 include a number of mainlanders who work for the Lakshadweep Administration, this number will continue to diminish, but nevertheless more islanders will have to seek employment on the mainland than in the past and this problem will increase further after 1990, since the rate of growth of the stock of educated persons will increasingly outstrip the scope for employing them locally. These estimates do not take into account employment created by Central Government Departments directly, nor do they take into account Centrally Sponsored Schemes, including those which are staff-oriented as well as IRDP, NREP etc, all which would significantly improve the position shown. The increase in indirect employ-

ment as a result of the Seventh Plan (State Sector) vile Annexure V, comes to about 3000 person years. Every effort has been made to keep this figure at a realistic level; in fact the potentialities in Fisheries alone are much greater than what has been projected.

(2) Transport and Communications:

26. In this sector some further changes have become necessary since the proposals submitted in February, 1986 (Annexure IV). A major provision for a permanent harbour with breakwater at the eastern side of Minicoy has been dropped from this Plan as the Department of Surface Transport will be dealing with it under Central sector. At the same time specific proposals have now been included in regard to the development of ports and harbours on the basis of the recommendations of a Committee set up by the Ministry of Transport which submitted a report in February 1986 regarding future harbour works in Lakshadweep. Specific proposals in the shipping sector, for the acquisition of vessels, have been made on the basis of the report of another committee set up by the same Ministry, submitted in October, 1986. The full cost, however, cannot be accommodated within the total Plan outlay of Rs.46 crores. Instead of the earlier tentative provisions made for civil aviation, the proposals now made are for payments to the Helicopter Corporation of India and to Vayudoot in pursuance of a Cabinet decision since received. A token provision remains for a hovercraft service as this possibility is still being studied. The scheme for subsidy to encourage private mechanised sailing vessels has been retained though the outlay and target have been reduced on further consideration of the scope for this.

(3) Environment and General:

27. A major consideration in revising the Plan has been, as directed by Government the need to preserve the environment and the natural beauty of the islands. The Planning Commission report on "Strategy for an Integrated Development of Lakshadweep Islands" also stressed this aspect, as already mentioned. Some of the ways in which the revised Plan attempt

to keep these considerations in view are described below.

28. Land use and Government construction: Government activities have been aggravating the already excessive pressure on land. On the inhabited islands in a usable area of 1,632 hectares there are 58,162 plots. The average size of plot comes 5 ares and a family holding to 40 ares. Since the Lakshadweep Administration began planned development, it has constructed nearly 1700 government buildings (including 1,100 residential quarters). The plinth area of the existing government buildings comes to about 17 hectares and their plot area to over 75 hectares. Apart from this 11.5 hectares of land are in the possession of Defence who want an additional area of 25 hectares, and other Central Government Departments have about 120 buildings on about 25 hectares of land (rough estimate). This is apart from the area of 10 hectares acquired on Agatti for an airfield. More land will be required for expansion of this airstrip and for possible airstrips on other islands (a point which is being studied by the Ministry of Civil Aviation at present.) The acquisition of land for Government use has been one of the steady and continuous features of the developmental effort in the islands, along with the construction of Government buildings on a piecemeal basis, to standard designs. Apart from its not improving the islands aesthetically, such building activity if continued, would divert land from productive use, increase the requirements of power and water and generate various other pressures on the environment of the islands. In our revised Plan the outlay on Government construction, has been sharply curtailed from Rs. 2,263 lakhs to Rs.778.00 lakhs, vide Annexure VI. Much of the remaining provision except for residential quarters is for spill-over works. Land will be saved by going in for double-storeyed construction (sometimes demolishing an old single storeyed building). However, construction beyond two storeys is not contemplated as it would change the scale and pattern of habitations in an unsuitable manner. Though they do not find specific reference in the Plan schemes, measures are also being taken to plan out future land use and rationalise the existing use of land already acquired for Government purposes, as much as possible.

29. Private construction, though less obviously unsuitable, also poses problems. The number of occupied residential houses increased from 3,795 in 1961 to 6,320 in 1981, closely following the increase in the number of households from 4,024 to 6,637. Projecting this to 2005 the number of households should be 11,454 and occupied residential houses 10,165. The number of non-residential houses including mosques, madrasahs, shops, etc. also increased from 2,847 in 1961 to 4,362 in 1981 and would, projecting this trend, be 6,269 in 2005. (Of course the constraint of land may prevent this; people may have to expand or rebuild existing houses.) Private buildings are being constructed out of the islands themselves, from limestone excavated by digging up the lagoons, shingles and coral stones from the reefs and lagoons and mortar made from these (timber mainly from unproductive coconut trees). This poses a problem because (i) the islands are getting pock-marked with pits four or five feet deep from limestone extraction which there is no way of filling up, besides being ugly these pits mean loss of usable land; and (ii) destruction of the reef causes erosion on the lagoon side and exposes the marine life of the lagoon, a "fragile ecosystem" to damage.

It is proposed to set up a Building Materials Board to import building materials from the mainland and supply them to the public on suitable terms, linking it with a ban on extraction of coral and limestone locally.

30. Harbour works: One of the points made in the report on "Strategy for an Integrated Development of Lakshadweep Islands" is also the danger to the marine habitat of the lagoons posed by dredging and other harbour works. This matter has been separately gone into detail by a multi-disciplinary committee set up by the Ministry of Transport, which included a representative from the Department of Environment. The Committee recommended a limited and control pattern of harbour development works which has been taken into account in the present draft Plan wherever schemes under the State Plan sector were involved.

31. Water Supply and Sanitation: The recommendations of the "Strategy for Integrated Development" have been taken into account, though it is not proposed to curtail the outlay proposed on the existing water supply scheme.

32. Energy: The suggestions regarding non-conventional energy sources contained in the "Strategy for Integrated Development" have been taken into account in the relevant chapters of the Plan. Further physical progress has been achieved. As regards the outlay, the position as described in Annexure IV remains unchanged.

33. Avoidance of inappropriate schemes: Generally speaking the pattern of Government activities in this territory has to be re-oriented to suit the actual requirements and possibilities of the territory, though the existing activities and the organisation set up for them cannot be suddenly abandoned. The following extract from another paper prepared by this Administration may further clarify the approach which has been adopted as far as possible while reviewing schemes:

"The following considerations should weigh against (though not necessarily rule out) any proposed scheme:

- i) A large requirement of land;
- ii) Need for much civil works (office, residential or other);
- iii) Need for maintenance;
- iv) Much fuel (or raw material) requirement;
- v) Much freshwater requirement;
- vi) Concentration of any function or facility on the island.

Some examples of inappropriate schemes may be instructive; not cited by way of criticism:

(1) A supervisory officer with supporting staff and a jeep: this is a generic type, frequently offered under different Central Schemes. Not relevant since effective supervision has to be at island level (and more jeeps are not needed).

(2) Mini-industrial estates: This was a Plan scheme and one such estate has been constructed in Kavaratti. Scarce land was acquired from the public and three small sheds constructed for over Rs.3 lakhs each (using mainland building material). Not useful because not actually required for the kind of units envisaged (bakery, small printing press, carpentry unit); no zoning restrictions; such units can come up anywhere; the cost of shed will make the units unviable.

(3) Divisional Forest Officer with supporting staff. No forests and no space for them, but Planning Commission Working Group on Agriculture and Cooperation recommended this, it was therefore included in the Seventh Plan and last year the Agriculture Ministry conveyed sanction (which we declined).

(4) Anganwadi, Balwadi and Nursery School buildings. There are 18 such buildings each utilised perhaps 3 hours a day. (one 70 sq. mt built in 1985 cost Rs.3.95 lakhs, taking someone's precious land.

(5) Schoolbus at Kavaratti (area 3.6 sq. km., road length 15.5 kms, of which 7 km are surfaced). Now it is being demanded on other islands

(6) OTEC (proposed scheme for Ocean Thermal Energy). DNES wanted 4 hectares of land on Kavaratti to generate 1 MW power. They have now reduced this to 1.8 hectares plus a colony for 67 employees and office space. Not a reasonable trade-off between land and power. The existing diesel generation of 530 KW can be augmented to 1 MW without more land or personnel (or anything like expenditure of Rs.29 crores on OTEC). In this case "non-conventional" is inappropriate.

(7) Housing schemes, e.g. scheme for a Housing Board which was originally included in the Seventh Plan. Acquiring land and constructing group housing would be unsuitable because (i) acquiring land might displace as many as it helped, (ii) high cost of departmental construction (apart from materials, much higher labour cost, and (iii) unattractive pattern of habitation.

(8) A senior expert from the Department of Tourism has made the following proposal:

'At suitable location, a Glass Cylinder like structure leading to the bottom of the sea can be constructed with spiral staircase. This will enable the tourists to get down to the bottom of the sea watching the under water life and coral lives at various depths of the sea. This structure can be located at about 1/2 kms. from the shore connecting it with small bridge for the tourists to walk into the structure similar structures could be seen at Elat Beach Resort, Red Sea.'

In our shallow lagoons, the glass-bottomed boat displays marine life very well."

34. These are only examples of inappropriate schemes of the kinds which the Administration has attempted to minimise in the revised Plan.

G E N E R A L

Geographical spread	North 13 ^o North Latitude; East 74 ^o East Longitude; South 8 ^o North Latitude; West 71 ^o East Longitude.
Area	31 sq. kms. land area; 4200 sq. kms. lagoon area 20,000 sq. kms. territorial waters 4,00,00 sq. kms. EEZ.
Island nearest to the mainland (Cochin)	Bilpani 155 nautical miles (1 NM = 1.8 km approx.)
Island farthest from the mainland (Cochin)	Bitro, 261 nautical miles.
North-south spread	Minicoy - Chetlat 204 nautical miles.
East-west spread	Andrott - Agatti 85 nautical miles.
Total population	46,249 (1981 census) 47173 (1991 estimated)
Density of population per sq. kms.	1258 (1981 census) 1474 (1991 estimated)
Literacy rates	55% (1981 census) 64.5% (1991 estimated)
Area under coconut cultivation	3,760 hectares (1981)

Physical Features: Coral islands; lie generally from north to south (except Andrott East-West), encircled by saucer shaped shallow lagoon on western side. Reef all around. Openings in coral reefs serve as entrances to lagoon for low draught vessels during fair weather (during monsoons boats ply over reef on eastern side). Slope outside reef very steep.

People: Entire local population Muslims, classified as Scheduled Tribes, speak Malayalam except Minicoy (Mahl); homogenous culture.

