

ESTIMATES COMMITTEE

1956-57

FORTY-EIGHTH REPORT

**MINISTRY OF TRANSPORT
(MAJOR PORTS)**



लोकसभा सचिवालय

LOK SABHA SECRETARIAT

NEW DELHI

February, 1957

C O R R I G E N D A

FORTY-EIGHTH REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF TRANSPORT.

Page (ii). VIII F(a) *read* 'Siltation for Dredging

Page (ii), I. F(c) *insert* 'staff before Welfare .

Page (iii). X. Kandla Port *read* '59.54' for '59.54.

Page 3, para 8, line 5 *read* Japanese for Papanese

Page 7, para 20 line 2 *insert* ", after stevedores

Page 9, para 27, item 1, line 2 *read* or for of .

After page 11 *fo* 'page 19 *read* 'page 12'.

Page 15, para 47, item (iii), line 5 *read* suggest for suggested

Page 15, para 47, item (iv) line 13 *read* could fo should

Page 18, Para 50, item (ii) line 1 *read* years for yearss

Page 19, Para 54 line 1 *read* envisaged fo evisaged

Page 35, para 104, line 1 *read* '348.9' fo '348.9

Page 46, heading ^{of} para 134 *read* Siltation for Silation

Page 48, para 142 (i) line 6 *read* competent for comptent

Page 62 para 183, line 2 *read* '12.95' fo '12.95

Page 68, para 207, total of item II B *read* '18.80' for '18.00

Page 76, Para 226, against Kandla Port *read* '1.75' for '7.75

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Page 79, Read 'Appendix I' for 'Appendix'

Page 83, Appendix IV, item 3, line 1. read 'from' for 'wrom'.

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Page 106, S. No. 10, line 7. insert 'suggest' after 'and'.

Page 106, S. No. 12, line 4: read 'complaints' for 'compliant's'.

Page 110, S. No. 34, line 4: read 'traffic' for 'trafficer'.

Page 111, S. No. 42, line 4: delete 'be' after 'would'.

Page 112, S. No. 49, line 8. read 'tempo of' for 'of tempo'

Page 112, S. No. 50, line 1: insert 'additional' between 'of'
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***Ceased to be a member upon his election to Rajya Sabha on the 13th December, 1956.

INTRODUCTION

1. The Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Forty-eighth Report on the Ministry of Transport on the subject 'Major Ports'.

2. The Committee wish to express their thanks to the Secretary and other Officers of the Ministry of Transport for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to express their thanks to the representatives of the Scindia Steam Navigation Co., Ltd., Bombay, Messrs. P. C. Ray and Co., (India) Private Ltd., Calcutta, and Shri M. A. Master for giving their evidence and making valuable suggestions to the Committee.

BALVANTRAY G. MEHTA,

Chairman,

Estimates Committee.

NEW DELHI;

The 6th February, 1957.

I. INTRODUCTORY

A. Ancient period

The sub-continent of India had for 2,000 years or so, extensive maritime commerce with countries in the Middle East and Mediterranean coast in the West and Malaya and the East Indies in the East. The earliest known Tamil literature contains frequent references to flourishing ports to which tradesmen came from far-off lands, bringing their wares and taking back Indian textiles, spices etc. Pliny, the author of the "Periplus of the Erythraean Sea" has referred to the following ports with fine harbours etc:

Naura (Cannanore)
Chersonesus (Karwar)
Comari (Cape Comorin)
Poduca (Pondicherry)
Camara (Kaveripatnam) etc.

He has stated, *inter alia* that Red Sea ships on arrival at Broach (at the mouth of Narbada) were met by the Government Port Boats and moored in regular basins.

2. The testimony of 'Al-Beruni' is clear on the existence, in his day, of an active intercourse of ancient standing between Africa and China, and of the part of India in it; for he says: "The reason why in particular Somnath has become so famous is that it was a harbour for sea-faring people, and a station for those who went to and fro between Sufala in the country of Zanj (Africa) and China."

