

**ESTIMATES COMMITTEE
(1965-66)**

NINETY-SEVENTH REPORT

(THIRD LOK SABHA)

MINISTRY OF TRANSPORT

BOMBAY PORT

PART II



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 1966/Chaitra, 1888 (Saka)

Price : Rs. 1.90

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CORRIGENDA

To

Ninety-seventh Report (Part II) of the
Estimates Committee On the Ministry of
Transport - Bombay Port.

.....

Page (i), line 1, for 'Conten' read 'Contents'.

Page (vii), line 6, for 'representatives'
read 'representatives'; line 2 from bottom,
for 'statemens' read 'statement' and
for 'recomendation' read 'recommendations'.

Page 2, Statement, item (v), for 'Tractrs'
read 'tractors'.

Page 8, recommendation, line 3 from bottom,
for 'cranes...' read 'cranes'.

Page 14, line 10 from bottom, for 'othed'
read 'other'.

Page 16, lines 10-11, for "Priestman", which
are both more than 40 years old and on
replacement of two dredgers, F.C.G.

"Flamingo" and G.D.' read 'replacement of
two dredgers, F.C.G. "Flamingo" and G.D.

"Priestman", which are both more than 40
years old and on'.

Page 19, para 20, line 3, for 'reconsructed'
read 'reconstructed'; line 6, for 'thereform'
read 'therefrom'.

Page 20, last line, add 'Rs.' before '92,981'.

Page 21, first line, add 'Rs.' before '1,90,229'.

Page 21, para 22, line 12, for 'thte'
read 'the'.

Page 23, para 24, line 1, for 'now' read 'nor'.

Page 23, line 4, for 'date-weight'
read 'dead-weight'.

Page 26, line 2 from bottom, for 'Report
Mormugao' read 'Report on Mormugao'.

Page 27, Heading B- for 'Launcheds'
read 'Launches'.

(P.T.O.)

Page 40, in the table under "1963"
for '2,01,732' read '2,01,723' and
under "1964" for '2,49,833' read '2,49,833'.
Page 45, para 53, line 8, for 'cumbrous'
read 'cumberous'.
Page 46, para 55, line 13, for 'once'
read 'over'.

Page 76, para 84, for 'as' read 'at'.
Page 77, line 11 from bottom, for
'facilities' read 'facilitate'.
Page 79, line 17 from bottom, for 'Port
Trust' read 'Port Trusts'.
Page 80, in the footnote, for 'follows'
read 'followed'.
Page 81, against item (xiv), for
'Decasulisation' read 'Decasualisation'.
Page 82, line 20 from bottom, for
'uniformunity' read 'uniformity'.
Page 90, line 12 from bottom, for 'for'
read 'or'.
Page 91, line 4, for 'family'
read 'families'.
Page 91, line 10, for 'member' read
'members'.
Page 94, line 10 from bottom, for
'originally' read 'originally'.
Page 97, in the table, against total,
for '1,02,73,081.94' read '1,02,73,081.89'
and in Grand Total, for '1,27,10,483.99'
read '1,27,01,783.94'.
Page 98, line 12 from bottom, for 'partis'
read 'parties'.
Page 99, line 3, for 'services'
read 'service'.
Page 100, para 112, line 15, after
'1914' insert 'although'.
Page 101, line 12, for 'Sheava' read 'Sheva'.
Page 101, line 12 from bottom,
for 'period' read 'periods'.
Page 129, col.1, add 'S.No.4'; p. 134,
col.1, for 'S.No. 1' read 'S.No.18'; and
p.138, col.1, add 'S.No.28'.

CONTEN

PAGE

COMPOSITION OF THE COMMITTEE	v
INTRODUCTION	vii
H. MECHANISATION	1
A. Mechanised Handling and Unloading	1
General Cargo	1
Bulk Cargo	1
Bulk Oil	2
Introduction of Pallet and Container Services	3
B. Cranage	5
Electric Cranes	5
More Electric Cranes	6
Repair and Maintenance	7
Gang-hours lost due to breakdowns of wharf cranes	7
Hydraulic Cranes	8
Repair and Maintenance of Hydraulic Cranes	9
Standardisation of Handling Equipment	10
Indigenous manufacture of Port Equipment	10
Mobile Crane Section	11
II. DREDGING	14
Dredger Fleet	14
Second Plan	14
Third Plan]	15
Dredging of the Main Harbour Channel	16
Operation cost of Dredgers	19
Maintenance cost of Dredgers	20
Employment of Dredgers crew for maintenance work	21
Inoperative days for Dredgers	21
III. LIGHTERS	23
IV. TUGS AND LAUNCHES	25
A. Tugs	25
Acquisition of additional tugs	26
B. Launches	27
Existing Fleet	27
Acquisition of launches	28
Hiring of Launches	28
V. DRY DOCKING AND SHIP REPAIRING FACILITIES	30
A. Dry Docks	30
Dry docks remaining vacant	31
Integrated dry docking programme	32
Need for more dry docks	34
B. Ship Repair Industry	36

	PAGE
VI. SECURITY ARRANGEMENTS	38
A. Watch and Ward Staff	38
Withdrawal of Police	39
B. Reorganisation of Port Security Force	39
C. Incidence of Pilferage	39
Anti-pilferage measures	42
Convictions secured	42
Rewards to employees for checking pilferage	43
VII. RAIL/ROAD COMMUNICATIONS	45
A. Port Trust Railway	45
Railway Traffic	45
Coordination between Port Railway and Trunk Railways	46
Priority for Sea-Borne Cargo	46
Working of the Port Railway	47
Locomotives	51
Rail Wagons	52
Rail Tracks	53
Incidence of Derailments	53
Terminal Charges	54
B. Roads	57
Port Roads	57
Expenditure on maintenance	58
Road traffic	59
Approach Roads	60
VIII. WATER SUPPLY	62
Demand for Water	62
Desalination Plant	62
Existing and proposed Storage Capacity	64
Water Boats	65
IX. FREIGHT AND PORT CHARGES	67
A. Freight Charges	67
Measures taken to bring down freight charges from Indian ports to export markets	68
B. Port Charges	70
Rationalisation, Standardisation and simplification of port rate structure	71
X. MANAGEMENT	73
A. Organisational set up and functions of the Bombay Port Trust	73
Organisation	73
Functions	74
B. Powers of the Board of Trustees and the Chairman	77

	PAGE
XI. STAFF MATTERS	80
A. Staff	80
Reasons for increases in strength	80
Service Conduct Rules	81
Recruitment	82
Payment of Overtime Allowance	82
Measures to reduce incidence of overtime allowance	84
Accidents	86
Dock Safety Measures	86
B. Staff Housing	87
C. Medical and Hospital Facilities	90
Existing Medical Facilities	90
Scale of Medical Facilities	90
Comparison with Medical Facilities available in Calcutta and Madras Port	91
Port Trust Hospital	92
Size of the Hospital	92
D. Labour handling costs	93
Labour costs	93
Piece Rate Scheme	94
Premium Piece Rate Schemes	95
XII. GENERAL	97
A. Outstanding Rent Recoveries	97
B. Fire Fighting Arrangements	98
XIII. CONCLUSIONS	100
APPENDICES	
I. Statement showing the recommendations made by M/s IBCON Pvt. Ltd. in Report Nos. 1 and 3 on the working of Mobile Crane Section of Bombay Port Trust	103
II. Statement showing output, expenditure of each dredger and cost per unit of 100 cubic feet lifted and deposited—Bombay Port	107
III. Statement showing the number of Lighters and their D. W. capacity—Bombay Port	109
IV. Statement of launches (their capital maintenance costs)	110
V. Anti-pilferage measures adopted by the Bombay Port Trust to prevent thefts in the Docks	112
VI. Organisational chart of the Bombay Port Trust	117
VII. Functions of Chairman of Bombay Port Trust	118
VIII. Recruitment of officers and staff in the Port of Bombay	2
IX. Statement showing details of arrears for a period over 3 years and amounting to Rs. 50,000 or more due from private parties as on 31-3-1965	126
X. Statement showing summary of conclusions/recommendations contained in the Report	128
XI. Analysis of Conclusions/Recommendations contained in the Report	153

ESTIMATES COMMITTEE

(1965-66)

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(vi)

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INTRODUCTION

1. The Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Ninety-seventh Report on the Ministry of Transport-Bombay Port (Part II).

2. The Committee took evidence of the representatives of the Ministry of Transport on the 25th, 26th, 27th and 29th November, 1965. The Committee wish to express their thanks to the Secretary, Ministry of Transport, Chairman, Bombay Port Trust and other officers of the Ministry for placing before them the material and information they wanted in connection with the examination of the estimates.

3. They also wish to express their thanks to the representatives of the Shipping Corporation of India, Indian National Steamship Owners' Association, Bombay Chamber of Commerce and Industry and Karmahom Conference, for giving evidence and making valuable suggestions to the Committee.

4. The Report was considered and adopted by the Committee on the 23rd March, 1966.

5. A statement showing the analysis of recommendation contained in the Report is also appended to the Report (Appendix XI).

NEW DELHI-1;

March 26, 1966.

Chaitra 5, 1888 (Saka).

ARUN CHANDRA GUHA,

Chairman,

Estimates Committee.

CHAPTER I

MECHANISATION

A. Mechanised Handling and Unloading

The broad break-up of 17 million tons of cargo handled at Bombay Port is as follows:

(i) Dry Cargo	5.5 million tonnes
(ii) Bulk Cargo	2.00 million tonnes
(iii) Mineral Oil and Products	9.5 million tonnes

The first two items of cargo are handled in the docks and bunders while mineral oil and products are discharged at Marine Oil Terminal and Pir Pau Pier.

General Cargo

2. It has been stated by port authorities that for handling of general cargo in Alexandra Docks, the old hydraulic wharf cranes have been replaced with modern electric level luffing cranes of 6 and 3 ton lifting capacity. A large number of mechanical equipment such as mobile cranes, fork-lifts and platform trucks have also been provided for handling of general cargo from the quay to the transit sheds and from the transit sheds to the warehouses and for loading into trucks. A number of tractors for hauling loaded trollies and for shunting wagons have also been made available. The number of units of different type of mechanical equipment available at the Port are as under:—

Mobile Cranes	49
Forklifts	36
Platform Trucks	24
Tractors	58
Stillages	54

Bulk Cargo

3. The dry cargo, in bulk, handled at this Port, comprises food-grains, clinker, manganese and iron ores, rock phosphate and alum sulphate. It has been stated that the discharging of grain from the tankers into the sheds is done mechanically. For this purpose hop-

pers and shifts have been provided by the Port Trust. The Food Ministry have provided Buhler machines, Vacuvator machines and screw conveyors.

The loading of the ores and the unloading of clinker, sulphates of ammonia and rock phosphate is being done at present with the aid of shore-side cranes. As the anticipated increase in the traffic in these commodities is not likely to be very large, it is not proposed to go in for extensive mechanisation for handling these commodities. However, provision is being made for equipping two of the new four berths to be constructed in Alexandra Dock, under the Dock Expansion Scheme, with grabbling cranes, to enable these bulk commodities to be discharged speedily from the ships into railway wagons or trucks.

Bulk Oil

4. For handling of bulk oil, a new modern oil terminal has been constructed at Butcher Island comprising of three berths capable of receiving deep drafted oil tankers, which have been fitted with oil pipeline etc.

A table showing the financial provision and expenditure incurred on mechanisation and modernisation of cargo handling equipment operations at the Bombay Port during each of the three Plan periods is given below:

	Provision	Expendi- ture
	(Rs. in lakhs)	
<i>First Plan Period</i>		
(i) Electrification of Cranes First Phase	126·07	84·84
TOTAL	126·07	84·84
<i>Second Plan Period</i>		
(i) Electrification of Cranes First Phase	40·00	25·47
(ii) Electrification of Cranes Second Phase	190·00	21·51
(iii) Mobile Cranes	27·81	27·22
(iv) Fork Lifts	10·34	10·10
(v) Tractors	7·30	7·30
(vi) Platform trucks and stillages	3·06	3·30
TOTAL	278·51	94·90

<i>Third Plan Period</i>	<u>Provision Expenditure</u>	
	(Rs. in lakhs)	
(i) Electrification of Cranes Second Phase	213·00	224·54
(ii) Floating Cranes	32·00	29·27
(iii) Mobile Cranes and Tractors	29·00	15·74
TOTAL	274·00	269·55

It will be seen that the expenditure during the First and Second Plans has fallen much short of the provision made in this behalf and amounted to only 67 and 34 per cent respectively.

The Committee feel that to handle the large volume of traffic at Bombay Port which has progressively increased from 7·6 million tonnes in 1951-52 to over 17 million tonnes in 1964-65, it is necessary to mechanise the handling operations increasingly, besides providing other facilities like additional deep berths etc. The Committee regret that utilisation of provision for mechanisation in the First Plan period could have been only 67 per cent and in the Second Plan period only 34 per cent. They are, however, glad to note that the provision made in this behalf during the Third Plan is expected to be almost fully utilised. The Committee would like to draw attention of Government to the suggestion made by them in their Sixty-seventh Report on Calcutta and Haldia Ports to the effect that an expert committee may be constituted to go into the problems of mechanisation of ports not only with a view to suggest improvements in technology and practices but also to standardise the equipment as much as possible and suggest measures for its indigenous manufacture.

Introduction of Pallet and Container Services

5. The Committee would like to reproduce the following subparagraph from para 57 of their Sixty-seventh Report on Calcutta and Haldia Ports:

“The Committee note that the traditional method of handling general cargo is giving way to pallet and container systems. The traditional method of transferring miscellaneous parcels of general cargo between ship and shore has been to loan them in a cargo net which can be lifted by crane or ships gear and lowered into the hold or on to the quay. The method involves delay in making up

suitable loads and breaking them down again, and this limits the speed at which a ship can be loaded or discharged.

One advantage of the pallet is 'that a suitable load can be made up in advance in the transit shed (or better still in the factory), conveyed by fork-lift truck to the quay, lifted by slings and lowered into the hold. Another is that a much better rhythm of working can be obtained when pallets are used. Ideally the load remains on the pallet in the hold, is stacked by fork-lift truck, and is available for equally speedy removal at the end of the voyage.

The object of the container system is "to reduce the number of handling operations required for individual packages or parcels by putting a quantity of them into a standardised container which lends itself equally readily to carriage by land or sea and which, after being looked and sealed, can be transported unopened from the point of origin to the point of destination."

The Committee are glad to note that the Railways have introduced recently a pilot scheme for running container services between Ahmedabad and Bombay. The Committee need hardly stress that there should be co-ordination between the Railways and the port authorities so that the container service is increasingly put into use for export of goods as this facilitates quick and safe handling of goods.

The Committee hope that in the light of experience gained in the operation of container service scheme in Bombay, it would be extended to other areas and ports. The Committee would reiterate the earlier recommendations made by them in their Sixty-seventh Report on Calcutta and Haldia Ports to the effect that research should be undertaken to devise "the most suitable and forward looking methods of handling general cargo so as to take full advantage of modern technology and practices followed in ports of advanced countries" . . . "There should be close co-ordination between the port authorities/Ministry of Transport and Railways concerned/Ministry of Railways in the matter of devising best means for transferring goods from Ships into the wagons and *vice versa*."

B. Cranage**Electric Cranes**

6. The number of electric wharf cranes in use at Bombay Port is 90. Their particulars are given below:

No. of Cranes	Year of Installation	Manufacturers	Total Cost
34 . . .	1953-56	} M/s Jessop & Co. Ltd., Calcutta.	Rs. 2·94 crores.
56 . . .	1961-65		

The particulars of the 56 cranes installed during the period 1961-65 are as follows:

39 cranes (3-tonners)—with maximum radius 63 ft. and minimum radius 20 ft., capable of travelling on 12 ft. gauge rail track;

6 cranes (3-tonners)—with 75 ft. maximum radius and 22 ft. and 20 ft. minimum radius, capable of travelling on 14 ft. of gauge rail track;

11 cranes (6-tonners) with 63 ft. maximum radius and 20 ft. minimum radius, capable of travelling on 12 ft. of gauge rail track.

All these cranes are stated to be full-portal level-luffing type, capable of hoisting to a height of 83 ft. and lowering to a depth of 50 ft. with respect to quay-level. It has been stated that so far, the cranes have been working satisfactorily, except hoist wire ropes on the 6-ton cranes, which have given way on 10 out of 11 cranes during their guarantee period of one year. The contractors have agreed to replace the damaged ropes free of cost.

The contract for these 56 cranes was placed with M/s Jessop & Co. Ltd. of Calcutta in December, 1957 for completion by June 1961 after obtaining Government's sanction; but it has actually been executed by December, 1965. The main reason for delay are stated to be:

- (i) non-availability of steel materials and import licences;
- (ii) paucity of electric power leading to slowing down of manufacture;
- (iii) non-availability on time of rail wagons for transport from Calcutta to Bombay; and
- (iv) the absolute necessity to accord highest priority to defence works, thereby relegating other contract works to the background.

It is added that these delays have given rise to a price escalation of about Rs. 25 lakhs on a contract cost of Rs. 168 lakhs about fifteen per cent. In reply to a question, it has been stated that "there had been no specific communication to Government on the reasons for the delays for seeking their assistance for overcoming specific problems."

The port authorities have stated that "no penalty clause for delays in completion of the contract works was acceptable to the contractors. They (contractors) were urged from time to time to expedite the completion of the work; but they expressed their inability to comply with the Port Trust's requests in view of certain delays that occurred due to reasons beyond their control."

The Committee are distressed to note that the contract for 56 cranes which was placed on M/s Jessop & Co. in December, 1957 and was to be executed in 3½ years i.e. by June 1961, has actually been completed in 8 years i.e. by December, 1965, with the result that the delay has not only impeded the installation of the cranes as scheduled but has also resulted in increasing the cost of the cranes from Rs. 168 lakhs to about Rs. 193 lakhs i.e. by 15 per cent. The Committee feel that the abnormal delay of 4½ years in the delivery of cranes cannot be wholly attributed to causes beyond the control of the manufacturers. They feel that had there been a penalty clause in the contract, the delivery of the cranes would not have been delayed for so long.

In order to avoid such unhappy situations which affect adversely the operational efficiency of the port, the Committee cannot too strongly suggest that all contracts should invariably provide for a suitable penalty clause for delays in future.

More Electric Cranes

7. The Committee have been informed that there is a proposal to instal, under the Dock Expansion Scheme, 34 more electric wharf cranes for the Alexandra Dock east arm extension berth and the Ballard pier extension berth. These cranes are proposed to be dual-purpose type suitable for handling both bulk cargo and general cargo, the former constituting grabbing duty and the latter hook duty. The estimated cost of these new cranes is stated to be about Rs. 130 lakhs and it is expected that these would be of indigenous manufacture involving a relatively small foreign exchange component.

The Committee urge that firm orders for these cranes should be placed on indigenous manufacturers without delay so as to enable them to plan their manufacturing programme in advance.

Repair and Maintenance

8. The expenditure on maintenance and repair incurred on the electric cranes during each of the last four years is given below:

Year	Maintenance expenditure on electric cranes
1961-62	Rs. 2,21,166
1962-63	Rs. 2,08,515
1963-64	Rs. 4,04,007
1964-65	Rs. 5,63,883

The increase in this expenditure in 1963-64 and 1964-65 as compared to 1962-63, is stated to be mainly due to the fact that during this period 47 electric wharf cranes were added to the existing complement of 34 cranes as under:

1962-63	21 cranes
1963-64	15 cranes
1964-65	11 cranes
	47 cranes

It has been stated that each crane is laid up for one shift a month for mechanical and for one shift in a month for electrical maintenance. The lay-up period varies with the nature of the faults but generally does not exceed 2 to 3 days.

Gang-hours lost due to breakdowns of wharf cranes

9. The following is the estimate of the total gang hours worked by the dock shore labour during the last three years and the gang hours lost to the breakdown* of wharf cranes:

	Gang-hours worked	Gang-hours lost	Percentage
1963	2,85,000	5,900	2.0%
1964	3,90,000	7,800	2.0%
1965	2,72,000	5,800	2.1%

*Separate figures of gang-hours lost due to breakdown of Electric cranes and hydraulic cranes have not been furnished to the Committee. It has, however been added that about 60 per cent of the gang-hours lost are estimated on account of the breakdown of electric crane and 40 per cent on account of breakdown of hydraulic cranes.

It has been represented to the Committee by a leading ship-owners association that "several of the cranes in all the three docks are out of commission at one time or other, some of them being held up for major repairs. In view of this position the allotment of cranes is restricted. This in turn results in further delays in turn-round. Even the cranes allotted for work suffer from frequent breakdowns due to poor maintenance. Due to inadequate crane staff there are further delays caused by the deployment of some of them to attend to the repairs. There is also a shortage of crane shifting gangs which in turn delays working of ships by as many as 8 to 12 hours."

Another non-official organisation has stated that "delay caused due to repeated breakdown of cranes and due to delays in shifting cranes is resulted inasmuch as fifteen to twenty per cent of the ship-days being lost. Such occasions have been frequent."

Apart from the representations made by non-official organisations, the frequent breakdown of cranes is also borne out by the abnormal increase in the expenditure on their maintenance and repair during the last two years.

The Committee regret the frequent breakdowns of cranes which apart from causing extra repair expenditure affect adversely the turn-round of ships. It needs no emphasis that efficient working of the cranes is of paramount importance for port operations. The Committee recommend that effective measures should be taken by port authorities to maintain the cranes in working order by introducing preventive maintenance, attending to breakdowns promptly etc.

The Committee are concerned to note that delays have also been caused in shifting cranes... They would urge the port administration to make adequate and timely arrangements for shifting of cranes to avoid delays on this account.

Hydraulic Cranes

10. The number of hydraulic cranes, their age, capacity condition etc. are given below:

Capacity	No. of cranes	Year of installation
30 cwt.	25	1879 (86 years)
35 cwt.	84	1919 (47 years)
6 cwt.	8	1919 (47 years)
5 cwt.	1	1919 (47 years)

It has been represented by a leading shipowners' association that "in Prince's and Victoria Docks about 30 per cent to 40 per cent of the hydraulic cranes are out of commission at one time or the other. These cranes are nearly 50 years old and require early replacements. The reasons for the breakdown, in our opinion, is lack of proper maintenance and as we understand, on account of non-cooperative attitude of certain section of labour. It is, therefore, essential that the port authorities should immediately take measures to have proper maintenance of cranes carried out at periodic intervals. It has been found that sufficient number of craneman are not available with the result that the availability of crane drivers is restricted."

The Committee have been informed by the port authorities that all the hydraulic cranes in Alexandra Dock have been replaced by electric cranes, which in turn have been installed at Prince's and Victoria Docks replacing the even older hydraulic cranes from there. The port authorities propose to replace the next batch of hydraulic cranes in the Fourth Five Year Plan.

Repair and Maintenance of Hydraulic Cranes

11. The Committee have been informed that with the ageing of the hydraulic cranes, they need extensive repairs and overhauls more frequently. There is a regular programme of lay-up of the hydraulic cranes but it has been admitted that "this is generally disturbed due to the very great demand subsisting for these cranes and the inadequacy of the maintenance staff to cope with the repair work volume." It has been added that the conditions arising from inadequacy of maintenance staff "have been prevailing approximately for the last three years. During this period, efforts were made to cope with the situation by redeployment of the personnel to achieve maximum results without adding to the establishment expenditure on staff. When the position became rather urgent and the cranes overhaul programme kept falling into serious backlog, additional staff was recruited in November, 1965. This is stated to have improved the position."

The maintenance and repairs expenditure on the hydraulic cranes incurred during each of the last four years is as under:

	<i>Maintenance Expenditure</i>
1961-62	Rs. 10,51,534
1962-63	Rs. 12,28,148
1963-64	Rs. 12,50,611
1964-65	Rs. 11,80,741

The increase in expenditure on hydraulic cranes during the period from 1961-62 to 1963-64 is stated to have been primarily due to the ageing of the cranes, which are in a fairly worn down condition. These cranes are being subjected to considerable strain on account of arduous working conditions under the 'piece-rate' system as also on account of the machinery becoming susceptible to damage whilst handling bulk and abrasive cargo such as manganese and iron ore, cement clinkers etc. It has been stated that "It is not possible to undertake any remedial measures to reduce it except by replacing these cranes."

The Committee would like an expert survey to be made of the condition of hydraulic cranes having regard to their efficiency of performance and the cost of maintenance. The Committee would suggest that in the light of the findings of the expert survey a phased programme for replacement of hydraulic cranes by modern cranes may be drawn up. In the meantime, the Committee cannot too strongly stress the importance of efficient maintenance of the hydraulic cranes so that the incidence of breakdowns is reduced to the minimum.

Standardisation of Handling Equipment

12. It has been stated that at the Tenth Major Port Chief Engineers' Conference held at Madras in October, 1963 a sub-committee was formed to consider the standardisation of machinery, equipment and plant at different ports. The sub-committee consisted of the Mechanical Superintendent, Bombay Port Trust, the Mechanical Superintendent, Cochin Port, the Mechanical Engineer, Madras Port Trust, the Director (Mechanical), Development Adviser's Organisation, Government of India, and the Chief Mechanical Engineer, Calcutta Port Commissioners (Convener).

The Sub-committee was prepared booklets containing standard specifications for (i) Locomotives, (ii) Forklifts, (iii) Mobile Cranes, and (iv) Towing, Tractors and Trailers. These booklets are stated to have been distributed to all concerned at the last Chief Engineers' Conference held at Vishakhapatnam for obtaining final comments thereon.

Indigenous Manufacture of Port Equipment

13. The Committee would like to quote from the Report of the Committee on Transport Policy and Coordination which has *inter alia* observed that "various forms of equipment required by the ports, including cargo handling equipment and floating craft will in future entail even larger investments than in the past. They

account already for much of the foreign exchange expenditure in port development. A technical committee set up by the Ministry of Transport is at present engaged in working out standard specifications for certain selected port equipment. We believe that the industrial and engineering capacities available in the country can be harnessed to much greater advantage than at present and if this is done, most of the equipment required by ports can be provided within the country within a comparatively short period. This will not only reduce foreign exchange expenditure but will also ensure accelerated port development. For this purpose it is essential to strengthen the existing technical arrangements available with the Central Government. In view of the considerable volume of port equipment which is required for increasing present capacities as well as for raising the level of efficiency in the ports, we would urge that a special unit be established within the Department of Technical Development to assist the Ministry of Transport, Port Administrations and the industry in mobilising indigenous manufacturing capacity for meeting the requirements of ports. To this end, Port Administrations should be enabled to prepare forward plans continuously for three or four years ahead and place firm orders on indigenous manufacturers. It would be worthwhile to explore the possibility of establishing groups of manufacturers of different categories of port equipment and other related equipment and assist them with the balancing plants needed as well as the minimum supply of components and spares."

The Committee note that a sub-committee of Chief Engineers' of Major Ports which was constituted to consider the standardisation of machinery, equipment and plant used at different ports, has brought out a number of booklets containing standard specifications for forklifts, mobile cranes, towing tractors and trailers. They would like the Ministry of Transport to take initiative in the matter and draw up a programme for standardization and mechanisation of handling equipment at the ports so that an effective beginning can be made in this direction at least in the Fourth Plan. Standardisation should be done in consultation with the Ministry of Industry having regard to the availability of manufacturing capacity within the country. The Committee need hardly add that standardisation would make for manufacture of equipment in sizeable numbers which should help in reducing the cost of production as also of repairs and maintenance.

Mobile Crane Section

14. The Committee have been informed that there are full fledged repairs and maintenance facilities installed at the Mobile Crane Sec-

tion. Alexandra Dock, where periodical maintenance, running repairs and major overhauls are effected on all mobile vehicles engaged on cargo-handling activities in the docks. It is stated that an expert study of the work of this section was undertaken in 1957 by M/s IBCON Pvt. Ltd. a firm of efficiency experts who were paid a fee of Rs. 50,000/- for this work. The following Reports were submitted by M/s Ibccon Private Ltd.:—

Report No. 1. Preventive maintenance and minor repairs.

Report No. 3. Major maintenance and repair activities.

Report No. 4. Operation of mobile equipment.

Report No. 7. Administrative activities and maintenance planning and control.

Report No. 8. Incentive scheme for mobile cranes and tractors' staff.

Report No. 9. Cost of operating mobile equipment.

The Board decided to implement the recommendations made in Reports Nos. 1 and 3 subject to their being found feasible in actual practice.

An officer on Special Duty was, therefore, appointed in 1958 to examine the recommendations made in the reports of the firm.

The main recommendations contained in these two reports, together with the conclusions of the Officer on Special Duty thereon are given in Appendix I.

It will be seen from the Appendix that while action on some recommendations made in reports Nos. 1 and 3 have been deferred till the construction of a new building for the mobile crane garage under the Dock Expansion Scheme, a number of other recommendations have been found to be 'somewhat academic and unrealistic'.

As regards the remaining reports, viz. 4, 7, 8 and 9, it has been stated that "no action was taken on these reports because the recommendations made therein were impracticable."

The Committee are unable to appreciate the appointment of a firm of efficiency experts to undertake an expert study of the working of the Mobile Crane Section of the Bombay Port Trust at a fee of Rs. 50,000/- when none of the recommendations made by them could be implemented in actual practice.

The Committee consider that port authorities should devote special attention to the work of maintenance of mechanical handling plant and should constitute a cell of technical men within their own organisation who are fully conversant with the working conditions. The cell should undertake a systematic study of the performance of the mobile cranes and other handling equipment and devise measures to effect economy and improve efficiency.

CHAPTER II

DREDGING

Dredger Fleet

15. The dredging fleet of the Bombay Port Trust comprises four suction dredgers and five grab dredgers, as per particulars given below:

Sl. No.	Name of Dredging Plant	Year of Purchase	Capital Cost	Capacity in tons
			Rs.	
1	S.D. 'Widgeon' (Suction)	1923	8,76,700	800
2	S.D. 'Spotbill' (Suction)	1922	12,44,900	800
3	S.D. 'Moorhen' (Suction)	1921	12,72,300	600
4	D.S.D. 'Vikram' (Suction)	1962	79,53,000	2,000
5	H.G.D. 'Chelura' (Grab)	1923	25,59,100	1,200
6	M.H.G.D. 'Vikas' (Grab)	1959	76,94,581	1,500
7	F.G.C. Flamingo (Grab) with H.B. 'Dabchick' }	1913 1921	14,88,200	600 (Capacity of Dabchick)
8	G.D. 'Mayur' with (Grab) M.T. 'Arun' and Hopper Barges 1, 2 and 3 }	1955 1957 1959	20,18,700	Each Hopper Barge 200 Tons.
9	G.D. 'Priestman' & (Grab) with M.T. 'Karanja' and Hopper Barges 138, 139 and 140 }	1923 1944 1935-36	10,15,300	Each Hopper Barge 300 Tons

It will be seen from the above table that with the exception of D.S.D. Vikram, M.H.G.D. Vikas and G.D. Mayur all other dredgers are over forty years old.