Sex Ratio - 975 females per 1000 males

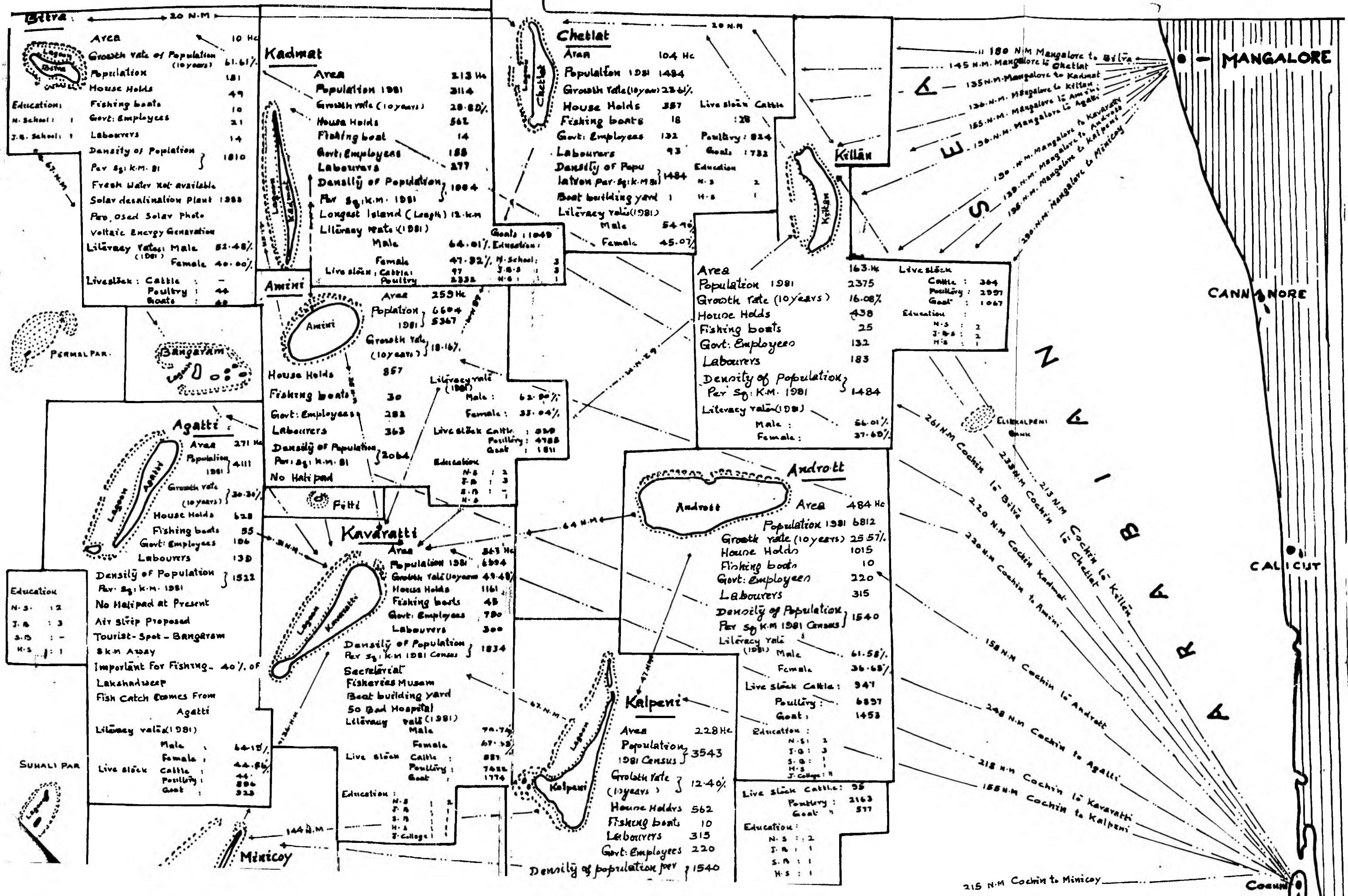
Literacy rate Males 65% Females 44.6% - Average 55%

Average family size - 5.99 (1971) 6.06 (1981)

Total work force 9160 (1981 census)

LAKSHADWEEP

NOT TO SCALE



No Halipad

Fitti

Kavaratti

Area: 863 Hc
 Population 1981: 6594
 Growth rate (10 years): 49.49%
 House Holds: 1161
 Fishing boats: 45
 Govt. Employees: 790
 Labourers: 300

Education

N.S.	12
J.B.	3

Live stock

Cattle	887
Poultry	7655
Goat	1770

Literacy rates (1981)

Male	70.7%
Female	67.5%

Education

N.S.	2
J.B.	1
S.B.	1
H.S.	1
J.College	1

Other facilities: Fisheries Museum, Boat building yard, 50 Bed Hospital, Literacy rate (1981)

Andrott

Area: 484 Hc
 Population 1981: 6812
 Growth rate (10 years): 25.57%
 House Holds: 1015
 Fishing boats: 10
 Govt. Employees: 220
 Labourers: 315

Density of Population } 1540
 Per Sq. K.M. 1981 Census

Literacy rate (1981)

Male	61.58%
Female	57.1%

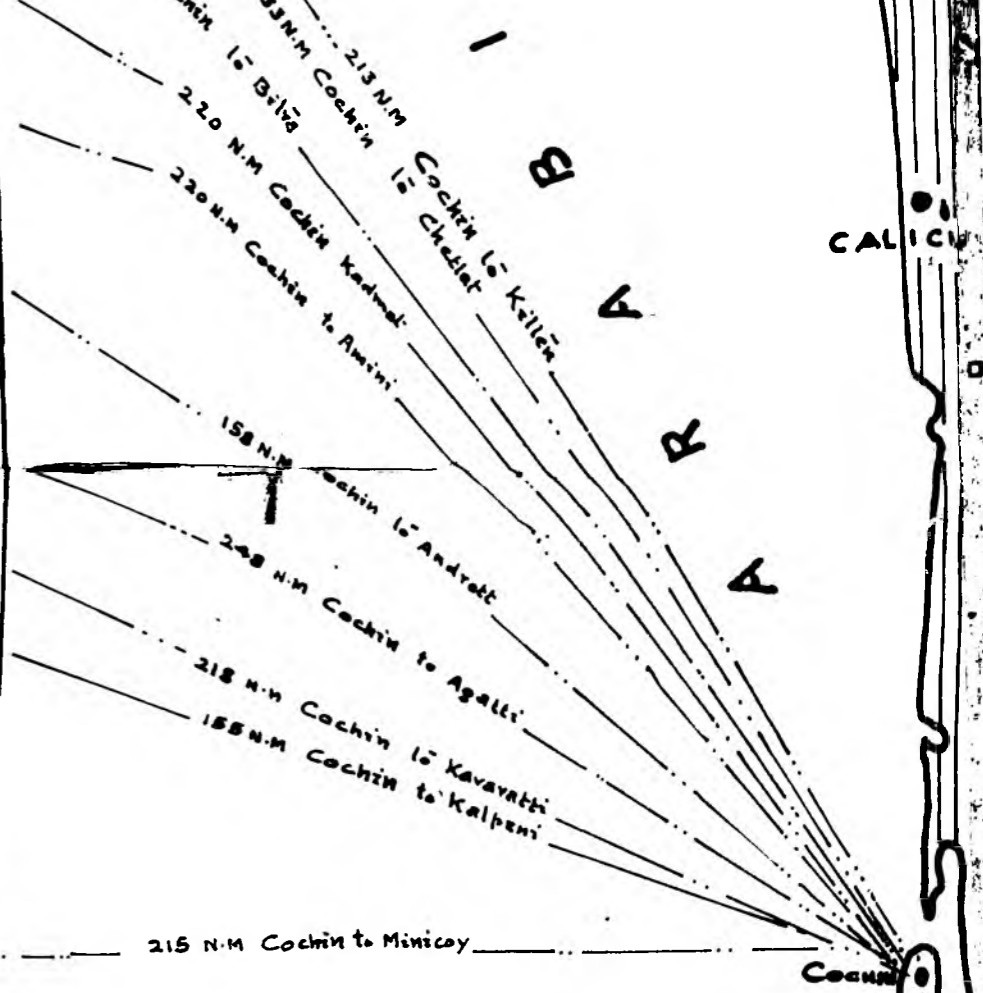
Live stock

Cattle	947
Poultry	6897
Goat	1453

Education

N.S.	2
J.B.	3
S.B.	1
H.S.	1
J.College	2

Other facilities: 50 Bed Hospital, Literacy rate (1981)



Minicoy

Area: 437 Hc
 Population 1981 Census: 6658
 Growth rate (10 years): 24.64%
 House Holds: 1008
 Fishing boats: 38
 Govt. Employees: 283
 Labourers: 178

Density of Population } 1513
 Per Sq. K.M. 1981 Census

Literacy rates (1981)

Male	71.40%
Female	59.99%

Education

N.S.	2
J.B.	2
S.B.	1
H.S.	1

Other facilities: 20 Bed Hospital, Live stock (Cattle: 110, Poultry: 8154, Goat: 473)

LAKSHADWEEP

Area - Inhabited Islands: 28.5 sq. km (2632 Hc Usable land)
 Area - Uninhabited Islands: 3.8 sq. km (223.40 Hc Usable land)

Population 1981 Census

Males	40,249
Females	19,872

Growth rate (10 years): 26.53%

House Holds: 6637

Govt. Employees: 2480 (Approx)

Labourers: 2300 (Approx)

Density of population } 1258
 Per Sq. K.M. 1981 Census

Literacy rates (1981)

Male	65.24%
Female	44.66%

Live stock

Cattle	2601
Poultry	33514
Goat	9599

Education

N. School	20
J. B. S.	19
S. B. S.	4
H. S.	9
J. Colleges	2

EMBARKATION/DISEMBARKATION IN DIFFERENT SEASONS

Annexure - I (Page 3)