3. Kautilya's *Artha Shastra* refers to the department responsible for control over ports and harbours. Chanakya has written about the functions of the State Officer who collected the taxes on boats and ships. Besides following the rules and regulations of the port he was required to help a boat fleet which had lost its course by unfavourable winds. It was also specified that the ports should be properly managed and anyone landing in contravention of rules should be heavily punished. Although the details of the systems of port administration or facilities which then existed are not available, the records available indicate that several flourishing ports existed, particularly on the west and east coasts of the peninsular region.

B. East India Company period

4. The Ports of Bombay, Calcutta and Madras have played a great part in the development of trade and commerce of India with foreign countries. The 16th century saw the entry of the Portuguese into the island of Bombay, which had then a population of less than 10,000. It also saw the beginning of the conflict between the Portuguese and the English for the mastery over the continent. The East

India Company, formed in 1600, established themselves at Surat after defeating the Portuguese. The Company foresaw the future of Bombay and in 1668 the Port and the Island were transferred by a Royal Charter to the East India Company for a petty annual rent of ten pounds by Charles II of England who had himself obtained the island from the Portuguese as a part of his marriage contract. The Company immediately took measures for encouraging trade by constructing a customs house, warehouse and a mole capable of berthing small ships. Even at that time records describe the Port as "the fairest, largest and securest in all the Ports of India where a hundred sails of tall ships may arrive all the year safe with good anchorage".

5. The same company was responsible for the choice of Calcutta as a site of a big port on the east coast of India. A decisive step in this direction was taken, when a factory was established at the site of Calcutta in 1690, eighty miles up the river Hooghly. From this grew the mammoth city, now known as Calcutta. In 1639, on a sand bank at the mouth of Coovum River Fort St. George was founded to provide a safe place for the ships and cargoes of the Company. There was no harbour, no pier or jetty, but only a beach. The big port of Madras grew as a result of the ingenuity of man. It was only in 1870 that the construction of a real harbour was begun by creating an artificial break-water bounded by walls running into the sea. During the period of the East India Company, the ports had a chequered career. Trade waxed and waned according to the Company's influence, as the emphasis was not so much on the harbour facilities etc. as on security from attacks from rival foreigners and from local insurgents.

C. Pre-Independence period

6. When the British Government took over the East India Company, regular administrative measures for the control of ports came to be thought of. During the first 60 years of the British rule, the administrative responsibility for all ports; big and small, vested with the local Governments, later known as provincial Governments. But the Governor-General and the Secretary of State for India in London had over-riding powers. Under the 1919 Reforms scheme, the responsibility for administering major ports was vested in the Central Government and the ports of Bombay, Calcutta, Madras and Karachi were declared as Major Ports in 1921. As a measure of administrative convenience, however, the local Governments continued to administer them on an agency basis. In the Government of India Act, 1935, major ports were shown as exclusively federal subjects and minor ports exclusively provincial and in the light of this provision, the Central Government took over the administration of the major ports at Calcutta, Bombay, Madras and Karachi. Three more major ports *i.e.*, Chittagong, Vizagapatam and Cochin came into being subsequently. Karachi and Chittagong went to Pakistan at the time of partition.

7. As early as 1855, there was an Act for the regulation of ports which was superseded in turn by the Indian Ports Acts of 1875, 1889 and 1909. These Acts laid down the schedule of dues varying with the tonnage of ships and gave power to the Government of the day to regulate the movement of vessels within the ports, the prevention of the spread of diseases and the enforcement of health regulations, the adoption of measures for the conservation of ports and other incidental matters. The Acts were applicable not only to the three big ports but also to the several hundred roadsteads on the coast line. In the three big ports, however, a large part of the facilities such as jetties, and wharfs, was the property of private merchants who levied certain charges for the facilities so provided. This led the commercial community to urge the Government of the day to institute a better control and as a result the Government found it necessary to sponsor legislation aimed at such control.