Second Plan

16. Provision was made in the Second Plan for acquisition of a new drag suction dredger. The dredger was actually delivered in the first year of the Third Five Year Plan. The reasons for this spill-over from the Second Plan to the Third Plan has been explained by the port authorities as follows:

"The Trustees under their Resolution No. 433. of 22nd May 1956 had administratively approved the purchase of a new

diesel propelled cutter suction dredger with a hopper capacity of 3,000 tons. However, after further consideration of the dredging problem and the operational requirements of the port, they decided by their Resolution No. 714 of the 2nd July 1957 to purchase a diesel propelled drag suction dredger with a hopper capacity of 2,000 tons. Tenders were accordingly invited in September 1957, due on the 20th January, 1958. However, at the request of the tenderers, the due date was extended thrice and the tenders were opened on the 30th September, 1958. The offer of M/s I.H.C. Holland was accepted by the Board by their Resolution No. 217 of the 10th March 1959. However, the Government did not agree to this and directed that the offer of a Japanese firm should be considered. After protracted correspondence, the Government finally sanctioned the Trustees' proposal and the acceptance letter was issued to the firm on the 29th February, 1960. The delivery period was quoted as 22 months from the date of receipt of import licence and the dredger was received in Bombay in October, 1962.

The placing of the order for the dredger having thus been delayed, the provision made in the Second Plan could not be fully utilised by the end of the Plan period."

The Committee are unhappy to find that the port authorities took one year to finalise the specifications for the dredger and another year to call for and open the tenders and 18 months more to accept the tender and place firm order for manufacture. The net result has been that no part of the Second Plan provision for dredger was utilised and the dredging fleet continued to suffer for want of adequate strength.

Third Plan

17. In the Third Five Year Plan provision has been made for the replacement of two grab dredgers, viz. F.C.G. Flemingo and G.D. Priestman and in the Fourth Plan there is a programme to acquire two suction dredgers to replace the three old suction dredgers namely, Widgeon, Spotbill and Moorhen. It is, however, now proposed to purchase one grab dredger unit and one suction dredger in the Third Plan period and second grab dredger and another suction dredger in the Fourth Plan period in partial modification of the original provisions. This is being done in order to try out the use of a suitable suction dredger in the dock basin so that it could serve double purpose of being utilised inside the docks as well as in the channels

outside, according to the prevailing requirements. It has been further stated that as the suction and grab dredgers with their own hoppers of the size required, are not indigenously built, they will have to be imported from abroad for which foreign exchange will be required. The estimated cost of a suction dredger of about 12000 to 15000 tonnes hopper capacity is about Rs. 60 lakhs and the time required for delivery is about two years.

The Committee are unhappy that it has not been possible for the port to utilise the provision in the Third Five Year Plan for "Priestman", which are both more than 40 years old and on replacement of two dredgers, F.C.G. "Flamingo" and G.D. which heavy maintenance expenditure is being incurred. The Committee deprecate the leisurely manner in which the port authorities have proceeded with the question of replacing these dredgers by suction grab dredgers. The Committee would stress that the port authorities should without further delay carefully assess the performance of the existing fleet of dredgers vis-a-vis the requirements and draw up a firm programme for replacing the old dredgers and for augmenting the fleet so as not only to catch up with arrears of dredging but also to cope with adequately the future requirements, which are bound to increase, with the implementation of the Dock Development Scheme.

The Committee would also like to invite attention of Government to the suggestion made by the Committee on Transport Policy and Coordination in para 7 of chapter 9 of their report that by mobilising indigenous manufacturing capacity, most of the equipment required by the ports can be made available within the country in a comparatively short period. The Committee would like Government to develop, in an integrated manner, manufacturing capacity for dredgers within the country, as early as possible.

Dredging of the Main Harbour Channel

18. The Committee have been informed that no capital dredging was done in the main harbour channel in the First Plan period or earlier as the available depths were adequate for the size of the ships visiting the port, before the establishment of the refineries. It is stated that during this period tankers of deep drafts arriving and leaving at low water periods might have suffered some detention as they would have had to wait for a couple of hours for the tide to rise. Apart from such detention to a small number of tankers, the delay did not affect the operational efficiency and working of the port.

In the Second Five Year Plan, a provision of Rs. 4.28 crores was made for dredging 30 million tons of silt from the main harbour channel; but no dredging was actually done during this period. It has been stated that on the basis of the reports of the naval authorities, it was originally thought that extensive siltation had taken place in the harbour approaches and that the dredging of the channel to depths required for the deep drafted tankers would call for the disposal of a large quantity of spoil. To ensure that the spoil would not find its way back to the harbour, the Central Water and Power Research Station at Khadakvasla was requested to carry out necessary harbour model studies. These studies were completed by the end of 1958. A further survey of the channel had to be carried out to secure a more accurate basis for the dredging scheme. This survey was completed departmentally in 1959. A further reduction of the quantum of dredging has resulted from the restriction of the width of the channel at the entrance and further upstream on the basis of the recommendations made by Mr. Postthuma, Managing Director of Rotterdam Port, whose services were obtained through the International Bank for Reconstruction and Development. The reduced quantum of dredging amounted to 10.56 million tonnes. This quantity of silt was required to be dredged under the following three phases:

Phase I	3.10 Million tonnes
Phase II	5.60 million tonnes
Phase III	1.86 million tonnes
	10.56

A contract for a quantity of 8.70 million tonnes, covering Phases I and II was awarded to Messrs. N.O.B., a Dutch firm of dredging contractors in May, 1961 at their tender value of Rs. 1,90,21,508. Owing, however, to certain changes in the areas to be dredged, the actual work carried out by them amounted to 7.34 million tonnes at a total price of Rs. 1,68,68,600. It has been added that the contract period quoted by the contractors was 43 months, but they actually completed it much in advance in a period of about 18 months.

It has been stated that dredging of Phase III involving a quantity of 1.86 million tonnes would be carried out departmentally for the following reasons:

"In the area covered under Phase III, the silt levels were only 1 to 2 ft. higher than the required working berths to which the channel was to be deepened. The restriction to shipping in this area was, therefore, very small and hence the

work was not of an urgent nature. As our own dredger was due to be received by the end of 1962 and was quite capable of carrying out the dredging in this area, along with other maintenance work, it was considered desirable to execute this work departmentally so that a substantial amount in foreign exchange could be saved."

19. The Committee find that in the Annual Report for Bombay Port Trust for 1964-65 it has been stated that "the work on Phase III.....to be done departmentally, could not be undertaken owing to the difficulty in securing a trained Dredging Master for D.S.D. Vikram." The Committee have been subsequently informed in a written note that—

"As Dredging Masters with adequate experience in suction dredging were not available, it became necessary to recruit Master Mariners and give them training in suction dredging. In this manner, three Relieving Dredging Masters were appointed in December, 1963; October, 1964; and July, 1965 and given training."

Asked about the original and revised target dates for completion of dredging work departmentally, the Committee have been informed that—

"No specific target was fixed for the completion of the departmental dredging, but it was expected that this work would be taken in hand in the latter half of 1963 and completed in about two years' time, i.e. by the end of 1965. The revised target for completion of this work which will have to be carried out along with the normal maintenance dredging, is December, 1967".

Asked about the comparative cost of dredging by the contractors and departmentally, the Committee have been informed that while the contractor had charged Rs. 2.25 per cu. yds. the departmental cost is estimated to be Rs. 2.5 per cu. yd.

The Committee find that the Secretary, Ministry of Transport in a communication dated the 18th June, 1958 to the Chairman, Bombay Port Trust on the Second Plan Scheme for the port had unequivocally stated that, "coming to the scheme for the dredging of the main harbour channel, fortunately there are no two opinions on the need for the scheme. It is a question of only waiting for the technical data to become available for a proper estimate to be made. I have

no doubt that the World Bank will consider this project well qualified to receive loan assistance from them." The Committee, therefore, cannot help concluding that the main reason for not utilising at all the Plan provision for capital dredging in the Second Plan period was gross delay in the completion of studies to estimate the extent of dredging required and in deciding the disposal of spoil.

Even in the Third Plan only Rs. 2.86 crores out of a provision of 4 crores would be spent for dredging. This shortfall is all the more reprehensible considering that capital dredging of the main harbour channel which was originally scheduled to be undertaken in the Second Plan would not be completed even by the end of the Third Plan.

The Committee also deprecate the lack of advanced planning on the part of the port authorities in as much as they have taken three years to recruit and train Dredging Masters for D.S.D. Vikram.

The Committee find from the Annual Report of the Port for 1964-65 that four dredgers out of nine are working double shift. The Committee would like the port authorities to examine at an early date the question of working a double shift on other dredgers particularly Vikram which is the latest addition to the dredger fleet. The Committee would like to emphasise that the port authorities should take up earnestly the work of Phase III of capital dredging of the harbour channel and complete it preferably during the financial year (1966-67) but in no case later than December, 1967 so that the entry of bigger ships into the dock area is not impeded.

Operational Cost of Dredgers

20. From Appendices 'O' of the Annual Administration Reports for the Bombay Port Trust for the last three years (1962-63 to 1964-65), the Committee have reconstructed a statement (Appendix II) showing output and expenditure of each dredger and cost per unit of 100 cubic feet lifted and deposited during each year.

It would be seen therefrom that there has been a marked tendency for increase in the dredging cost. For example, the cost of dredging per unit of 100 cubic feet by D.S.D. Vikram in Prince's and Victoria Docks Channel has risen from Rs. 1.67 in 1962-63 to Rs. 4.16 in 1964-65. Similarly the cost of dredging 100 cubic feet by "Chedura" in Alexandra Dock has increased from Rs. 15.26 in 1962-63 to Rs. 19.11 in 1964-65. It is also significant that while the charges paid to the contractor for dredging the main channel by the port authorities were Rs. 2.25 per cubic yard, the departmental cost is expected to be Rs. 2.50 per cubic yard*. This brings out clearly the

vast scope that exists for effecting economy in operations by improving efficiency and reducing overheads. The Committee would like the port authorities to carefully analyse the reasons for high operational cost and take suitable remedial measures to bring it down.

Maintenance Cost of Dredgers

21. The table below gives particulars of expenditure incurred on the departmental maintenance and repairs of dredgers during each of the last four years:—

	1961-62	1962-63	1963-64	1964-65
	Rs.	Rs.	Rs.	Rs.
D. S. D. Vikram . . . . .	..	27,701	81,126	1,38,111
S. D. Widgeon	1,50,224	92,559	1,03,163	1,78,971
S. D. Spotbill	1,69,989	2,06,726	1,97,738	1,45,234
S.D. Moorhen	92,981	1,30,551	1,90,224	1,90,299
M.H.G.D. Vikas	1,10,296	1,60,722	1,73,644	3,09,939
H.G.D. Chelura	2,73,092	3,38,894	2,43,612	3,69,346
G. D. Mayur	65,415	16,160	27,291	32,067
F.G.C. Flamingo	1,33,254	96,802	49,271	1,63,802
G.D. Priestman	23,450	26,439	22,118	42,440
	10,18,701	10,96,554	10,98,187	15,70,219

The increase in expenditure on the maintenance and repairs of dredgers during 1964-65 as compared to 1963-64 is stated to be mainly due to the higher cost of repairs and materials and more extensive repairs required in the case of older units during the annual survey. It has been further stated that if spare parts are readily available and no major breakdowns take place, the normal working days for a dredger in Bombay should be about 250 days in a year.

The Committee find from the above table that the cost of maintenance of D.S.D. Vikram which was acquired only in 1962 has gone up from Rs. 27,701, in 1962-63 to Rs. 1,38,111 in 1964-65. Similarly there has been steep increase in the cost of maintenance of and repair of G.D. Moorhen which has increased from 92,981 in

1961-62 to 1,90,229 in 1964-65 and of H.G.D. Chelura from Rs. 2,73,092 in 1961-62 to Rs. 3,69,346 in 1964-65.

The Committee are surprised at such steep rise in maintenance and repair expenditure on dredgers and are not convinced by the reasons advanced by the port authorities in this behalf. They would suggest that reasons for increase in maintenance expenditure on each of the dredgers should be carefully examined with the help of technical experts and that suitable measures devised to reduce the repair bill.

Employment of dredgers crew for maintenance work

22. The Committee have been informed that "with a view to expediting the repairs and thereby minimising the lay-up periods of the dredgers, the crew of the dredgers is deputed to assist in the work of repairs. For this purpose they have to work in excess of their normal working hours (i.e. 8 hours) and to that extent they are paid overtime in accordance with the existing rules. Figures of overtime paid during such lay-up periods are not readily available as a separate account of such overtime payments are not maintained."

The Committee find it difficult to appreciate how the crew of dredgers apart from the repair mechanics, can prove of such technical assistance in the execution of repairs as to justify their being engaged even over their normal working hours, resulting in payment of overtime to them as a regular measure during the lay-up periods. The Committee would like the matter to be fully investigated with a view to stop payments of any unnecessary overtime allowance.

Inoperative days for Dredgers

23. The Committee desired to know the number of days which the dredgers had remained in-operative during each of the last four years and have been furnished the following information:—

Dredger	Number of days for which remained inoperative			
	1961-62	1962-63	1963-64	1964-65
D.S.D. Vikram	*	35	82	125
S. D. 'Widgeon'	120	58	53	137
S. D. 'Spotbill'	125	129	152	74
S. D. 'Moorhen'	27	148	109	133
MHGD 'Vikas'	95 1/2	79 1/2	30 1/2	160
H.G.D. 'Chelura'	103	25	125 1/2	67
FCG 'Flamingo'	106 1/2	163	96	126 1/2
GD 'Mayur'	93 1/2	36	34 1/2	41
GD 'Priestman'	105	66	59	37

*D.S.D. 'Vikram' was commissioned on 6th November, 1962.

The Committee are perturbed to find that during 1964-65, the D.S.D. 'Vikram', which was acquired in November, 1962, was inoperative for more than four months and that four other dredgers S.D. 'Widgeon', S.D. 'Moorhen', M.H.G.D. 'Vikas', FGC. 'Flamingo' were similarly inoperative for more than four months. The Committee cannot help concluding that there is something basically wrong in the working, maintenance and the repairs of the dredgers. They feel that there should be a proper enquiry into the matter and would like the port authorities to take effective measures to rectify the prevailing state of affairs.

CHAPTER III

LIGHTERS

24. The Bombay Port does not own now supply lighters for loading or discharge of cargoes. All the lighters used in the Bombay Port are owned by private companies. A statement showing the number of lighters and their date-weight capacity is given at Appendix III.

The need for lightening cargo is felt mainly during the monsoon months when, due to adverse weather conditions, vessels may be prevented from discharging or loading cargoes due to the incessant rainfall. With ships at berth not being able to complete their cargo operations due to adverse weather, those arriving after every berth has been occupied, have to wait in the stream.

A leading ship owners' association has represented to the Committee that "at the port of Bombay there are lighters with a dead-weight cargo capacity of 18,000 tons. Many of these lighters are very old. However, taking into account that about 4,000 to 5,000 tons of fleet would not be available either on account of annual survey or repairs, there will be available a fleet of about 13,500 tons cargo capacity. Presuming that each lighter carries about 60% of its carrying capacity, the existing fleet would be sufficient to receive 8,000 tons of cargo, the main difficulty which exists at present is that proper repair facilities are not available to the lighters owners with the result that the lighters remain idle, for repairs, for a very long period. Repairs are carried out at Bunders which have silted heavily as there has been no dredging in that area for last several years. Furthermore, the lighters when loaded with cargo, are not provided with adequate unloading facilities. If unloading facilities such as cranes and labour at proper transit sheds are provided it would be possible to achieve a discharge of about 2,500 to 3,000 tons into lighters every day from waiting ships. This is all dependent on the facilities which at present are absent. Lighters have to wait for discharging points for five to six days and sometimes even more, with the result that the cost of lighterage becomes very high."

25. The Committee find that Sundara Committee, consisting of two senior officers of the Government, which had gone into the problem of the congestion in the Bombay Port last year, had *inter alia* examined the question of lighters.

The Sundara Committee had concluded that "there is no lack of privately owned lighters at Bombay (see statement at Appendix) On the other hand, lighter companies seem to be having a lean time now. It is not possible, therefore, to suggest that the port should provide the lighters."

26. The Committee understand that Frere Basin, Haji Bunder and Hay Bunder are being used on a small scale for lighters traffic. The lighters discharge the goods at such points as are indicated by the port authority from day to day. It is also understood that it is not possible for lighters regularly to go to discharging points inside the Prince's Dock as the Prince's Dock gates open only at intervals and the movements of lighters would interfered with the transit of ships in and out of the dock.

The Committee would like Port Authorities to urgently go into the question of providing adequate crane and customs facilities for discharging and clearance of cargoes through lighters at Frere Basin and at the Bunders.

They would also like the Port Authorities to go into the question of making available a suitable Bunder for execution of repairs to lighters so as to facilitate their maintenance in good working conditions.

CHAPTER IV
TUGS AND LAUNCHES

A. Tugs

27. The Bombay Port Trust fleet of Dock and Harbour Tugs comprises the following:—

<i>Dock Tugs</i>	<i>Year Built</i>
1. S. T. Willing	1921
2. S. T. Cheerful	1921
3. S. T. Hardy	1935
4. S. T. Uran	1944
5. S. T. Navah	1944
6. S. T. Anil	1951
7. S. T. Ajit	1951
8. M. T. Raja	1959
9. M. T. Raman	1959
10. M. T. Rudra	1959
11. M. T. Rahul	1959

Harbour Tugs

1. S. T. Azad	1942
2. S. T. Amar	1953
3. S. T. Arjun	1954
4. S. T. Anand	1954
5. D. E. T. Akshaya	1961

28. It has been represented to the Committee by a leading shipping line that "this flotilla of tugs and launches requires to be surveyed annually and it is not uncommon for a craft to be laid up for as long as 3 to 4 months. The effective strength of the fleet is, therefore, considerably reduced and on occasions delays have been caused due to lack of tugs, etc." The Committee find that the tug S.T. Azad which was purchased second-hand by the port authorities in 1951 at a cost of Rs. 10.96 lakhs from M/s. Helsingfors, Wartsila

Koncernen A/B, Sandvikens Skeppsdocks has been inoperative for the following periods during the last four years:—

1962	1 month 18 days
1963	5 months
1964	3 months 16 days
1965	5 months 14 days.

29. The cost of repairs and maintenance of this tug during the last 4 years is stated to be as follows:—

	<i>Expenditure on repair and maintenance (Rs.)</i>
1961-62	1,32,067
1962-63	1,50,261
1963-64	1,28,498
1964-65	1,44,472

Acquisition of additional tugs

30. The Committee have been informed that there is a proposal to acquire nine tugs to meet the operation requirements. The details of the proposals are given below:—

5. *Dock Tugs*: Out of these, two are of larger size for working in Alexandra Dock where the work has increased due to higher turnover of shipping and also to cater for the increased shipping when additional berths are constructed under the Dock Expansion Scheme.

The other three are of a smaller size. Out of these, two are to replace the S. Ts. Willing and Cheerful which are over 40 years old and have come to the end of their useful lives. The third is an additional tug for Prince's and Victoria Docks.

4. *Harbour Tugs*: Out of these one is to replace S. T. Azad. The other three are additional requirements for handling super-tankers which are likely to come to this port in the near future.

The Committee consider that in view of the heavy cost being incurred on repairs of tugs and the number of days for which they remained inoperative, due priority should be accorded for the acquisition of additional tugs to meet the requirements and to replace the old worn out tugs. In this connection the Committee would like to invite attention to para 69 of their Report Mormugao Port where they have urged that as far as possible, the requirements

of tugs should be met from indigenous sources and that Government should help in the manufacture of tugs at economic cost by giving necessary facilities.

The Committee suggest that a review of the repairing facilities in Bombay Port for tugs and other maritime vessels may be made at an early date, keeping in view the existing and the anticipated requirements when 9 additional tugs are acquired so that necessary facilities can be developed on planned basis.

B. Launcheds

Existing Fleet

31. The launches fleet of the port comprises 16 vessels. The capital cost and the operation, maintenance on repair costs incurred by the port authorities on each of these launches during the last four years are given in Appendix IV.

The Committee are concerned to note from the statement in the Appendix, the rising cost of operations, maintenance and repairs on the launches. In particular, they note that the cost of annual repairs on the following launches has been on the high side and that in the case of two launches it has even exceeded in some years their original capital cost.

Launch	Capital cost	Annual Repairs cost
	Rs.	Rs.
1. Swift	47,569	48,043 (1962-63)
2. Gull	35,241	26,881 (1961-62)
3. Shewa	27,755	16,453 (1961-62)
4. Vigilant	14,823	20,834 (1961-62)
5. Mora	22,154	19,445 (1961-62)
6. Wavelet	41,666	28,637 (1961-62)

The Committee urge that the working of the launches may be reviewed with reference to their operational efficiency, their annual

maintenance and repair charges as also their present replacement costs so that a phased programme may be prepared for their early replacement.

The Committee would also like the Government/Port Authorities to carefully go into the reasons for the inordinately high cost of repair of launches and to examine whether these high costs were justified, whether there is even now scope for reducing the repairs cost by reducing the workshop and the materials cost for repairs.

Acquisition of launches

32. The Committee are informed by the port authorities that there is a proposal to acquire 13 new launches at an estimated cost of Rs. 68·61 lakhs during the Fourth Plan period. The details are given below:—

<i>Launches</i>	<i>Estimated costs (Rs.)</i>
4 Pilot launches	32·08 lakhs
5 Mooring launches	12·53 lakhs
2 Passenger-cum-water boats	20·00 lakhs
1 Passenger launch	2·00 lakhs
1 Survey launch	2·00 lakhs
13	68·61 lakhs

It has been stated that out of the above thirteen launches, four will be in replacement of the following old launches:—

1. M.P. More
2. M.P. Vigilant
3. M.P. Wavelet
4. M.P. Shewa

Hiring of launches

33. The Committee have been informed that as the existing fleet of the launches is not sufficient to meet full requirements, the work of transporting port workmen to and from Butcher island is given

out on contract to a private contractor who supplies his own launches at scheduled times. The following payments have been made to the contractor for this work during each of the last four years:—

<i>Year</i>	<i>Payment (Rs.)</i>
1961-62	1,39,045
1962-63	1,65,680
1963-64	1,44,029
1964-65	1,22,627

On the acquisition of additional passenger boats the necessity of hiring boats to carry workmen to and from Butcher Island would ease.

The Committee recommend that high priority should be given to the question of acquisition of new launches to meet the existing requirements and anticipated requirements in the Fourth Plan. In particular, they would stress the need for the acquisition of passenger-cum-water boats* so as to eliminate the hiring of launches to carry workmen on which an expenditure of over Rs. one lakh is being incurred annually and to augment water-carrying capacity of boats to supply water to ships.

*See also para 75.

CHAPTER V

DRY DOCKING AND SHIP REPAIRING FACILITIES

A. Dry Docks

34. For the use of the commercial vessels, the following four dry docks are at present available at the Port of Bombay:—

- (i) Bombay Port Trust Hughes Dry Dock 1000'X100';
- (ii) Bombay Port Trust Merewether Dry Dock 525'X65'-6";
- (iii) Mazagon Dock Ltd. Mogul Dry Dock 426'X60'; and
- (iv) Mazagon Dock Ltd. Richie Dry Dock 495'X60'.

Besides, there is also one small dry dock in the yard of M/s. Mazagon Dock Ltd., which is useful only for small vessels less than 300' in length. The Naval Dockyards has one dry dock recently constructed 620' × 90' and three smaller dry docks, but these are not generally available for use of commercial vessels. In fact, some of the Naval vessels are required to be serviced in the Port Trust Dry Docks.

35. It has been represented to the Committee by a leading ship-owners' association that "at the present moment, the major ports of Bombay and Calcutta are not in a position to allocate any of the available berths within the dock area for ships needing repairs since the ports are working to the fullest possible capacity for handling cargo. This is resulting in considerable delays to ships needing repairs since the repairs have to be invariably carried out in stream. In a majority of the cases, repairs even to Indian ships have to be postponed and eventually to be carried out at foreign ports. Except Mazagon Docks Ltd. of Bombay, no other ship-repair yard has drydock facilities and, therefore, it becomes necessary to utilise the Port Trust drydocks. These are regulated by the Port Trust authorities and, therefore, the use of these facilities are given to merchant ships only when the available drydock facilities are not required by the Port Trust for the use of their own craft. Moreover, Indian Naval vessels also use the Port Trust drydocks as and when the Naval drydocks are not available for Naval vessels. This has resulted in acute shortage of drydock facilities in India".

36. The utilisation of the Port Trust dry docks during the last three years is indicated in the table below:—

Port Trust Vessels	Naval vessels including naval vessels of the U.K. Government	Merchant Navy vessels	Total number of vessels dry-docked
42	8	64	114
44	10	66	120
38	11	61	110

It has been stated that the dry docks are allotted in terms of port's by-laws in the order of registration for dry-docking by ship agents. The by-laws also provide that vessels requiring the least possible time not exceeding 24 hours may be allotted priority in docking. There have, however, been few occasions when it was necessary to invoke the provisions of this by-law so far as the merchant vessels were concerned. Since the tugs and dredgers of the port perform vital services without which the port cannot function, it has sometimes become necessary to allot absolute priority in dry-docking to units of the Bombay Port Trust dredgers and tugs and other vessels. Similar priority had also to be accorded, during times of National emergency, to units of the Indian Naval fleet although these occasions have been infrequent.

The Committee regret to note that Government have not been able to provide sufficient dry-docking facilities at the major ports of Bombay and Calcutta thereby denying the much needed repair facility to the Ships calling at the Indian ports resulting not only in the loss of foreign exchange earning but also expenditure of foreign exchange on repairs to Indian ships at foreign ports.

Dry Docks remaining vacant

37. The table below shows the number of days for which the two port dry docks have remained vacant during the years 1962-63.

1963-64, and 1964-65 due to lack of demand and on account of maintenance and repairs:—

	Vacant due to lack of demand	Vacant on account of maintenance and repairs
Merewether Dry Dock—		
1962-63 . . .	6	..
1963-64 . . .	..	5
1964-65 . . .	..	3
Hughes Dry Dock . . .		
1962-63 . . .	27	58.
1963-64 . . .	47	36
1964-65 . . .	41	47

The Committee are unhappy to note that although there is pressing demand for increasing dry docking facilities the Hughes Dry Dock remained vacant for 58 days, 36 days and 47 days during the years 1962-63, 1963-64 and 1964-1965 respectively on account of maintenance and repairs works being carried on.

It is all the more surprising that this dry dock also remained idle for as many as 27, 47 and 41 days during the years 1962-63, 1963-64 and 1964-65, respectively for lack of demand. Considering the performance of the other dock viz. Merewether Dry Dock, the working of this dock would appear to be very unsatisfactory. The Committee would like Government to investigate the reasons for the Hughes Dry Dock remaining vacant every year for abnormally long periods on account of maintenance and repairs, and lack of demand, and to take suitable remedial measures, such as proper maintenance, wide publicity of facilities available etc., to ensure that it is utilised to the maximum extent possible.

Integrated dry-docking programme:

38. The Ship Repairs Committee in their Report (1959) have recommended that "the Port Trust and the Mazagon Dock should cooperate to achieve increased utilisation of the Ritchie and Mogul dry docks which are controlled by the Mazagon dock. The Port Trust should be prepared to accept responsibility for dredging and maintenance of the channel and approaches to these dry docks and the Mazagon Dock on their part, should be agreeable to incur capital expenditure on lengthening and deepening the Ritchie Dry dock

which would make it suitable for docking large merchant ships. They should also not be averse to hiring out the Moghul dry dock to shipping companies who wish to utilise the services of the ship repair firms other than the Mazagon Dock."

39. Asked about the action taken in this regard the Ministry of Transport have stated that it is not practicable for the Port Trust to integrate its dry docking programme with Mazagon Docks in order to secure greater utilisation of their two dry docks for the reasons stated below:—

"Messrs. Mazagon Dock and the Bombay Port Trust Dry Docks are owned by and function under two separate Administrations. Messrs. Mazagon Dock are a ship-repairing firm while the Bombay Port Trust is not. The dry docks owned by Messrs. Mazagon Dock are primarily meant for repairs of Government owned vessels and such other privately owned vessels as may be entrusted to Messrs. Mazagon Dock for repairs. It is only when the dry docks are not required for the above vessels that they can accommodate other vessels, repairs to which are not entrusted to Messrs. Mazagon Dock. The Bombay port Trust on the other hand, does not undertake repairs to vessels, except to its own craft. Repairs to ships in the Bombay Port Trust Dry Docks are entrusted by the respective ship-owners to various ship-repairing firms. For this reasons, it is not possible to integrate the dry docking programme of the Bombay Port Trust Dry Docks with that of Messrs. Mazagon Dock.

However, in the 99-year lease of the Kesara Basin which has been given to Messrs. Mazagon Dock in 1964, the following conditions have been inserted :—

South Face of Kasara Pier:—

- (a) Whenever any portion of the south face of Kasara Pier is not required for the Company's use, the Company will make it available for the use of either the Bombay Port Trust or any of the Shipping Companies for repairs to their vessels with full freedom to employ any agency they like for carrying out such repairs.

- (b) For permitting the above facility the Company will charge the same rates as would be levied by the Bombay Port Trust for a repair berth in their Docks.
- (c) The Company will furnish to the Bombay Port Trust every week particulars of occupancy and the anticipated periods of availability of any portion of the south face of Kasara Pier so that the same would be offered for the use of the vessels of the Bombay Port Trust or of the Shipping Companies.
- (d) For providing access from Kasara Bunder Road to the south face of the Pier, when so available for the use of vessels of the Bombay Port Trust or the Shipping Companies a suitable gate will be provided in the wall or fence that will be constructed at the Company's cost along the boundary of the premises leased to the Company."

The Committee are surprised at the argument advanced to justify the lack of coordination between the Mazagon Dock and the Bombay Port Trust—both Government concerns. They feel—as the Mazagon Dock is a ship repairing company with some dry docks and the Bombay Port Trust without being a ship repairing concern possess dry docks, there is all the greater necessity of coordination in the utilisation of ship repairing facilities available in the two units.

In view of the paucity of dry docking facilities within the country to meet growing demand and the heavy expenditure involved in providing additional dry docks, it is of paramount importance that the available facilities are put to the maximum use. This becomes apparent when it is noted that the Hughes Dry Dock of the Bombay Port remained vacant for long periods on account of lack of demand. The Committee recommend that immediate steps should be taken by Government to bring about the much needed coordination in the dry docking programme between the two organisations.

Need for more Dry Docks:

40. The Committee have been informed that entrance to the two dry docks are *via* wet docks. The Merewether Dry Dock is located within the Prince's Dock. Its entrance gate allows the passage of vessels of a beam not exceeding 61.2'. The greater demand,

however, for dry docks, both from Indian-owned as well as foreign-owned vessels, is from those of beam larger than 61.2' and hence the Hughes Dry Dock, located within the Alexandra Dock, is more frequently used. There have been occasions of demands being made for dry docking of vessels of approximately 600' in length on specified dates, but as there was already a vessel in the Hughes Dry Dock on those dates the vessels left the port to seek dry docking elsewhere. The Hughes Dry Dock is 1000' in length and 100' in width. The need often arises to dry dock two vessels therein simultaneously, but whenever their combined lengths exceed 1000' one of the vessels has to be kept back for a more suitable date. It would be an advantage if an additional dry dock was provided or the existing length of the Hughes Dry Dock increased by about 200'.