FAIR WEATHER ANCHORAGE



DUMB BARGE Capacity 75 M.T



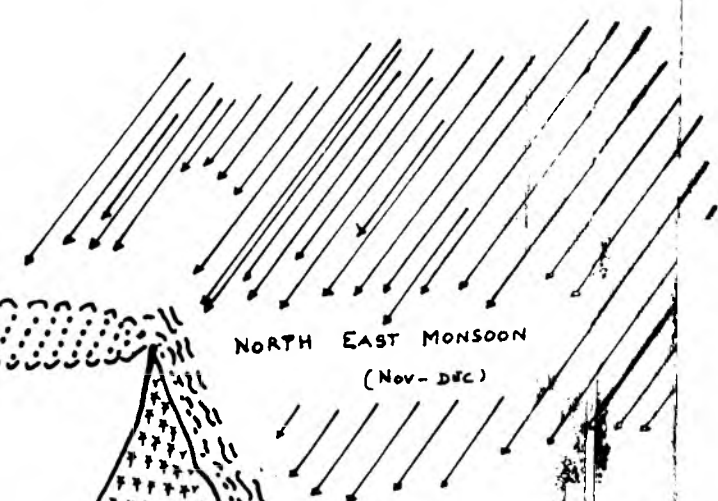
25' MOTOR BOAT
(INBOARD ENGINE)



ENTRANCE

DREDGED CHANNEL
(DRAUGHT 1.0 M)

NORTH EAST MONSOON
(Nov - Dec)



MONSOON ANCHORAGE
(15TH MAY TO 15TH SEPT)



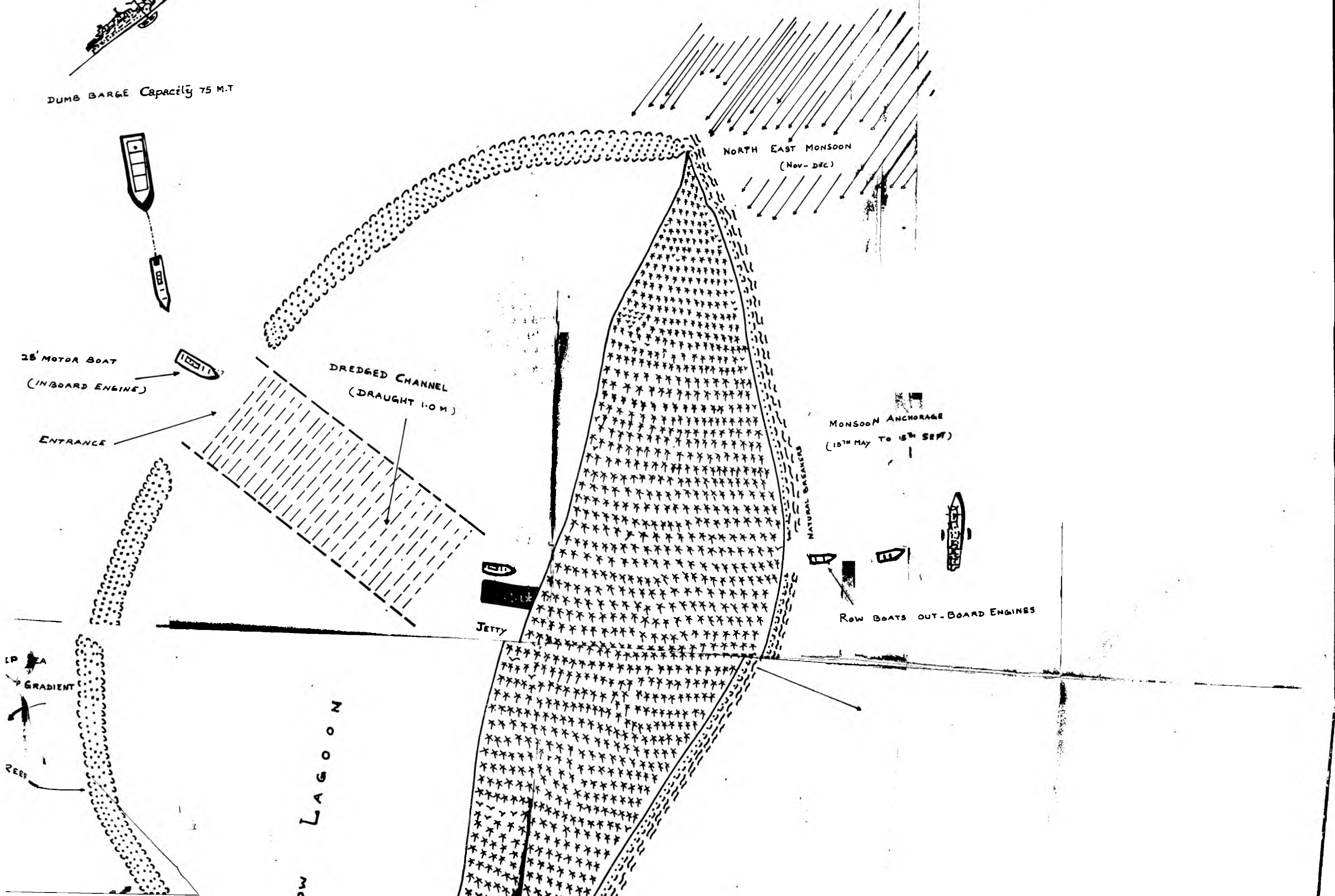
ROW BOATS OUT-BOARD ENGINES

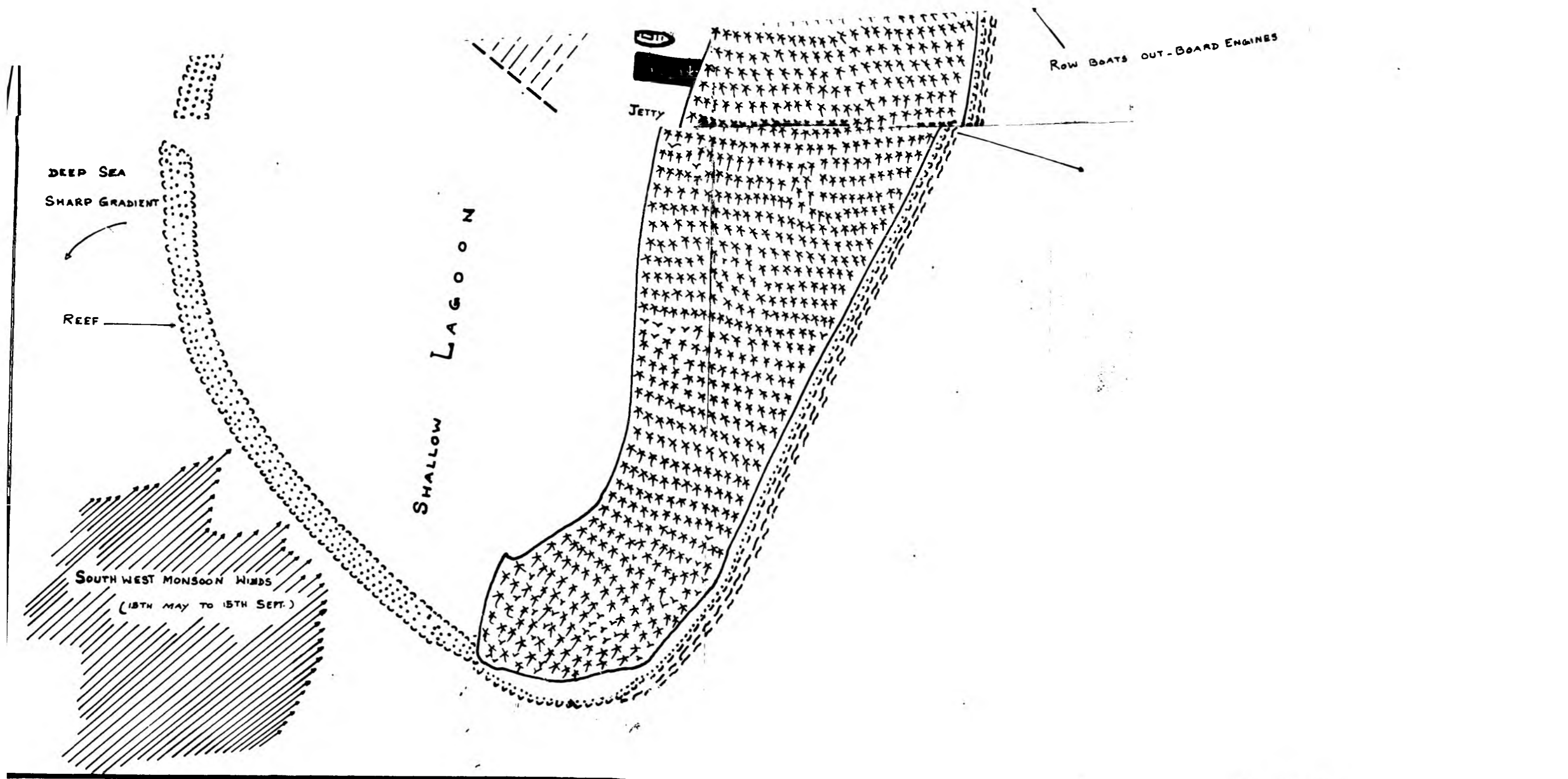
JETTY

NATURAL BREAKERS

IP
GRADIENT
REEP

SW LAGOON





10/10/57

Copy of D.O. letter No.PC(P)9/74/85 dated the 4th December 1985 from Shri C.G. Somiah, Secretary, Planning Commission, New Delhi addressed to Shri Jagdish Sagar, Administrator, Lakshadweep.

My dear Jagdish Sagar,

The Prime Minister has observed that a suitable strategy needs to be devised for the development of the islands like Lakshadweep, Andaman and Nicobar. The development of these islands needs special attention; and the development plans and programmes need to be reoriented so as to accelerate development, keeping in view the resources locally available, the local needs and the local priorities. One of the main considerations in the formulation and implementation of development programmes for these areas has to be the preservation of their natural beauty. I would, therefore, request you to review all development programmes relating to the island with a view to ascertaining whether they need to be reformulated or re-oriented within the approved plan outlay in the light of the Prime Minister's observations indicated above. This may kindly be done urgently, and we may be apprised of the result of your review.

With regards,

Yours sincerely,

Sd/-
(C.G. Somiah)

/True copy/

Annexure-III

Copy of D.O. letter F.No.1/68/85-CB dated 20th December, 1985 from Shri J.Sagar, Administrator, Lakshadweep, Kavaratti to Shri C.G.Somiah, Secretary, Planning Commission, Yojana Bhavan, New Delhi-110001.

Please refer to your D.O. letter No.PC(P)/9/74/85 dated the 4th December 1985 asking us to review the development programmes in the islands in the light of the Prime Minister's observations.

2. I have been your letter today on arrival back in the islands. We shall be embarking on the desired review immediately. However, this rather detailed exercise will require a kind of expertise which is not available with this Administration as far as the actual selecting and working out of feasible schemes is concerned and we shall be very grateful for your help in this regard, keeping in view also that the existing schemes have already been approved by the Planning Commission. It would help a great deal if the Planning Commission could perhaps depute a few officers here to finalise the revised plan with us.