D. The Second World War period

8. The Second World War had appreciably affected for both better and worse, the working of ports in India, particularly from the time India became the base of operations after Japan's entry into the war. The Department of War Transport was assigned, *inter alia*, the subject of major ports. The Papanese Government occupied Burma in March-April 1942 and the Bay of Bengal was closed to shipping and the ships in the ports of the east coast were evacuated and the whole country's sea-borne trade traffic was diverted to Bombay, Karachi and Cochin. The situation was aggravated by the large influx into Indian ports of 'frustrated' cargo from Malaya, Netherlands, East Indies and the arrival of military reinforcements on a large scale. This resulted in acute congestion on the west coast ports, leading to serious delays in shipping. An Anglo-American Shipping and Ports Mission which visited India in November, 1942 went into this question, and according to their recommendations, steps were taken to provide additional lighterage, and lighter frontage to receive traffic in Bombay, new port equipment especially cranes, in Bombay and Cochin, to improve water facilities in Bombay and oil discharge arrangements in Bombay and Madras, to construct new barges in Cochin and provide lighterage at Vizagapatam. During the latter part of 1942-43, there was a swing of traffic from the west to the east coast the brunt of which fell on Calcutta. As a result of the investigation of Joint Transportation Committee appointed in 1943, certain development works were carried out in Calcutta Port *i.e.*, the provision of one new modernised berth in Kidderpore Dock, two new ship berths and three flat-loading berths in King George's Dock etc. The development works at Vizagapatam were executed by the Army.

9. The War period also saw Bombay port experience a major disaster in the shape of two large explosions on a ship berthed in Victoria Dock, which resulted in heavy loss of human life, damage of port installation and property. Quick action was, however, taken with military aid to restore port facilities.

E. Post-war Developments

10. In the Constitution which came into force on the 26th January, 1950, major ports continue to be a central subject while minor ports appear in the concurrent legislative list. Major ports came under the administrative control of the Ministry of Transport and with effect from 1-2-1951, the subjects 'maritime shipping and navigation' and 'light-houses and light-ships' were transferred to the Ministry of Transport from the Ministry of Commerce. The Ministry of Transport is now responsible *inter alia* for the general transport co-ordination and administration and development of major ports, Marine Shipping and Light-houses, Inland Water Transport etc. Three major ports of India *viz.* Calcutta, Bombay and Madras are managed by semi-autonomous corporations while the remaining three major ports *viz.* Vizagapatam, Cochin and Kandla are managed departmentally by the Ministry of Transport.

11. An Inter-departmental Committee appointed by the Government of India in 1945 came to the conclusion that though capacity of ports was just adequate to meet the traffic then offering, it would be necessary and desirable to look ahead and keep ready detailed plans for extension of port facilities. This was followed up by an Expert Committee called the Ports Technical Committee set up in 1946 to examine whether a sheltered deep sea port on the east coast of India is required, whether the construction of such a port is feasible, and if so where. This Committee formulated a progressive port policy for India based on the following considerations:

- (i) The economic indivisibility of different units of India;
- (ii) The increasing requirements of India's rapidly expanding agriculture and industries, as also the desirability of the dispersal of industries;
- (iii) The integration and the implementation of a comprehensive well-balanced and efficient policy of transport and its effective development in all its forms;
- (iv) The need to take a long view in regard to the siting of ports and development of the existing ones; and
- (v) the evolution of a sound defence policy.

12. This Committee recommended that the port of Vizagapatam should be developed as a sheltered deep-sea port capable of accommodating ships upto 650 feet in length with draughts upto 30 feet, with the improvement of the entrance, the expansion of the quays, the building of a dry-dock and the provision of other facilities. The Committee further recommended that the conservation of the coast-line of India should be the direct concern of the Central Government.

13. With Karachi going to Pakistan, the need arose for another major port on the west coast to serve regions formerly served by Karachi. The Government appointed another Committee called the

West Coast Major Port Development Committee. After an exhaustive enquiry, the Committee submitted its report in 1948, recommending the siting of a major port at Kandla in the Gulf of Kutch. The Committee also recommended the location of another Port at Malpe, a minor port under the control of the Madras Government, and development of Bhavnagar Port. The Government of India accepted the first recommendation and proceeded with its implementation. With the development of Kandla, the country will be having six major ports, three of which at Calcutta, Madras and Bombay are managed by Statutory Corporations and the other three by the Central Government. Of the latter, Cochin and Kandla are under the control of the Ministry of Transport of the Government of India and Vizagapatam which was under the Ministry of Railways has recently been brought under the Ministry of Transport.