It has further been stated that the demand for commercial dry docks is increasing and the Port Trust dry docks, which are in occupation by vessels almost throughout the year, are not adequate to meet the demand fully. Having regard to the rapid increase in the tonnage under the Indian Flag, provision of additional dry dock facilities at Indian Ports has become necessary not only from the point of view of saving the foreign exchange (now spent on account of Indian ships being repaired in foreign docks) but also for earning some foreign exchange (by foreign ships utilising our dry dock). The Directorate of Shipping, who have made a study of additional requirements of dry dock in the country, have suggested provision of one big and one medium dry dock at the Port of Bombay. It is, therefore, proposed that one dry dock 850' x 130' x 32' (working depth) and another 650' x 90' x 30' (working depth) should be provided. The port authorities propose to put this work in hand in the latter part of the Fourth Five Year Plan. According to them the location and dimensions of the dry dock will form a part of the study under the Master Plan for the development of the port and a decision in this respect will be taken after the Master Plan Report is received from the Consulting Engineers.

The Committee note that decision on the provision of a dry dock in Bombay will be taken on the completion of the Master Plan for the development of Bombay Port. In this connection the Committee would suggest that Government should examine the question of suitably lengthening the Hughes Dry Dock in order to accommodate larger vessels.

B. Ship Repair Industry

41. The Ship Repair Committee estimated that the foreign exchange earning capacity of the Ship Repair Yards in the country would be about Rs. 5 crores in 1958. The capacity has not increased substantially since then as necessary foreign exchange is stated to be not available for this purpose. The actual foreign exchange earnings of all shipyards in the country amounted to only Rs. 1.5 crores in respect of work done on foreign ships calling at Indian Ports in 1962. Out of this Bombay's share was about Rs. 1 crore, and Calcutta's share was the balance of the order of Rs. 50 lakhs. The main reasons for the inability to utilise the surplus capacity is alleged to be the inadequacy of foreign exchange for import of essential components.

42. Asked about the amount of foreign exchange spent by the Indian shipping companies on the repairs of ships abroad during each of the last four years, the Ministry have furnished the following statistics:—

Year	Amount of foreign exchange spent by Indian shipping companies on repairs to ships abroad
	Rs.
1961-62	112,93,300@
1962-63	156,05,307@
1963-64	49,42,642*
1964-65	88,23,463*
April 1965—December 1965	22,13,646*

The main reasons advanced for poor foreign exchange earnings are:—

- (i) absence of berths earmarked for repairs.
- (ii) absence of rupee loan and foreign exchange for building sufficiently big dry-dock.

*Does not include repairs carried abroad for which Reserve Bank issued sanction directly.

@Does not include repairs in respect of two Shipping Companies.

- (iii) inability to import raw materials, stores and equipment not indigenously available including Llyods Tested Rivets and Sections of various sizes, steel plates, nuts and bolts welding electrodes, pig iron and hard coke (foundary quality) white metal, gun metal, copper and brass pipes etc.
- (iv) higher costs of repair in India.
- (v) time taken for carrying out repairs in India is longer.
- (vi) inadequate facilities like provision of fresh water, compressed air, electricity and drainage for which ship Repair firms are solely dependent on ports.

The Committee would like Government to pay urgent attention to the problem of absence of berths for execution of repairs as also inadequacy of raw materials which have been hampering the full utilisation of the existing ship repairing capacity within the country. In this connection the Committee would like to draw attention to their recommendations on ship repairing industry contained in paragraphs numbers 67 to 70 of their Sixty-seventh Report on 'Calcutta and Haldia Ports'. The Committee are confident that if adequate facilities are made available to the long established ship repairing industry, it would go a long way in saving foreign exchange being incurred on repairs to Indian ships abroad. In fact it should be made possible for Indian ship repair yards to earn valuable foreign exchange by undertaking repairs to foreign ships.

CHAPTER VI

SECURITY ARRANGEMENTS

A. Watch and Ward Staff

43. The Bombay Port Trust maintains a force of 285 departmental watchmen for watch and ward duties at the docks. In addition they employ State Police force for law and order etc.

The expenditure of the Port Police Force is met by the Port Trust as under:—

- (i) Full cost of the personnel employed on watch and ward duties;
- (ii) Half of the cost of the personnel employed on law and order duties; and
- (iii) one-quarter of the cost of the personnel employed on the flotilla.

The proportionate cost of the supervisory staff is borne on the following basis:—

- (i) Deputy Commissioner of Police—33-1/3 per cent.
- (ii) Superintendent of Police—50 per cent.
- (iii) Inspector of Police—100 per cent.

44. The expenditure borne by the Port Trust for maintaining the Port Police Force as well as on the departmental watchmen during each of the last four years is given below:—

	Expenditure on Police Force	Expenditure on departmental watchmen
	Rs.	Rs.
1961-62	9,56,592.67	3,39,632
1962-63	10,10,343.31	4,42,111
1963-64	10,06,255.10	3,49,437
1964-65	11,86,249.20	3,73,877

Withdrawal of Police

45. Asked about the withdrawal of port police by the State Government it has been stated that the number of such occasions in any year depends upon the number of civil disturbances occurring in the City as well as the occasions when high dignitaries including Heads of foreign States visit Bombay. On an average, such occasions are stated to be six in a year. The depletion in the strength of the Port Police as a result of such withdrawals is said to be about 200 constables and 4 officers. The permission of the Chairman of the Port Trust is not taken when the Port Police is withdrawn to augment the police force for duty in the city.

The Committee feel that whenever there is occasion to withdraw the Port Police Force it should be done with the knowledge of the Chairman Port Trust so that adequate alternative arrangements may be made for the security of the port area during the period of their absence.

B. Re-organisation of Port Security Force

46. The Committee are given to understand that since November, 1964 Government have been thinking of organising a Port Protection Force and of bringing forward a bill to give effect to it. While the major port authorities have agreed unanimously in principle to the constitution of a Port Protection Force on the lines of Railway Protection Force, most of the Maritime State Governments have not expressed themselves in favour of a separate Port Force. Another important point under consideration is that unlike railway employees port employees are not deemed to be Government servants.

The Committee note that a scheme for re-organising and integrating the Port Security Force on the lines of the Railway Protection Force is under consideration. They hope that Government would take an early decision in the matter in order to provide complete control of the port administration over their security staff to promote functional efficiency in protecting properties of the port.

C. Incidence of Pilferage

47. The incidence of pilferage at the Bombay Port—in the Docks and the Port Railway during the past three years has been as

under:—

Docks

Year	No. of cases of theft	Value of goods pilfered	Value of goods recovered	Net value of pilfered goods which remained untraced
		Rs.	Rs.	Rs.
1962-63	296	288,511	196,211	92,300
1963-64	400	638,713	480,359	158,354
1964-65	475	932,272	754,364	177,908

Port Railways

Thefts	1962	1963	1964	1965
	Rs.	Rs.	Rs.	Rs.
Consignment loaded in Wagons	57,958	1,10,009	2,49,833	1,52,042
Trunk Railways' Carriage and Wagons fittings	1,47,086	2,01,732	2,41,434	1,89,366
TOTAL	2,05,044	3,11,732	4,91,317	3,41,408

The type of cargoes normally subjected to pilferage are stated to be as under:—

- Ball bearings etc.
- Cloth (cotton and woollen piecegoods).
- Copper (wire, bars and cables, etc.).
- Cycles and accessories.
- Dyes and colours.
- Dyes and accessories.
- Electrical goods.
- Food stuffs.
- Iron and steel plates, etc.
- Machinery and parts.
- Medicines and injections.
- Metals.
- Motor Car accessories.

Nylon cones and bobbins.

Photographic goods.

Plastic goods, power, etc.

Radio parts.

Steel files and saw blades.

Miscellaneous.

48. It has been represented by a non-official organisation that "the security of goods lying in the Bombay Docks is in name only and the results of the special police force being created for the purpose are yet to be seen. Incidents of pilferage are reported daily and strangely they are on the increase with every passing day. Thefts and pilferage by the organised gangs are too well known to be mentioned and such thefts are being committed in open day light even now. In spite of appointing a Security Officer for this purpose, apparently things do not seem to improve. A very thorough shake up of the watch and ward wing of the Bombay Port Trust is necessary."

Another Chamber of Commerce in a Memorandum furnished to the Committee has stated that "the incidence of pilferage in the port is very heavy and it is carried out on an organised basis. It was interesting to note that according to a study undertaken by Insurance Companies the overall loss to the country on account of pilferage is estimated at Rs. 15 crores in a year. Although the Port Trust have taken some steps in the past few months to check pilferage such as strengthening of security staff, etc. we feel that a continuous and determined effort is to control pilferage and that this aspect of the problem should be firmly dealt with."

49. The Port Authorities have stated that whereas prior to the appointment of Port Security Officer and Assistant Security Officers, it was the State Police Force operating at the docks that brought to book the larger number of incidences of crime committed at the docks, the position has been reversed since the appointment of Security Officer. With the assistance of the departmental watch and ward personnel and by their own efforts, they have succeeded in apprehending large number of persons who pilfered goods or in the act of pilfering goods. With the recent declaration of the port area by the Maharashtra Government as a protected area, with the State Police Force in the direct control both of watch and ward duties as well as law and order duties, the position is stated to have further improved considerably.

Anti-pilferage measures

50. A list of anti-pilferage measures adopted by the Bombay Port Trust from time to time to prevent thefts in the docks is given at Appendix V.

The Committee are perturbed to find that both the incidence of cases of theft and the value of goods pilfered have increased considerably during the last three years. It is possible to argue that the value of goods recovered has also comparatively gone up and that the net value of untraced pilfered goods has not increased too steeply. The Committee, however, cannot overlook the fact that the shipping agents, trade, insurance companies etc., have categorically stated that the pilferage in the port is extensive and that it is carried out on an "organised basis". The Committee note that comprehensive anti-pilferage measures have been taken just recently by port authorities to reduce the incidence of thefts. In particular, the Committee would like the Port Authorities to prevent entry of unauthorised persons in the dock area, remove uncleared cargoes particularly precious cargoes from open area, provide lock-fasts in all sheds and warehouses and in general intensify patrolling. The Committee would also like special measures to be taken to reduce the incidence of pilferage on the Port Railways by intensifying check of railway wagons, patrolling of railway track, provision of suitable lookout towers fitted with searchlights etc.

Convictions secured

51. The Committee desired to know the number of persons who were arrested during each of the last four years for pilferage—the number of port employees amongst them and the number convicted. The Port Authorities have furnished the following information:—

Year	No. of Port Trust employees arrested	No. of Port Trust employees convicted	No. of outsiders arrested
1961-62	20	2	555
1962-63	17	7	360
1963-64	16	4	498
1964-65	23	3	576

As regards the conviction of outsiders it has been added that no record is kept as many of the outsiders arrested outside the

dock on charges of being in possession of property purported to have been stolen from the docks either by themselves or through other agencies. The Committee have been informed that the average time taken for a trial of the case varies from four to six months but it is expected that with the re-establishment of a Magistrate's Court in February, 1966, near the docks it should be possible to speed up disposal of cases. There is also a proposal to establish a separate Police Station exclusively for the dock area.

The Committee would like the Port Authorities to make every effort to speed up disposal of cases. In particular, the Committee would suggest that Port or Government employees found guilty of pilferage should be sternly dealt with so as to act as a deterrent to others.

Rewards to Employees for checking Pilferage

52. It has been stated in the Annual Report of the Bombay Port Trust for 1964-65 that "members of the Port Trust staff who detect pilferage of cargoes or who are instrumental in apprehending the pilferers" are given cash rewards. The number of employees who have been awarded such cash awards during each of the last three years is given blow:—

Financial Year	No. of staff members rewarded	Total amount awarded
1962-63	18*	110
1963-64	14	180
1964-65	Nil.	Nil

Cash rewards are also granted on *ad hoc* basis to employees for detection/prevention of thefts. The number of employees and the total amount so awarded during the last three years are as under:—

Financial Year	No. of staff members rewarded	Total amount awarded
1962-63	Nil	Rs. Nil
1963-64	**1	25
1964-65	†3	350

* (One officer was also issued a letter of commendation).

**A letter of commendation was also issued to one officer for introducing a device for preventing thefts of electric bulbs.

†A letter of commendation was also issued to one officer for challenging thieves and recovering valuable stolen property.

The Committee commend the scheme for giving rewards to staff for detecting pilferage cases but they feel that the scheme should be given wider publicity amongst the staff and adequate rewards should be given so as to enlist whole-hearted cooperation of the employees in checking pilferage.

CHAPTER VII

RAIL/ROAD COMMUNICATIONS.

A. Port Trust Railway

53. Prior to 1914 the Bombay Port Docks were not rail-served. As traffic between the port and the interior developed, the two main line railways, the Great Indian Peninsula and the Bombay, Baroda and Central India, laid out spacious goods yards in close proximity to the Prince's and Victoria Docks, with which they were connected by three sidings crossing Frere Road. These sidings accommodated only a fraction of the import and export traffic—the bulk was conveyed from ship to rail and *vice versa* in bullock carts, a cumbrous and expensive method which continued until the completion and opening of the new port railway on 1st January, 1915.

The railway system, though only 7½ miles in actual length from Wadala Junction to Ballard Pier, comprises over 110 miles of main lines and sidings, which may be divided into five sections, all directly linked with the docks and wharves—

- (i) the receiving and despatching yard at Wadala where the link with the trunk railways is formed;
- (ii) the bulk oil depots;
- (iii) the Mazagon-Sewri Reclamation with its depots for cotton, grain, manganese, coal and other trades;
- (iv) the Prince's and Victoria Docks; and
- (v) the Alexandra Dock and Ballard pier.

Railway Traffic.

54. The volume of traffic (both local and foreign) handled by the Bombay Port Trust Railway, in terms of wagons and tonnages, dur-

ing the last three years is given below:—

Year	Local traffic			Foreign traffic		
	Wagons			Wagons		
	Inward	Outward	Tonnes	Inward	Outward	Tonnes
1962-63 . . .	9,480	17,940	358,800	127,272	143,310	4,83,300
1963-64 . . .	9,335	15,764	319,000	113,408	143,738	4,626,700
1964-65 . . .	15,584	22,890	432,000	111,979	143,055	4,482,100

Co-ordination between Port Railway and Trunk Railways

55. It has been stated that in order to maintain close liaison between the Port Railway and the Trunk Railways (Western and Central) the Inspectors of the Central and Western Railways visit the Bombay Port Trust Railway Office and the Docks every day. The Central, Western and Bombay Port Trust Railway Officers are stated to be in close touch almost daily. The official co-ordination meeting is held once every two months by the Central Railway in the Office of the Chief Operating Superintendent of that Railway. The meeting is attended also by the trade interests connected with the Port.

The Committee have been informed during evidence that the Port authorities had approached the Railways to supply 100 wagons daily once and above the existing quota. It has been stated during evidence by the Chairman Bombay Port Trust that "the Railways have not been able to keep up a consistent supply of additional 100 covered wagons per day to the Port. We have been getting only 50 to 60 additional covered wagons".

As the rail transport position has considerably eased in recent months the Committee would like the Railways to meet in full the demand of the Port Trust so that goods can be cleared from the Port expeditiously.

Priority for Sea-Borne Cargo

56. It has been stated in the minutes of the 341st meeting of the Bombay Port Working Committee held on 15th June, 1965, that "He (Chairman Bombay Port Trust) was also taking up with the Railway Board the question of upgrading the priority for movement by rail of sea-borne cargoes landed at the Docks *vis-a-vis* as he felt that unless the Port was kept clear, several industries due to receive their supplies through the Port suffered." The Committee have been

informed in a written note by the Port authorities that "The matter is still under the consideration of the Railway Board. In the second week of December, 1965 a joint note on the subject was prepared by our Railway Manager and the Deputy Chief Operating Superintendent, Central Railway, Bombay and sent to the Railway Board. The Central Railway has indicated that they will make every effort to ensure a steady and adequate supply of covered empty wagons to the Port area. The Railway Board is expected to finalise the matter shortly".

The Committee would like the Railway Board to take an early decision on the question of according due priority for movement of sea-borne cargo by rail from Bombay Port to inland destinations.

Working of the Port Railway

57. The following table shows the results of the working of the Bombay Port Trust Railway since 1956-57:—

	Revenue	Expendi- ture
	Rs. (lakhs)	Rs. (lakhs)
1956-57	80.63	88.58
1957-58	88.10	95.74
1958-59	73.62	103.83
1959-60	85.83	112.05
1960-61	83.78	115.94
1961-62	76.17	123.37
1962-63	178.40	160.28
1963-64	106.65	155.36
1964-65	129.01	167.86

It has been stated that the marked increase in revenues in 1962-63 was due to the receipt of an amount of Rs. 72 lakhs from the Trunk Railways on account of arrears which had accumulated over a number of years and had been the subject of protracted negotiations. The Committee desired to know the reasons for increase of Rs. 79.28 lakhs in expenditure of Port Railways in 1964-65 as com-

passed to the expenditure in 1956-57. The Port Authorities have ascribed the increase to the following factors:—

	Approximate Expenditure—
	Ra.
(i) Increase in staff from 1956 to 1964 by 180 Class III & IV staff.	4,00,000
(ii) Revision of pay scales of staff and increases in dearness allowance from time and corresponding increase in other allowance and overtime etc.	23,00,000
(iii) Increase in Chief Engineer, Bombay Port Trust's Establishment (Railway Engineering Section) due to revision of Pay scales/allowances and increase in staff	2,00,000
(iv) Loco and Wagon Establishment—Revision of pay and allowances and Repairs and Maintenance including additional expenditure on diesel engines commissioned for the first time subsequent to 1956-57, and damage to Foreign Stock	29,00,000
(v) Renewals of rails and sleepers	9,00,000
(vi) Increase in interest on sinking fund and capital debt charged to the Railway Deptt. consequent on the revision of the proforma account.	5,00,000
(vii) Provision for depreciation (new item of expenditure)	3,00,000
(viii) Increase in proportionate general charges	4,28,000
TOTAL	79,28,000

Asked to state the measures which have been taken to effect economy and improve efficiency of the Port Railway during each of the last four years, the Committee have been informed that on account of increase in foreign traffic and the various awards of the Industrial Tribunals appointed by the Government for revising pay scales and other benefits to staff, it has not been possible to effect economy in the working of the Bombay Port Trust Railway. However, certain Bombay Port Trust Railway charges have been stepped up recently to bridge the gap between the income and expenditure. The follow-

ing measures are stated to have been taken to improve the efficiency of the Port Railway during each of the last four years:—

1961-62

- (i) Provision of two additional lines for the reception of up trains at Wadala and electrifying one additional existing line at a total cost of Rs. 2,30,400.
- (ii) Provision of an additional hump line at Wadala in the down direction and the bifurcation of the Down Departure Yard at an approximate cost of Rs. 6 lakhs. This was done in pursuance of a suggestion from Shri Mathur, the then Member Transportation, Railway Board.
- (iii) Introduction of armed police escorts on all loaded trains during their movements from the Docks to Wadala.

1962-63

- (i) Construction of a new Diesel Loco Shed at an approximate cost of Rs. 10 lakhs.
- (ii) Provision of two additional lines at the Oil Depot at an approximate cost of Rs. 1,40,800.

1963-64

Creation of an additional post of Railway Inspector for closer supervision at night.

1964-65

- (i) Provision of an additional new link line between Wadala and Oil Depot at an approximate cost of Rs. 70,300.
- (ii) Provision of gunties in Wadala Departure yard (under installation).
- (iii) Provision of a new interlocked level crossing gate for vehicular traffic at the extreme north end of Wadala at an approximate cost of Rs. 1,71,600.
- (iv) Conversion of 58 B.P.T. wagons for use of ore traffic at an approximate cost of Rs. 3,50,000.
- (v) Purchase of 50 KL type wagons from the Central Railway for the use of ore traffic on the Bombay Port Trust Railway at an approximate cost of Rs. 1 lakh.

58. The following other measures are stated to have been taken or are being taken to augment the revenue of the port railway and to make its operations efficient and economical:—

- (i) The Board has sanctioned on the 1st June, 1965 increases in the Bombay Port Trust Railway charges subject to the sanction of the Railway Board as required under section 32 of the Indian Railways' Act. The proposals will be given effect to immediately after receipt of sanction from the Railway Board.
- (ii) Notice of termination of the existing 5 year Agreement with the Trunk Railways regarding terminal charges, which expires on 31st March, 1966, has been served and proposals for a revision of the charges are being formulated.
- (iii) The proforma account of the B.P.T. Railway has been revised so as to credit the Railway with revenue which should legitimately be credited to it, resulting in an additional credit of about Rs. 24.80 lakhs.
- (iv) The handling capacity of inward traffic is being rationalised so as to create an additional capacity for handling about 100 more wagons every day.

The Committee have been informed that Shri N. C. Kapur, the Chief Operating Superintendent of the Central Railway carried out in 1951 an expert investigation into the staff requirements of the Bombay Port Trust Railway.

As a result of implementation of his recommendations there was an immediate saving of rupees 2,10,000 per year.

It has also been stated that for operational efficiency the Port Trust have had the benefit of advice of Shri P. L. Sharma, Joint Director, Railway Board and Shri K. B. Mathur, Member (Transportation) Railway Board on certain aspects of railway operation. It has been added that "all the suggestions made by them have been accepted and implemented at an expenditure of about Rs. 15 lakhs and these have improved the efficiency of handling of wagons."

59. The Port authorities have further stated that "The operational planning of the Bombay Port Trust Railway which was done about 50 years ago, was based on the principle of serving private plots and leaseholds on the Port Trust estates individually. While this has doubtless had a beneficial effect on the land values on the Port Trust estates, it has also resulted in a considerable amount of shunting,

sorting and sub-sorting of wagons, without proportionate increase in the number of wagons so handled in relation to the engine power spent. We have now planned the progressive handling on inward traffic in such a manner that sufficient number of wagons will be dealt with on the Bombay Port Trust Railway in the manner of a "general siding" as is done at Wadi Bunder and Carnac Bunder, the Trunk Railway railheads in the City. This is expected to enable us to handle about 100 more wagons every day. With the success of this scheme we shall be able to make a headway towards reduction of expenditure in relation to the traffic handled and also to augment the revenue to some extent. In the course of planning of railway movements that would be necessary as a result of the Dock Expansion Scheme, we have taken care to see that the new layout of the railway lines would be such as to lead to more efficient wagon operation".

The Committee apprehend that the reduction in staff which was made in 1952 on the recommendations of a senior officer of Central Railway have been more than neutralised with the efflux of time.

The Committee also consider that there is urgent need for planning the layout of the port railway yards so as to ensure efficient movement of traffic on completion of Dock Expansion Scheme.

The Committee would, therefore, recommend that Government should constitute an expert committee consisting of senior officers drawn from the Indian Railways to examine thoroughly the working of the Port Railway and suggest concrete measures to effect economy. They would also like the expert committee to draw up in detail plans for the development of rail facilities in the port area keeping in view the anticipated requirements on completion of the Dock Expansion Scheme and the developments envisaged in the Master Plan.

The Committee note that a proposal has been made by the Bombay Port Trust to increase the Port Trust Railway charges which is awaiting the sanction of the Railway Board. The Committee hope that an early decision in the matter will be taken by Government.

Locomotives

60. The Bombay Port Trust Railway is served by 23 steam locos and 20 diesel hydraulic locos. The steam locos are all over-aged, having been purchased between 1916 and 1922.

It has been stated that the steam locos are proposed to be replaced by diesel power. On account of the shortage of foreign exchange,

a proposal for purchasing a batch of 10 diesel locos during the current Five Year Plan (Third Plan) has been held in abeyance. The Port Trust were given to understand that a Non Project Non-commodity grant amounting to Canadian Dollars 1.5 million is lying unutilised and could be drawn upon for import of Canadian equipment including locomotives. The matter is stated to have been referred to Ministry of Transport by the port authorities on 16-9-1965 to enquire whether Port Trust could avail of this grant for purchasing 10 diesel locomotives.

Asked during evidence whether there was any possibility of procuring diesel locomotives for the Port Trust Railway from the Diesel Locomotive Works, Varanasi, the Chairman of the Port Trust stated that "enquiries have been made regarding the availability. Apart from the fact that this factory is producing only locomotives of a high horse power, which is much above the requirement of Port Trust Railway, it is understood that the output of these works is fully booked by the Trunk Railways for many years to come."

The Committee would suggest that the question of introducing gradually diesel locomotives on the Port Trust Railways with a view to improve their efficiency may be examined. They would like that suitable provision for manufacturing these diesel locomotives may be made in due course in the Diesel Locomotive Works, Varanasi, where capacity is being developed to manufacture diesel locomotives for Indian Railways.

Rail Wagons

61. The Bombay Port Trust Railway owns altogether 690 wagons, all of which are stated to be over-aged being of the 1914 to 1924 vintage. Of these, 279 wagons are stated to be of the covered type. About 100 of these are in good order. It has been stated that renewal of the wagon stock is being undertaken progressively 30 Nos. KL type wagons are being purchased from the Central Railway of which 25 wagons have been received so far. Further, conversion of 58 'D' class wagons into 'A' class wagons is being undertaken at the Bombay Port Trust Workshops, Mazagon and 117 wagons of the covered type are being gradually converted into open wagons at the Wagon Repairs Section, Grain Depot, for carrying manganese ore. For both these items of work, progress is stated to have been hampered by the non-availability of steel. It is stated that against the demand of 90.18 tons of steel for the conversion of 58 wagons which was made in 1964 only 64 tons of steel have been received so far despite repeated representations to the Government.

The Committee are concerned to know the delay in the supply of requisite quantity of steel to the Port Trust Railway to carry out urgent conversion work of wagons. They see no reason why with the easing of the position regarding the supply of steel it should not be possible for Government to arrange to meet in full the requirements of Port Trust for wagon conversion.

Rail Tracks.

62. The oldest track in use in the Bombay Port Trust Railway was laid in the year 1914. The tracks are laid with 75 lbs. section rails on which a maximum axle load of 22.5 tonnes is permissible under speed restriction of 20 mph. It has been stated that 120 km of the track is considered overaged. Under a phased programme of renewal of about 5 km per annum, the existing 75 lbs rail are being renewed by rails of 75 R. section.

The Committee would like the track renewal programme to be reviewed by the expert Railway Committee suggested in para 59 keeping in view the anticipated density of rail traffic on completion of the Dock Development Scheme.

Incidence of Derailments

63. The incidence of derailment in the Bombay Port Trust Railway during the last three years has been as follows:

Year	No. of Derailments
1962-63	273
1963-64	234
1964-65	253

Most of these derailments are stated to be of minor nature. It is stated that all cases of derailment are enquired into for determination of responsibility and that strict action is taken against the defaulting staff. To reduce the incidence of derailments suitable measures are taken for better maintenance of the track.

The Committee are constrained to note the high incidence of derailment in the Bombay Port Trust Railway. They cannot too strongly stress the need for proper maintenance of the railway track and the rolling stock within the port area. They suggest that the incidence of derailments may be reviewed at least once every quarter so that remedial measures can be taken.

Terminal Charges

64. There has been protracted controversy about fixation of terminal charges by the Port Trust Railway. The Bombay Port Authorities have informed the Committee that:

“Terminal charges were first fixed in 1915 on an *ad hoc* basis at 2 pies per maund. This rate was raised to 4 pies in the year 1920-21. In 1922, the case for increase was again taken up but, as there was no agreement, it was decided to fix a provisional rate of 6 pies per maund from January 1922 and to refer the matter to arbitration. An arbitrator was, accordingly, appointed but his recommendation was not accepted by the Railway Board. The matter was then remitted to a fresh Arbitration Board consisting of the Chairman, Bombay Port Trust, the Financial Commissioner Railways and the Agents of the two Trunk Railways. The telescopic rates recommended by the Board were accepted and were in force from 1st April 1928 until 1949.

In 1949, the question of revising the terminal charges was again raised. After protracted negotiations, it was agreed that terminals to be paid to the Port Trust Railway on and from 1st April 1950 should be on the following basis:—

(1) (a) *General Merchandise:*

8 pies per maund in case of goods traffic where loading or unloading is done by the Bombay Port Trust Railway, and 6 pies per maund in the case of goods traffic where loading or unloading is done by owners.

(b) *Coal:*

8 annas per ton;

plus

(2) An additional payment by the Central and Western Railways to the Bombay Port Trust of 2 pies per maund in respect of all the above-mentioned categories of traffic.

This arrangement was to remain in force from 1950 for a period of 3 years after which the matter was to be reviewed. It was thereafter proposed by the Chairman, Bombay Port Trust that the arrangement be continued for a further period of 3 years ending 31st March 1956. The Railway

Board, however, directed that as from 1st April 1953 the Central and the Western Railways should pay to the Bombay Port Trust Railway standard terminal of 6 or 8 pies per maund as the case may be, but the additional payment should be only 1½ pies instead of 2 pies per maund.

The Western Railway started paying the terminal charges from 1st April 1953 on a provisional basis at the rate of 6 pies per maund on general merchandise and at 8 annas per ton in the case of steam coal traffic, irrespective of whether the goods are loaded or unloaded by the Railway or by the owners. The Central Railway continued to pay terminal charges at the agreed rates but with effect from 1st April 1957 it started paying us terminals at the flat rate of 6 pies per maund on all traffic including steam coal traffic.

Protracted correspondence having failed to resolve the differences, the matter was discussed in Delhi in July 1958, at a meeting between the Transport and the Railway Ministries which was attended by the Chairman, Bombay Port Trust. It was agreed at the meeting by the Railway Ministry that the Port Trust should be paid for a period of 8 years from 1st April 1953 to 31st March 1961, one-end standard terminals of 6/8 pies per maund plus 2 pies per maund on general traffic and at Re. 0-12-6.4 per ton on coal traffic.

Unfortunately, in arriving at the above agreement it was overlooked that a supplementary charge of 6½ per cent had been levied by the Trunk Railway with effect from 1st April 1956 on the freight of almost all commodities, including terminal charges and that the supplementary charge had been raised to 12½ per cent with effect from 1st July 1957. There was also a mistake as regards the rate for coal. The one-end terminal charge on coal had been raised to annas 14 per ton with effect from 15th October 1956. These facts were pointed out to Government with the suggestion that the agreement at Delhi meeting would need to be modified so as to correct the rate for coal and to include the above supplementary charges on other traffic in the terminal charges payable to the Bombay Port Trust.

The matter was discussed on more than one occasion at the Inter Port Consultations. On the basis of the decision arrived thereat, it was proposed to Government that in

the circumstances, a reasonable and practical compromise would be for the Trunk Railways to pay to the Bombay Port Trust Railway the standard one-end terminal charges as they stood at the levels as on the 31st March 1956 plus an additional payment of 2 pies per maund which had been agreed to in the past, plus the differentials consequent on the supplementary charges and surcharges levied from time to time from the 1st April 1956 onwards and that may be levied hereafter. As a result of these negotiations, the Railway Board have sanctioned the payment of terminal charges by the Central and Western Railways to us on the following basis:—

(i) For the period from 1st April 1953 to 31st March 1961:

(a) *General Merchandise:*

8 pies per maund in case of goods traffic where loading and unloading are done by Railways.