3. The Seventh Five Year Plan and the annual plan for 1985-86 and proposed plan for 1986-87 are available with the Planning Commission. However, I am enclosing a copy each for ready reference. I have the following general comments to make in the light of which some examination at your end could perhaps be initiated before you send the team here. The important traditional products of the islands are (1) Copra, (2) Fish, and (3) Coir. The main problem of the islands are (1) Employment, and (2) Transport and Communications. The per capita plan expenditure is very high. The Sixth Plan outlay was Rs.20.35 crores and expenditure Rs.28.57 crores. The Seventh Plan outlay is Rs.43.9 crores. The outlay for 1985-86 is Rs.7.65 crores and the likely outlay for 1986-87 is Rs.8.40 crores. In spite of this high expenditure, we may not have addressed ourselves adequately to the main problems of employment and of transport and communications. Further we have not been able to fully exploit the local resources like fisheries and coir as sources of livelihood or to introduce sufficient new sources of employment to meet the growing demand for it. Instead, there is a growing dependence on direct government employment.

4. As regards the employment problem, I have been expressing the fear that the present tranquility of these islands will not last if we do not find some solution. The population increased from 24,108 in 1961 to 40,248 in 1981. The decennial rate of growth from 1961-71

was 31.95 and 1971-81 was 26.49%. The density of population is very high (the land area of the territory being only 32 sq.km.) viz. 1257 per sq.km. in 1981. Education has also affected the character of the employment problem. Literacy has increased from around 15% at the time of Independence to 55% in 1981. Along with this a large number of persons are getting higher education through the system of reservation of seats in the mainland institutions and of scholarships. Over 100 students go to the mainland every year now. At present 390 islanders are undergoing various courses on the mainland including 34 in medical education, 18 for veterinary science, 14 for engineering degrees and 65 for other degrees courses. Obviously this trend is likely to increase the pressure for salaried employment beyond all hopes of satisfying it. All possible forms of self-employment based on local resources will have to be developed.

5. In contrast to this need, the present pattern of development has resulted in a very large increase in Government employment. The number of regular government employees in the Administration and the Lakshadweep Harbour Works (but excluding other Central government departments) increased from 1507 in 1974 to 2985 in 1984 (the number of daily wage local employees of government departments went up from 619 to 2387 (include 812 under NREP and RLEGP). Thus the number of local employees of Government including labourers increased from 1408 to 4468 over a decade. The total work force, incidentally, is 9,160 (1981). This trend is undesirable for the following reasons:

(1) Disincentive for self-employment. The falling off of new entries into fishing and to some extent also the decline of coir production may be attributed to this factor.

(2) Creates a general atmosphere of expectation of Government employment which cannot be fulfilled.

(3) Environmental and aesthetic damage to islands by excessive government construction and other works.

(4) Politicisation of Government employees and turning service matters into local political issues, as they control a disproportionate share of vote (and constitute much of the better-educated and better-off section.)

(5) An atmosphere of unionisation and discontent may develop as rapid expansion creates personnel problems, viz. ad hoc appointments, anomalies in promotion prospects, etc.

6. It is also worth mentioning that the Seventh Five Year Plan envisages the creation of no less than 2,162 posts in different departments, which would mean almost

doubling the size of the Administration. It is not possible to implement the Plan in its present form in any case in view of the ban on creation of posts; this has created a major problem for us even in this current year and plan expenditure is lagging behind mainly for want of creation of so many posts. In this context we should try to re-orient our pattern of developmental activities in such a way as to lay stress on self-employment and non-government employment. It should also be mentioned that the demands for Government employment which are generally growing all over the territory are heard much less in the island of Minicoy, where majority of men earn employment on sea-going vessels, or in the island of Agatti where fishing has been very successful. The aim should be that something similar should occur on the other islands.

7. Some general comments on possible sources of self-employment are offered below.

COPRA : The annual production is about 2,000 MT of very good quality. The annual per capita income from the copra marketed through the Lakshadweep Cooperative Marketing Federation in 1983-84 (an exceptionally good year) was no less than Rs.930. There are very few families not earning from coconut as even the plucker/tree climber who does not own trees gets a substantial share of the production which he plucks. However, the price has crashed this year to less than a third of what was available in 1983-84. We have made a proposal to the Ministry of Agriculture for a support price. We shall also be grateful for expert advice regarding the marketing of our production.

FISHERIES: The fish catch increased from about 500 tonnes in 1959 to about 5,300 tonnes in 1984, an increase attributable mainly to "pole and line" method and mechanisation of fishing boats. The value of 1984 fish catch was Rs.2.4 crores providing a per capita income of Rs.570. However, of 5,300 tonnes, 2,125 tonnes were accounted for by Agatti alone.

Fishing is mostly tuna (85%) which is sent to the mainland as "mas" after a smoking process for preservation. The annual exploitable resources of tuna in the Lakshadweep sea are estimated at one lakh tonnes and of shark one lakh tonnes, indicating virtually unlimited scope for expansion. There seems to be a falling-off of new entrants to fishing though it is very remunerative to those engaged in it. Some kind of new approach perhaps needs to be found.

COIR: There is an old government purchase scheme supplying rice for coir and selling it at Mangalore- introduced as a coir monopoly by the then ruler the Bibi of Arakkal, in the mid-18th century. Coir procurement has dropped steadily from 1210 quintals in 1971-72 to 160 quintals in 1984-85. It would be useful to find some way to make coir as a source

of livelihood again.

AGRICULTURE: The space between the coconut trees is not being put to use. The I.C.A.R. (who have a station at Marol) recommend a pattern of inter-cropping by correct spacing of coconut trees which is not very useful in the circumstances of this territory where there are a very few land holdings and a natural pressure to maximise the number of coconut trees on each holding. Secondly the departmental production of vegetables and pulses from small demonstration plots is too costly and does not seem to have any useful demonstration effect. But the economics of vegetable or other cultivation perhaps needs to be studied by an agronomist and suitable advice obtained as to trees. Incidentally we have written to the Ministry of Commerce as well as to the Central Silk Board asking for a feasibility study; if sericulture is viable this would prove a lucrative way of utilising this available land.

ANIMAL HUSBANDRY: The raising of cattle has not proved economical. However, poultry, other than Government poultry farms, needs to be developed. There is also scope for rabbitry which we are now attempting to introduce. We are attempting to reorient our Animal Husbandry schemes but would really benefit from expert advice. Here again what we propose has to be economically viable and beneficial to the person who is motivated to accept assistance.

MISCELLANEOUS: Various additional sources of employment have been introduced through the IRDP e.g. Power tillers and motorrickshaws for local transport, outboard motors not only for fishing but for ship-to shore services etc. Another useful source of employment would be motorised sailing vessels if a suitable scheme can be worked out for encouraging local people to go in for this. The bulk of our cargo from the mainland in fact arrives through motorised vessels but most of these belong to the mainland. There are a few local owners but they find it difficult to complete. We should encourage local people in this area which can generate substantial income and employment. Similarly, other possible sources of employment need to be explored.

TRANSPORT AND COMMUNICATION : In this area the main point we have made is since shipping is highly subsidised there is no reason why alternative means of transport on the basis of subsidy should not be considered. The Prime Minister has already directed the Ministry of Civil Aviation to introduce an air service and has given various other directions to the concerned Ministries regarding the infrastructure for shipping, the provision of Television relay transmitters etc. Most of these matters would involve the Central Ministries rather than the State plan sector

but will be kept in mind in our review.

TOURISM: There is scope for development of tourism in these islands particularly foreign tourists in the uninhabited island of Bangaram but there are two constraints. Firstly transport and communications will improve with the introduction of an air service but at present accommodation on ships can be provided only at the cost of shipping space for islanders. Secondly the restrictions on movement of travel may have to be reviewed if this kind of tourism is to be developed. This of course pertains to the Ministry of Home Affairs.

3. As mentioned we are attempting a review of all our schemes in the light of your letter, but will need help from the Planning Commission since hitherto the pattern of development was more or less on the lines of other Union Territories and the island view which is now rightly being advocated will be a major innovation. The Collector-cum-Development Commissioner Dr. Vijay S. Madan will be in Delhi from the 26th to 30th of this month and I have asked him to call on you. He will be available for further discussions with your officers there.

ANNEXURE IVADMINISTRATION OF THE
UNION TERRITORY OF LAKSHADWEEPNOTES ON REVISED 7TH FIVE YEAR PLAN PROPOSALS

The 7th Plan outlay approved by the Planning Commission is Rs.43.9 crores. The sector-wise break-up is as follows:-

Sl.No.	Sector	Approved Outlay (in Lakhs)
1.	Crop Husbandry (Agriculture)	360.00
2.	Animal Husbandry	200.00
3.	Fisheries	520.00
4.	Co-operation	120.00
5.	Land Reforms	1.00
6.	Community Development Programme	175.00
7.	I.R.E.P.	8.75
8.	Anti Sea Erosion	100.00
9.	Power	385.00
10.	N.R.S.E.	16.25
11.	Industries	145.00
12.	Port, Lighthouses & Shipping	440.00
13.	Road	250.00
14.	Other Transport (R/T)	25.00
15.	Science & Technology	25.00
16.	General Education	345.00
17.	Arts & Culture	50.00
18.	Sports & Youth Welfare Services	60.00
19.	Medical & Public Health	100.00
20.	Nutrition	31.00
21.	Water supply & Sanitation	195.00
22.	Housing	413.00
23.	Information & Publicity	63.00
24.	Labour & Labour Welfare	6.00
25.	Social Welfare	39.00
26.	Secretariat Economic Services	10.00
27.	Tourism	230.00
28.	Jail	NIL
29.	Stationery & Printing	70.00
30.	Weights & Measures	7.00

The Union Territory of Lakshadweep is the smallest Union Territory with a land area of only 32 Sq.kms and a population of 40249 (1981). The territory formerly formed the part of the Madras State, the Amindivi group of islands being the south Canara District and the remaining islands in the Malabar District. The islands were formed into a Union Territory in 1956. The outlay in the 2nd plan was only Rs.73.85 lakhs. Outlay and expenditure upto the end of sixth plan was as follows:-

contd....2

--b-- (Rs. in Lakhs) --			
Five Year Plan	Agreed Outlays	Expenditure	% of utilisation
(1)	(2)	(3)	(4)
First	-	-	-
Second	73.85	40.28	54.5
Third	98.38	108.51	110.3
Annual Plans	156.14	116.87	74.8
Fourth	200.00	189.72	94.8
Fifth	622.73	380.95	61.1
Annual Plans	543.64	307.50	56.6
Sixth	2035.00	2814.11	138.3

It may broadly be stated that the pattern of developmental activities in the islands hitherto has been similar to that in other states and Union Territories, attempting to duplicate the developmental activities elsewhere on a small scale here, of course with changes to meet the local conditions. One consequence of this has been rapid growth in the size of the government establishment and the role of government as an employer. Another consequence has been a great deal of civil works of different types, including office buildings, etc. This is not without environmental consequences. A great deal of progress has been achieved, but possibly an effort should be made to concentrate more the real needs of the territory. In the view of the Administration, of the main real problems are transport and communications and employment. Our general approach to the proposed plan is indicated in our P.O. letter P.No.1/68/85-CB dated 20-12-85 addressed to the Secretary, Planning Commission by the Administrator, of which a copy is attached hereto. A few more comments on transport and employment are given below:-

Main Problems of the Territory.