14. The existing ports and Port Trust Acts were very old and contained many provisions which were dis-similar in nature and difficult to interpret, and often gave rise to administrative anomalies. A number of lacunae had been noticed in the provisions of these Acts in the course of time. Accordingly a series of amendments designed to remove the known lacunae, and introduce as much uniformity as possible without a too violent disturbance of the *status quo* was formulated by the Government of India and passed by the Parliament in 1951. This introduced a greater measure of central control and supervision in matters of policy and greater decentralisation in the matter of day to day administration.

15. While it is true that the major ports handle about 90 per cent. of the trade of the country, the minor ports play a vital part in the economic life of the country and have to be fostered carefully. With a view to co-ordinating the efforts of the State Governments in this respect and formulating an overall port policy with due regard to the interests of the major and minor ports, the Government of India have set up an advisory body called the National Harbour Board consisting of the representatives of the Ministries of the Government of India concerned, maritime State Governments, Major Port authorities, and the representatives of the Industrial and Commercial interests, Shipping, Country-craft and Labour.

II. CLASSIFICATION OF PORTS.

A. A modern port

16. A port is a junction between overseas shipping and inland transport and all its problems are centred on two principles; first is that its capacity must be equal to or higher than the combined capacity of all inland transport routes by rail, road and water including coastal shipping lanes, in the hinterland served by the port. The second is that ocean shipping must find in the port the means of immediate turn round. Increased inland transport and overseas shipping resulting from economic developments in a country usually require the expansion of port and harbour facilities, quays and wharves and break-waters and deepened and widened entrance channels.

17. Congestion in ports is sometimes caused by the wrong usage of quayside sheds and lighters. Ships have some times to wait for berths or buoys or in the port approaches until transit sheds or quays have been cleared of accumulated cargo or until lighters become available. Lighters should never be used as warehouse space and building of a warehouse to make lighters free for their proper function is a good deal cheaper than the construction of an additional ship's berth.

B. Transit sheds and warehouses

18. The transit shed serves the purpose of landing or despatching cargo and passengers, assembling, sorting, distributing, passing through custom formalities etc., with the aim of keeping the traffic moving and of preventing congestion. The efficiency of the transit shed is thus measured by the speed of movement and handling through the shed. A warehouse is for storage. It serves the purpose of storing cargo either assembled by exporters before passing through transit shed for shipment or waiting to be collected by the owners after having passed through the transit shed on landing.

C. Other facilities

19. A number of ports have berths at buoys for ships served by lighters. There is a tendency in ports to reduce them by berths alongside quay walls, as the latter provide for direct loading or unloading cargo, thus avoiding double-handling, first from ship to lighter and next from lighter to shore and reverse.

20. Berths, sheds and port equipment will serve the traffic efficiently only if all are kept in perfect condition of maintenance and proper use of all appliances such as loading and unloading equipment, platform trolleys, cranes, etc. is ensured and if what space

when used for storage is arranged in a sensible manner. The proper and efficient division of labour of dock workers, stevedores ship crews and the proper division between them of responsibility of handling cargo is another essential. Working in shifts may increase the speed of handling through a port. All these factors have important influence in the capacity of a port and should be closely scrutinised before projects for expansion of ports are taken up.

D. Criteria for classifying a Port

21. Ports in India are statutorily classified under two heads; major ports declared as such by the Central Government and ports other than major ports, commonly, known as minor ports. Against six major ports there are about 150 minor ports of varying sizes. When a port by reason of its size and importance is taken under the administrative control of the Central Government it is declared as a major port, as under the Constitution, the administration of ports declared by or under the law made by Parliament or existing law as major port, is the responsibility of the Central Government.

(a) Major Ports

22. The Armstrong Committee considered 'ships of 600 feet length and 30 feet draft' as ships of large size and tonnage and defined the major port as follows:

"The distinction drawn between a major and minor port is not mathematical. . . . It is arbitrary. When a minor port, by reason of size or for other reasons is taken under the financial control of the Central Government, it is called a major port. . . . all the others are called minor ports. . . . even though the tonnage of cargo passing through a minor port may be greater than that passing through a major port.