6 pies per maund in case of goods traffic where loading and unloading are done by owners.

(b) *Coal:*

8 annas per ton.

Plus an additional payment of 2 pies per maund in respect of General Merchandise and Re. 0-4-6.4 per ton in respect of coal.

(ii) For a period of five years from the 1st April 1961:

(a) *General Merchandise:*

8 pies per maund in the case of goods traffic where loading and unloading are done by railway plus a supplementary charge of 12½ per cent and a surcharge of 5 per cent on commodities on which they are leviable;

6 pies per maund in the case of goods traffic where loading and unloading are done by owners plus a supplementary charge of 12½ per cent and a surcharge of 5 per cent on commodities on which they are leviable.

(b) *Coal:*

Re. 0-14-0 per ton plus a supplementary charge of 12½ per cent and a surcharge of 5 per cent.

Plus an additional payment of 2 pies per maund in respect of general merchandise and Re. 0-4-6.4 per ton in respect of coal.

The Railway Board have also agreed that as the supplementary charge of 12½ per cent levied from 1st July 1957 and 5 per cent levied from 1st April 1960 was/is leviable on certain descriptions of traffic only and not on others, and as meticulous calculations of the supplementary charges according to the commodity on which they are leviable would involve considerable labour, an average rate should be worked out on the basis of the traffic dealt with in the past 3 years and payments made accordingly.

As regards the terminal element of the supplementary charge mentioned above, we have made a concrete suggestion to the Central Railway for computing this average rate, but full payment has not been made so far. The Central Railway has made only a provisional payment on account of the terminal element of Supplementary charge on coal traffic of Rs. 1,15,063 as against the total payment of Rs. 20 lakhs due to us for the four-year period ending 31st March 1965 on the basis of the average rate as worked out by us. In addition, another Rs. 6 lakhs are also due to us for the same period on account of non-payment of terminal charges on Railway material and military stores."

The Committee have been further informed that a notice has been served on the 30th September, 1965 on the Central and the Western Railways to the effect that the existing terminal rates shall cease to be operative after 31st March 1966 and the existing agreements shall accordingly stand terminated thereafter, unless the Ministry of Railways (Railway Board) desired to renew the agreement on such revised basis as may be acceptable to the Bombay Port Trustees.

The Committee are distressed to find the protracted correspondence and negotiations which have been going on unsuccessfully between the Port Trust and the Railways to fix terminal charges. The Committee would like the matter to be settled expeditiously and would suggest that if necessary a high level Committee consisting of representatives of the Railways, Port Trust and the Ministries of Transport and Finance may be constituted to lay down agreed principles for determining the terminal charges.

B. Roads

Port Roads

65. There are various types of roads and wharf surfaces in the Bombay Port Trust estates such as asphalt, concrete, settpaved, as
2940 (all) LS—5.

also a small length of water-bound macadam road. Most of these roads and wharves were paved more than 25 years ago. The condition of these surfaces is stated to have deteriorated due to age and the increased vehicular traffic. It is found necessary to carry out intensive repairs to meet traffic requirements. The work of resurfacing is being taken up in a phased programme.

The approximate mileage of the road and wharf surfaces maintained by the Port Trust is stated to be as under:—

	miles
Roads	48
Wharves (including storage areas)	22
TOTAL	70

Expenditure on maintenance

66. The minor repairs to the road surfaces in the Port Trust Estates are carried out departmentally by road maintenance gangs and heavier repairs by contract. The following expenditure has been incurred during the last four years for repairs to the road surfaces:—

Year	Amount Rs.
1961-62	9,28,200
1962-63	6,46,500
1963-64	15,29,900
1964-65	11,25,800

The higher expenditure in the year 1963-64 is stated to be due to the following reasons:—

- (i) Increase in the maintenance cost, due to increase in the cost of materials as well as rise in wages of labour due to the implementation of Second Pay Commission's Report and increase in dearness allowance.
- (ii) Increase in expenditure on resurfacing is due partly to rise in prices and partly to the larger number of works carried out during the year.

67. It has been stated that efficiency and economy can be achieved in maintenance by providing a more durable type of pavement. After trying out different kinds of its applications and mixes it has

been found that asphaltic concrete surface is suitable for the heavy traffic on the Bombay Port Trust estate. Accordingly the main roads on the Bombay Port Trust estates are now being paved with asphaltic concrete. With the completion of the current resurfacing programme, it will be possible to maintain the road surfaces in good condition at a lower cost.

Another measure adopted in the interest of economy and efficiency is to get the repairing done by contract with a free guaranteed maintenance period of 5 years.

Road traffic

63. The following steps are stated to have been taken to improve the flow of road traffic within the docks:—

- (i) The road from the Red Gate to the Yellow Gate of the Alexandra Dock has been broadened.
- (ii) The railway track from Alexandra Dock 1 to Alexandra Dock 6 has been paved so that trucks and mobile cranes can now handle cargo more conveniently. This had reduced ribbon stacking of cargo along the edge of the road from the Red Gate to the Yellow Gate.
- (iii) Arrangements have also been made to ensure quick flow of the foodgrains trucks from Alexandra Dock 7 and 12 through the Yellow Gate and the Bombay City Police have been asked to ensure avoidance of bottlenecks on the Frere (P De'Mello) Road when the trucks use the road to go to the Grain Depots.

A leading Conference of Shippers have suggested that "hand carts should have rubber tyres and ball bearings to facilitate and quicken the transport of cargoes to the sheds. This would also save on the wear and tear to the surface of the sheds and wharfs."

The Chairman of the Port Trust stated during evidence that "We have licensed about 200 handcarts to ply in the docks. Two dozen or so have got rubber tyres and the rest of them do not have rubber tyres."

The Committee would like the Port Authorities to examine thoroughly the lay-out of the roads within the port area having regard to the existing and anticipated flow of traffic on the completion of the Dock Development Scheme so that action can be taken on planned basis to improve the roads. The Port Authorities may take the assistance of Traffic Police to demarcate the roads in such a

manner as to speed up movement of vehicles. The Committee would also stress that ribbon stacking of cargo on the roads should be strictly prohibited.

As regards the type of roads best suited to the requirements of the port, the Committee suggest that the help of the Central Road Research Institute may be taken.

The Committee would like the Port Authorities to consider the question of making provision of pneumatic rubber tyres compulsory for all vehicles which are coming to the port area so as to speed up movement and reduce the wear and tear of the roads.

Approach Roads

69. It has been stated that the approach roads to the port are being well maintained, but they are inadequate for the peak hour traffic. All the approach roads are under the authority of the Bombay Municipal Corporation. The Bombay Port Trust does not make any contribution towards their maintenance and repairs.

It has been represented to the Committee by a leading Exporters' Chamber that "due to heavy road traffic on Frere Road and Hornby Road, the approaches to Docks are in worst condition and traffic jams are not infrequent. It is roughly estimated that abut 2000 trucks are plying between Docks and Wadi Bunder or Docks and Carnac Bunder. Goods from upcountry centres are railed to Wadi Bunder or Carnac Bunder and some of these goods are for exports. Transport has to be arranged for these goods from these stations to the Docks. As there are facilities for the imported cargo to be booked from Bombay Port Trust to the centres in the hinterland, some arrangements should be made whereunder export goods from the hinterland could be directly received in the Docks for shipment to overseas destinations."

70. The Study Group which visited the port in June, 1965 have been informed that as a part of the proposed improvements in the traffic conditions in Bombay City, the State Government are considering certain proposals made by M/s Wilbur Smith & Associates, who have made an exhaustive study of the traffic conditions in the City of Bombay and have submitted their report recently. The recommendations made by them include the construction of the East Island Freeway and the Sewri Expressway which will have the effect of improving the traffic conditions in the main roads in the Port Trust area. After the recommendations are approved, these improvements could be undertaken by the State Government

and the Municipal Corporation in due course. Among the proposals to improve traffic conditions inside the docks, consideration is being given to the construction of fly-overs at Malet and Gamadia Road Level Crossings, which will reduce detention to vehicular traffic at these two level-crossings of the Port Trust Railway. These proposals, however, can be finalised after a clearer picture of the traffic pattern inside the docks on the completion of the Dock Expansion Scheme is available and also the State Government's intentions regarding the scope and time schedule for implementation of the recommendations of M/s Wilbur Smith & Associates are known.

The Committee would stress the need for close co-ordination between the Port Authorities and the State Governments so as to ensure that the approach road and other connected roads, over which bulk of the traffic from and to the port flows, are maintained in good condition. In particular, they would suggest that there should be close coordination in planning for the future requirements keeping in view the anticipated increase in traffic on the completion of the Dock Development Scheme.

The Committee further like the Port Authorities to consider also the question of providing facilities whereby the export goods from the hinterland could be directly received at the dock for shipment to overseas destinations on the lines of facilities provided for booking of imported cargo from Bombay Port to inland destinations.

CHAPTER VIII

WATER SUPPLY

Demand for water

71. The Port Trust obtains water supply from the Bombay Municipal Corporation at various points in its estates for diverse uses viz. for supply to shipping, departmental uses, workshops, locks, hydraulic cranes, supply to quarters, etc. The total requirement of water for the whole estate is 5.4 m.g.d.* on an average.

The Committee have been informed that the average demands for water in the Ballard Pier, Alexandra, Prince's and Victoria Docks for shipping is 0.35 m.g.d., for hydraulic cranes and machinery 4.40 m.g.d., for general use about 2.5 m.g.d., i.e. total average 3.25 m.g.d. As against this, the average daily supply from the Bombay Municipal Corporation in the Docks is 3.1 m.g.d. It has been stated that the supplies from the Bombay Municipal Corporation are sometimes erratic and create considerable difficulties especially during the hot season when there is generally an acute shortage of water in the city.

A leading chamber of commerce has represented to the Committee that "Bombay Port Trust supplies fresh water to ships in stream and docks but very often it is not possible for them to cope with the requirements of the shipping in port due partly to insufficiency of supply and partly to low pressure. The Bombay Trust must take steps to have the pressure increased and also acquire more fresh water barges to meet the increasing requirements of the expanding merchant navy. Private companies should also be encouraged to acquire fresh water barges so that ships do not suffer for want of fresh water and consequent detention in port. It is also suggested that separate fresh water storage tanks be constructed to maintain adequate supply of fresh water to shipping."

Desalination Plant

72. During their visit to Bombay Port in June, 1965 the Study Group have been informed that "in order that the Port Trust should not be adversely affected because of the chronic water supply shortage in the city, which might become more and more acute

*Mill on g llons pe day.

with the passage of time due to increase in population and industrialisation of the area, the feasibility of installing a Desalination Plant of such capacity as would meet the entire requirements of the Port Trust is under active consideration. A preliminary techno-economic feasibility report has recently been received from M/s Westinghouse Trading Co. (Asia) Ltd. and is being examined."

The Committee have been informed subsequently by the Port Authorities in a written note that:

"The first techno-economic feasibility Report regarding the installation of Desalination Plant was forwarded by M/s Westinghouse Trading Co. (Asia) Ltd., was received on the 24th November, 1964. A modified proposal incorporating power generation was forwarded by them on the 3rd December, 1964.

The report has been examined in detail by the Port Trust. The broad conclusions of the report were:

Type of Plant	Capacity	Initial Capital Cost	Recurring Annual Expenditure	Cost of Production of Water	Annual requirements of furnace oil
		Rs.	Rs.	Rs.	Rs.
(Based on the use of furnace oil as fuel)					
Single purpose (production of water) Flash Evaporator Desalination Plant	5 million gallons/day.	3,95,00,000 (Foreign Exchange Component 3,24,62,400)	1,57,40,000	19/80 per 10,000 litres.	92,17,000
Desalination Plant Flash Evaporator type with turbines 3 Nos. 12,000 K.W. each	5 million gallons/day. Power : 30,000 K.W.	6,10,30,000 (Foreign Exchange Component 5,04,00,000)	2,20,41,000	12/56 per 10,000 litres (assuming that the surplus electric power 20 + 10 units can be sold at 6 paise/unit).	1,60,00,000

The foreign exchange component of the capital cost is substantial. The P.O.L. forecasts furnished by the Ministry indicate that there will be a shortage of furnace oil in the coming years in spite of the existing and proposed refinery capacities. It follows that the country will have to import furnace oil even to meet anticipated normal requirements and, therefore, our requirements of furnace oil will have to be included in the import bill. This would mean a recurring drain on our foreign exchange resources.

Even otherwise, the cost of production of water comes to about Rs. 12/56 or say Rs. 13/- per 10,000 litres compared to Rs. 4/- per 10,000 litres at which the Municipal Corporation supplies the bulk of our requirements.

The average consumption of water in the three docks is about 3.1 million gallons per day. This is made up of 2.75 million gallons per day for departmental use and 0.35 million gallons per day for shipping. The average daily water bill comes to about Rs. 6,300/- on the basis of the Municipal rates now in force. If we instal a Desalination Plant, the average daily water bill will come to about Rs. 18,300/-. If the Port Trust is not to incur any additional expenditure, the extra incidence of Rs. 12,000/- per day will have to be passed on to shipping. This requires that the present rates of water supply to ships may have to be increased by about Rs. 80/- per 10,000 litres.

The proposal is, therefore, uneconomical and has, therefore, been deferred for the time being."

It has been further stated that "Desalination Plants of the type considered by us, or their modified versions have been in operation in Kuwait, Israel, Gwatemala Base in Cuba and at some places in the United States. It is reported that about 100 such plants are in existence in the world. But not a single plant has been set up in India so far on account of the uneconomic nature of the product."

Existing and proposed storage capacity

73. The Committee desired to know the storage capacity of water tanks available in the port and have been informed that the total capacity of the tanks is 18,85,000 gallons as per details given below:—

- (i) 1,75,000 gallons underground tank at Ballard Pier.
- (ii) 4,90,000 gallons underground tank behind uncleared goods warehouse, Alexandra Dock.
- (iii) 1,00,000 gallons underground tank at No. 2, Alexandra Dock.
- (iv) 1,00,000 gallons overhead tank at No. 2, Alexandra Dock.
- (v) 2,00,000 gallons underground tank at No. 6, Alexandra Dock.
- (vi) 1,50,000 gallons underground tank at No. 9, Victoria Dock.

(vii) 2,00,000 gallons underground tank at 'H' Warehouse, Prince's Dock.

(viii) 60,000 gallons underground tank at Pir Pau.

(ix) 5,00,000 gallons underground tank at Butcher Island.

Total
Capacity 18,85,000

74. It has been stated that as a part of the Dock Expansion Scheme, the following two additional tanks will be constructed in the near future:—

(i) 2,00,000 gallons underground tank near Carnac Bunder (which will be included in the Alexandra Dock).

(ii) 1,00,000 gallons underground tank for Ferry Wharf.

Total 3,00,000

The Committee note that water supply in Bombay Port for ships has not been adequate and that the position becomes difficult particularly in summer months. The Committee feel that priority should be given to the provision of additional underground tanks so as to overcome the erratic nature of water supply, particularly in summer.

As regards the de-salination scheme, the Committee note that the Port authorities are not pursuing it, because of financial considerations. The Committee feel that as scarcity of fresh water is bound to be felt with increasing severity in years to come in Bombay and other major ports, Government should ask the Council of Scientific and Industrial Research to intensify their research efforts and evolve an economic scheme for de-salination of sea water, so that it could be tried on a pilot basis in one port and then extend it to other ports.

Water Boats

75. It has been represented to the Committee by a leading Chamber of Commerce that "due to shortage of water, sometimes the ships went without water and obtained their supply at Ceylon, thus involving loss of foreign exchange."

The Bombay Port Trust has two vessels, W.B. 'Nirmala' (250 tons capacity) and S.A.H. 'Panvel' (120 tons capacity), for the supply of fresh water to ships in the stream. W.B. 'Nirmala' is used exclusively for water supply, whereas 'Panvel' is also employed on other duties, such as salvage and lifting of anchors, buoys, etc.

The port authorities have admitted that the two vessels W.B. 'Nirmala' and 'Panvel' are not adequate for meeting the requirement of water for shipping. It has also been stated that some vessels get their water supply from private firms who have provided water tanks on their lighters.

It has been stated that an additional Anchor-Hoy-cum-Salvage and Waterboat is proposed to be acquired under the I.D.A. Credit for which global tenders have been invited. This vessel will have a storage capacity of 150 tons of fresh water and will cost about Rs. 32 lakhs. In addition, two large passenger launches, each costing about Rs. 4 lakhs, are also to be acquired for carrying workmen to and from Butcher Island. These launches have been so designed as to be capable of being used as water boats also. They will be fitted with fresh water tanks of 100 tons capacity each, so that they could be available for supply of water, when not required for transport of passengers. Provision has also been made for a new water boat in the Fourth Five Year Plan at an estimated cost of Rs. 17.5 lakhs.

The Committee are unhappy to note that sometimes ships have to go to other ports for water supply. They have already recommended in para 74 above about construction of additional water storage tanks. They would suggest that the question of acquiring additional Anchor-Hoy-cum-Salvage and waterboat and passenger-cum-water launches should be finalised* at an early date so as to ease the position of water supply to ships.

*See also para 33

CHAPTER IX

FREIGHT AND PORT CHARGES

A. Freight Charges

76. Asked how the freight charges from Indian ports to ports on the Continent and the U.S.A. compared with those charged from ports in Australia, Hong Kong, Bahrain etc., it has been stated that while the port authorities have information regarding freight rates on all commodities moving from India to the Continent and U.S.A. only limited information is available with them about rates to the same destinations from other countries like Australia, Hong Kong. The following statement shows the comparative rates to the extent information is available with the port authorities:—

	India to U.K./Continent	Australia to U.K./Continent
Canned fruits and Vegetables.	Sh. 185/per cubic metre.	Canned fruits Sh. 178/- per ton of 40 cft. Canned vegetables. Sh. 224/- per ton of 40 cft. or per ton of 20 cwts.
	Calcutta, East Coast of India to U.S.A. (Atlantic and Gulf) Ports.	Hongkong to U.S.A. (Atlantic and Gulf) Ports.
Cotton Waste	\$47.50 per cft.	\$23 - per 2000 lbs or 40 cft.
Ginger	\$76.00 per 2240 lbs	\$35.20 per 2000 lbs or 40 cft.
Canvas shoes	\$38.25 per 40 cft.	\$28.6 per 40 cft.

It will be seen that the rates from India are generally higher than those from the other countries to the same destinations for the same commodities.

77. Asked to indicate the extent to which delay and other operating difficulties experienced in the handling of cargoes in Indian ports have contributed towards the high freight rates, the port authorities in a written note furnished to the Committee, have stated as under:—

“Delays at ports have been the subject of criticism during recent years by shipowners all over the world and such criticism has been not only in regard to Indian ports but

many foreign ports as well. For example, ships are often subject to serious delays at Australian ports on account of labour trouble. Also, inordinate berthing delays are reported to be experienced by ships calling at Persian Gulf ports like Bahrain. The following statement compiled from the information furnished by the Shipping Corporation of India gives the comparative time taken by their vessels for loading/unloading more or less the same amount of cargo at Indian ports and ports in Australia.

Name of Vessel	Voy. No.	Cargo loaded at Calcutta	No. of days taken in discharging the cargo in Australian ports.	No. of days in discharging the cargo in Australian ports.
		tons		
State of Assam	18	7,547	19	23
State of Travancore-Cochin	34	4,754	14	27
State of Orissa	26	5,860	14	15
M. V. Vishva Pratap	5	4,421	9	22"

Measures taken to bring down freight charges from Indian ports to export markets

78. The Committee have been informed that the question of expanding and improving the facilities at Indian ports have received the constant attention of Government during recent years and the port development programme envisages several steps in future for the further improvement and modernisation of these facilities. To the extent these facilities have a bearing on freight rates, the implementation of this programme will, it is hoped, help to keep freight rates down. But apart from this, Government have taken the following specific measures to combat the evil of high or anomalous freight rates in overseas trades.

- (i) A Freight Investigation Bureau has been set up in January, 1959 to maintain a constant watch over the fixation of freight rates for goods constituting India's export trade and for investigating into complaints in regard to high, anomalous and discriminatory freight rates and lack of shipping facilities emanating from the trade interests.
- (ii) A high level Commission known as the Maritime Freights Commission has been set up in October, 1962 with a view to advising Government about the justification for any

revision in freight rates proposed by shipping companies and other connected matters.

- (ii) An Export Promotion Advisory Council has been set up with Regional Advisory Committees at the Major ports of Bombay, Madras and Calcutta. These Committees *inter alia* consider the various problems faced by the shippers relating to high, anomalous and discriminatory freight rates and lack of shipping space for the commodities exported from their respective ports.
- (iv) A Consultative Committee of Shipping Interests in Overseas Trades consisting of the Secretary, Ministry of Transport, as the Chairman and representatives of the Overseas Shipping Interests as members was constituted in 1955. This Committee provides a forum of discussion between Government representatives and representatives of various shipping conferences of all questions connected with shipping difficulties in overseas trades, including high, anomalous or discriminatory freight rates. Two Sub-Committees of this Committee have also been set up at Bombay and Calcutta to deal with specific complaints concerning cargoes moving through these ports.
- (v) The Government has been encouraging the setting up of Shippers' Associations with a view to organise the various trade interests so that matters relating to ocean freight rates and other shipping problems could be discussed and negotiated from a position of strength on a bipartite basis with the concerned shipping Conferences/Rate Agreements/Shipping Lines engaged in the overseas trades of India. Two Associations viz. Western India Shippers Association and the Eastern India Shippers Association have already been set up. It is proposed to set up a similar organisation in the southern region also.
- (vi) In addition to the setting up of the various machineries mentioned above, it has also been possible to evolve a new procedure for mutual consultation between the shipping interests, shippers and Government for revision in freight rates. Such a formula has been accepted by the India-Pakistan/U.K. Continent Conference, under which it has been agreed that in matters connected with revision of ocean freight rates, the shipping interests will first hold discussions with the shippers and, in the event of disagreement between the two, the matter shall be refer-

red to the Government of India. The question of getting a similar procedure accepted by other Conference/Rate Agreements/Shipping Lines serving the overseas trades of India is being pursued.

- (vii) A Committee with Shri Ramaswami Mudaliar as the Chairman and a representative each of Ministry of Commerce and Ministry of Transport has been constituted to examine the extent to which freight rates have adversely affected expansion of our exports. The Committee is collecting data and taking evidence in this connection, with particular reference to Light Engineering Goods, Basic Chemicals, Chemical Products etc.

The Committee find that the Karmahom Conference have proposed a surcharge of 7.5 per cent on freight rates for cargoes from and to India. The Committee feel that as the freight rates are already weighted against Indian exports, Government should take concerted measures to check further increase in freight rates which are sure to militate against Indian exports. In this connection, the Committee note that Government have set up a Committee under Shri Ramaswami Mudaliar to examine the extent to which freight rates have adversely affected the expansion of Indian exports. They hope the report of that Committee will be available soon and prompt action will be taken.

B. Port Charges

79. The Study Group which visited the port in June, 1965 have been informed by the port authorities that the Dock and Bunder charges on dry cargoes have generally remained unchanged since 1932-33, except for minor changes, and the absorption of the surcharge of 33½ per cent in 1960. As regards Docks and Bunder charges on P.O.L. traffic, opportunity was taken in 1955, of the construction of a new Marine Oil Terminal at Butcher Island to review and re-fix the rates. The port dues have remained unrevised since 1921-22. The Pilotage charges carry a surcharge of 20 per cent which was levied in April, 1953. The other charges included in the Port and Pilotage scale have undergone minor changes.

It has been stated that the Bombay Port charges have, by and large, been fixed on an *ad hoc* basis and augmented from time to time by *ad hoc* percentage or lump sum increases with such guidance regarding costs as could be revealed by the port accounts and after collecting special data as deemed necessary.

It has been further stated that when compared to the rate structure in other ports, our rates are generally low. We have a good case of wholesale revision of our rates, when viewed in the context

of the general increase of the price level and in our own operational costs and the finance from internal resources required for our development and welfare schemes. A general revision of our rates on a scientific basis will, perforce, take time and, as an interim measure, it was decided in connection with our Budget for 1965-66, that a surcharge of 5 per cent be levied from the beginning of the year uniformly on all our Dock, Bunder, Dry Dock and Port charges. The Pilotage charges have been excluded as the existing surcharge of 20 per cent, which has been proposed to be merged in the rates, has proved to be adequate. The Railway Charges were also excluded from the surcharge; but, very recently, our Board have sanctioned subject to the Government's sanction, increase in our Railway Rates by about 20 per cent on the average."

80. Asked whether review of the existing rates at Bombay has been made having regard to the introduction of metric system and the decimal system of coinage, the port authorities have stated that "with the switch-over to the decimal system of coinage and later, with the introduction of the metric system of weights and measures, the existing rates and charges were merely converted into the relative equivalents and apart from unavoidable minor adjustments due to necessary rounding off, no review was attempted."

Rationalisation, standardisation and simplification of port rate structure

81. It has been brought to the notice of the Committee that port charges prevailing at Bombay and other major ports in India are historic rates and that no systematic efforts have been made to fix them on economic basis having regard to—

- (i) the cost of the service;
- (ii) value of the service; and
- (iii) what the traffic could bear.

In this connection, the Bombay Port Authorities have stated as under:—

"We have given an undertaking to the International Development Association to employ a suitably qualified firm of Accountants to carry out the study of our Accounting system. One of the objectives being to enable us to modify or supplement the accounting system in such a way that the costs of providing the principal services and operations may be more readily and quickly determined, in order that reasonable rates may be established and adjustments effected therein from time to time in accordance with significant cost changes. An initial survey of our

accounting system was accordingly entrusted to M/s Deloittee, Plender, Robson, Morrow and Company. A similar preliminary study has been carried out in the Port of Calcutta by M/s Price, Waterhouse, Feat and Company, in fulfilment of an almost analogous undertaking given to the World Bank. The objective being more or less the same. Having regard to the desirability of achieving uniformity in the matter of accounts of the various port authorities, it has been decided by Government, in consultation with the Comptroller and Auditor General, to set up a Cell in the Transport Ministry to study the recommendations of the two firms and make a report. When eventually a detailed investigation of our accounting procedure is carried out and a suitable system of costing established, we will be in a position to make a scientific review of our rate structure. While the complete overhaul of our rate structure, on a scientific basis, will take time, it is intended, as an initial measure, to simplify the tariffs by reducing the multiplicity of rates and to have an uniform nomenclature, to the extent possible in collaboration with the other major ports."

The Committee consider that there is urgent need to undertake a comprehensive review of the port rate structure in the major ports having regard to the following factors:—

- (1) the cost of the service
- (2) value of the service
- (3) what the traffic could bear.

It is essential that proper cost accounting is introduced so that the rates could be determined on scientific basis.

The Committee would also like to draw attention to the recommendations made in para 39 of their Sixty-seventh Report (Third Lok Sabha) on Calcutta and Haldia Ports, that a Committee consisting of representatives of major ports, shipping interests, leading chambers of commerce and industry, Ministries of Transport and Finance be appointed to go into the question of—

- (i) rationalisation of port charges for major ports and bringing about standardisation in the structure and nomenclature of port charges, as far as possible; and
- (ii) standardisation and simplification of documentation so as to speed up clearance from the port.

The Committee would like Government to implement their recommendations at an early date.

CHAPTER X

MANAGEMENT

A.—Organisation set up and functions of the Bombay Port Trust *Organisation*

82. The Bombay Port Trust, which administers the affairs of the Port of Bombay, was set up by the Bombay Port Trust Act, 1873, when the Government of India decided to purchase a certain valuable private foreshore properties and landing and shipping facilities and to vest their administration in a public Trust. Subsequent to 1873, further private foreshore properties were purchased and vested in the Trust, which was reconstituted by the Bombay Port Trust Act, 1879. This Act, despite amendments made to it from time to time, has remained basically unchanged till today.

The Bombay Port Trust is administered by a full time Chairman appointed by the Central Government and a Board of 24 Trustees, 10 of whom are nominated by the Central Government, 2 elected by the Bombay Chamber of Commerce and Industry, 4 by the Indian Merchants' Chamber, 1 by the Maharashtra Chamber of Commerce, 2 by the Municipal Corporation, 1 by the Millowners' Association, 2 by the Indian National Steamship Owners' Association, Bombay, 1 by the East India Cotton Association Limited, Bombay and 1 by the All India Sailing Vessels Industries Association, Bombay. Of the Trustees nominated by Government, 2 represent the labour employed in the Port.

The Trustees, with the exception of the Chairman whose tenure of office is at the discretion of the Central Government, hold office for two years at a time. The Board meets fortnightly. It has two Standing Committees—the Finance and General Committee and the Traffic and Engineering Committee. The Committee meet fortnightly, i.e. in alternate weeks in which there are no Board Meetings. A Committee of the Trustees known as the Remission Committee is empowered to deal finally with all matters relating to remission of rates and charges. The Port has a Working Committee which mainly consists of Trustees but it is assisted by a panel of advisers selected by it. It meets as often as may be necessary, to inspect the docks and advise the Board in regard to measures necessary for maintaining a quick turn-round of shipping.

Functions

83. The day to day administration of the Port Trust is carried on under the supervision and control of the Chairman. He is assisted by the General Manager who executes such responsibilities as are assigned to him by the Chairman. The work of the Port Trust is carried on in several departments. The Heads of Departments work under the supervision and control of the Chairman. They are appointed by the Central Government after consultation with the Chairman. The several departments and their more important functions are as follows:—

- (i) *The Secretary's Department* coordinates the work of the other Departments and acts as the link between the Chairman and the Board on the one hand and the other Departments on the other. It convenes the meetings of the Board and its standing committees, issues the minutes of the proceedings of Board meetings and relays the Board's decisions to other Departments. It handles all policy matters and representations received from the public and from trade unions. The head of the Department is the Secretary.
- (ii) *The Accounts Department* handles all matters relating to revenue, expenditure, loans, investment and establishment, maintains accounts and statistics and carries out the internal audit of the accounts maintained by other Departments. The head of the Department is the Chief Accountant.
- (iii) *The Engineering Department* is in charge of all Engineering works, civil, mechanical, electrical, marine and railway, connected with the port's services and the Board's assets comprising the docks, bunders, harbour, railway, lands, building and roads. The Department is also in charge of dredging, marine survey and salvage. The head of the Department is the Chief Engineer.
- (iv) *The Docks Department* is in charge of the Docks and the Bunders. Its functions include the allotment of berths in the Docks to vessels, allocation of labour to vessels for handling cargo landed on the shore, taking charge of goods landed in the Docks, their storage and delivery to consignees, the admission of goods into the Docks and arrangements for their shipment, sale of uncleared cargo by auction, and the maintenance of sanitation in the Docks. The head of the Department is the Docks Manager.