The main problems of the Union Territory of Lakshadweep may be described as (1) Transport & Communications and (2) Employment.

Transport and communications:

It goes without saying that the special problems of the people of Lakshadweep are those created by geography viz. our island situation. These problems can be fully appreciated only by visiting the islands. The small population of the territory is spread over 10 inhabited islands and the facilities for transport between these islands and the mainland and also between one island and another remain inadequate, despite great improvement. It is worth remembering that in 1947 it took several months even from the news of India's independence to reach the islands.

contd.....3/-

Down to 1970 there was no inter-island or mainland-island transport during the period of the south west monsoon.

Ships:

The only existing means of transport is shipping.

- (1) M.V. Bharat Seema, capacity 380 passengers, 160 tonnes cargo, acquired by Administration 1982; operated by Shipping Corporation of India.
- (2) M.V. Amindivi, 242 passengers, 800 tonnes cargo, belonging to Shipping Corporation of India.
- (3) M.V. Dweep Setu (Not yet fully operational) 150 passengers (for inter-island service only) and 40 tonnes cargo; belonging to Administration.

Cargo:

The ships bring mainly rice, sugar and cement and other essential commodities. They carried about 15,000 M.T. of cargo in 1984-85. The bulk of other cargo is brought in fair season only by motorised sailing vessels of capacity 150 to 350 M.T. which have many advantages as they (1) sail directly in particular destinations (rather than making rounds with cargo for different islands), (2) come along side small jetties, and (3) are not required to keep passenger schedules.

The Government of India pays a subsidy on the transport of rice, sugar, Kerosene and H.S.D oil to keep their price down.

Passengers:

Passengers moved by non-mechanised sailing vessels down to the 1950. For inter-island traffic during fair season wooden motor launches were used in the 1960s and 1970s and to a small extent even now.

Ships carried 54,470 passengers in 1984. It would appear that the number of passengers moved in depended on the capacity available vessels and there is scope for great increase.

Need for overall passenger transport Planning:

It is necessary to think in terms of all possible kinds of passenger traffic, and not merely in terms of shipping as in the past.

The cost of passenger shipping is very high and subsidised. The cost of running M.V. Bharat Seema in 1983-84 was Rs.2.23 crores against revenue of 0.1 crores. Average expenses per voyage Rs.2.63 lakhs, and average loss per voyage 2.41 lakhs.

In the case of M.V. Amindivi, the Ministry of Shipping and Transport reimburses 80% of the losses incurred by the shipping corporation of India on the ship which are likely to be high it being an older ship.

AIR

The passenger transport and shipping is of necessity and highly subsidised there is no reason why alternative means of transport on the basis of subsidy should not be considered. A military air field is being constructed at Agatti and a Vayudoot service will also there become a possibility. However there is also scope for airstrips for small aircraft at Kavaratti, Minicoy and also some of the other islands provided we do not allot land in such a manner as to rule it out in future.

Helicopters:

Another alternative needing examination is to provide helicopter services from Agatti to other islands. Incidentally a helicopter service providing mainland island and inter-island flights normally twice a month was operated for us by the air force from May 1983 to June 1985 but has been stopped because of various technical requirements, as yet unspecified in detail, being raised by the AIR Headquarters. We have also suggested to M/S Indian Airlines to include this territory in the operation assuming possibility of a subsidy, and are in correspondence with them.

Hovercraft:

Hovercraft has been considered in the past through inconclusively.

In conclusion, keeping in view the inherent limitations, from the point of view of speed, frequency and short notice, availability of passenger shipping. There is need for comprehensive future planning. Taking into account alternative means of passenger shipping which presumably higher subsidised, there is no reason why alternative means of transport should not also be subsidised.

Infrastructure for shipping:

Some need for passenger capacity, to fall back on tourism, will remain more important. Shipping will continue to necessary for cargo transport.

In Lakshadweep, Harbour works, (part of the Andaman and Lakshadweep Harbour works functioning under the Ministry of Shipping and Transport), have been creating the infrastructure over the last 20 years. They have created valuable assets on different islands including jetties for smaller crafts on the lagoon side, various navigational aids, dredging of lagoons etc.

Communications:

There are at present earth satellite stations at Kavaratti and Minicoy and Radio-Telephone link between Andrott and Kavaratt. The other inhabited islands are linked by P & T Wireless telegraphy.

They are supplemented by Police Wireless Transmitter for urgent administrative communications. There is scope for more satellite stations in major islands and R/T links with the remaining smaller islands. There is also scope for STD facilities on the major islands especially Kavaratti and mainland.

The Ministry of Information and Broadcasting have agreed to provide a Radio Station these islands and the land is being located for it in consultation with them. However, a still higher priority in the view of the Administration should be to cover the islands by T.V. placing high power transmitters to cover as many islands as possible and low power transmitter for one island where this is not possible. At present we have 17 community television sets but these have not performed well.

Employment:

Given the high density of population of the islands (1258 per sq.km. in 1981) and the limited scope for further expansion of salaried employment. It will be necessary to find and encourage suitable means of self employment if we are to meet the basic requirements. In addition educated youth from the islands will have to seek employment on the mainland.

The main traditional sources of livelihood of the islanders are fishing, copra and coir. Position regarding Fisheries has been discussed in the relevant section. Regarding copra, the island production is of best quality but the territory has been affected by the current slump in prices. The government of India have agreed to implement the support prices through NAFED.

As regards coir, there is an old government purchase scheme supplying rice for coir and selling it at Mangalore but this scheme is out-dated and it is proposed to modify or replace it to provide a better incentive to producers. The Industries Department of the Administration have also set up seven coir production-cum-demonstration centres and five fibre factories which have played a ~~an~~ useful role in utilising this local resource. However, a high level team led by the Chairman of the Coir Board has visited this territory recently (January 1986) with a view to recommend suitable measures to revitalize coir production in this territory and their report is awaited.

The number of regular government employee in this territory is about 2,500 and approximately 2,400 more find employment as labourers (including those under NREP and RLEGP), paid by Government. In the circumstances, the scope for further direct employment by the Government is limited.

As regards revision of the plan, the Administration has attempted a detailed exercises, recasting each scheme, but this could not take final shape because of various uncertainties which are described in the notes below. Experts in the following areas visited the territory recently and their reports are awaited after which a clearer picture of the potential for useful investment in different sectors will be available; (1) Fisheries (2) Civil Aviation (an officer from Vayudoet) (3) Ports and Harbours (4) Coir (5) Industries (6) Animal Husbandry. A few more such visits of experts are still awaited, e.g. regarding building technology. Another great deficiency in the territory has been the absence of correct economic data for want of any machinery and the inability of the NSSO to cover the islands in the past. An NSSO team is now in the territory and their report is awaited. After their report a clearer picture will be available.

However, despite the above uncertainties, we have made an initial attempt to recast the plan with revised outlays as follows:-

Sl. No.	Sector	Revised outlay
(1)	(2)	(3)
1.	Crop husbandry (Agriculture)	320.00
2.	Animal Husbandry	200.00
3.	Fisheries	560.00
4.	Co-operation	124.00
5.	Land Reforms	1.00
6.	Community Development Programme	29.80
7.	I.R.S.P.	2.00
8.	Anti-sea erosion	150.00
9.	Power	385.00
10.	N.R.S.S.	40.00
11.	Industries	140.00
12.	Port Light Houses & Shipping	894.00
13.	Road	200.00
14.	Other Transport (R/T)	20.00
15.	Science & Technology	20.00
16.	General Education	340.00
17.	Arts & Culture	40.00
18.	Sports & Youth Welfare services	40.00
19.	Medical & Public Health	100.00
20.	Nutrition	33.00
21.	Water supply & sanitation	198.00
22.	Housing	412.00
23.	Information & Publicity	50.00
24.	Labour & Labour Welfare	5.50
25.	Social Welfare	40.00
26.	Secretariat Economic Services	50.00
27.	Tourism	130.00
28.	Jail	2.38
29.	Stationery & Printing	70.00
30.	Weights & Measures	7.00
Total		= 4599 .66

contd.....7/-

The comments on the changes being contemplated under different sectors are indicated in the following note. It may be mentioned generally that some of the considerations we have tried to keep in view are (1) The need to limit the size of government establishment in the interests of efficiency and maintenance of the environment (2) the need to limit the scope of departmental activities in the interest of generating scope for self-employment, (3) the need to restructure departments to allow reasonable career prospects to existing personnel and (4) the need to continue existing activities to avoid any retrenchment.

AGRICULTURE

Original approved outlay	-	Rs. 360 Lakhs
Proposed revised outlay	-	Rs. 320 Lakhs

Keeping in view the need to avoid excessive increase in the over-all plan outlay, the revised proposals under this sector reduce the number of posts to be created. We have also proposed a substantial reduction in the outlay on civil works. At the same time, keeping in view the local felt need, there is slight increase in the outlay under 'Plant protection'. It is proposed, under this sector, to revive the traditional rat eradication campaigns which were an important feature of local life involving public participation for which there is demand. The scheme was working well until it was discontinued in the sixth plan. Further reduction under this sector will be under the head 'Soil conservation and land development' since the outlay for this purpose is being consolidated under the single head 'Anti Sea Erosion' (except for a small provision retained for land development through plantations.)