"For all practical purposes, however, the distinction between a major port and a minor port is generally understood. The sheltered nature of a port, the well-laid out approach channels, the provision of docks, jetties and moorings, the well-laid out transit sheds, the effective rail connections, the ability to serve a very large portion of the hinterland lying behind the port, the facilities for meeting the requirements of defence and strategy, the comparatively large volume of traffic and the possibilities of work for shipping all the year round usually distinguish a major from a minor port".

23. The West Coast Major Port Development Committee accepted these definitions with the addition of one more point as an essential requirement for a major port, namely, the port's ability to turn round the ship quickly. This feature has come very much to the fore since the war, primarily due to the shortage of ships. The cost of ships and the operating cost have increased considerably. There-

fore it has assumed importance in port economics. One of the reasons for the prevailing high shipping freight is the poor turn round at ports. To achieve quick turn round of ships, a port must have adequate cargo handling equipment and must fulfil the following marine conditions:

1. It must have a natural shelter.
2. The tidal range should not be excessive.
3. It should be capable of initial development without having to resort to enclosed docks.
4. The ultimate possible development should be unlimited if impounded docks are constructed at a later stage.

24. In other words a major port may be broadly defined as an all-weather port affording shelter to ocean-going ships all the year round with wharves and other good facilities for loading and unloading of cargoes and their movement by rail and road.

25. The ports which have so far been declared as major ports are those at Calcutta, Bombay, Madras, Cochin and Kandla (declared as a major port from April, 1955) and Vizagapatam. The main ports at Calcutta, Bombay and Madras are administered by Port Trusts which are statutory bodies constituted under the respective Port Trust Acts. In the case of Calcutta, the administrative body is known as Calcutta Port Commissioners. Ports at Cochin and Vizagapatam and Kandla are at present administered directly by the Ministry of Transport. The local head of the administration being designated as Administrative Officer in the case of Cochin and Vizagapatam and Development Commissioner in the case of Kandla. These officers are also assisted by Advisory Committees.

26. The problems relating to Port Trusts which come up to Government relate to the appointment of trustees, Chairman, Heads of Departments, Officers drawing a salary of Rs. 1,000 per mensem including allowances, acquisition, sale or lease of port properties, framing of by-laws relating to ports operations, rules regarding the establishment and other matters, fixation and revision of charges of various kinds levied by the port authorities etc.

(b) Ports other than Major Ports

27. The Government of India appointed an Officer on special duty to survey the minor ports in India. This Officer pointed out the anomaly of the then existing classification of major and minor ports in the following terms:

“The minor ports in India present an amazing variety in size and functions, volume of traffic handled, financial position and administrative set-up. The facilities provided vary from nothing in some of the open Roadstead ports on the sea board to fine elaborate harbours with dredgers and equipment as some in Saurashtra; from ports handling only a few hundred tons per year to as much as 500,000 tons per year; from Ports with an income of

only a few hundred rupees per year to cover ones with an income range of Rs. 6 to 8 lakhs per year; from ports very well and efficiently administered as in Madras State to those which 'also run'.

"The above points to the need for a further classification of the minor ports. At present, all ports which are directly under the Central Government are called major ports and all other ports which are under the direct administrative control of the State Governments go under the classification of minor Ports. This is an arbitrary though politically and administratively convenient method of classification. The term 'Minor Ports' is taken unpleasantly if not with a degree of resentment by those concerned with some of the bigger and important minor ports. A strict definition of a major port is not easy. The Ports (Technical) Committee have clarified the distinction between a major and minor Port. As a rule, all Major Ports are capable of taking in ocean-going steamers with a registered tonnage of 4,000 or more and berth them alongside wharves. This should be regarded as an essential feature of a major port. Only two minor ports—Okha and Bhavnagar—have wharves or piers capable of berthing deep draft steamers. In all other ports, steamers stand out at anchorages and cargo between them and shore is handled by boats, lighters or barges. At others, the traffic is carried by sailing vessels from or to other coastal ports or foreign countries."