- (v) *The Port Department* is in charge of the maintenance of the Harbour and the regulation of navigation. Its functions include maintenance of wireless communications with vessels due at the Port, the maintenance of a Pilot Vessel at the entrance to the Harbour, the supply of Pilots to incoming and outgoing vessels, the supply of tugs for towage of vessels and of fresh water to vessels in the stream, holding of inquiries into accidents to shipping in the Harbour, and the licensing of passenger boats, launches, prows etc., plying in the Harbour. It also maintains two Lighthouses in the Harbour and renders assistance to vessels in distress, whether within or without the Harbour limits. The head of the Department is the Deputy Conservator.
- (vi) *The Railway Department* arranges for indenting of wagons from the Trunk Railways for Docks traffic meant for up-country destinations and their placement at points of loading, the reception of incoming traffic from the Trunk Railways and the proper placement of wagons at points of unloading and the marshalling of wagons and their formation into complete trains for handing over to the Trunk Railways. It also deals with traffic from and to local stations on the B.P.T. Railway. The head of the Department is the Railway Manager.
- (vii) *The Stores Department* is in charge of the purchase, inspection, storage and distribution of stores required by the various Departments of the Administration. The head of the Department is the Controller of Stores.
- (viii) *The Estate Department* is in charge of the landed estates of the Board, excepting the Docks and the lands immediately adjacent to the Bunders. Its functions include allotment of leases and tenancies as approved by the Board, prevention of encroachments and other misuses of tenancies and leaseholds and the collection of rents from lessees and tenants. The head of the Department is the Estate Manager.
- (ix) *The Legal Department* furnishes advice on legal matters to Port Trust Departments and attends to suits filed on behalf of or against the Port Trust. It also draws up all contracts and other legal documents for the various Departments of the Administration. The head of the Department is the Legal Adviser.
- (x) *The Medical Department* is in charge of the dispensaries maintained by the Board at various places for the benefit of its employees and their families, and is responsible for

making arrangements for the dispensation of medical aid to employees and their families, whether in the Port Trust dispensaries or in outside hospitals, as admissible under the Board's rules. The head of the Department is the Medical Officer.

- (xi) *The Labour Department* is in charge of maintenance of cordial labour relations. It conducts welfare activities in the Port Trust housing colonies for labour and is also in charge of the Canteens maintained by the Board for its employees.

The total number of the Board's employees, excluding purely casual labour, is stated to be a little over 26,000.

84. An organisational chart of the Port Trust is as Appendix VI.

85. It has been represented to the Committee by a leading Chamber of Commerce that "the detailed load thrown on the Board of Trustees and in particular the Chairman is such that it becomes increasingly difficult for them to concentrate on their proper functions of policy making. Furthermore, it can be argued that the efficient management of day to day affairs could be assisted by a major reorganisation of the management structure and the powers and responsibilities of the officers of the Bombay Port Trust departments and the General Manager."

The Committee desired to have specific comments of the Port authorities and Government on the above suggestion of the non-official organisation. They also desired to know from Government the action taken in pursuance of the recommendations made by them in para 4 of their 67th Report on Calcutta and Haldia Ports to the effect that work load on the Chairmen of the three Major Port Trusts should be examined with a view to see how it could be better rationalised in the interest of efficiency.

The Government have furnished the following reply:

"It is primarily for each Port Trust to augment and recognise its executive organisation to cope with the requirements of work. So far as the Chairman's load is concerned, it is within his competence to shed the details of executive control to a Deputy Chairman or General Manager or even Additional General Manager if the need is there.

The mere formalities of the Act, such as signing certain papers or approving certain routine matters, can be made a matter of strain-free routine till the Act is amended, provided the Chairman engages adequate personal staff to sort out papers and the proposals and problems have been dealt with properly at the General Manager or Secretary or other Head of Department level. The mere absence

of formal powers of delegation does not mean that, in practice the Chairman should deal with every detail himself."

The Government have also forwarded the reply received from the Bombay Port Trust which is reproduced in Appendix VII.

The Committee note that the Chairman, Bombay Port Trust presides over the meetings of the Board of Trustees and is the chief executive of the Port Trust. He is responsible for policy and planning, coordination between all departments of the port, general supervision over the accounts, records and the employees of the Port Trust and maintenance of liaison with other departments e.g., Regional Director of Food, Customs, Railways, Defence.

The Committee find from the reply of the Bombay Port Trust that the General Manager being preoccupied with day-to-day labour matters, has not been able to afford the necessary relief to the Chairman in bringing about inter-departmental coordination and in the discharge of other day-to-day routine matters of administration. The Committee note that there is a proposal to create a post of Additional General Manager who would look after the work of labour, finance planning and research and to utilise the General Manager for traffic matters and the important work of inter-departmental coordination with Customs, Railway, Regional Director of Food etc. in order to speed up clearance of goods and to assist the Chairman in other matters of day-to-day administration. The Committee consider that keeping in view the fact that Bombay is the chief port for import of foodgrains and is currently engaged in the execution of huge development scheme costing over Rs. 13 crores, suitable administrative arrangement should be made to ensure that the Chairman is afforded sufficient time to concentrate on matters of general importance, e.g., development of the port capacity, streamlining and reform of administration, matters of policy relating to economic and fiscal aspects of the port working and enhancement of labour productivity and welfare etc., and is afforded sufficient assistance in routine matters of day-to-day administration.

The Committee would also suggest that in order to facilities work the question of amending the Bombay Port Trust Act 1879 with a view to permit delegation of powers by the Board of Trustees to the Chairman, and to designate the General Manager as Deputy Chairman may be considered early.

B—Powers of the Board of Trustees and the Chairman.

83. Of the seven Major Ports in India, the ports of Bombay, Calcutta and Madras are governed by their respective Acts while the remaining four Ports of Kandla, Mormugao, Cochin and Vishakhapatnam are governed by the Major Port Trust Act, 1963. The various financial and administrative powers of the Boards of Trustees

and the Chairman are laid down in the respective Acts of the Ports of Bombay, Calcutta and Madras, whereas in the Major Port Trusts Act 1963, provision has been made for Government to prescribe, by executive orders, the ceilings to such powers. So far as Bombay is concerned, there has been no revision of these powers since 1951.

The Committee have been informed that there are some important differences between the provisions of the Bombay Port Trust Act and those of the Major Port Trusts Act, 1963. These are broadly as follows:—

- (i) Under Section 111 of the Major Port Trusts Act, Government have the authority to issue directives on policy matters to a Board of Trustees, and the decision of Government as to whether any particular matter is one of policy or not is final. There is no similar provision in the Bombay Port Trust Act.
- (ii) While in the Major Port Trusts Act, 1963, the financial and other powers of a Board of Trustees are left to be prescribed by Government by notification from time to time these powers are specifically prescribed in the Bombay Port Trust Act. The method adopted in the Major Port Trusts Act provides for flexibility in that Government can increase the powers of the Board and thereby its autonomy from time to time in the light of changing circumstances without having to resort to the time-consuming and cumbersome procedure of introducing fresh legislation.
- (iii) The provision of the Major Port Trusts Act in regard to the liability of a Board of Trustees regarding the goods in its custody and also in regard to the acts of its employees, are considered by the Port Trust to be unduly more onerous than those contained in the Bombay Port Trust Act.
- (iv) The Bombay Port Trust Act does not contain any provision for the delegations of powers of the Board to the Chairman or to any officer of the Board. The Major Port Trusts Act contains suitable provisions for such delegation of powers.
- (v) In the Bombay Port Trust Act the powers of the Board of Trustees to undertake and provide various services are not clearly defined. They have to be inferred from the Board's powers to levy rates and charges. In the Major Port Trusts Act the powers of a Board to undertake and provide services have been clearly spelt out. The Act also specifically empowers a Board to undertake works

on behalf of outside parties, a provision which is absent in the Bombay Port Trust Act.

It is stated that at the XVII Session of the Inter Port Consultations of Major Port Trusts held on the 26th July, 1962 a sub-committee consisting of Deputy Chairman, Calcutta Port Commissioners, the Secretary, Bombay Port Trust and the Secretary, Madras Port Trust was constituted to draw up recommendations for the amendment of the Bombay, Calcutta and Madras Port Acts.

87. The Committee have been informed by the Bombay Port authorities that "So far as the Bombay Port is concerned, the formulation of the requisite recommendations was held up because, in April 1963, the Board of Trustees of the Bombay Port set up a committee of the Trustees to make recommendations regarding the amendments required to the Bombay Port Trust Act. The committee for various reasons, was not able to meet and it was not reconstituted when a new Board took office on the 1st April, 1965.

The sub-committee of the Inter Port Consultations was reconstituted in March, 1965 the General Manager, Bombay Port Trust, replacing the Secretary, Bombay Port Trust, who was away abroad for training from August, 1965. The sub-committee as reconstituted met thrice and submitted its final recommendations to the Inter Port Consultations Committee on the 7th August, 1965."

The recommendations submitted by the Sub-Committee have not so far been considered by the heads of major ports at their Inter Port Consultations.

The Committee regret to note that though a sub-committee consisting of senior representatives of Calcutta, Bombay and Madras Port Trust was set up as early as July, 1963 to recommend amendments of Bombay, Calcutta and Madras Port Acts, they took more than three years to submit the Report. They are unable to appreciate that the heads of the three Major Ports have not yet found it possible for the past eight months to consider these recommendations and forward them formally to Government for action. The Committee suggest that Government should take initiative in the matter and convene a meeting of the Chairmen of Port Trusts concerned and finalise the proposals for amending the respective Acts to bring them in line with the requirements of these fast developing modern ports. In particular, the Committee would like Government to ensure that all the lacunae which have come to notice in the working of these old Acts, either for the execution of day to day work and of planned development schemes or issue of directives by Government to Port Trusts in national interest, should be rectified, by bringing forward comprehensive amending legislations on the subject at an early date.

CHAPTER XI
STAFF MATTERS

A—Staff

88. The table below gives the strength of the officers* and staff** of the Bombay Port Trust during each of the last four years.

Year	Officers	Class III	Class IV
1961-62	263	9,540	15,640
1962-63	272	9,804	16,543
1963-64	319	10,692	17,385
1964-65	322	11,265	18,052

Reasons for increases in strength

89. It has been stated that the increase in the strength of all categories of employees has been due to the increase in work, in general, and for the following works in particular:—

- (i) Development Projects (including Dock Expansion Scheme) undertaken either with the I.D.A. assistance or by the Port Trust on their own.
- (ii) Investigation and designs of works to be included in the Fourth Five-Year Plan.
- (iii) Establishment of a Statistical Cell.
- (iv) Speedier disposal of claims arising on the Bombay Port Trust Railway and also to achieve better turn round of wagons.
- (v) Increase in the number of Industrial Disputes referred to conciliation/adjudication as a result of the acceptance of the Industrial Truce Resolution.

*Officers : Employees in grades of pay the maximum of which exceeds Rs. 575 p.m. and probationary Officers, irrespective of Pay Scale.

**Staff :
Class III }
Class IV } The classification is on the basis follows by Government.

- (vi) Setting up of a Wage Board for Port and Dock workers.
- (vii) Curtailing of over-time working.
- (viii) Providing better medical facilities to family members of the employees.
- (ix) Providing of leave reserve.
- (x) Re-organisation of the Stores Department and the Civil Drawing Office of the Engineering Department.
- (xi) Installation of additional wharf cranes.
- (xii) Manning vessels newly acquired e.g., M.P.V. 'Venu', F.C. 'Shravan'
- (xiii) To provide promotional opportunities in terms of the recommendations of the Classification and Categorisation Committee.
- (xiv) Decasulisation scheme.
- (xv) Setting up of a Wage Board Cell.

The Committee consider that there should be a cell consisting of selected men of technical, administrative and financial departments of the port, to carefully job-analyse the various sections and in particular, to advise on the justification for increase in strength advanced by various departments. The Committee consider that the sanctioning authority should exercise every care to see that the port does not get loaded with unnecessary staff and all avenues for economy are fully explored.

Service and Conduct Rules

90. The Committee have been given to understand that the service conditions of the employees in the Port Trust continue to be governed by *ad hoc* rules and that in the rules and regulations framed by the Port Trust authorities there are several serious lacunae particularly about the submission of annual returns of movable property, etc.

The Chairman of the Port Trust stated during evidence that "there was a Committee of Chief Accountants of various Major Ports. They prepared draft rules on the lines of Government Servants Conduct Rules. We considered that in the last meeting of the Inter-Port Consultations Committee of Chairmen of Port

Trusts in Delhi. We accepted the draft which will now be implemented.....Apart from Bombay, Calcutta and Madras, the other major ports which are governed by the Major Port Trusts Act have automatically taken up the Government set of conduct rules. The Committee of Chief Accountants set up by us went into the conduct rules and they found that it was necessary to adopt certain conduct rules which are applicable to Class I and Class II Officers (of Govt. of India) for Class III and Class IV employees also in the Port Trusts. In the Government Servants Conduct Rules, in certain matters they have provided different set of rules for Class III and IV employees. We felt that it would be impracticable for us to do that in the case of Port Trust employees.....So far as Bombay, Madras and Calcutta are concerned there will be one uniform set of conduct rules." Asked to state his reactions to these proposals, the Secretary of the Ministry of Transport stated that "Ministry has yet to receive the report. We will try to consolidate this and try to have a uniform set of rules for all the major ports and for the new major ports. Probably, it is better to have one uniform pattern of conduct rules for all the ports."

The Committee welcome the initiative taken by the Inter-Port Consultations Committee to bring about uniformity in the service rules of employees working in the old Major Ports of Bombay, Calcutta and Madras. They hope that Government would take necessary action to bring about uniformity in the service rules of employees working in the ports, as far as possible.

In view of the fact that the port employees have to come in intimate contact with the public, the Committee would stress that the conduct rules, particularly those relating to integrity, should be reviewed in the light of the recommendations made by the Santhanam Committee.

Recruitment

91. The procedure for recruitment of Officers and other staff in the Bombay Port Trust is given in Appendix VIII.

The Committee desired to know the difference, if any, in the procedure of recruitment followed by other Major Ports. They regret to observe that no such information was furnished to them as it was stated to be not available.

Payment of Overtime Allowance

92. The break-up of the overtime payments made by the Bombay Port Trust to the Officers, Class III and Class IV staff during each

of the last four years is given below:—

Category of staff	Amount of Overtime allowance paid during the year			
	1961-62	1962-63	1963-64	1964-65
	Rs.	Rs.	Rs.	Rs.
(1) Officers	1,27,350	1,94,932	1,77,177	2,16,022
(2) Class III Employees				
(i) Indoor	10,52,456	20,18,360	19,32,175	25,95,529
(ii) Outdoor (including Artisans and Crane Drivers, Hydraulic 5 and 6 tons and 35 cwt. and electric 3 and 6 tons)	27,18,128	34,64,855	40,98,218	48,03,742
(3) Class IV employees				
(i) Indoor	1,61,194	3,53,966	6,27,292	6,33,260
(ii) Outdoor (including Dock Shore workers and inclusive of 'B' and 'C' category mazdoor)	23,94,066	27,06,459	33,11,948	39,34,430
TOTAL	64,53,194	87,38,572	1,01,46,810	1,21,82,983

93. It has been stated that the Port Trust pays certain allowances in the nature of overtime to many of its employees. Such allowances are indicated below:—

- (i) 5 per cent compensatory allowance to employees who are regularly required to work on holidays (persons who occasionally work on holidays are paid for such work at the normal overtime rate).
- (ii) To employees who have to travel to Butcher Island every day for their work, 45 minutes overtime is allowed to cover the time spent in travelling.
- (iii) *Night allowance:* To people who have to work between 10 p.m. and 6 a.m., a night allowance is paid at the rate of 10 minutes per hour. [This allowance is paid at an hourly rate arrived at by dividing the basic pay, dearness allowance and compensatory (City) allowance by 240].
- (iv) Diving Allowance paid to the Divers of the Engineering Department.

94. The increase in the over-time payments from Rs. 1.01 crores in 1963-64 to Rs. 1.22 crores has been attributed to the following reasons:

- (i) The bulk of the employees are governed by the Minimum Wages Act and the overtime has to be paid at twice the rate of their pay and allowances, if the employees are required to work beyond the limits prescribed in that Act.
- (ii) In many establishments of the Port and Engineering Departments, overtime is a regular feature of the work, as the work in such establishments is usually carried on round the clock, two complements of staff being engaged for the purpose. Each complement, therefore, puts in 12 hours' work every day for 6 days in every week. As the Minimum Wages Act sets a limit of 48 hours per week, all work in excess of this limit has to be paid for at the double rate. The result is that in such establishments, the employees draw regularly overtime for 4 hours, 3 hours or 2 hours per day, depending on what recess, if any, is allowed to them. This overtime is of a fixed nature, that is, the payment is inherent in the service conditions of the employees concerned.
- (iii) Besides, the employees who are entitled to fixed overtime, there are other categories of employees to whom overtime is paid at 1½ times the employee's pay in the case of those who are on the scale of pay of which the maximum does not exceed Rs. 425 per month and at the single rate in the case of employees above this scale.
- (iv) With the increase in traffic and consequently the tempo of activities of the Port, some rise in the expenditure on staff and on overtime has become inevitable. On the basis of the increase in dearness allowance to Government employees, the port employees have been granted dearness allowance at the enhanced rates from 1st February, 1964 and 1st October 1964, respectively. This has resulted in the increase of the bill on overtime in the year 1964-65 by about 8 per cent.

Measures to reduce incidence of over-time allowance

95. The Committee have been informed that the question of overtime has been discussed by the Chairman at the meetings of the Heads of Department and as a result thereof the following measures have been taken:—

- (i) The Chairman of the Port Trust has impressed on all concerned the need for exercising a continuous and close control over the overtime working.

- (ii) Monetary ceilings have been fixed on overtime working for each Department and all Departments have been asked to furnish monthly returns to the Accounts Department;
- (iii) Instructions have been issued to all Departments that proper log books should be maintained according to the overtime worked from day to day and the reasons for which it is worked.
- (iv) Heads of Departments have also been asked to pay surprise visits from time to time to the places where overtime is worked to ensure that there is no abuse in the working of overtime. The results of such checks are also required to be reported from time to time to enable the Administration to take timely action.

It has been further stated that as a result of all these measures, the quantum of overtime work during 1965-66, has been reduced to some extent and this would ordinarily have been reflected in the expenditure but for the neutralising effect of the higher rates of dearness allowance from 1st March, 1965 and the grant of interim relief of Rs. 7-80 p.m. per employee with effect from 1st February, 1965.

The Committee are perturbed to note the rising trend in the payment of overtime allowance to officers and staff of the Bombay Port Trust. They find that the expenditure on this account has risen from Rs. 64.53 lakhs in 1961-62 to Rs. 121.83 lakhs in 1964-65, thereby registering an increase of about 89 per cent.

The Committee consider that the heavy incidence of overtime payments in Bombay Port needs to be brought down to the absolute minimum. They feel that the system of overtime payments tends to create a vested interest and a tendency to go slow among the employees to earn more and more overtime. The Committee note that some measures have recently been taken by the Chairman, Bombay Port Trust to control overtime payments. The Committee feel that the measures would only yield results if a sustained drive is maintained to ensure their implementation and to suitably reinforce them from time to time in the light of experience to plug all loop holes. The Committee urge that a committee of heads of the departments, presided over by the Chairman of the Port Trust, may be constituted urgently to go into the whole question of payment of overtime allowance with a view to lay down specific conditions and rules under which overtime allowance should be payable. The Committee may *inter alia* suggest the introduction of shift system where

work has to be attended to regularly beyond normal working hours. In order to keep a watch over the bill for overtime, the committee may review the position—say once in a quarter—with a view to suggest remedial measures in this regard.

The Committee are not sure whether the rules for the payment of overtime allowance are on a uniform basis in all Major Ports as complete information in this regard has not been furnished to the Committee. Since such payments have repercussions in other ports also, the Committee would recommend that early action should be taken by the Inter-Ports Consultations Committee to bring about broad uniformity in regard to the conditions governing the payments.

Accidents

96. The number of major* accidents and fatal accidents which occurred during each of the last three years are given below:—

Year	No. of major accidents**	No. of fatal accidents
1962-63	208	5
1963-64	188	1
1964-65	201	5

Dock Safety Measures

97. The Committee have been informed that a Dock Safety Committee consisting of the Docks Manager, representatives of Labour Unions, and the Dock Labour Board and the Inspector of Dock Safety, Government of India, has been functioning since 1959. The Committee meets once a month.

It has further been stated that the 'Dock Workers (Safety, Health and Welfare) Scheme, 1961', formulated by the Government of India, Ministry of Labour and Employment, has been implemented in 1962 (except for certain portions which have not yet been brought into force by Government). Various rules framed under the Scheme have been notified to the staff. 'Safety first' manuals are exhibited at prominent places. In their inspection visits, the Officers person-

* An accident resulting in an employee's absence from duty for 10 days or more is treated as a 'major accident'.

** These figures include fatal accidents.

ally impress upon the staff the need for being 'Safety conscious'. Display boards and posters depicting safe and unsafe practices in the Port working are exhibited at various places. Film shows on safety are arranged periodically to educate the labour as well as the supervisory personnel and to make them safety conscious. In addition, the Inspector of Dock Safety, Government of India, conducts regular courses of two months' duration in the prevention of accidents and safe working in the Port.

The Committee regret to note that the number of major accidents in the Bombay Port continues to be quite large in spite of the working of the Dock Safety Committee and the implementation of Dock Workers (Safety, Health and Welfare) Scheme 1961. They would urge the port authorities to intensify the safety measures so as to reduce the incidence of accidents to the minimum.

The Committee would also like to suggest that wide publicity should be given to the safety measures in all the languages commonly spoken and understood by the employees in order to make them well conversant with the safety measures.

B. Staff Housing

98. The number and percentage of employees of the Bombay Port Trust who have been provided with residential accommodation are given below:

Sl. No.	Pay Group Rs.	Categories	No. of Employees	No. of employees housed	No. of employees not housed	Percentage	Total percentage of housed employees
1	381—575	Class IIIA	245	65	180	26.53	} 11.27
2	201—380	Class IIIB	2307	653	1654	28.31	
3	110—200	Class IIIC	7904	1001	6903	12.66	
4	Below 110	Class IVd	15978	1259	14719	7.88	

160 Class IV Units at Old Antop Village are likely to be completed by 31-3-1966 but this will not alter the above percentage as it is proposed to shift occupants of 160 units at present residing at Santacruz Chawls Wadi Bunder to the above units as the former are to be demolished and reconstructed.

99. The following table gives the target set for the construction of quarters for port staff in the Third Five Year Plan and the extent to which it has been possible to achieve it:

	Category of Staff				Total
	IIIA	IIIB	IIIC	IV	
Programme for construction during Third Plan	12	358	656	2164	3190
No. of Units completed and occupied so far . . . . .	..	120	304	600	1020
No. of Units nearing completion and due to be occupied shortly . . . . .	..	..	..	160	160

100. The following are the main reasons and difficulties due to which the programme is stated to have fallen behind schedule:

- (i) The tender for the piled foundations for 840 units for Class IV employees had to be advertised twice owing to certain discrepancies which were noticed in the tenders received earlier. There was also further delay due to the decision to carry out modifications in the units by making them self-contained units instead of units with common baths and lavatories on each floor.
- (ii) The Port Trust land at Pir Pau, where a large housing scheme, comprising 592 units, was proposed had to be handed over to Messrs. India Oil Blending Corporation and the whole Housing Scheme had to be dropped. An alternative site has been located and acquisition proceedings for the same are in progress.
- (iii) 120 units for Class IV employees planned at Panton Bunder are likely to be affected by the proposals contained in the report of M/s Willber Smith & Associates on traffic study. The construction of these quarters had, therefore, been held up, pending clearance from the Bombay Municipal Corporation, who have been addressed in the matter.
- (iv) In the case of 89 units planned for construction at Worli, the approval by the Bombay Municipal Corporation was very much delayed. Due to the varying requirements, the design had to be changed more than three times and the finalisation of the proposal, therefore, was considerably delayed. Tenders for the foundations for these quarters have been received and have been scrutinised and the

award of the contract is held up pending receipt of the Government sanction.

- (v) 590 units planned for construction at Antop Village could not be proceeded with, as the site has still not been released by the Defence Ministry.
- (vi) 84 units for Class IV employees, planned for construction at Elphinstone Estate could not be proceeded with as the land was notified for acquisition by Government.

101. It has been stated that due to acute paucity of land in Trustees Estates, considerable difficulty is being experienced in planning further housing schemes. The Bombay Municipal Corporation and the Maharashtra Housing Board were requested to offer suitable lands, if available, but both the authorities have replied expressing their inability to assist in the matter. The plot at the Salt Pan site at Wadala has been offered after it is filled and levelled up but this alone may not be adequate and it will be necessary to look for other areas.

The Committee have further been informed that till 1952, 2,388 Bombay Port Trust employees out of a total of 16,000 employees were housed in Port trust quarters. In 1955, pursuant to a suggestion from Government, the Trustees decided to provide residential accommodation to forty per cent of their Class III and Class IV employees, which then totalled about 19,000 and, accordingly, a vigorous housing programme was launched. By the end of March 1965, out of 26,434 employees about 2,978 were provided with residential accommodation. The total percentage of the employees housed works out to about 11.27.

It has been stated that for the Fourth Plan, provision has been made for constructing 2,280 units for Class III and Class IV staff (including the spill-over). This will bring the percentage to about 20 on the existing basis.

The Committee feel concerned to note the heavy shortfall in the construction programme of houses for the port employees during the Third Plan period. They find that out of a target of 3190 units laid down for the Third Five Year Plan only 1180 units i.e. about 34 per cent would be completed. This implies that only 11.2 per cent of the employees would be housed by the end of the Third Plan period as compared to the target of 40 per cent envisaged by the Government as early as 1955. The Committee learn that the main reason for this shortfall is paucity of land. They consider that the Ministry of

Transport should have taken up the matter with the State Government to ensure the provision of necessary land to the Port. They also hope the matter would receive due attention of the Ministry.

C. Medical and Hospital Facilities

Existing Medical Facilities.

102. The Bombay Port Trust has five dispensaries and T.B. clinic. In addition to these there is a consulting room in the Administrative Offices building. The Chief Medical Officer and the Assistant Chief Medical Officer are present in the consulting room for examination, consultation and advice to officers and their families, who may approach them direct, and also to other employees and their families, whose cases may be referred to them by the Medical Officer or the Assistant Medical Officer treating such persons.

Scale of Medical Facilities

103. The Committee have been informed that pending the completion of the Port Trust Hospital by December 1966, the Trustees have introduced interim measures for medical attendance and treatment of employees and members of their families. Under this arrangement, a Port Trust employee may call on a Port Trust medical officer to attend on him or a member of his family at his residence, if the severity of the illness prevents attendance at a Port Trust Dispensary. For such visits in respect of family members, nominal charges are recoverable by the Medical Officers. The fees of Consultants and Specialists to whom an employee or a member of his family is referred by a Port Trust doctor are reimbursable in full in the case of an employee and to otherwise to the extent of two-thirds. Class III and IV employees may, if necessary and subject to the previous approval of the Chief Medical Officer/Assistant Chief Medical Officer, get themselves or their family members admitted in a Government or Municipal Hospital, and in such a case, the charges are reimbursable in full when an employee is hospitalised and to the extent of two-thirds when a family member is hospitalised. Officers may get themselves or their family members admitted in a Nursing Home, subject to the previous approval of the Chief Medical Officer or the Assistant Chief Medical Officer, but reimbursement is restricted to two-thirds of the charges, excluding special nursing, cost of tonics and restoratives and diet charges. An employee, who is injured while on duty, is reimbursed the full cost of X-rays and Consultant's/Specialist's fees, subject to certification by a Port Trust medical officer. If he loses a limb,

he is provided with an artificial limb at Port Trust cost, provided he is retained in service and his pay does not exceed Rs. 380 p.m.

Dental treatment (excluding cost of full set of dentures) is free to employees and members of their family. Arrangements have been made for this treatment at the Government Dental College.

For the treatment of pulmonary tuberculosis, arrangements have been made at a T.B. Sanatorium, about 158 k.m. from Bombay, where 25 beds are reserved for Port Trust employees. It has been decided recently to increase the number of reserved beds from 25 to 65 and to extend the facility to member of the family also. The expenditure incurred on this treatment amounted to Rs. 52,555, during 1963-64, and to Rs. 63,882, during 1964-65. It is expected to increase three-fold owing to the increase in the number of beds.

The total expenditure on medical aid amounted to Rs. 6,88,442 during the year 1963-64 and to Rs. 8,85,536 during the year 1964-65.

Comparison with Medical Facilities available in Calcutta and Madras Ports

104. It has been stated that the rules relating to medical treatment, etc. at the Port of Bombay are more or less like those at Calcutta, except in some respects in which the Calcutta Rules are more liberal. The parents of an employee of the Calcutta Port Commissioners are included in the definition of "family", but the definition of the word at Bombay excludes parents. At Calcutta, the fees of a private or special nurse are reimbursable whereas in Bombay they are not. At Bombay, diet charges at the rate of 20 per cent of the Hospital charges are recoverable from those whose monthly pay exceeds Rs. 150. No such charges are recoverable from the Calcutta Port Commissioners' employees. Calcutta has two hospitals (one of 100 beds for general surgery and medicine, and another 40 beds for T.B. and eye cases) and dispensaries. No information is readily available as regards the scale of medical facilities at the Port of Madras. It is, however, known that the Madras Port Trust has also its own hospital of 40 beds for general surgery and medicine and dispensaries. The hospitals at Calcutta and Madras do not have facilities for maternity.

The Committee have already suggested in their Ninety-second report on Mormugao Port that the question of providing medical and hospital facilities to employees of the major ports should be reviewed by the Inter Ports Consultations Committee and a suitable scale laid down in this behalf for guidance of all concerned.

Port Trust Hospital

105. The Study Group which visited the port in June, 1965 have been informed that the Port Trust have no hospital of their own and that they have to refer their patients to civil hospital in the city for hospitalisation.

A provision of Rs. 40 lakhs had been made in the Second Five Year Plan for the construction of a 200 bed hospital.

Size of the Hospital

106. It has been stated that the hospital building has been designed to accommodate 200 beds. but a beginning will be made with 100 beds only.

So far piled foundation work has been completed and superstructure work has been completed to the extent of 40 per cent. Tenders for lifts, air-conditioning, electric installation and horticulture are to be invited. It is expected that the hospital will be completed by March, 1967.

The reasons for the slow progress in the construction of the hospital, as furnished to the Committee, are given below:

“The Commencement of this work was delayed considerably owing to a variety of factors. Firstly the scheme prepared by this administration was referred by the Government to the Health Ministry, who suggested some changes. Thereafter on 3 subsequent occasions, the capacity of the hospital was changed. Again at a later stage, the trustees decided to appoint an Architect to design this hospital, and the final estimates and plans were sanctioned only in August, 1962 after which the Government's sanction was obtained in June, 1963. Thereafter, tenders were invited for the foundation work, followed by those for superstructure. The foundation contractor took considerably longer time to complete the work, which delayed the commencement of the superstructure, which would be started only late in 1964.”