The physical targets under 'Crop Husbandry' will remain unchanged. It is also proposed to introduce sericulture under the scheme for 'Agriculture Farms and Farm management services'. It is proposed to bring five hectares of land under Mulberry cultivation. In this connection, it may be mentioned that in the past some trials of Mulberry cultivation were found to be successful, but further progress could not be achieved for want of technical expertise for a feasibility study. We have been in correspondence with the Ministry of Commerce and the Central Silk Board. It will be appreciated if the matter can be taken up at higher levels to expedite their response. This activity could lead to productive utilisation of the resource of land lying between the coconut trees, if it is found to be economically viable after expert study.

Another new activity proposed under the same scheme is to market the agricultural production of private cultivators. At present, the department is selling the production of agriculture demonstration farms. Since this activity is in any case unprofitable, it may be advantageous also to provide a system for private farm cultivation by providing a fixed price to the cultivator and marketing the production.

ANIMAL HUSBANDRY

Original approved outlay Rs. 200 Lakhs
Proposed revised outlay Rs. 200 Lakhs

Animal Husbandry provides great potential of local employment generation and income. But animal husbandry activities have to be chosen carefully keeping in view of the lack of green fodder and need to import feeds from the midland and the unadvisability exposing small farmers to financial risk. The scheme of distribution of goats and cattle under IRDP are an example of this risk. At the same time, it is necessary to break some new ground reducing the I.R.D.P.'s dependence on departmental production, particularly of eggs and poultry, to generate local employment and income.

Milk production is the department's special activity. We have two small government dairies at Kavaratti and Agatit but the production is low. The daily per capita demand is 200litres at Kavaratti and 70litres at Agatit, which is far in excess of the local requirements. The cost of supply of milk is Rs.7/- per litre. The department of Animal Husbandry has indicated the probable requirement of milk in this territory as follows:

Kavaratti	-	500 T. 700 Litres
Andritt	-	400 T. 500 Litres
Millicoy	-	400 T. 500 Litres
Agatit	-	200 T. 250 Litres
Kalpeni	-	300 T. 350 Litres
Anini	-	350 T. 400 Litres
Kadmat	-	100 T. 150 Litres
Kiltan	-	50 T. 100 Litres
Chetlat	-	50 T. 100 Litres

Total	-	2350 T. 3050 Litres

The availability falls well short of these estimated figures. In this context, we thought of alternatives like producing homogenized/reconstituted milk. We have set up a milk plant at Kavaratti to take up the production of this dairy farm and are using skim milk powder obtained from the Indian Dairy Corporation. This is also to be set up soon at Hinglo. The Kerala Co-operative Milk Marketing Federation advise that a unit of homogenized/reconstituted milk plant will not be viable here as it requires 20000 litres of milk per day. However, we have asked the H.D. Dept. of Agriculture for expert advice on this keeping in view that (1) high cost of producing of milk (cost of production Rs.7/- per litre) and

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(2) the absence of alternatives. Another possibility which needs to be considered is to import and market fresh milk in 'Tetrapacks'.

We have attempted to work out some revisions in the Animal Husbandry plan proposals on the basis of the above considerations. The territory has a population of 5000 cattle, 14000 goats and 72000 poultry at present. The 7th plan includes a scheme for incentive for rearing the goat population which is a menace to the green vegetation and also desirable activities like kitchen gardens etc. This scheme is being retained but it is felt that alternative sources of meat should also be provided for as a further incentive to reduce the goat population. It is proposed to enhance the outlay on poultry development from Rs.49-75 Lakhs to Rs.60 Lakhs, to provide subsidies to small poultry units. The Joint Animal Husbandry Development Coordinator, Ministry of Agriculture, visited the territory in the beginning of January 1986 and we are awaiting his recommendations to the detailed pattern of scheme, the optimum size of the units etc. The revised physical target will also be worked out after his advice is available. The revised outlay shown is therefore of a really tentative character.

Provision is also made for a scheme for rabbit production. It is proposed to establish one demonstration unit and set up 100 Farmer's units over a period of four years (10 in the first year). The farmers will be provided units of five female and one male rabbit at 50% subsidy on the rabbits, hutches and feeds. The total outlay proposed for this will be Rs.12-75 Lakhs.

The outlay required for milk production/reconstitution/distribution in case any scheme is found feasible after further study, is not known.

As will be seen above, there are several uncertainties at this stage, pending receipt of expert advice, but it is proposed tentatively to try to see how to run schemes within the total outlay of Rs.200 Lakhs by making suitable adjustment within the sector. The original plan outlay envisaged substantial expenditure on visit work (Rs.25 Lakhs) and an establishment (Rs.45 Lakhs) for animal husbandry departmental units, which will be curtailable.

(to be filled in)

FISHERIES

Original approved outlay	-	520 Lakhs
Proposed revised outlay	-	560 Lakhs

Fisheries provides a major natural resource for the development of this territory which remains to be tapped. The fish catch of the territory increased from 550 Tonnes in 1959 to 5300 Tonnes in 1983-84, mainly because of the introduction of the pole and line method of tuna fishing and mechanisation of the fishing boats. The value of the 1984 fish catch was estimated to Rs.2.4 Crores providing a per capita income of Rs.570/-. However, of the catch of 5300 Tonnes, 2125 Tonnes were accounted for in Agatti alone.

Fishing is mostly Tuna (85%) which is sent to the mainland as 'fish' after an icing process for preservation. The annual exploitable resources of tuna in the Lakshadweep sea are estimated at one lakh tonnes and a stock of one lakh tonnes, indicating virtually the unlimited scope for expansion.

So far the department has distributed 291 fishing boats and there are 309 fishing boats operating in the territory at present. Each boat gives employment directly to about ten persons. This activity is profitable. It is estimated that the annual catch comes to Rs.1,15,000 per boat on the average, being higher (viz.Rs.1,80,000) for a boat in Agatti. However, as the number of entrants into this profession has not been increasing adequately, the department has prepared some additional schemes during the Seventh Plan.

One major scheme to assist the existing type of fishing is the proposed mother fishing vessel. This will receive the catch of small boats and provide fuel, water, etc. enabling fishermen in the northern islands to better exploit the submerged reefs in the area. An outlay of Rs. one crore has already been approved for this. The Ministry of Agriculture has advised that one of the fishing vessels expected to be imported from Hawaii will be supplied to the Lakshadweep Administration. In the meanwhile the possibility of using a hired vessel is being explored.

Another scheme in which emphasis should be placed is that of marketing of tuna. The scheme is yet to be implemented by the department as the Ministry's approval is awaited. This is a very suitable form in which to export Tuna. It can be processed as a cottage industry without undue cost or investment. It is a quality product which has a shelf life of upto a year. The price of H.T. at present is Rs.30/- to 40 per Kg. using 5.5Kg. of fresh tuna.

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Further, through the above and similar measure taken, another scheme included in the existing plan outlay but not yet approved by the Ministry is that of supply of in board motors on hire purchase to the fishermen for replacing old engines in the existing boats.

The department has prepared a major scheme for Tuna Purse Seining, the expenditure on which will be Rs.650 Lakhs, the details of which are enclosed Annexure I. This scheme cannot be included in the existing plan outlay without severely curtailing the existing schemes, and some additional outlay will be required. The department had originally prepared to set up a Fisheries Corporation but this was not approved on the grounds that some similar organisation was being set up in the central sector. Unless some initiative is taken as now proposed by the Department, the proper exploitation of the tuna resources will not be possible, and it is also desirable to give local people the employment opportunities generated by this activity. However, at this stage only a token provision of Rs.8/- Lakhs has been kept for this purpose.

It may also be mentioned that assistance for establishing private tuna canning units, subject to feasibility, is intended to be given through the Industries Department. Scope for such units may exist at Agatti in particular.

CO-OPERATION

Approved VIIIth Plan Outlay	-	Rs. 120 Lakhs.
Proposed revised outlay	-	Rs. 124 Lakhs.

The territory has a working co-operative society set up which is rendering valuable advice in the distribution of essential commodities and other consumer goods through primary consumer co-operative societies on each Island. The Lakshadweep co-op. Marketing Federation procures and supplies the stores to these primary co-op. societies from its office at Beypore near Calicut. It also markets the copra production of the territory. The major innovation which has been introduced is the new price for copra. This will be implemented by LMM through the Lakshadweep Co-op. Marketing Federation (L.C.M.). This activity will not involve any additional outlay from the state plan sector and its outlay is being provided, on this assumption. However, there will be requirement of additional storage facilities in any case. A total provision of Rs. 2 Lakhs has been added for this.

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4. Further activity which is proposed to be taken up through the Co-operative sector is the marketing of coir. At present there is in existence of a very old scheme (dating back to the mid eighteenth century) called the Coir Monopoly Procurement Scheme. (Though for many years it has not been a statutory monopoly) under which coir is produced in the northern islands from local producers, transported to the mainland is sailing odans and sold by our office at Mangalore. The producer is given rice in exchange for his coir at the rate currently of 11Kg. rice for 10Kg. coir. The scheme is not attractive to the producers, involves heavy administrative expense and has been declining steadily. The sale of coir under the scheme declined from 1210 Quintals in 1979-80 to 160 Quintals in 1984-85. In 1984-85, coir was sold at the price of Rs. 8-50 per kg. but the producer received for a grade worth only Rs. 2-12 per kg. of coir supplied. A scheme has been worked out for taking over this activity through Lakshadweep Co-operative Marketing Federation and this was proposed by the Chairman of the Coir Board, who recently visited the islands. As his report is still awaited and the scheme has not taken final shape, no provision of Rs. 2 Lakhs has been included at the present stage.

COMMUNITY DEVELOPMENT

Approved VIIIth Plan outlay	-	Rs. 175 Lakhs
Proposed revised outlay	-	Rs. 29.80 Lakhs

Under the Community Development Sector we have five blocks with five Block Development Officers, five General Extension Officers and five U.D. Accounts. During the VIIIth Plan period the Administrative set up of Islands was revamped in such a manner as to provide each Island with one general Co-ordinating officer who was also given magisterial powers and designated as Sub-Divisional Officers or Addl. Sub-Divisional Officers. The five posts of Block Development Officers have been converted into such positions in practice. Other staff also have been diverted for such general duties. They continue however, to be prosecuting certain schemes under Community Development viz. All-India Agriculturalists and Fishermen and Animal Husbandry Programmes, Social Education Programme, Health and Sanitation Programmes, Rural Arts and Culture and Industry etc., but on the developmental side their major activity is implementation of the poverty alleviation programmes, viz. IRDP, NREP, etc. The separate Community Development schemes merely duplicate the activities of the concerned departments, for example Fisheries requirements are given through the blocks as well as through the Fisheries Department which has an office on every island, etc. Its useful purpose is serving by the separate Block programmes and it is proposed to drop them, transferring some of the outlay not duplicated by other Departments to Social Welfare. The personnel will be shown under Secretariat Economic Services.