The Committee cannot help regretting that due to lack of forethought and planning the design of the hospital project necessitated its re-appraisal a number of times with the result that the project could not be proceeded with during the Second Plan period and the actual work started only late in 1964 (fourth year of the Third Plan).

The project is now being spilled over to the Fourth Plan and is expected to be completed by March, 1967.

The Committee feel that if the project had been taken up earlier, much of the inconvenience caused to the port employees for lack of suitable and adequate medical facilities and the large amounts which the port authorities have to re-imburse to the employees for providing medical facilities in other hospitals, would have been saved. The Committee urge that the project should be completed with utmost expedition so that it is at least commissioned by the revised stipulated date.

D. Labour Handling Costs

Labour costs

107. It has been stated that of the total expenditure of Rs. 1692 lakhs in 1963-64, Rs. 731 lakhs, representing 43 per cent of the total expenditure, were spent on staff. The expenditure on overtime alone has been in the region of Rs. 113 lakhs.

It is added that labour is employed on such a wide variety of jobs that costing is extremely difficult. During 1963-64, *4.53 million tonnes of cargo were handled by Port Trust labour in the Docks at an aggregate cost of Rs. 168 lakhs which yields a cost of Rs. 3.28 per tonne. Exclusive of the expenditure on ancillary labour employed on marking stacking and piling, making room in sheds and warehousing, the cost per tonne works out to Rs. 2.39. The following comparative figures show the rise in the cost of cargo handling:—

Cost per tonne	(excluding expenditure on ancillary labour)
1961-62	Rs. 2.11
1962-63	Rs. 2.32
1963-64	Rs. 2.39
1964-65	Rs. 2.55

The main reasons for the increased labour cost of handling per tonne of goods during 1964-65 has been stated to be due to the increase in dearness allowance sanctioned from 1st February, 1964.

The Committee note that there has been a rising trend in the labour costs for handling per ton of cargo. They would like the reasons to be fully investigated and remedial measures taken.

*This is exclusive of bulk oils, Bunders cargo handled by Stevedores, Steamship companies and Government Contractors.

Piece Rate Scheme

108. Payment at piece-rates was introduced at the Bombay Port for labour employed on loading and unloading cargo to and from vessels in the docks and wharf crane drivers with effect from 1st March, 1956, as a result of an Award of the Labour Appellate Tribunal. This resulted in increasing the productivity of labour. While in 1955-56, the year previous to the introduction of the Piece-rate Scheme, the output of cargo handling labour was 36 per cent below datum, the output has increased as follows since the introduction of the Piece-rate Scheme:—

1956-57	40% above datum
1957-58	94% above datum
1958-59	127% above datum
1959-60	142% above datum
1960-61	126% above datum
1961-62	133% above datum
1962--63	129% above datum
1963-64	134% above datum
1964-65	134% above datum

It has been stated that while the increase in productivity, as a result of the introduction of the Piece-rate Scheme, is clearly established from the figures given above the introduction of piece-rates has also created some adverse effects. As a result of extremely fast working, there is greater damage to cargo in the process of handling and also greater damage to Port Trust gear than before. It also appears that the high earnings of cargo handling labour, particularly when engaged on the handling of certain types of "easy cargo", has resulted in greater absenteeism amongst this section of labour than before.

The Piece-rate Scheme, as originally introduced in March, 1956, did not apply to the handling of certain bulk commodities, and payment for such work continued to be made at time rates. The provisions of the Scheme were subsequently extended from time to time, in agreement with the Unions concerned or in consequences of Arbitration Award, to the handling of the following commodities:—

- (1) Iron and steel imports
- (2) Scrap iron exports, if packed in bags or pressed into bundles

- (3) Bulk coal imports
- (4) Bulk cement clinker imports
- (5) Imports of manure or chemicals such as ammonium sulphate in bulk.

At present, the only commodities to which the Piece-rate Scheme does not apply are scrap iron in a loose state and bulk salt imported from coastal ports. The traffic in the latter commodity is small. The main difficulty in applying piece-rates to the handling of these commodities is the determination of a suitable datum. The question is under discussion with the Union concerned.

Premium Piece Rate Schemes

109. As regards the payment of piece-rates to labour other than that employed on cargo handling in the docks, the Government of India set up a Committee in 1960 to examine the feasibility of evolving a system of payment by results to the categories of Tally Clerks, Shed Staff, Stockers, Mobile Crane Drivers and such other workmen. The Committee evolved Premium Piece-rate Schemes for the following categories of workmen and these Schemes were implemented with effect from 1st October, 1962:—

- (1) Helping gangs of Dock Shore Mazdoors employed for "long carry",
- (2) Baroots (Stackers) in the docks;
- (3) Mobile Crane Drivers including Operators of Tractors, Fork Lift Trucks and Platform Trucks when employed on ship work;
- (4) Tally Clerks engaged at the hook for tallying import and export cargoes other than bulk cargoes.
- (5) Sorters in the docks; and
- (6) Cart/Wagon Unloaders in the docks.

The Piece-rate Extension Scheme has since been extended to Steam Crane Drivers and Loco Crane Drivers in consequence of an Arbitration Award and to Fork Lift Truck Drivers when working in association with shore labour other than the Baroots, in agreement with the Unions.

In this connection, it may be added that the Ministry of Food has also evolved and applied an incentive Piece-rate Scheme for 'Foodgrains' workers who handle on shore foodgrains imported in bulk.

The Committee feel that the piece-rate and the premium piece-rate schemes offer the most acceptable incentives for increasing the output by the employees. They would suggest that these schemes should be extended so as to cover as large a number of employees as possible, care being taken to see that the datum fixed for determining incentives yields adequate results and does not lead to inflation of wage bill, disproportionate to the out-turn.

CHAPTER XII

GENERAL

A.—Outstanding Rent Recoveries

110. It has been stated that the total amount of outstanding recoveries towards rent for lands and structures as on the 31st March, 1965, amounted to about Rs. 127 lakhs. The break-up of the outstandings is shown below:—

A. Due from Govt. Departments and Public Bodies	Total amount of arrears due as on 31-3-1965
	Rs.
Defence Department	77,39,266·43
Naval Department	16,47,647·79
Ministry of Food	6,05,767·21
Central & State P.W.D.	1,27,764·04
Railways	720·16
Other Government and Local Government bodies, etc	1,51,916·26
TOTAL	1,02,73,081·94
B. Due from the Private Parties	24,37,702·05
GRAND TOTAL OF A & B	1,27,10,483·99

It has been stated that the main reasons for the accumulation of arrears towards the Government departments and local Government bodies are non-payment at the revised increased rates of rent and irregular payments. It has been added that "correspondence, including demi-official correspondence, has been exchanged with the departments concerned over a number of years. Meetings at the highest level have also been held with the officials of the Transport and Defence Ministries with a view to settling the question of the outstandings".

The particulars of private parties and the details of amounts of Rs. 50,000 or more outstanding from them for over three years, are shown in Appendix IX. The Committee have been informed that "the Trustees had decided since 1954 that, no sooner a tenant or a

lessee runs into arrears for more than two months, legal action should be taken for ejection and for recovery of arrears. However, before suits can be filed against the defaulting parties, notices to quit have to be served in respect of monthly tenancies and of forfeiture in respect of leaseholds. After suits are filed, litigation goes on for a number of years with the result that in the meantime the arrears accumulate."

Asked whether the authorities have considered the question of taking security deposits from the private parties, the Port Authorities have stated that "it has been a long-standing practice to recover deposits equivalent to three months' rent from lessees and tenants".

The Committee find that the largest arrears of rent are due from Government departments, the major defaults being from Defence Department (over Rs. 77 lakhs) and Naval Department (over Rs. 16 lakhs) and Food Department (over Rs. 6 lakhs). They are surprised to learn that even though the matter was taken up at the 'highest level', the arrears have not been settled. They would like Government to constitute a high powered Committee consisting of representatives of Port Trusts, Ministries of Transport, Finance and the departments concerned so as to clear these arrears. They would also like this committee to lay down agreed principles so as to ensure that arrears of rent do not accumulate in future. As regards the arrears from private parties, the Committee apprehend that the decision of trustees taken in 1954 that legal action should be taken for ejection and recovery of arrears no sooner a tenant or a lessee runs into arrears for more than two months has not been implemented in actual practice in all cases. They also find from the statement of outstanding dues of Rs. 50,000 and more, from private parties that in many cases suits were instituted after delay of several years and that even after decrees have been obtained against the defaulting parties, these have not been executed with due expedition. The Committee would like the Port Authorities to ensure that legal proceedings are instituted against the defaulting parties as soon as the rent runs into arrears for more than two months and that follow up action is taken to see that the defaulting parties are brought to book at an early date.

B. Fire-fighting Arrangements

111. The Port of Bombay have a separate Auxiliary Fire Service, organised generally on the pattern of the Bombay Municipal Fire Brigade. This service is stated to be under the overall charge of the Port Safety and Fire Officer. It has been stated that no review of these arrangements has been made in consultation with the National

Fire Service College, Nagpur. The Port Safety and Fire Officer as well as his Assistant were however, sent to the U.K. for special training in fire-fighting and prevention, particularly of fires in the Docks or ships and oil fires. It is stated that the existing fire fighting arrangements have stood the test of time and are considered to be efficient.

The fire-fighting service is stated to have been equipped on the advice of the port consulting engineers. The major part of the equipment consists of imported material and is still in good order. Some equipment was procured indigenously and no difficulties have been experienced in its use.

The Committee would suggest that the fire-fighting arrangements at the Bombay Port be reviewed in consultation with the National Fire Service College, Nagpur, with particular reference to port requirements after the completion of the Dock Expansion Scheme. They suggest that there should be a regular system of imparting refresher courses to the men working in fire service in the National Fire Service College, Nagpur.

The Committee are glad to note that the indigenous fire-fighting equipment has been giving good services. They need hardly stress that all such equipment should be procured from within the country, as far as possible.

CHAPTER XIII

CONCLUSION

112. Of the three old major ports in the country, Calcutta is a river port, Madras is an open sea port and Bombay is situated in a Creek. Bombay Port handles the largest volume of traffic in the country. About 3000 ships annually call at this port. Approximately one third of the total imports of the country are handled through this port, the principal items of import being foodgrains, machinery, POL products semi-finished goods and chemicals. The principal items of export from this port consist of raw cotton, piece-goods and oilcakes. It has a large well developed hinterland; and serves as a port for import and export of a number of States namely Maharashtra, Gujarat, Delhi, Punjab etc.

It has been admitted by the Port Authorities that except for the new marine oil terminal there has been no addition to the berthing capacity of the Bombay Port since Alexandra Docks were constructed in 1914, the traffic has increased manifold. Though the Port Authorities thought of a Dock Development Scheme as early as 1949 it is most regrettable that there was unconscionable delay on the part of Port Authorities in taking it up for implementation as they insisted on getting a grant for development of the port, to the extent of 50% from the Government, fully knowing that there was no precedent for it and also in spite of the fact that the Port had enough fund of its own to complete the Plan. It was unfortunate that the Dock Development Scheme became an issue of prestige for the Chairman and also Port Authorities and no headway was made till the appointment of a new Chairman of the Port Trust in 1959. Even thereafter, it took the Port Authorities three years to work out the details of the Dock Expansion Scheme (1962) which was finally approved by the Government. After approval, it has taken another three years to tie up arrangements for financing of the project from International Development Association, float global tenders and place firm orders.

In fact according to the latest information supplied to the Committee, the work on the execution of the Dock Expansion Scheme has started only in February this year i.e. at the fag end of the Third Plan. The Committee consider it most unfortunate that such delays should have hampered the development of a port which handled the largest imports of foodgrains and general goods on the western coast. The Committee feel that both the Port Trust and Government should have acted with greater sense of urgency so that the bulk of the work of Dock Expansion Scheme would have been completed before the end of the current Plan period. They, however, note that

the work has been proceeding apace during the last two years and has gathered momentum. They would like the Port Authorities to ensure that the Dock Expansion Scheme is completed by the revised target date i.e. 1969-70.

The Committee would also stress the need for observing due economy in the execution of the Dock Expansion Scheme so as to ensure that the handling charges at this Port continue to remain competitive.

The Committee note that there are a number of proposals for improving facilities for handling of foodgrains at Bombay Port, including the development of two berths at the satellite port Nhava-Sheava. The Committee would like the additional foodgrain handling facilities to be so designed and erected as would be capable of handling other bulk cargoes with the easing of the food crisis.

The Committee would like Government to prepare a Master Plan for the development of ports keeping in view the projections of traffic in the coming years, with special reference to import of foodgrains and the need for developing export facilities on competitive basis. The Committee would like Government to formulate the Master Plan for the development of Bombay Port in the context of an overall planned programme for the long term development of all the ports in the country so as to ensure that no infructuous capacity is developed in any port. Such a development programme should take into account the long term forecasts of:—

- (i) The volume of the country's present foreign trade both imports and exports and the proposed or expected increase in 2 or 3 subsequent Plan period.
- (ii) Changes in the pattern of trade.
- (iii) The size of future ships and the developments in the ship-building industry.
- (iv) Agricultural and industrial production and consumption in the various regions within the country.
- (v) Internal traffic arrangements, both rail and road, from and to the ports.

The Committee are concerned to note the widening gap between expenditure and income of the Bombay Port Trust Railway and would like Government to appoint a Committee of senior officers of Indian Railways to examine the working of the Port Railway in

order to suggest ways and means for effecting economy and for scientific layout of the yard, keeping in view the traffic requirements particularly on the completion of the Dock Expansion Scheme.

The Committee are unhappy to note the rising trend in payment of overtime to the staff and would like Port Authorities to take sustained measures to ensure that it is reduced to reasonable level as any increase in administrative expenditures is sure to have its impact on the port charges. They would also like the service conditions and conduct rules in Bombay Port and in other major ports to be reviewed so as to bring about uniformity.

The Committee welcome the setting up of the Design Cell in Bombay Port and would like Government to take early action to develop Inter-Port Consultancy Service so that India can achieve self-reliance in this important field of designing.

The Committee are happy to note that the Port Authorities have been taking energetic action in recent months to cope with the heavy import of foodgrains. The Committee are glad to note that the number of shipyards lost by foodships in waiting has been reduced from 1072 in 1964-65 to 545 in 1965-66. The Committee note that Bombay will have to handle foodgrains to the extent of 3.7 lakh tonnes per month for sometime. They need hardly stress that every effort should be made to handle the import of foodgrains and general goods efficiently and speedily.

The Committee would like Government to pay special attention to the problem of development of Bombay Port as since construction of Alexandra Docks in 1914 there has been no increase in berthing capacity in the port so far, despite phenomenal increase of traffic. They would like the Port Authorities to efficiently husband their resources in order to ensure that the reputation of Bombay as an efficient port in the country is maintained and enhanced and India's reputation in this regard may be protected. The Committee also like to commend that though there has not been any increase in the berthing facilities, even from the last war the Port Authorities have been handling fast increasing traffic for all these years with increasing efficiency. The Committee are sure that if the necessary facilities were provided, the efficiency of the Port operations would have gone up to the expectation of the nation.

NEW DELHI;

March 26, 1966.

Chaitra 5, 1888 (Saka).

ARUN CHANDRA GUHA,

Chairman,

Estimates Committee.

APPENDIX I

(Vide Para 14)

Statement showing the recommendations made by M/s IBCON Pvt. Ltd. in Reports Nos. 1 and 3 on the working of Mobile Crane Section of Bombay Port Trust.

Report No. 1.

Recommendations:

- (i) Introducing adequate preventive maintenance with a view to increasing life of vehicles and reducing breakdowns. This would also result in substantial increase in vehicles availability and reduction in spare parts consumption.
- (ii) Reorganising the daily maintenance work comprising refuelling, daily servicing and inspection prior to commencing shift duty, with a view to minimising the staff overtime and the loss of operating time of vehicles.
- (iii) Securing prompt attention to breakdowns and minor repairs of vehicles, by stationing mobile units at five different places (instead of the existing three places only) in the docks.
- (iv) Determining standard staff requirement, under proposed methods of working, through workload assessment and rational allocation of duties.

Conclusions of Government:

A consolidated proposal incorporating the suggestions made by M/s. Ibcon in their report No. I was formulated proposing installation of high pressure greasing and servicing equipment at the Mobile Crane Garage for achieving quick and steady periodic maintenance of all the cranes, tractors and forklifts. These proposals involved a considerable amount of civil engineering work and structural modifications to the existing garage to suit the revised layout suggested by M/s. Ibcon.

At about this time, plans for the Dock Expansion Scheme were being finalised and it was proposed to relocate the Mobile Crane garage from its existing position in Alexandra Dock at a more central situation between the two Docks from which place it would be more economical to attend to the minor repairs and breakdowns of the vehicles which are deployed at various places in the Docks. The implementation of the proposals formulated was therefore deferred as it would otherwise have involved a substantial infructuous ex-

penditure. It is intended to review this matter as soon as the new building for the Mobile Crane garage is constructed at the new location proposed in the Dock Expansion Scheme.

Report No. 3

Recommendations:

- (i) Introducing overhauling at definite item intervals with a view to minimising unplanned and expensive repairs.
- (ii) Reducing the number of major overhauls by introducing partial overhauling (i.e. overhauling only the most vulnerable parts or assemblies) midway between two successive major overhauls.
- (iii) Reducing time-consuming manual operations in bedding of bearings by providing a line boring machine and by using semi-finished and prefinished bearings wherever possible.
- (iv) Accomplishing a thorough and complete overhauling job by instituting inspection system prior to undertaking overhaul to determine the work to be done and reinspection prior to assembly to ensure that the work has been carried out satisfactorily.
- (v) Reducing manual handling by providing a forklift truck for material handling exclusively in the garage by using engine stands for mounting engines under overhaul, and by modifying the existing gantry crane.
- (vi) Eliminating duplication of effort by providing suitable testing equipment to check the performance of overhauled parts prior to assembly.
- (vii) At present the department undertakes to make available a maximum of 135 vehicles per shift out of the total fleet of 179 (3 vehicles having been scrapped recently). In other words 44 vehicles are expected to be undergoing overhauling, servicing and major repairs. Under the proposed schedule of preventive maintenance and overhaul, it is anticipated that only 30 vehicles would be laid up in the garage.
- (viii) If more than 14 additional vehicles [indicated in (vii) above] are required, then they could be had by providing spare engines, generators and motors.
- (ix) Detailed layout of the garage for the activities under report with a view to providing better supervision, working conditions and work flow.

Conclusions of Government:

This contains suggestions for purchase of labour-saving equipment and testing gear and re-arranging the layout of the premises to facilitate speedy out-turn, overhaul and major repairs to vehicle. Here again the implementation of these suggestions have been held in abeyance for lack of adequate covered accommodation which is expected to be provided in the new location for the Mobile Crane garage. These suggestions will be tried out as soon as the new building is available.

In the two reports referred to above M/s. Ibcon have also suggested revised procedures in place of those existing for carrying out preventive maintenance and overhaul of vehicles. They have indicated the norms which labour must attain and by which it will be possible to reduce staff and/or overtime. However, from the experience gained during the study period, it was observed by the Special Officer that Ibcons' time standards were not realistic and difficult to attain. Those standards could have been achieved only by increasing the workloads of labour, which was stoutly resisted by the Trustees representing labour when this Report was considered by the Board in T.R. No. 947 of 1958. It would therefore have been difficult to achieve any reduction in staff or in overtime as contemplated in these reports. It would not have been prudent to attempt the implementation of the recommendations without the co-operation of labour in view of the need to maintain the guaranteed quota of working vehicles to the maximum extent possible, without which cargo handling in the docks will be severely affected. Further in repair workshops like the Mobile Crane Section it is not possible to predict the quantum and nature of the incoming work. In consequence it is difficult to lay down precisely what time standard should be applicable to complete the job. The time taken on repairs and overhaul on one occasion may have no relevance to that spent on another, considering the various unpredictable factors to be contended with such the nature and degree of breakdown, extent of service machine has rendered since last overhaul, faulty operations when in use, availability of spares, staff absenteeism etc. It is these variables which render most of the norms prescribed by Ibcon, as also the suggestions for rationalisation related thereto which form the basis of financial savings contemplated in their reports, somewhat academic and unrealistic. It is proposed to purchase the labour saving equipment suggested in their reports as it will greatly help to reduce the drudgery and increase the tempo involved in manual operations after the Mobile Crane garage has shifted to the proposed new location and adequate covered accommodation is available.

APPENDIX III

(Vide Para 24)

*Statement showing the number of lighters and their D. W. capacity
—Bombay Port.*

Lighterage Company	Total deadweight	Capacity
A.B.C.	32 Barges	9000 tons
Padav Bazaar	90 wooden	6000 tons
B. I.	14 Barges	1200 tons
Dinshaw	9	800 tons
D.B.C.	5	800 tons
Malabar	12	800 tons
Vinson	7	600 tons
Cooper Landing	8	900 tons
R. Sharp & Sons	8	600 tons

APPENDIX IV

(Vide Para 51)

Statement of launches (their capitals maintenance costs)

Name of the Launch	Capital cost	Maintenance costs				
		Year	Operation	Maintenance	Repairs	Total
	Rs.		Rs.	Rs.	Rs.	Rs.
1. Swift	47,569	1961-62-	27,650	7,342	20,254	55,246
		62-63	22,211	7,438	48,043	77,692
		63-64	40,006	10,464	28,203	78,673
		64-65	44,054	8,970	35,859	88,883
2. Tarangini	84,705	1961-62	19,492	3,541	8,101	31,034
		62-63	29,632	1,864	6,954	38,450
		63-64	28,959	534	4	29,497
		64-65	27,517	2,247	475	30,240
3. Gull	35,241	1961-62	57,283	7,437	26,881	91,601
		62-63	54,826	6,834	20,934	82,594
		63-64	55,763	7,985	20,461	84,209
		64-65	64,792	6,436	18,824	90,052
4. Shewa	27,755	1961-62	40,307	5,179	16,453	61,939
		62-63	45,148	4,034	12,165	61,347
		63-64	47,460	3,617	14,394	65,471
		64-65	52,184	2,453	12,462	67,099
5. Sudha	93,366	1961-62	47,986	3,807	9,130	60,923
		62-63	52,908	3,611	13,704	70,228
		63-64	59,889	4,813	12,947	76,640
		64-65	56,387	6,199	23,236	85,322
6. Meena	73,160	1961-62	49,969	3,905	11,030	64,904
		62-63	53,977	2,565	14,765	71,307
		63-64	61,350	4,780	22,956	89,086
		64-65	65,315	4,579	16,984	86,878
7. Usha	73,160	1961-62	49,881	3,982	13,243	67,106
		62-63	58,387	3,939	15,715	78,031
		63-64	59,057	3,026	20,405	82,488
		64-65	68,772	3,637	12,424	84,833

Name of the Launch	Capital cost	Maintenance costs				
		Year	Operation	Maintenance	Repairs	Total
	Rs.		Rs.	Rs.	Rs.	Rs.
8. Shobha . . .	93,178	1961-62	50,878	2,228	3,616	50,722
		62-63	53,687	4,396	14,468	72,551
		63-64	67,716	3,623	12,925	84,264
		64-65	62,061	3,122	13,867	79,050
9. Mohini . . .	89,138	1961-62	40,710	5,093	13,227	59,030
		62-63	41,062	7,056	24,075	72,193
		63-64	44,703	9,003	18,961	72,667
		64-65	48,440	7,008	22,119	77,567
10. Kamini . . .	1,38,076	1961-62	72,351	3,607	15,104	91,062
		62-63	67,569	10,145	28,746	1,06,460
		63-64	80,752	8,760	24,809	1,24,321
		64-65	86,590	9,237	13,591	1,09,418
11. Shalini . . .	1,97,900	1961-62	74,887	7,764	12,339	94,990
		62-63	79,584	9,610	13,956	1,03,150
		63-64	90,824	9,121	21,576	1,21,522
		64-65	79,350	9,543	22,448	1,11,341
12. Bombay . . .	1,87,125	1961-62	51,493	2,308	13,887	67,688
		62-63	57,084	10,015	9,683	76,782
		63-64	63,276	4,540	15,005	82,821
		64-65	55,728	5,668	17,355	78,751
13. Wavelet . . .	41,666	1961-62	24,581	1,997	28,637	55,215
		62-63	47,809	1,723	12,585	62,117
		63-64	50,823	2,305	12,133	65,261
		64-65	56,945	2,617	4,645	64,207
14. Nandini . . .	77,491	1961-62	38,928	3,985	10,700	53,622
		62-63	37,443	4,992	19,921	62,356
		63-64	54,981	3,833	23,332	82,146
		64-65	50,057	3,571	18,549	72,177
15. Vigilant . . .	14,823	1961-62	30,277	2,518	20,834	53,629
		62-63	39,904	4,152	14,723	58,830
		63-64	47,957	2,117	14,060	64,740
		64-65	44,711	3,362	20,368	68,441
16. Mora . . .	22,154	1961-62	34,509	2,585	19,445	55,599
		62-63	31,301	604	10,432	42,337
		63-64	45,773	1,707	10,772	59,252
		64-65	45,112	4,467	17,009	66,588

APPENDIX V

(Vide Para 50)

Anti-Pilferage Measures adopted by the Bombay Port Trust to prevent thefts in the Docks

(1) A barbed wire fencing on the top of the Dock boundary wall along its entire length from the Red Gate to the Green Gate, Alexandra Dock, has been erected to prevent trespass into the Dock area by undesirable elements. Parts of the Dock boundary wall have also been raised at crucial points and encrusted with jagged glass. Some of the gates in the Prince's & Victoria Docks, which were surplus to requirements have been closed to traffic and barricaded.

(2) Members of the Port Trust staff who detect pilferage of cargoes or who are instrumental in apprehending the pilferers are given cash rewards.

(3) The staff of watchmen has been considerably strengthened. A system of mobile squads also exists.

(4) A Divisional squad comprising of one Sub-Inspector, one head constable and four constables has been recently formed and they move round the Docks and carry out surprise checks. There is now a trespass squad also for rounding up undesirable elements in the Docks.

(5) In addition to the watch and ward staff maintained departmentally, comprising 282 watchmen, the State Police has its constabulary and officers in various orders, both for watch and ward duties as well as for law and order duties in the Port area, including the Docks. The force comprises one Deputy Commissioner of Police, one Superintendent of Police, one Deputy Inspector, 12 Sub-Inspectors, 1 Jamadar, 87 Head Constables and 522 Constables. The entire cost of the force deputed for watch and ward duties and half the cost of the force deputed for law and order duties is paid by this Administration.

(6) Lock-fasts are being progressively provided at all sheds and ware-houses at the Docks, where these have not already been provided for the storage of broken or valuable packages which are likely to attract the attention of thieves. This enclosed space is in

addition to the ordinary shed pinjra accommodation which is provided in each transit shed and warehouse of the Docks.

(7) Arrangements for improved lighting in the Docks area have been made.

(8) Entrance to the Docks is regulated by the issue of entry permits which are issued only to those who have *bona fide* work at the Docks. Provision to this effect has been made in the Docks By-laws. The design of these permits is changed from time to time. Similarly motor lorries and other vehicles for the conveyance of goods can only enter the Docks, provided the owner is in possession of a permit, issued in this behalf, by the Docks Manager. The issue of such permits has also been provided in the Docks By-laws.

(9) The whole system of warehousing uncleared cargoes has been reorganised with a view to ensuring that congestion in the transit sheds would not occur. This system provides for the removal of uncleared cargoes to a central warehouse immediately after expiry of the vessel's last free day. In the central warehouse packages are stacked shipwise with marks and number exposed and wide gaps left between each stack to prevent mixtures. Sales of uncleared cargoes have been considerably stepped up so as to ensure that the central warehouse does not become glutted with uncleared cargoes.

(10) The gap between the floors and the bottom of the sliding door on the ground floor opening on the Frere Road side of the warehouse have been closed by adjusting the floor levels with additional cement concrete layer.

(11) A line of weighted drums has been provided at some of the Dock road gates so as to prevent lorries or cars rushing out of these gates.

(12) A snap check of all vehicles plying in the Docks and transporting goods, is frequently carried out by the Police with a view to detect surreptitious removal of cargoes. Such checks are also undertaken by the Bombay Port Trust staff as well as by its watchmen. Similarly checks are conducted of persons found in the Docks, with a view to detecting persons who have gained entry to the Docks, without being in possession of a Dock Entry Permit.

(13) An Anti-Pilferage Committee on which are represented the Embarkation Commandant, the Customs, the representatives of shipping Companies and of the Marine Insurance Association meets bi-monthly when it reviews the incidence of pilferage and considers

whether the existing anti-pilferage measures are proving adequate for the purpose.

(14) The trees inside the boundary wall abutting Wittet Road, have been removed. Arrangements have been made for providing and fixing barbed wire on the trunks of the trees located on the Municipal foot-path along Wittet Road.

(15) The issue of metal tokens has been discontinued with effect from 1st January, 1962.

(16) Arrangements have been made for providing pedestrian fencing and turnstiles at Red and Yellow Gates, Alexandra Dock to regulate pedestrian traffic in and out of the Docks.

(17) No off duty workers are being allowed to stay in the Docks. Entry into Docks of persons holding Dock Entry Permits, is being allowed only when on duty.

(18) Lock fasts are now being manned by tally clerks who maintain registers of cargoes received and/or removed from the Lock fasts for Customs examination and/or delivery.

(19) A steel pale fencing from Green Gate, Alexandra Dock to Ballard Pier Wall, has been created.

(20) Armed guards with powerful search lights are being posted on trains moving from the Docks to the yards or *vice versa*, during nights since 23rd May, 1961.

(21) Posting of armed patrols along Harbour Wall berths, as an Anti-pilferage measure is under consideration.

(22) A proposal for installation of look-out towers provided with search lights at suitable intervals in the Railway yards so that the watch and ward personnel could effectively supervise the area of the yards is being implemented.

(23) The proposal for calling in Dock Entry photo permits from the Port Trust employees proceeding on leave has been implemented.

(24) A wireless van provided by the Police authorities constantly patrols the Port, area with a view to maintain close liaison with the Port Police and watch and ward personnel of this administration. In addition, two jeeps have been provided by the Bombay Port Trust at its cost to the Port Police to enable them to intensify their patrolling of the Port area.

(25) A proposal for sealing off completely the portions of the transit sheds in the Docks earmarked as centres for the examination of goods by the Customs with a view to protecting such goods from thefts is being implemented.

(26) All Ship Stores when leaving a ship to be covered by a written pass issued by the Master or Owner/Agent of the vessel and, such articles when discharged from a ship to be entered in the shed log.

(27) Increasing of height of the wall connecting the A & B Warehouse and B & C Warehouses Alexandra Dock with barbed wire a top.

(28) At Frere Basin, the height of the fencing which segregates the adjoining Malet Bunder is being increased by providing mild Steel Angles (inclined at 45°) over the R.C.C. posts and 5 rows of barbed wire running through. Similarly the open ventilator at Shed No. 4 Frere Basin is being closed by expanded metal.

(29) The issue of temporary permits to watchmen of Shipping Companies was stopped. They had to be screened by the Yellow Gate Police Station before permanent dock entry permits were issued to them.

(30) The gap on the top of the chain testing house at Prince's Dock which gave access to thieves was closed. Additional Police were posted in the West Yard Alexandra Dock to check pilferage at this site.

(31) Steamer Agents were requested to give advance notice to the Port Trust of cargoes which were easily subject to theft so that they could be kept in the lockfast.

(32) To check the activities of female vagrants and women of questionable character who gain entry into the Docks on some pretext or other and indulge in pilferage, smuggling etc., a Woman Police Wing has been formed comprising of one woman Police Sub-Inspector, 3 women Head Constables and 21 women Police Constables.

(33) Police patrol boats in the harbour have been alerted to keep a special watch on lighters transporting cargoes discharged from vessels in stream to Bunders to preclude attempts at pilferage by organised gangs operating from tiny boats.

(34) Requisite Police assistance is taken to break-up the *modus operandi* of dock thieves who concealed stolen motor vehicle parts in the under frames of railway carriages or in the wagons themselves when these were shunted out of dock. A scheme for patrolling the

railway track, along which these thefts occurred, with armed guards and local police on specific beat duties was introduced by the Police with encouraging results.

(35) With a view to tightening up the Security system in the docks a scheme has been worked out for reorganising the Watch and Ward Staff and co-ordinating the activities of the Port Police and the Port Trust Watch and Ward Staff. A Chief Security Officer with a Security force comprising Security Officers as well as Watchmen with jurisdiction over the entire Docks and Port Trust Bunders and Port Trust Railway system having unified control over the entire Port Area has been appointed. Linked with the scheme is the opening of a Presidency Magistrate's Court to try cases arising exclusively in the Port area.

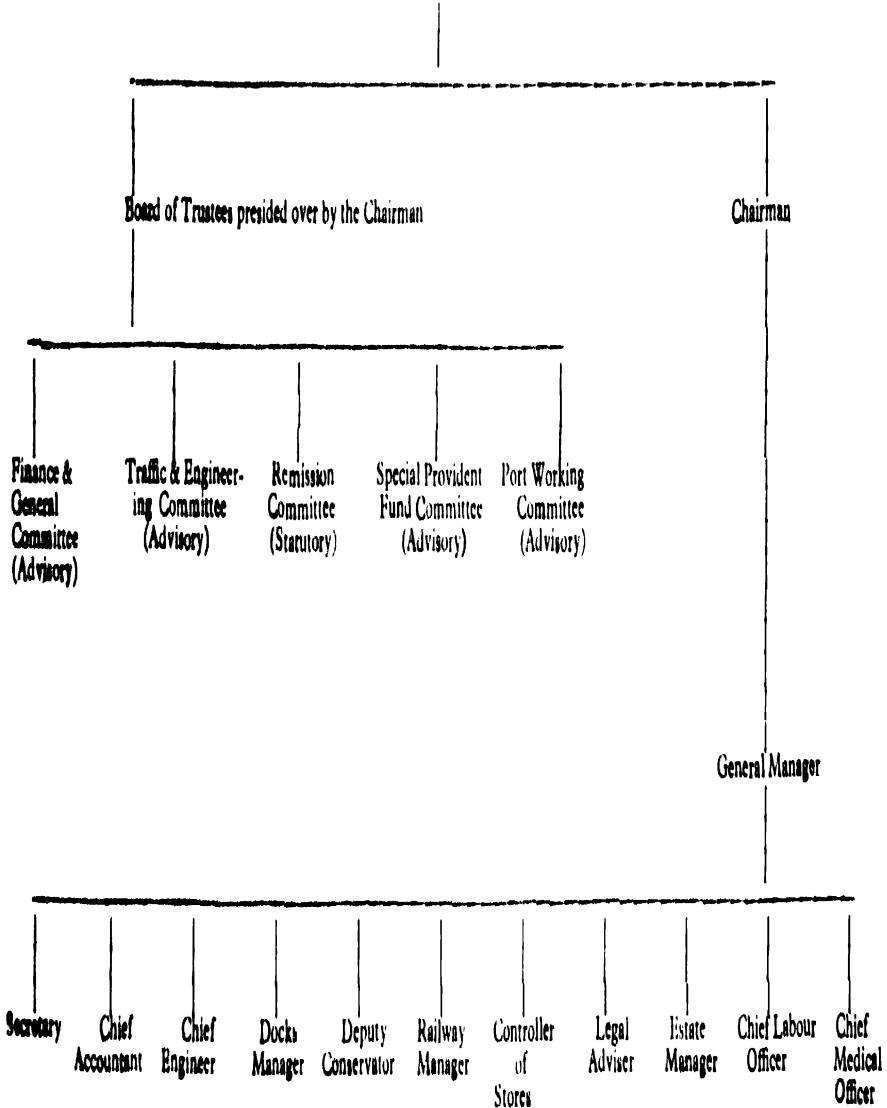
(36) A Deputy Commissioner of Police has been specifically appointed for the Port.

APPENDIX VI

(Vide Para 84)

Organisational Chart of the Bombay Port Trust.

GOVERNMENT OF INDIA, MINISTRY OF TRANSPORT



APPENDIX VII

(Vide para 85)

Functions of Chairman of Bombay Port Trust

Under Section 19(2) of the Bombay Port Trust Act, the Chairman has to exercise supervision and control over the acts and proceedings of all employees of the Port Trust in matters of executive administration and in matters concerning the accounts and records of the Board. As far as the day-to-day administration is concerned, the other Trustees are not directly concerned. In order that the Chairman should have sufficient time to concentrate on matters of general importance, e.g., development of the Port capacity, streamlining and reform of administration, matters of policies relating to economic and fiscal aspects of the Port working and enhancement of labour productivity and welfare, etc. it is necessary that he should get sufficient assistance in routine matters of day-to-day administration. With this end in view, a post of General Manager was created at the Port. Primarily, he deals with labour matters. He is also expected to co-ordinate the activities of the various departments of the Port Trust. However, the work relating to labour has continuously grown both in volume and complexity with the result that the General Manager does not have sufficient time to spare for effective inter-departmental co-ordination. There had been a persistent request from the Shipping interests during the past three years for the creation of a post of Additional General Manager, who, in particular, could devote sufficient time to matters relating to traffic and give on-the-spot decisions after co-ordinating with other organisation, e.g. the Government Railways, Customs, Imports & Exports Trade Control, etc.

After careful examination of the proposal and with the approval of the Board of Trustees, the Chairman is approaching Government for the creation of a post of an Additional General Manager.

The General Manager will be relieved of his responsibilities in connection with labour matters which will be handled by the Additional General Manager. The General Manager will devote his attention to traffic matters which have of late assumed considerable importance particularly with the phenomenally large imports of foodgrains with their attendant problems of accelerated discharge and quick clearance and co-ordination of all interests concerned.

A Working Group has been constituted at the Port consisting of the General Manager, the Docks Manager, the Railway Manager, the Additional Mechanical Superintendent, the Chief Engineer, representatives of the Shipping and Stevedoring interests, the representatives of the Central and Western Railways, the Regional Director of Food, two representatives of labour, Deputy Chairman, Dock Labour Board, and the Deputy Commissioner of Police, 'Port'. The Group meets twice a week and will meet oftener when the grain imports, will gather momentum from April. The overall directional command for the Group has been given to the General Manager. Simultaneously, with streamlined arrangements for the quick discharge and clearance of foodgrains, the General Manager will also devote special attention to quick handling and clearance of general cargo so that the general cargo interests are not sacrificed and there will be no detention either to the general cargo vessels or to foodgrains tankers. The General Manager will also be in a position to bring about inter-departmental co-ordination. The General Manager will be entrusted with important vigilance matters. A post of Deputy Chairman of the Port Trust has been proposed in the amendments to the Bombay Port Trust Act.

The Additional General Manager, who has been the Chief Accountant of the Bombay Port Trust, and has had long experience of labour matters and conditions of service, will deal with labour matters. In addition, he will also supervise the Planning & Research Cell which has been established at this Port for economic and traffic investigations, perspective planning, analysis and interpretation of statistics, manpower planning, cargo handling and transportation methods, economy measures, cost benefit studies, rating problems, etc. With his financial background, the Additional General Manager will also scrutinise proposals having financial implications from the Estate Department concerning the Port Trust's landed estates.

An experienced Deputy Docks Manager has been placed in charge of liaison at his level with the Government Railways, Customs, Organisation of the Regional Director of Food, etc., to bring about speedy co-ordination in traffic matters. An Assistant Railway Manager has been also given the special responsibility for quick clearance of foodgrains from the docks.

Under Section 23(2) of the Bombay Port Trust Act, certain powers of the Chairman have been delegated to the Heads of Departments in respect of employees whose monthly maximum salary does not exceed Rs. 350. It has been proposed to increase the limit to Rs. 575. The Chief Engineer has been empowered to purchase stores upto a

limit of Rs. 20,000 and to accept tenders for works upto a limit of Rs. 50,000. The Mechanical Superintendent can accept tenders upto a limit of Rs. 10,000, and the Controller of Stores has been empowered to purchase stores upto Rs. 20,000. It is being examined to what extent these limits could be increased.

It has also been suggested to Government that, on the lines of the Major Port Trusts Act, the Bombay Port Trust Act may be amended to provide for delegation of certain powers of the Board to the Chairman and of the Chairman's powers to the Deputy Chairman, the Heads of Departments and other Officers subject to the supervision and control of the Chairman.

Certain amendments to the Bombay Port Trust Act to increase the existing powers of the Board and the Chairman have been recommended to Government as in the annexed statement. It has been added that, in order to allow flexibility, there should be a further clause providing that the increased limits which have been suggested may be increased further by Government by notification as may be necessary from time to time.

Statement showing the amendments to the Bombay Port Trust Act to increase the powers of the Board and the Chairman recommended to Government.

(1) *Section 16A*—The Board's powers to enter into contracts should be raised from Rs. 7 lakhs to Rs. 25 lakhs.

(2) *Section 17*—The Chairman's powers to enter into contracts should be raised from Rs. 5,000 to Rs. 1 lakh.

(3) *Section 18*—The Board's power to compound suits for breach of contract should be raised from Rs. 25,000 to Rs. 2 lakhs and the Chairman should be empowered to enter into settlements involving sums not exceeding Rs. 25,000 in any case.

(4) *Section 21*—With the exception of the posts of artisans, porters, labourers and muccadums, and persons employed in the waiting or refreshment rooms and temporary posts on a monthly salary not exceeding Rs. 150, the power to sanction the creation of posts vests at present in the Board, subject to the sanction of Government in the case of posts on scale of pay rising upto Rs. 1,000 or more. We have suggested empowering the Chairman or the Deputy Chairman to create posts, the maximum monthly salary of which, exclusive of allowances, does not exceed Rs. 1,250, and to determine the allowances to be attached to such posts.

(5) Under Section 23(1), the Chairman is empowered to appoint and deal with the services of employees whose maximum monthly salary, exclusive of allowances, is less than Rs. 1,000. We have proposed the raising of the limit to Rs. 2,000.

Under Section 23(2), the Chairman is empowered to delegate his powers of appointment, etc., under the preceding sub-section to the Heads of Departments in respect of employees whose monthly maximum salary, exclusive of allowances, does not exceed Rs. 350. We have suggested the raising of the limit to Rs. 575, which is the maximum of the scales of pay for class III employees after the revision of the grades consequent on the recommendations of the Second Pay Commission.

(6) Under Section 24, the prior sanction of the Central Government is necessary to the appointment, etc., of an employee whose maximum monthly salary, exclusive of allowances, is Rs. 1,000 and above. We have suggested that the prior sanction of the Central Government may be dispensed within the case of employees drawing a maximum monthly salary, exclusive of allowances, upto Rs. 2,000.

(7) Under Section 41-A, the Board is required to establish sinking funds in respect of loans raised by it. The sums so set apart are required to be invested in public securities or in such other securities as the Central Government may approve. We have suggested that the Board be authorised to invest such sums in fixed deposits in any Bank approved by the Central Government.

(8) Under Section 42-K, the Board has the power to borrow money by means of temporary overdrafts or otherwise by pledging the debentures or other securities held by them in their reserve funds or on the security of their fixed deposits in their banks, subject to such overdrafts or other loans not having a longer currency than six months, and not being taken without the previous sanction of the Central Government if at any time in any year the amount of such overdrafts or other loans exceeds Rs. 10 lakhs. We have suggested that the period of six months be extended to one year, and the monetary limit of Rs. 10 lakhs be raised to Rs. 50 lakhs. Section 49 of the Act sets out in detail how the moneys credited to the general accounts of the Board are to be extended. We have suggested that the Board be empowered to advance funds to Cooperative Societies of employees.

(10) Under Section 56 of the Act, no sum exceeding Rs. 15,000 which is not included in an estimate approved by Government.

may be expended save in case of a pressing emergency. We have suggested that the limit of Rs. 15,000 be raised to Rs. 2 lakhs.

(11) Under Section 56-A, no expenditure can be charged by the Board to Capital without the previous sanction of the Central Government. We have suggested that the sanction of the Government should not be required in the case of Capital expenditure not exceeding Rs. 5 lakhs.

(12) Under Section 56-B, the sanction of the Central Government is necessary to the write-off of losses exceeding Rs. 2,500 in any individual case or exceeding Rs. 50,000 in the aggregate in any one year. The Chairman has the power to write-off losses not exceeding Rs. 500 in any individual case and Rs. 10,000 in the aggregate in any one year. We have suggested the raising of the Board's powers of write-off to Rs. 25,000 in any individual case and Rs. 3 lakhs in the aggregate in any one year, and the Chairman's powers to Rs. 10,000 in individual cases and Rs. 1 lakh in the aggregate in a year.

(13) Under Section 68, the Board is empowered *inter alia*, to execute such works outside the Port limits as may be necessary for the protection of the works executed by the Board within the Port limits. We have suggested the removal of this restriction by empowering the Board to undertake such works and provide such appliances within or without the limits of the Board as may deem expedient.

Under this Section, no new work, estimated cost of which exceeds Rs. 10,000, can be commenced by the Board until a plan and estimate of such work has been approved by it, nor shall any new work, the estimated cost of which exceeds Rs. 2 lakhs, be commenced until such plan and estimate is approved by the Central Government. We have suggested the raising of the above monetary ceilings from Rs. 10,000, to Rs. 1 lakh and from Rs. 2 lakhs to Rs. 25 lakhs.

(14) Under Section 68-A, the Chairman can direct the execution of any work, the cost of which does not exceed Rs. 5,000, and may enter into contracts for the execution of such works. We have suggested the raising of these powers from Rs. 5,000 to Rs. 50,000, and the inclusion of the purchase of materials, stores, etc., in the Chairman's powers under this Section.

(15) Under the existing Act, the Board has no powers to undertake any work on behalf of an outside party. It sometimes becomes necessary to undertake works of a specialised nature, e.g.,

diving, dredging, etc., for outside parties, such as the State Government, the Railways or the Municipality. We have suggested the insertion of a new Section to empower the Board to undertake works on behalf of outside parties on agreed terms and conditions.

(16) Under Section 88, the Board have the power to cancel the allotment of any premises made to any employee of the Board. We have suggested that the Board be empowered also to terminate the lease of any property of the Board given to lessees/tenants for violations of the terms of leases/- tenancies.

APPENDIX VIII

(Vide Para 91)

Recruitment of Officers and Staff, Port of Bombay.

Officers:

Recruitment to the Officer cadres is almost always made at the stage of the juniormost post in the Officer cadre, intermediate recruitment being rare. In most non-technical Departments, a quota of 33½ per cent is reserved for the promotion of suitable Class III employees. In the Engineering Department, a quota of 20 per cent has recently been reserved in the cadre of Sub-Engineers for the promotion of Class III employees who hold a diploma in Civil Engineering and have put in at least 8 years' service.

When direct recruitment is made to any Officer's post, applications are invariably invited by advertisement, a copy being sent to the Central Employment Exchange. The applications received are initially screened by a Committee consisting of the General Manager, the Head of the Department concerned and one other Head of Department. The composition of the Committee is sometimes slightly varied according to requirements, in the case of technical Departments. The recommendations of the Committee are submitted for final orders to the Chairman, who is empowered under the B.P.T. Act to sanction appointments to posts whose maximum grade pay is less than Rs. 1,000. In the case of posts carrying a maximum grade of Rs. 1,000 or over (e.g. posts of Pilots), the appointment has to be sanctioned by the Board of Trustees, subject to the sanction of the Government of India.

Class III Posts:

Recruitment to indoor clerical cadres is made at the level of 'B' scale (i.e. Lower Division) Clerk. The Employment Exchange is periodically requested to send a list of candidates possessing the qualifications laid down for direct recruitment, and the candidates are subjected to a written test and an interview by a Committee of Officers (known as the "Staff Selection Committee") appointed by the Chairman every year. The selected candidates are placed on a waiting list and are allotted to various Departments of the Port Trust as and when vacancies arise.

Recently, 20 per cent of the vacancies in the posts of 'B' scale Clerk in all the Departments have been reserved for Class IV employees in the entire Port Trust who pass the S.S.C. examination.

The selection of candidates for these vacancies is made by means of a written test conducted by the Staff Selection Committee.

Recruitment to outdoor Clerical posts is made by the respective Departments by a process of selection by *ad hoc* Departmental Committees from among candidates sent by the Employment Exchange. A quota of 20 per cent to 50 per cent in these cadres is reserved for the promotion of suitable Class IV employees in the entire Port Trust who pass the S.S.C. examination and are found suitable by the respective Departmental Committees.

Posts of artisans and comparable posts are filled primarily by the promotion of Class IV employees already employed in the Department and Section concerned, who pass a trade test (or equivalent test) conducted departmentally. In the event of no suitable Class IV employee being available in the Department or Section concerned, the vacancies are circulated to Class IV employees of other Sections of the Department or to other Departments of the Port Trust and filled in the manner already described. If no suitable candidates are thus available, the Employment Exchange is requested to send candidates for consideration.

Class IV:

In the event of no retrenched employee being available, recruitment is made from amongst candidates sent by the Employment Exchange, after screening by *ad hoc* Departmental Committees. In the case of certain specialised services *e.g.* the marine services, where the Employment Exchange is usually unable to supply our requirements, recruitment is made from the open market after selection by *ad hoc* Departmental Committees.

General:

All the recruits to the Port Trust services are required to be Indian Nationals and to pass the prescribed test for physical fitness. Existing employees are eligible to compete with outsiders for vacancies reserved for direct recruitment provided they have the necessary qualifications prescribed for the post.

APPENDIX IX

(Vide Para 110)

BOMBAY PORT TRUST

Statement showing details of arrears for a period over 3 years and amounting to Rs. 50,000 or more due from Private Parties as on 31-3-1965.

Seri- No.	Name of the Private Parties	Period of Arrears	Gross Amount Due	Amount re- ceived and kept in Suspense A/c.	Net Amount due on 31-3-1965	Remarks
1	2	3	4	5	6	7
			Rs.	Rs.	Rs.	
1	M/a. R.K. Dundas (Eastern) Limited.	1-9-1958 to 31-3-1965	76,518.00	76,518.00	..	H.C. Suit No. 3 of 1959. The Company having gone into liquidation the premises have been transferred to another party and all the arrears have been liquidated.
2	Khan Bahadur Sk. Maherbhaksh Haji Kaderbeksh	1-11-1957 to 31-3-1965	77,572.98	74,726.70	2,846.28	H.C. Suit No. 2125 of 1958. The party is liquidating the arrears by instalments.
3	Bai Kharshed Khanum Quassimall	1-2-1958 to 31-3-1965	1,63,319.66	1,00,135.78	63,183.88	A fresh suit is proposed to be filed by the solicitors as there are Municipal arrears also on account of property taxes.
4	Shri Motiram Narayan Desai	1-6-1952 to 31-3-1965	1,75,075.24	1,58,234.81	16,840.43	The property was attached by the Collector of Bombay. A proposal for regularization in the name of the purchaser of the property has been submitted for Board's consideration.

5	Shri Shantilal M. Shah	1-7-1951 to 31-3-1965	91,058.82
6	Bai Bindadevi R. Halvai	1-8-1958 to 31-3-1965	57,442.03
7	Shri Rupji Kanji	1-4-1954 to 31-3-1965	82,436.03

TOTAL			7,23,422.76
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27,290.75	63,768.07	H.C. Suit No. 331 of 1959. The Court Decree is proposed to be executed.
	57,442.03	C.C.C. Suit No. 3629 of 1960. The case has yet to come on Board for hearing.
39,000.00	43,436.03	C.C.C. Suit No. 2329 of 1956. Decree obtained, execution of the Decree is under consideration.

4,75,906.04	2,47,516.72	
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APPENDIX X

Summary of conclusions/Recommendations contained in the Report

Serial No.	Reference to Para No. of the Report	Summary of conclusions/Recommendations
1	2	3
1	4	<p>The Committee feel that to handle the large volume of traffic at Bombay Port which has progressively increased from 7.6 million tonnes in 1951-52 to over 17 million tonnes in 1964-65, it is necessary to mechanise the handling operations increasingly, besides providing other facilities like additional deep berths etc. The Committee regret that utilisation of provision for mechanisation in the First Plan period could have been only 67 per cent and in the Second Plan period only 34 per cent. They are, however, glad to note that the provision made in this behalf during the Third Plan is expected to be almost fully utilised. The Committee would like to draw attention of Government to the suggestion made by them in their Sixty-seventh Report on Calcutta and Haldia Ports to the effect that an expert committee may be constituted to go into the problems of mechanisation of ports not only with a view to suggest improvements in technology and practices but also to standardise the equipment as much as possible and suggest measures for its indigenous manufacture.</p>
2	5	<p>The Committee are glad to note that the Railways have introduced recently a pilot scheme for running container service between Ahmedabad and Bombay. The Committee need hardly stress that there should be coordination between the Railways and the port authorities so that the container service is increasingly put into use for export of goods as this facilitates quick and safe handling of goods.</p>

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The Committee hope that in the light of experience gained in the operation of container service scheme in Bombay, it would be extended to other areas and ports. The Committee would reiterate the earlier recommendations made by them in their Sixty-seventh Report on Calcutta and Haldia Ports to the effect that research should be undertaken to devise "the most suitable and forward looking methods of handling general cargo so as to take full advantage of modern technology and practices followed in ports of advanced countries"...."There should be close coordination between the port authorities/Ministry of Transport and Railways concerned/Ministry of Railways in the matter of devising best means for transferring goods from ships into the wagons and *vice versa*."

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The Committee are distressed to note that the contract for 56 cranes which was placed on M/s Jessop & Co. in December, 1957 and was to be executed in 3½ years i.e., by June 1961, has actually been completed in 8 years i.e., by December 1965, with the result that the delay has not only impeded the installation of the cranes as scheduled but has also resulted in increasing the cost of the cranes from Rs. 168 lakhs to about Rs. 193 lakhs i.e., by 15 per cent. The Committee feel that the abnormal delay of 4½ years in the delivery of cranes cannot be wholly attributed to causes beyond the control of the manufacturers. They feel that had there been a penalty clause in the contract, the delivery of the cranes would not have been delayed for so long.

In order to avoid such unhappy situations which affect adversely the operational efficiency of the port, the Committee cannot too strongly suggest that all contracts should invariably provide for a suitable penalty clause for delays in future.

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The Committee urge that firm orders for these cranes should be placed on indigenous manufacturers without delay so as to enable them to plan their manufacturing programme in advance.

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5 9 The Committee regret the frequent breakdowns of cranes which apart from causing extra repair expenditure affect adversely the turn-round of ships. It needs no emphasis that efficient working of the cranes is of paramount importance for port operations. The Committee recommend that effective measures should be taken by port authorities to maintain the cranes in working order by introducing preventive maintenance, attending to breakdowns promptly etc.

The Committee are concerned to note that delays have also been caused in shifting cranes. They would urge the port administration to make adequate and timely arrangements for shifting of cranes to avoid delays on this account.

6 11 The Committee would like an expert survey to be made of the condition of hydraulic cranes having regard to their efficiency of performance and the cost of maintenance. The Committee would suggest that in the light of the findings of the expert survey a phased programme for replacement of hydraulic cranes by modern cranes may be drawn up. In the meantime, the Committee cannot too strongly stress the importance of efficient maintenance of the hydraulic cranes so that the incidence of breakdowns is reduced to the minimum.

7 13 The Committee note that a sub-committee of Chief Engineers' of Major Ports which was constituted to consider the standardisation of machinery, equipment and plant used at different ports has brought out a number of booklets containing standard specifications for forklifts, mobile cranes, towing tractors and trailer. They would like the Ministry of Transport to take initiative in the matter and draw up a programme for standardization and mechanisation of handling equipment at the ports so that an effective beginning can be made in this direction at least in the Fourth Plan. Standardisation should be done in consultation with the Ministry of Industry having regard to the availability of manufacturing capacity within the country. The Committee need hardly add that standardisa-

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8 14 tion would make for manufacture of equipment in sizeable numbers which should help in reducing the cost of production as also of repairs and maintenance.

The Committee are unable to appreciate the appointment of a firm of efficiency experts to undertake an expert study of the working of the Mobile Crane Section of the Bombay Port Trust at a fee of Rs. 50,000 when none of the recommendations made by them could be implemented in actual practice.

The Committee consider that port authorities should devote special attention to the work of maintenance of mechanical handling plant and should constitute a cell of technical men within their own organisation who are fully conversant with the working conditions. The cell should undertake a systematic study of the performance of the mobile cranes and other handling equipment and devise measures to effect economy and improve efficiency.

9 16 The Committee are unhappy to find that the port authorities took one year to finalise the specifications for the dredger and another year to call for and open the tenders and 18 months more to accept the tender and place firm order for manufacture. The net result has been that no part of the Second Plan provision for dredger was utilised and the dredging fleet continue to suffer for want of adequate strength.

10 17 The Committee are unhappy that it has not been possible for the Port to utilise provision in the Third Five Year Plan for replacement of two dredgers, F.C.G. "Flamingo" and G.D. "Priestman", which are both more than 40 years old and on which heavy maintenance expenditure is being incurred, has not been utilised. The Committee deprecate the leisurely manner in which the port authorities have proceeded with the question of replacing these dredgers by suction/grab dredgers. The Committee would stress that the Port Authorities should without further delay carefully assess the performance of the existing fleet of dredgers vis-a-vis the requirements and draw up a firm programme for

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replacing the old dredgers and for augmenting the fleet so as not only to catch up with arrears of dredging but also to cope with adequately the future requirements, which are bound to increase, with the implementation of the Dock Development Scheme.

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The Committee would like to invite attention of Government to suggestion made by the Committee on Transport Policy and Coordination in para 7 of Chapter 9 of their report that by mobilising indigenous manufacturing capacity, most of the equipment required by the ports can be made available within the country in a comparatively short period. The Committee would like Government to develop, in an integrated manner, manufacturing capacity for dredgers within the country, as early as possible.

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The Committee find that the Secretary, Ministry of Transport in a communication dated the 18th June, 1958 to the Chairman Bombay Port Trust on the Second Plan schemes for the port had unequivocally stated that, "coming to the scheme for the dredging of the main harbour channel, fortunately there are no two opinions on the need for the scheme. It is a question of only waiting for the technical data to become available for a proper estimate to be made. I have no doubt that the World Bank will consider this project well qualified to receive loan assistance from them." The Committee, therefore, cannot help concluding that the main reason for not utilising at all the Plan provision for capital dredging in the Second Plan period was gross delay in the completion of studies to estimate the extent of dredging required and in deciding the disposal of spoil.

Even in the Third Plan only Rs. 2.86 crores out of a provision of Rs. 4 crores would be spent for dredging. This shortfall is all the more reprehensible considering that capital dredging of the main harbour channel which was originally scheduled to be undertaken in the Second Plan would not be completed even by the end of the Third Plan.

The Committee also deprecate the lack of advanced planning on the part of the port authorities in as much as they have taken three years to

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recruit and train Dredging Masters for D.S.D. Vikram.

The Committee find from the Annual Report of the Port for 1964-65 that four dredgers out of nine are working double shift. The Committee would like the port authorities to examine at an early date the question of working a double shift on other dredgers particularly Vikram which is the latest addition to the dredger fleet. The Committee would like to emphasise that the port authorities should take up earnestly the work of Phase III of capital dredging of the harbour channel and complete it preferably during the financial year (1966-67) but in no case later than December, 1967 so that the entry of bigger ships into the dock area is not impeded.

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The Committee note that there has been a marked tendency for increase in the dredging cost. For example, the cost of dredging per unit of 100 cubic feet by D.S.D. Vikram in Prince's and Victoria Docks Channel has risen from Rs. 1.67 in 1962-63 to Rs. 4.16 in 1964-65. Similarly the cost of dredging 100 cubic feet by "Chelura" in Alexandra Dock Entrance Channel has increased from Rs. 15.36 in 1962-63 to Rs. 19.11 in 1964-65.

It is also significant that while the charges paid to the contractor for dredging the main channel by the port authorities were Rs. 2.25 per cubic yard, the departmental cost is expected to be Rs. 2.50 per cubic yard. This brings out clearly the vast scope that exists for effecting economy in operations by improving efficiency and reducing overheads. The Committee would like the port authorities to carefully analyse the reasons for high operational cost and take suitable remedial measures to bring it down.

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The Committee find that the cost of maintenance of D.S.D. Vikram which was acquired only in 1962 has gone up from Rs. 27,701 in 1962-63 to Rs. 1,38,111 in 1964-65. Similarly there has been steep increase in the cost of maintenance of and repair of G. D. Moorhen which has increased from 92,981 in 1961-62 to Rs. 1,90,229 in 1964-65 and of H.G.D. Chelura from Rs. 2,73,092 in 1961-62 to Rs. 3,69,346 in 1964-65.

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The Committee are surprised at such steep rise in maintenance and repair expenditure on dredgers and are not convinced by the reasons advanced by the port authorities in this behalf. They would suggest that reasons for increase in maintenance expenditure on each of the dredgers should be carefully examined with the help of technical experts and that suitable measures devised to reduce the repair bill.

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The Committee find it difficult to appreciate how the crew of dredgers apart from the repair mechanics, can prove of such technical assistance in the execution of repairs as to justify their being engaged even over their normal working hours, resulting in payment of overtime to them as a regular measure during the lay-up periods. The Committee would like the matter to be fully investigated with a view to stop payments of any unnecessary overtime allowance.

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The Committee are perturbed to find that during 1964-65, the D.S.D. 'Vikram', which was acquired in November, 1962, was inoperative for more than four months and that four other dredgers S.D. 'Widgeon'; S.D. 'Moorhen', M.H.G.D. 'Vikas', F.G.C. 'Flamingo' were similarly inoperative for more than four months. The Committee cannot help concluding that there is something basically wrong in the working, maintenance and the repairs of the dredgers. They feel that there should be a proper enquiry into the matter and would like the port authorities to take effective measures to rectify the prevailing state of affairs.

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The Committee would like Port Authorities to urgently go into the question of providing adequate crane and customs facilities for discharging and clearance of cargoes through lighters at Frere Basin and at the Bunders.