ANTI SEA EROSION

Approved VIIIth Plan Outlay	-	Rs. 100 Lakhs
Proposed revised outlay	-	Rs. 150 Lakhs

This is a major, important scheme considering the requirements of this territory. A major problem in the territory is erosion of the shore. In some areas it has been aggravated by damage to the lagoons for various reasons. Shore protection works of a durable nature are very costly, using granite boulders and RCC tetrapods. These are executed through the Andaman Nicobar and Lakshadweep Harbour Works. These works have been done so far (until 1982) covering 1303 metres shore line. The scheme was considered expensive and not continued after that, though it is estimated that 7300 metre of shoreline require to be covered at a cost of Rs.15.6 crores. During the first year of the plan, against the additional outlay of Rs.5 Lakhs, Rs.10 Lakhs has been utilised for this to cover 50 metres on the Island of Bitra. Some priority works remain on certain other islands viz. Anini, Agatti, Andrott and Minicoy. At the time of the annual plan discussion the Planning Commission has approved Rs.25 Lakhs for 1986. The outlay of Rs.150 Lakhs also will not really be adequate except to cover a few priority area and it would be desirable to provide yet more.

It may incidentally be mentioned that the Ministry of Water Resources have recently (January 1986) set up a Committee to review the whole problem. If any cheaper way of doing effective work in this area can be found, it would also be a great help. An effort was made to construct works under IREP on the lagoon side but these were not found durable.

POWER

Approved 7th Plan outlay	-	Rs. 385 Lakhs
Proposed revised outlay	-	Rs. 385 Lakhs

Electric power is supplied by diesel generation on each island. The total installed capacity is about 2600KW at present. There are about 8900 connections, mostly domestic and commercial. The cost of generation is high (being Rs.3.07 per unit in 1984-85).

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The 7th Plan proposals take into account an estimated maximum demand of 3803KW in 1989-90 and provide for augmentation of capacity on all the islands. This provision also includes a pilot project for setting up of a 20KW. Wind energy converter at Kavaratti at a cost of Rs.7.71 Lakhs. The equipment, of Danish manufacture is being procured. In addition a small (3KW) Wind generator is being procured for Bangaram at a cost of Rs.1.90 Lakhs.

Other schemes for non-conventional energy source are also provided separately under IREP, IRSE. These are discussed separately. The Island circumstances are appropriate for non-conventional energy sources in view of the high cost and administrative problems involved in diesel generation (viz. import and storage diesel oil, need for large establishment, problems of maintenance). In case any progress is achieved in regard to the non-conventional energy source, the outlay under power can possibly be scaled down at the stage of mid plan review. At this stage, in view of the uncertainty of alternatives, no such scaling down is recommended.

I.R.E.P.

Approved 7th Plan outlay	-	Rs. 8.75 Lakhs.
Revised proposed outlay	-	Rs. 2 Lakhs.

The Planning Commission have already noted that this territory does not have forests in vacant land for developing fuel wood, nor is there scope for any significant development of bio-gas. Ocean there no solar wind energy is not to be provided under this programme and the existing provision is only for energy saving and improved heat devices. Its successful schemes have been introduced so far in this area. Solar cookers have not prove successful so far. It is proposed to reduce the outlay under this to a taken provision of Rs.2 Lakhs at the present stage.

NEW AND RENEWABLE SOURCE OF ENERGY.

Approved 7th Plan outlay	-	Rs. 16.25 Lakhs
Proposed revised outlay	-	Rs. 40 Lakhs

Before the annual plans discussions we had been advised by the Department of Non-Conventional Energy Source to introduce a scheme for Rs.22 Lakhs for setting up of centres for collection of solar radiation and wind data in all inhabited islands and Bangaram. It was intend to utilise this amount obly on the purchase of equipments making use of the existing personnel. This scheme was not approved.

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Further a scheme was drawn up for installation of solar photo voltaic/solar thermo dynamic power generating system to work in conjunction with conventional diesel generating sets in the islands, reducing the dependency on conventional fuel. An outlay of Rs.15 Lakhs was proposed for this. In addition it would be possible to install wind energy generators in all the Islands of capacity of 10 to 20KW. at cost of Rs.70 Lakhs, after watching the performance of the pilot project already included under the power sector.

At present an outlay of Rs.40 Lakhs for solar photo voltaic/solar thermo dynamic power generators and for data collection etc. is proposed. The outlay can be enhanced and that from power reduced if any success is achieved by the time of mid-plan review.

INDUSTRIES

Approved 7th Plan outlay	-	Rs. 145 Lakhs.
Revised proposed outlay	-	Rs. 140 Lakhs.

Out of the original approved outlay under this sector no less than about Rs.45 Lakhs were intended for departmental civil works and Rs.21 Lakhs for establishment (viz. creation for 67 Posts) Much of the plan expenditure was on the construction of Mini Industrial Estate which are not required since there are no town planning or other constraints on establishing small units of the kind envisaged (i.e. Library, printing press, soda factory, Saw mill, etc. in private land belonging to the entrepreneur. Heavy expenditure on civil works, using building materials imported from the mainland, is not justified for such schemes. It is proposed to direct as much as possible of the outlay earlier intended for civil work and establishment, to direct assistance for potential entrepreneur.

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The details of the desirable schemes and projects and identification of suitable industries, require expertise which is not available with the Administration. A team from S.I.S.I., Trichur came to the territory during December/January 1986 and their report is awaited. The advice of the Chairman of the Coir Board, who has also toured in Islands in January 1986, is also awaited. Detailed schemes will be worked out after receiving their report.

TRANSPORT AND COMMUNICATIONS

Approved 7th Plan outlay	-	Rs. 440 Lakhs.
Revised proposed outlay	-	Rs. 894 Lakhs.

A substantial set up in the outlay under this sector is proposed. This is justified keeping in view the high priority which needs to be accorded for transport and communication in order to develop the islands, mitigate the difficulties being faced by their people and also to encourage tourism. The main elements accounting for the increase are as follows:

1. Inclusion of a scheme for a permanent harbour with breakwater at the eastern side of Minicoy as already directed by the Prime Minister during his recent visit (Rs.200 Lakhs). Also, provision for mooring buoys on the eastern side of Kavaratti and Minicoy (Rs.40 Lakhs) and dredging at Agatti and Anini (Rs.40Lakhs) or these works are to be implemented through the Lakshadweep Harbour Works and will be subject to the report of the expert committee which visited the territory in December 1985 in pursuance of Prime Minister's direction, to study the Harbour Work. In case these schemes are not approved the outlay will be utilised under other sectors indicated below.
2. Increase in shipping facilities in the context of likely future developments. Token provisions of Rs.10 Lakhs each have been included for (i) Procurement of a small passenger ship similar to MV Dweep Sethu but faster for mainland Island and inter islands service.

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(ii) Introduction of hover-marine service. A small passenger vessel will be required in the context of the likely introduction of air services to Agatti and the possibility of some delay in the provision of air link with the other Islands from Agatti. Secondly in case air services materialise the question of replacement of MV Anindivi by another passenger ship may be seen in a different context and a small passenger vessel may be required in case the passenger ship is not procured as a replacement for Anindivi. As regards the hovermarine service only a token provision is proposed since the Administration has no expertise in the area. However if the hovermarine service materialised, the provision will be enhanced at the cost of other provisions under shipping and transport.

3. Provision has been included regarding Civil Aviation

A token provision of Rs.10 Lakhs each only have been provided for construction of katcha air-strips and subsidy on fares on air service, two newly proposed schemes.

As regards the first scheme, viz. katcha air strips, it is estimated that the land acquisition and construction of katcha-air-strips on 4 islands viz. Minicoy, Kavaratti, Androth and Kiltan or Kadmat) can be done at a cost of about Rs.620/- Lakhs. The Ministry of Civil Aviation is presently, in pursuance of personal directions from the Prime Minister, studying the alternatives of helicopter service and use of small aircraft to provide links between Agatti and the other islands after the air service starts between Agatti and the mainland. As regards Minicoy it seems definitely that an airstrip will be required, since the needs of the Island may be difficult to meet by helicopter service. Should the idea materialise, then the token outlay on construction of air-strips will be enhanced reducing some other outlays under shipping.

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As the regards introduction of subsidy on air fares, the points is that since ship service are already highly subsidised, passenger shipping can be cut down by subsidising air service. The prime Minister's Office have already indicated the desirability of such an approach in their communication to the Department of Civil Aviation. In case air services materialise the proposed token provision can be enhanced reducing the outlay in other area including existing approved outlay for helicopter services using air force helicopter (which in any case is under abeyance at present).

4. Rs.40 Lakhs have been provided for subsidy to encourage mechanised sailing vessel under private sector.

At present the present bulk of mainland island cargo comes in ("Power Odans") viz motorised sailing vessels of 100 to 350 tonnes. Most of this traffic is in the hands of mainlanders, though there are now about 15 locally owned vessels. Each vessel provides substantial income and substantial employment potential and this is a useful field for local enterprenuers to enter. Considering the difficulties of the local people in and competing with large mainland fleets, which can offer lower prices to utilise their idle capacity, the investment in this field by local persons should be subsidised. It is proposed to upto ten new enterprenuers in this field for an outlay of Rs.40.00 Lakhs.

R O A D S

Original approved outlay	-	Rs. 250 Lakhs.
Proposed revised outlay	-	Rs. 200 Lakhs.

Keeping in view of the over.all constraint in resources, a slight reduction is proposed under, this head deferring some of the target to the next plan period. The territory has at present 24KMs. of road surfaced to a high standard with mainland materials and 13KM. surfaced to a lower standard under IREP, RLEGP etc. It was proposed to surface additional 160KM. roads, covering 81KM. under the higher standard, and also to surface about 100KM. of cycle tracks. These targets will be scaled down slightly.

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WATER SUPPLY

Original approved outlay	-	Rs. 195 Lakhs.
Proposed revised outlay	-	Rs. 195 Lakhs.

There is no change in the sector.

H O U S I N G

Original approved outlay	-	Rs. 413 Lakhs.
Proposed revised outlay	-	Rs. 413 Lakhs.