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They would like the Port Authorities to go into the question of making available a suitable Bunder for execution of repairs to lighters so as to facilitate their maintenance in good working conditions.

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The Committee consider that in view of the heavy cost being incurred on repairs of tugs and

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the number of days for which they remained inoperative, due priority should be accorded for the acquisition of additional tugs to meet the requirements and to replace the old worn out tugs. In this connection the Committee would like to invite attention to para 69 of their Report on Mormugao Port where they have urged that as far as possible, the requirements of tugs should be met from indigenous sources and that Government should help in the manufacture of tugs at economic cost by giving necessary facilities.

The Committee suggest that a review of the repairing facilities in Bombay Port for tugs and other maritime vessels may be made at an early date, keeping in view the existing and the anticipated requirements when 9 additional tugs are acquired so that necessary facilities can be developed on planned basis.

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The Committee are concerned to note from the statement in the Appendix, the rising cost of operations, maintenance and repairs on the launches. In particular, they note that the cost of annual repairs on the following launches has been on the high side and that in the case of two launches it has even exceeded in some years their original capital cost:—

LAUNCH	CAPITAL COST	ANNUAL REPAIRS COST
	Rs.	Rs.
1. Swift	47,569	48,043 (1962-63)
2. Gull	35,241	26,881 (1961-62)
3. Shewa	27,755	16,453 (1961-62)
4. Vigilant	14,823	20,834 (1961-62)
5. Mora	22,154	19,445 (1961-62)
6. Wavelet	41,666	28,637 (1961-62)

The Committee urge that the working of the launches may be reviewed with reference to their operational efficiency, their annual main-

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tenance and repair charges as also their present replacement costs so that a phased programme may be prepared for their early replacement.

The Committee would also like the Government/Port Authorities to carefully go into the reasons for the inordinately high cost of repairs of launches and to examine whether these high costs were justified, whether there is even now scope for reducing the repairs cost by reducing the workshop and the materials cost for repairs.

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The Committee recommend that high priority should be given to the question of acquisition of new launches to meet the existing requirements and anticipated requirements in the Fourth Plan. In particular, they would stress the need for the acquisition of passenger-cum-water boats so as to eliminate the hiring of launches to carry workmen on which an expenditure of over Rs. one lakh is being incurred annually and to augment water-carrying capacity of boats to supply water to ships.

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The Committee regret to note that Government have not been able to provide sufficient dry docking facilities at the major ports of Bombay and Calcutta thereby denying the much needed repair facility to the Ships calling at the Indian ports resulting not only in the loss of foreign exchange earning but also expenditure of foreign exchange on repairs to Indian ships at foreign ports.

23 37

The Committee are unhappy to note that although there is pressing demand for increasing dry docking facilities the Hughes Dry Dock remained vacant for 58 days, 36 days and 47 days during the years 1962-63, 1963-64 and 1964-65 respectively on account of maintenance and repairs works being carried on.

It is all the more surprising that this dry dock also remained idle for as many as 27, 47 and 41 days during the years 1962-63, 1963-64 and 1964-65, respectively for lack of demand. Considering the performance of the other dock viz. Mere-wether Dry Dock, the working of this dock would appear to be very unsatisfactory. The Commit-

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tee would like Government to investigate the reasons for the Hughes Dry Dock remaining vacant every year for abnormally long periods on account of maintenance and repairs, and lack of demand, and to take suitable remedial measures, such as proper maintenance, wide publicity of facilities available etc., to ensure that it is utilised to the maximum extent possible.

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The Committee are surprised at the argument advanced to justify the lack of coordination between the Mazagon Dock and the Bombay Port Trust—both Government concerns. They feel—as the Mazagon Dock is a ship repairing company with some dry docks and the Bombay Port Trust without being a ship repairing concern possess dry docks, there is all the greater necessity of coordination in the utilisation of ship repairing facilities available in the two units.

In view of the paucity of dry docking facilities within the country to meet growing demand and the heavy expenditure involved in providing additional dry docks, it is of paramount importance that the available facilities are put to the maximum use. This becomes apparent when it is noted that the Hughes Dry Dock of the Bombay Port remained vacant for long periods on account of lack of demand. The Committee recommend that immediate steps should be taken by Government to bring about the much needed coordination in the dry docking programme between the two organisations.

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The Committee note that decision on the provision of a dry dock in Bombay will be taken on the completion of the Master Plan for the development of Bombay Port. In this connection the Committee would suggest that Government should examine the question of suitably lengthening the Hughes Dry Dock in order to accommodate larger vessels.

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The Committee would like Government to pay urgent attention to the problem of absence of berths for execution of repairs as also inadequacy of raw materials which have been hampering the full utilisation of the existing ship repairing capacity within the country. In this connection the

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Committee would like to draw attention to their recommendations on ship repairing industry contained in paragraphs numbers 67 to 70 of their Sixty-seventh Report on 'Calcutta and Haldia Ports'. The Committee are confident that if adequate facilities are made available to the long established ship repairing industry, it would go a long way in saving foreign exchange being incurred on repairs to India's ships abroad. In fact it should be made possible for Indian ship repair yards to earn valuable foreign exchange by undertaking repairs to foreign ships.

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The Committee feel that whenever there is occasion to withdraw the Port Police Force it should be done with the knowledge of the Chairman Port Trust so that adequate alternative arrangements may be made for the security of the port area during the period of their absence.

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The Committee note that a scheme for re-organising and integrating the Port Security Force on the lines of the Railway Protection Force is under consideration. They hope that Government would take an early decision in the matter in order to provide complete control of the port administration over their security staff to promote functional efficiency in protecting properties of the port.

29 50

The Committee are perturbed to find that both the incidence of cases of theft and the value of goods pilfered have increased considerably during the last three years. It is possible to argue that the value of goods recovered has also comparatively gone up and that the net value of untraced pilfered goods has not increased too steeply. The Committee, however, cannot overlook the fact that the shipping agents, trade, insurance companies etc., have categorically stated that the pilferage in the port is extensive and that it is carried out on an "organised basis". The Committee note that comprehensive anti-pilferage measures have been taken just recently by port authorities to reduce the incidence of thefts. In particular, the Committee would like the Port Authorities to prevent entry of unauthorised persons in the dock area, remove uncleared cargoes, particularly precious cargoes, from open area.

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provide lock-fasts in all sheds and warehouses and in general intensify patrolling. The Committee would also like special measures to be taken to reduce the incidence of pilferage on the Port Railways by intensifying check of railway wagons, patrolling of railway track, provision of suitable lookout towers fitted with searchlights etc.

30 51 The Committee would like the Port authorities to make every effort to speed up disposal of cases. In particular, the Committee would suggest that Port or Government employees found guilty of pilferage should be sternly dealt with so as to act as a deterrent to others.

31 52 The Committee commend the scheme for giving rewards to staff for detecting pilferage cases but they feel that the scheme should be given wider publicity amongst the staff and adequate rewards should be given so as to enlist whole-hearted cooperation of the employees in checking pilferage.

32 55 As the rail transport position has considerably eased in recent months the Committee would like the Railways to meet in full the demand of the Port Trust so that goods can be cleared from the Port expeditiously.

33 56 The Committee would like the Railway Board to take an early decision on the question of according due priority for movement of sea-borne cargo by rail from Bombay Port to inland destinations.

34 59 The Committee apprehend that the reduction in staff which was made in 1952 on the recommendations of a senior officer of Central Railway have been more than neutralised with the efflux of time.

The Committee also consider that there is urgent need for planning the layout of the port railway yards so as to ensure efficient movement of traffic on completion of Dock Expansion Scheme.

The Committee would, therefore, recommend that Government should constitute an expert committee consisting of senior officers drawn

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from the Indian Railways to thoroughly examine the working of the Port Railway and suggest concrete measure to effect economy. They would also like the expert committee to draw up in detail plans for the development of rail facilities in the port areas keeping in view the anticipated requirements on completion of the Dock Expansion Scheme and the developments envisaged in the Master Plan.

35 59

The Committee note that a proposal has been made by the Bombay Port Trust to increase the Port Trust Railway charges which is awaiting the sanction of the Railway Board. The Committee hope that an early decision in the matter will be taken by Government.

36 60

The Committee would suggest that the question of introducing gradually diesel locomotives on the Port Trust Railways with a view to improve their efficiency may be examined. They would like that suitable provision for manufacturing these diesel locomotives may be made in due course in the Diesel Locomotive Works, Varanasi, where capacity is being developed to manufacture diesel locomotives for Indian Railways.

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The Committee are concerned to know the delay in the supply of requisite quantity of steel to the Port Trust Railway to carry out urgent conversion work of wagons. They see no reason why with the easing of the position regarding the supply of steel it should not be possible for Government to arrange to meet in full the requirements of Port Trust for wagon conversion.

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The Committee would like to the track renewal programme to be reviewed by the expert Railway Committee, suggested by them keeping in view the anticipated density of rail traffic on completion of the Dock Development Scheme.

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The Committee are constrained to note the high incidence of derailment in the Bombay Port Trust Railway. They cannot too strongly stress the need for proper maintenance of the railway track and the rolling stock within the port area. They suggest that the incidence of

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derailments may be reviewed at least once every quarter so that remedial measures can be taken.

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The Committee are distressed to find the protracted correspondence and negotiations which have been going on unsuccessfully between the Port Trust and the Railways to fix terminal charges. The Committee would like the matter to be settled expeditiously and would suggest that if necessary a high level Committee consisting of representatives of the Railways, Port Trust and the Ministries of Transport and Finance may be constituted to lay down agreed principles for determining the terminal charges.

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The Committee would like the Port Authorities to thoroughly examine the lay-out of the roads within the port area having regard to the existing and anticipated flow of traffic on the completion of the Dock Development Scheme so that action can be taken on planned basis to improve the roads. The Port Authorities may take the assistance of Traffic Police to demarcate the roads in such a manner as to speed up movement of vehicles. The Committee would also stress that ribbon stacking of cargo on the roads should be strictly prohibited.

As regards the type of roads best suited to the requirements of the port, the Committee suggest that the help of the Central Road Research Institute may be taken.

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The Committee would like the Port Authorities to consider the question of making provision of pneumatic rubber tyres compulsory for all vehicles which are coming to the port area so as to speed up movement and reduce the wear and tear of the roads.

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The Committee would stress the need for close co-ordination between the Port Authorities and the State Governments so as to ensure that the approach road and other connected roads, over which bulk of the traffic from and to the port flows, are maintained in good condition. In particular they would suggest that there should be close coordination in planning

for the future requirements keeping in view the anticipated increase in traffic on the completion of the Dock Development Scheme.

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The Committee would like the Port Authorities to consider the question of providing facilities whereby the export goods from the hinterland could be directly received at the dock for shipment to overseas destinations on the lines of facilities provided for booking of imported cargo from Bombay Port to inland destinations.

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The Committee note that water supply in Bombay Port for ships has not been adequate and that the position becomes difficult particularly in summer months. The Committee feel that priority should be given to the provision of additional underground tanks so as to overcome the erratic nature of water supply, particularly in summer.

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As regards the de-salination scheme, the Committee note that the Port Authorities are not pursuing it because of financial considerations. The Committee feel that as scarcity of fresh water is bound to be felt with increasing severity in years to come in Bombay and other major ports. Government should ask the Council of Scientific and Industrial Research to intensify their research efforts and evolve an economic scheme for de-salination of sea water, so that it could be tried on a pilot basis in one port and then extend it to other ports.

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The Committee are unhappy to note that sometimes ships have to go to other ports for water supply. They have already recommended earlier about construction of additional water storage tanks. They would suggest that the question of acquiring additional Anchor-Hoy-cum-Salvage and waterboat and passenger-cum-water launches should be finalised at an early date so as to ease the position of water supply to ships.

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The Committee find that the Karmahom conference have proposed a surcharge of 7.5 per cent on freight rates for cargoes from and to India. The Committee feel that as the freight

rates are already weighted against Indian exports, Government should take concerted measures to check further increase in freight rates which are sure to militate against Indian exports. In this connection, the Committee note that Government have set up a Committee under Shri Ramaswami Mudaliar to examine the extent to which freight rates have already affected the expansion of Indian exports. They hope the report of that Committee will be available soon and prompt action will be taken.

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The Committee consider that there is urgent need to undertake a comprehensive review of the port rate structure in the major ports having regard to the following factors:--

- (1) the cost of the service;
- (2) value of the service;
- (3) what the traffic could bear.

It is essential that proper cost accounting is introduced so that the rates could be determined on scientific basis.

The Committee would also like to draw attention to the recommendations made in para 39 of their Sixty-seventh Report (Third Lok Sabha) on Calcutta and Haldia Ports that a Committee consisting of representatives of major ports, shipping interests, leading chambers of commerce and industry, Ministries of Transport and Finance be appointed to go into the question of—

- (i) rationalisation of port charges for major ports and bringing about standardisation in the structure and nomenclature of port charges as far as possible; and
- (ii) standardisation and simplification of documentation so as to speed up clearance from the port.

The Committee would like Government to implement their recommendations at an early date.

The Committee note that the Chairman, Bombay Port Trust presides over the meetings of the Board of Trustees and is the chief executive of the Port Trust. He is responsible for policy and planning, coordination between all departments of the port, general supervision over the accounts, records and the employees of the Port Trust and maintenance of liaison with other departments e.g., Regional Director of Food, Customs, Railways, Defence.

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The Committee find from the reply of the Bombay Port Trust that the General Manager being preoccupied with day-to-day labour matters, has not been able to afford the necessary relief to the Chairman in bringing about inter-departmental coordination and in the discharge of other day-to-day routine matters of administration. The Committee note that there is a proposal to create a post of Additional General Manager who would look after the work of labour, finance planning and research and to utilize the General Manager for traffic matters and the important work of inter-departmental coordination with Customs, Railway, Regional Director of Food, etc., in order to speed up clearance of goods and to assist the Chairman in other matters of day-to-day administration. The Committee consider that keeping in view the fact that Bombay is the chief port for import of foodgrains and is currently engaged in the execution of huge development scheme costing over Rs. 13 crores, suitable administrative arrangements should be made to ensure that the Chairman is afforded sufficient time to concentrate on matters of general importance e.g., development of the port capacity, streamlining and reform of administration, matters of policy relating to economic and fiscal aspects of the port working and enhancement of labour productivity and welfare etc., and is afforded sufficient assistance in routine matters of day-to-day administration.

The Committee would also suggest that in order to facilitate work the question of amending the Bombay Port Trust Act, 1879 with a view to permit delegation of powers by the Board of Trustees to the Chairman, and to designate the General Manager as Deputy Chairman may be considered early.

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The Committee regret to note that though a sub-committee consisting of senior representatives of Calcutta, Bombay and Madras Port Trusts was set up as early as July, 1963 to recommend amendments of Bombay, Calcutta and Madras Port Acts, they took more than three years to submit the Report. They are unable to appreciate that the heads of the three Major Ports have not yet found it possible for the past eight months to consider these recommendations and forward them formally to Government for action. The Committee suggest that Government should take initiative in the matter and convene a meeting of the Chairmen of Port Trusts concerned and finalise the proposals for amending the respective Acts to bring them in line with the requirements of these fast developing modern ports. In particular, the Committee would like Government to ensure that all the lacunae which have come to notice in the working of these old Acts, either for the execution of day to day work and of planned development schemes or issue of directives by Government to Port Trusts in national interest, should be rectified, by bringing forward comprehensive amending legislations on the subject at an early date.

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The Committee consider that there should be a cell consisting of selected men of technical, administrative and financial departments of the port, to carefully job-analyse the various sections and in particular, to advise on the justification for increase in strength advanced by various departments. The Committee consider that the sanctioning authority should exercise every care to see that the port does not get loaded with unnecessary staff and all avenues for economy are fully explored.

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The Committee welcome the initiative taken by the Inter-Port Consultations Committee to bring about uniformity in the service rules of employees working in the old Major Ports of Bombay, Calcutta and Madras. They hope that Government would take necessary action to bring about uniformity in the service rules of employees working in the ports, as far as possible.

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In view of the fact that the port employees have to come in intimate contact with the public, the Committee would stress that the conduct rules, particularly those relating to integrity,

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		should be reviewed in the light of the recommendations made by the Santhanam Committee.
55	91	The Committee desired to know the difference, if any, in the procedure of recruitment followed by other Major Ports. They regret to observe that no such information was furnished to them as it was stated to be not available.
56	95	<p>The Committee are perturbed to note the rising trend in the payment of overtime allowance to officers and staff of the Bombay Port Trust. They find that the expenditure on this account has risen from Rs. 64.53 lakhs in 1961-62 to Rs. 121.83 lakhs in 1964-65, thereby registering an increase of about 89 per cent.</p> <p>The Committee consider that the heavy incidence of overtime payments in Bombay Port needs to be brought down to the absolute minimum. They feel that the system of overtime payments tends to create a vested interest and a tendency to go slow among the employees to earn more and more overtime. The Committee note that some measures have recently been taken by the Chairman, Bombay Port Trust to control overtime payments. The Committee feel that the measures would only yield results if a sustained drive is maintained to ensure their implementation and to suitably reinforce them from time to time in the light of experience to plug all loopholes. The Committee urge that a committee of heads of the departments, presided over by the Chairman of the Port Trust, may be constituted urgently to go into the whole question of payment of overtime allowance with a view to lay down specific conditions and rules under which overtime allowance should be payable. The Committee may <i>inter alia</i> suggest the introduction of shift system where work has to be attended to regularly beyond normal working hours. In order to keep a watch over the bill for overtime, the committee may review the position—say once in a quarter—with a view to suggest remedial measures in this regard.</p> <p>The Committee are not sure whether the rules for the payment of overtime allowance are on a uniform basis in all Major Ports as complete information in this regard has not been furnished. Since such payments have repercussions in other ports also, the Committee would recommend that early action should be taken by the</p>

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Inter-Ports consultations Committee to bring about broad uniformity in regard to the conditions governing the payments.

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The Committee regret to note that the number of major accidents in the Bombay Port continues to be quite large inspite of the working of the Dock Safety Committee and the implementation of Dock Workers (Safety, Health and Welfare) Scheme 1961. They would urge the port authorities to intensify the safety measures so as to reduce the incidence of accidents to the minimum.

The Committee would also like to suggest that wide publicity should be given to the safety measures in all the languages commonly spoken and understood by the employees in order to make them well conversant with the safety measures.

58 101

The Committee feel concerned to note the heavy shortfall in the construction programme of houses for the port employees during the Third Plan period. They find that out of a target of 3190 units laid down for the Third Five Year Plan only 1180 units i.e. about 34 per cent would be completed. This implies that only 11.2 per cent of the employees would be housed by the end of the Third Plan period as compared to the target of 40 per cent envisaged by the Government as early as 1955. The Committee learn that the main reason for this shortfall is paucity of land. They consider that the Ministry of Transport should have taken up the matter with the State Government to ensure the provision of necessary land to the Port. They also hope the matter would receive due attention of the Ministry.

59 104

The Committee have already suggested in their Ninety-second report on Mormugao Port that the question of providing medical and hospital facilities to employees of the major ports should be reviewed by the Inter-Ports Consultations Committee and a suitable scale laid down in this behalf for guidance of all concerned.

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The Committee cannot help regretting that due to lack of forethought and planning the design of the hospital project necessitated its reappraisal a number of times with the result that the project could not be proceeded with during

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the Second Plan period and the actual work started only late in 1964 (fourth year of the Third Plan). The project is now being spilled over to the Fourth Plan and is expected to be completed by March, 1967.

The Committee feel that if the project had been taken up earlier, much of the inconvenience caused to the port employees for lack of suitable and adequate medical facilities and the large amounts which the port authorities have to reimburse to the employees for providing medical facilities in other hospitals, would have been saved. The Committee urge that the project should be completed with utmost expedition so that it is at least commissioned by the revised stipulated date.

61 107

The Committee note that there has been a rising trend in the labour costs for handling per ton of cargo. They would like the reasons to be fully investigated and remedial measures taken.

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The Committee feel that the piece-rate and the premium piece-rate schemes offer the most acceptable incentives for increasing the output by the employees. They would suggest that these schemes should be extended so as to cover as large a number of employees as possible, care being taken to see that the datum fixed for determining incentives yields adequate results and does not lead to inflation of wage bill, disproportionate to the out-turn.

63 110

The Committee find that the largest arrears of rent are due from Government departments, the major defaults being from Defence Department (over Rs. 77 lakhs) and Naval Department (over Rs. 16 lakhs) and Food Department (over Rs. 6 lakhs). They are surprised to learn that even though the matter was taken up at the 'highest level', the arrears have not been settled. They would like Government to constitute a high powered Committee consisting of representatives of Port Trusts, Ministries of Transport, Finance and the department concerned, so as to clear these arrears. They would also like this Committee to lay down agreed principles so as to ensure that arrears of rent do not accumulate in future. As regard the arrears from private parties, the Committee apprehended that the decision of 'rus'ees taken in 1954 that legal action should be taken for ejection and recovery of arrears no sooner a

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tenant or a lessee runs into arrears for more than two months has not been implemented in actual practice in all cases. They also find from the statement of outstanding dues of Rs. 50,000 and more from private parties that in many cases suits were instituted after delay of several years and that even after decrees have been obtained against the defaulting parties, these have not been executed with due expedition. The Committee would like the port authorities to ensure that legal proceedings are instituted against the defaulting parties as soon as the rent runs into arrears for more than two months and that follow up action is taken to see that the defaulting parties are brought to book at an early date.

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The Committee would suggest that the fire fighting arrangements at the Bombay Port be reviewed in consultation with the National Fire Service College, Nagpur, with particular reference to port requirements after the completion of the Dock Expansion Scheme. They suggest that there should be a regular system of imparting refresher courses to the men working in fire service in the National Fire Service College Nagpur.

The Committee are glad to note that the indigenous fire fighting equipment has been giving good services. They need hardly stress that all such equipment should be procured from within the country, as far as possible.

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Of the three old major ports in the country, Calcutta is a river port, Madras is an open sea port and Bombay is situated in a creek. Bombay Port handles the largest volume of traffic in the country. About 3000 ships annually call at this port. Approximately one third of the total imports of the country are handled through this port, the principal items of import being foodgrains, machinery, P.L. Products, semi-finished goods and chemicals. The principal items of export from this port consist of raw cotton, piece goods, and oil cakes. It has a large well developed hinterland; and serves as a port for import and export of a number of States namely Maharashtra, Gujarat, Delhi, Punjab etc.

It has been admitted by the Port authorities that except for the new marine oil terminal there has been no addition to the berthing capacity of the Bombay Port since Alexandara Docks were constructed in 1914, the traffic has increased manifold. Though the Port authorities thought of a Dock Development Scheme as early as 1949 it is

most regrettable that there was unconscionable delay on the part of Port authorities in taking it up for implementation as they insisted on getting a grant for development of the port, to the extent of 50 per cent from the Government, fully knowing that there was no precedent for it and also in spite of the fact that the Port had enough funds of its own to complete the Plan. It was unfortunate that the Dock Development Scheme became an issue of prestige for the Chairman and also Port authorities and no headway was made till the appointment of a new Chairman of the Port Trust in 1959. Even thereafter, it took the Port authorities three years to work out the details of the Dock Expansion Scheme (1962) which was finally approved by the Government. After approval, it has taken another three years to tie up arrangements for financing of the project from International Development Association, float global tenders and place firm orders.

In fact according to the latest information supplied to the Committee, the work on the execution of the Dock Expansion Scheme has started only in February this year i.e. at the fag end of the Third Plan. The Committee consider it most unfortunate that such delays should have hampered the development of a port which handled the largest imports of foodgrains and general goods on the western coast. The Committee feel that both the Port Trust and Government should have acted with greater sense of urgency so that the bulk of the work of Dock Expansion Scheme would have been completed before the end of the current Plan period. They, however, note that the work has been proceeding apace during the last two years and has gathered momentum. They would like the Port Authorities to ensure that the Dock Expansion Scheme is completed by the revised target date i.e., 1969-70.

The Committee would also stress the need for observing due economy in the execution of the Dock Expansion Scheme so as to ensure that the handling charges at this Port continue to remain competitive.

The Committee note that there are a number of proposals for improving facilities for handling of foodgrains at Bombay Port, including the development of two berths at the satellite port:

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Nhava-Sheva. The Committee would like the additional foodgrain handling facilities to be so designed and erected as would be capable of handling other bulk cargoes with the easing of the food crisis.

The Committee would like Government to prepare a Master Plan for the development of ports keeping in view the projections of traffic in the coming years, with special reference to import of foodgrains and the need for developing export facilities on competitive basis. The Committee would like Government to formulate the Master Plan for the development of Bombay Port in the context of an overall planned programme for the long term development of all the ports in the country so as to ensure that no infructuous capacity is developed in any port. Such a development programme should take into account the long term forecasts of:—

- (i) The volume of the country's present foreign trade both imports and exports and the proposed or expected increase in 2 or 3 subsequent Plan periods.
- (ii) Changes in the pattern of trade;
- (iii) The size of future ships and the developments in the ship-building industry;
- (iv) Agricultural and industrial production and consumption in the various regions within the country;
- (v) Internal traffic arrangements, both rail and road, from and to the ports.

The Committee are concerned to note the widening gap between expenditure and income of the Bombay Port Trust Railway and would like Government to appoint a Committee of senior officers of Indian Railways to examine the working of the Port Railway in order to suggest ways and means for effecting economy and for scientific layout of the yard, keeping in view the traffic requirements particularly on the completion of the Dock Expansion Scheme.

The Committee are unhappy to note the rising trend in payment of overtime to the staff and would like Port authorities to take sustained measures to ensure that it is reduced to reasonable

level as any increase in administrative expenditures is sure to have its impact on the port charges. They would also like the service conditions and conduct rules in Bombay Port and in other major ports to be reviewed so as to bring about uniformity.

The Committee welcome the setting up of the Design Cell in Bombay Port and would like Government to take early action to develop inter-Port Consultancy Service so that India can achieve self-reliance in this important field of designing.

The Committee are happy to note that the Port authorities have been taking energetic action in recent months to cope with the heavy import of foodgrains. The Committee are glad to note that the number of shipdays lost by foodships in waiting has been reduced from 1072 in 1964-65 to 545 in 1965-66. The Committee note that Bombay will have to handle foodgrains to the extent of 3.7 lakh tonnes per month for sometime. They need hardly stress that every effort should be made to handle the import of foodgrains and general goods efficiently and speedily.

The Committee would like Government to pay special attention to the problem of development of Bombay Port as since construction of Alexandra Docks in 1914 there has been no increase in berthing capacity in the port so far, despite phenomenal increase of traffic. They would like the Port authorities to efficiently husband their resources in order to ensure that the reputation of Bombay as an efficient port in the country is maintained and enhanced and India's reputation in this regard may be protected. The Committee also like to commend that though there has not been any increase in the berthing facilities, even from the last war the Port Authorities have been handling fast increasing traffic for all these years with increasing efficiency. The Committee are sure that if the necessary facilities were provided, the efficiency of the port operations would have gone up to the expectation of the nation

APPENDIX XI

Analysis of Recommendations/Conclusions contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS:

A. Recommendations for improving the organisation and working.

Serial Nos. 1, 2, 5, 6, 10, 11, 12, 16, 17, 18, 23, 24, 25, 27, 28, 29, 30, 31, 32, 33, 35, 36, 37, 38, 39, 41, 43, 44, 45, 47, 49, 50, 51, 53, 54, 57, 59, 60, 62, and 64.

B. Recommendations for effecting economy:

Serial Nos. 7, 8, 13, 14, 15, 19, 20, 21, 26, 34, 42, 46, 48, 52 and 56.

C. Miscellaneous recommendations:

Serial Nos. 3, 4, 9, 22, 40, 55, 58, 61 and 63.

II. ANALYSIS OF MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY:

S.No.	S. No. as per Summary of Recommendations (Appendix X)	Particulars
1	2	3
1	7	Standardisation of machinery, equipment and plant used at different ports should be done in consultation with the Ministry of Industry having regard to the availability of manufacturing capacity within the country. Standardisation should make for manufacture of equipment in sizeable numbers which should help in reducing the cost of production as also of repairs and maintenance.
2	8	Port Authorities should devote special attention to the work of maintenance of mechanical handling plant and should constitute a cell of technical men within their own organisation who are fully conversant with the working conditions. The cell should undertake a systematic study of the performance of the mobile cranes and other handling equipment and devise measures to effect economy and improve efficiency.

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3	13	Port Authorities should carefully analyse the reasons for high operational cost of dredging the main channel and take suitable remedial measures to bring it down.
4	14	The reasons for increase in maintenance expenditure on each of the dredgers should be carefully examined with the help of technical experts and suitable measures devised to reduce the repair bill.
5	15	It is difficult to appreciate how the crew of dredgers apart from the repair mechanics, can prove of such technical assistance in the execution of repairs as to justify their being engaged even over their normal working hours, resulting in payment of overtime to them as a regular measure during the lay-up periods. Government should fully investigate the matter with a view to stop payments of any unnecessary overtime allowance.
6	19	As far as possible, the requirements of tug should be met from indigenous sources and Government should help in the manufacture of tugs at economic cost by giving necessary facilities.
7	20	Government/Port Authorities should carefully go into the reasons for the inordinately high cost of repairs of launches and examine whether these high costs were justified, whether there is even now scope for reducing the repairs cost by reducing the workshop and the materials cost of repairs.
8	21	High priority should be given to the question of acquisition of new launches, particularly passenger-cum-water boats so as to eliminate the hiring of launches to carry workmen on which an expenditure of over Rs. one lakh is being incurred annually.
9	26	Adequate facilities should be made available to the long established ship repairing industry as it would go a long way in saving foreign exchange being incurred on repairs to India's ships abroad. It should be made possible for Indian ship repair yards to earn valuable foreign exchange by undertaking repairs to foreign ships.

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10	34	Government should constitute an expert committee consisting of senior officers drawn from the Indian Railways to thorough examine the working of the Port Railway and suggest concrete measures to effect economy.
11	42	Port Authorities should consider the question of making provision of pneumatic rubber tyres compulsory for all vehicles which are coming to the port area so as to speed up movement and reduce the wear and tear of the roads.
12	46	As scarcity of fresh water is bound to be felt with increasing severity in years to come in Bombay and other major ports, Government should ask the Council of Scientific and Industrial Research to intensify their research efforts and evolve an economic scheme for desalination of sea water.
13	48	As the freight rates are already weighted against Indian exports, Government should take concerted measures to check further increase in freight rates which are sure to militate against Indian exports.
14	52	There should be a cell consisting of selected men of technical, administrative and financial departments of the port, to carefully job-analyse the various sections and in particular, to advise on the justification for increase in the strength advanced by various departments. The sanctioning authority should exercise every care to see that the port does not get loaded with unnecessary staff and all avenues for economy are fully explored.
15	5	A committee of heads of departments presided over by the Chairman of the Port Trust should be constituted urgently to go into the whole question of payment of overtime allowance with a view to lay down specific conditions and rules under which overtime allowance should be payable. Shift system where work has to be attended to regularly beyond working hours should be introduced. In order to keep a watch over the bill for overtime, the committee should review the position—say once in a quarter—with a view to suggest remedial measures in this regard.