No change is proposed under this sector. However, mention may be made of the proposed to set up a Housing Board (outlay Rs.180.00 Lakhs). It is intended to utilise this provision for setting up a Board to import building materials from the mainland and supply it to the public on easy terms, linking this activity with a ban on the local extraction of coral and limestone which is posing a major ecological threat to the islands.

T O U R I S M

Original approved outlay	-	Rs. 230 Lakhs.
Proposed revised outlay	-	Rs. 120 Lakhs.

The deduction that has been made here is only of the proposal for having a luxury ship for tourism. The economy of such a proposal are undertaken particularly in the context of the proposed air services ~~xxx~~ and the proposal for another small vessel under the Transport sector. The remaining outlay will be utilised to improve facilities for the tourists who may be expected in large numbers after the transport facilities improve. In addition central schemes for tourism are expected to be introduced in the territory and the local Society for promotion for Recreational Tourism and sports (SPORTS) has also been generating its own resources to organise group tours.

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42

SECRETARIAT ECONOMIC SERVICES

Original approved outlay	-	Rs. 10.00 Lakhs.
Proposed revised outlay	-	Rs. 50.00 Lakhs.

The enhanced outlay is attributable to (1) Taking over staff proposals under Rural Development (2) provision of an improved administrative set up and (3) integrated construction of government building reducing the civil construction requirements previously indicated separately under different heads.

One of the major deficiencies in the present administrative set up of the territory is the lack of effective co-ordination at Island level. The posts of BDOs and Tahsildars in the islands have already been used in such a manner to give each island one SDO/ASDO for purposes of local co-ordination etc. However, these personnel who are in the scale of pay of Rs.425-700 or Rs.500-900 are not in a position to co-ordinate effectively lacking both the required status and administrative background.

It is proposed to have one office of the rank of Deputy Collector on each major island and one officer at the level of Additional Collector in the Collectorate at the head quarters and existing lower posts will be surrendered on creation of these higher posts. The Home Ministry are also separately considering inclusion of some of the posts of the islands in the Delhi, Andaman and Nicobar Islands service. The proposed upgradation of some of the posts would fit in with this proposal also.

REMAINING SECTORS

EDUCATION: There is an approved outlay of Rs.345.00 Lakhs under this sector. It has been reduced to Rs.340.00 Lakhs, the reduction being proposed in the building component by re-orienting the building constructions involved. The schemes focussed in qualitative education also include setting up of Industrial Training Institute and Teachers Training Institute and introduction of Fisheries Technology as one of the subject for higher education.

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SPORTS & YOUTH WELFARE: The approved outlay is Rs.63.0 Lakhs/ giving up the proposals for creation of a number of posts as well as the construction programmes.

ARTS & CULTURE: The approved outlay is Rs.50.0 Lakhs which has been proposed to be scaled down to Rs.45.0 lakhs mainly reduction being on the establishment charges in creation of new posts.

* Which has been proposed to be scaled down by Rs.17.0 Lakhs.

NUTRITION: The approved outlay is Rs.31.0 Lakhs which has been enhanced to Rs.33.0 Lakhs. But this enhancement is in fact by transferring some of the schemes under the Community Development which had an approved outlay of Rs.2.20 Lakhs for providing light refreshments for the children of the Belwadies.

INFORMATION & PUBLICITY: The approved outlay is Rs.63.0 Lakhs which has now been proposed to be scaled down to Rs.50.0 Lakhs reducing the expenses on establishment and other charges involved in the various schemes under the sector.

SOCIAL WELFARE: The approved outlay is Rs.39.0 Lakhs and the revised proposals is for Rs.40.0 Lakhs. The enhancement of Rs.1.0 Lakhs is only due to the transfer of an approved scheme under Community Development to this sector as a part of re-orientation, as in the case of Nutrition.

OTHER TRANSPORT: The approved outlay is Rs.25.0 Lakhs and the revised proposal is Rs.20.0 Lakhs only. The expenditure under this scheme is mainly for (i) payment of rent guarantee to the P&T Department and (ii) for Providing teleprinter in the Islands. Since the rent guarantee payable to the P&T in the last two years 84-86 have been gradually reduced, a sum of Rs.5.0 Lakh has propose to be scaled down from the approved outlay.

MEDICAL & PUBLIC HEALTH: Re-orienting the priorities in this sector schemes have been reformulated keeping the approved outlay of Rs.100.00 lakhs for the seventh plan. A new scheme providing employment opportunities to 25 educated unemployed women on some consolidated pay has been incorporated. Apart from this proposals for two higher posts of MPWs surrendering two lower posts, keeping in view of increasing efficiency in field work as also providing promotional opportunity creating a better cadre structure has also been included keeping the approved outlay unchanged.

Annexure.V.

Sectorwise details of Plan outlay, employment in Seventh Five Year Plan 1985-90 (Person days in lakhs).
(Rs. in lakhs)

Sl. No.	Sector.	Original approved outlay.	Revised outlay.	Revised proposed outlay.	No. of posts in the appd. seventh plan.	No. of posts in the revised seventh plan.	Direct employment (Person years) (*)	Direct employment (Person days)	Indirect employment (person years).	Indirect employment (Person days)	Remarks.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
1.	Crop Husbandry	360.00	320.00	319.50	122	97	622	1-49	620	1-48	*This includes labour charges
2.	Animal husbandry	200.00	200.00	199.39	168	80	701	1-63	195	0-44	
3.	Fisheries	520.00	560.00	350.70	139	49	961	2-31	555	1-33	
4.	Land Reforms	1.00	1.00	1.00	29	-	-	-	-	-	
5.	Community Development.	178.00	29.80	21-07	118	-	-	-	-	-	
6.	I.R.E.P.	3-75	2-00	1-50	-	4	4	0-01	-	-	
7.	Co-operation	120-00	124-00	124-00	12	5	5	0-01	-	-	
8.	Anti Sea Erosion.	100-00	150-00	125-00	-	-	-	-	-	-	
9.	Power	395-00	395-00	335-00	173	109	159	0-38	10	0-02	
10.	W.R.B.E.	16-25	40-00	46-00	-	-	-	-	-	-	
11.	Industries	145-00	140-00	140-00	70	65	96	0-23	368	0-68	
12.	Port, Lighthouse and shipping.	440-00	894-00	1207.10	174	56	160	0-38	300	0-72	
13.	Road	250-00	200-00	150-00	9	7	758	1-62	199	0-48	
14.	Tourism	230-00	120-00	120-00	60	21	21	0-05	225	0-54	
15.	Other transport (R/T)	25-00	20-00	20-00	-	-	-	-	-	-	
16.	Science & Tech-	20-00	20-00	20-00	36	3	3	0-01	-	-	

1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
17.	General Educa- tion.	345-00	340-00	348-20	384	257	257	0-62	-	-	
18.	Arts & Culture	50-00	45-00	40-00	16	2	2	0-01	-	-	
19.	Sports & Youth welfare	60-00	43-00	43-00	76	9	9	0-02	-	-	
20.	Medical & Public Health.	100-00	100-00	100-00	197	100	132	0-32	-	-	
21.	Water supply	195-00	195-00	195-00	69	19	1034	2-48	120	0-29	
22.	Housing	413-00	413-00	413-00	23	12	1485	3-56	393	0-94	
23.	Labour & Labour welfare	6-00	5-50	5-50	5	3	3	0-01	-	-	
24.	Social welfare	39-00	40-00	40-00	25	4	4	0-01	-	-	
25.	Nutrition	31-00	33-00	33-00	-	-	-	-	-	-	
26.	Sectt. Economic service	10-00	50-00	33-88	45	23	26	0-06	-	-	
27.	Information & publicity	63-00	50-00	50 00	95	7	7	0-02	-	-	
28.	Weights & measurers	6-00	5-50	5-50	-	2	5	0-01	-	-	
29.	Stationery & Prg.	70-00	70-00	60-00	150	76	76	0-18	-	-	
30.	Jails	-	2-36	2-03	-	-	-	-	-	-	
Total		4390-00	4599-66	4599-66	2162	1010	6530	13.57	2975	7-12	

ANNEXURE VI

REVISED PROPOSALS ON GOVERNMENT BUILDING
(1985-1990)

Sl. No.	Sector	Residential			Non-residential		
		Original plan	Revised plan	Spill over element of col.4	Original plan	Revised plan	Spill over (col.7)
1.	Crop Husbandry (agriculture)	-	-	-	12.50	13.40	11.40
2.	Animal Husbandry	-	-	-	78.50	12.10	12.40
3.	Fisheries	-	-	-	38.40	24.00	4.25
4.	Cooperation	-	-	-	2.75	2.40	2.40
5.	Land Reforms	-	-	-	3.25	-	-
6.	Community Development	-	-	-	62.35	-	-
7.	I.R.E.P.	-	-	-	31.28	-	-
8.	Anti-sea erosion	-	-	-	-	-	-
9.	Power	80.80	22.37	18.00	59.30	41.33	20.00
10.	N.R.S.E.	-	-	-	25.82	-	-
11.	Industry	-	-	-	146.56	25.77	13.12
12.	Port, Lighthouses and Shipping	18.00	-	-	145.50	41.44	23.00
13.	Road	-	-	-	-	-	-
14.	Tourism	113.75	-	-	7.50	-	-
15.	S & T	-	-	-	137.00	-	-
16.	General Edn.	-	-	-	161.30	119.75	82.09
17.	Sports & Youth Welfare	-	-	-	131.14	23.50	23.50
18.	Arts & Culture	-	-	-	41.80	15.54	15.54
19.	Medical & .H.	-	-	-	86.50	18.45	11.00
20.	Water Supply & Sanitation	-	-	-	372.00	178.50	60.55
21.	Housing	318.47	210.52	84.00	-	-	-
22.	Information & Publicity	-	-	-	50.17	2.00	2.00
23.	Labour & Labour Welfare	-	-	-	-	0.75	-
24.	Social Welfare	-	-	-	26.30	16.67	-
25.	Special nutrition	-	-	-	2.70	-	-
26.	Secretariat Economic service	-	-	-	13.00	8.00	-
27.	Weights and Measures	-	-	-	12.15	2.00	-
28.	Registration	-	-	-	5.00	-	-
29.	Press	37.53	-	-	51.52	-	-
30.	Jail	-	-	-	-	-	-
31.	Other Transport	-	-	-	-	-	-
Total		568.55	232.89	102.00	1694.41	545.60	280.95

Total building outlay:

(a) Original : 2,262.96
(b) Revised : 778.49

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