This Officer on special duty therefore, suggested that minor ports may be classified into the following three categories:—

1. *Intermediate Ports* handling not less than one lakh tons a year of which are otherwise important.
2. *Minor Ports* handling more than 5 thousand tons but less than one lakh tons a year.
3. *Sub Ports* handling less than five thousand tons a year.

28. The Committee are glad to learn that this suggestion has been accepted by the Government. The following 18 Ports have been classified as Intermediate Ports:—

Ex-Kutch State—Mandvi.

Ex-Saurashtra State—Bhavnagar, Veraval, Porbander, Bedi, Navalkhi.

Ex-Bombay State—Okha, Broach Ratnagiri, Karwar.

Andhra State—Kakinada, Masulipatnam.

Ex-Madras State—Cuddalore, Nagapattinam, Kozhikode (Calicut) Mangalore, Tuticoria.

Ex-Travancore-Cochin State—Alleppey.

29. A state-wise classification of Intermediate, Minor and Sub Ports is given as Appendix I.

30. In view of the fact that minor ports have been more or less neglected by the Centre so far despite the fact that they are in the 'Concurrent List' the Committee recommend that this classification of 'Intermediate', 'Minor' and 'sub' Ports be given a statutory recognition. This will enable the Centre to focus greater attention to the development of these ports. The Committee propose to deal with this subject in greater detail in their subsequent report.

E. General

31. The policy of the Government is to administer the ports on a self supporting and a non-profit making basis. The port authorities generally balance their budget by adjusting the dues on vessels and charges for goods. When large scale development works had to be taken up it was found that the ports could not finance those works solely from their own resources and it was decided to give indirect assistance to the major ports and the State Governments by means of loan, repayable in instalments in a number of years. The objectives of the development plans are to rehabilitate and modernise the existing port facilities in the existing major ports, to provide a certain amount of additional capacity and to carry out urgent improvement measures at the more important minor ports.

III. ADMINISTRATION OF PORTS

A. Introduction

32. According to the Constitution, the Major Ports are placed in the Central list of subjects, whereas the Minor Ports are placed in the Concurrent list. Though the Minor Ports are in the Concurrent List, their management is left entirely to the respective maritime State Governments. There is a wide diversity in the management of Minor Ports, and this aspect will be dealt with by the Committee in their subsequent Report. As far as Major Ports are concerned, there are two modes of management, viz:

- (i) the semi-autonomous Port Trust Boards as in the case of Calcutta, Madras and Bombay, and
- (ii) Departmental management as in the case of Cochin, Vizagapatam and Kandla. The former two are under the administrative charge of Port Administrative Officers each, whereas the third is under the charge of a Development Commissioner. The detailed organisational set up of each Port will be given in subsequent chapters when dealing with individual Major Ports.

B. Organisational set up of Ports

33. Whether a port trust Board or direct administration by Government is the best machinery for administering a port is a moot question. The existing Port Trusts for Bombay, Madras and Calcutta are subject to central control. The relative merits of the different systems of administration require a close study. In reply to a question on the subject from the Committee, the Ministry have stated that no hard and fast criteria have been laid down in the past for determining whether a particular port should be administered by a Port Trust or directly by Government, although the following considerations are generally applicable:

1. Financial self-sufficiency to enable the port in question to work as a semi-autonomous and sound economic unit.
2. The existence of an organised body of commercial interests with the ability and desire to participate in port administration in a responsible and co-operative spirit.
3. The desirability, in the overall interests of the country as a whole of the State divesting itself of certain of its powers of management in favour of semi-autonomous trust.

34. The Sub-Committee of Estimates Committee during their tour were informed by certain non-official bodies about certain lack of co-ordination between the different units of the administration of a certain major port run by a Port Trust. Another point stressed in

favour of a departmental management was that with the existing state of inadequacy of various forms of transport in the country and the necessity of developing the Port facilities with central assistance, there was a pressing need for closer co-ordination amongst all the Ports in the country, as also a greater degree of control over the management of all the ports—major as well as minor.

35. The Committee have also noticed that a greater degree of co-ordination and planning are necessary to make advance arrangements for receiving the imported traffic. To cite two examples, sometime back 25 thousand tons of steel meant for Kandla Port were sent to Bombay whereas this should have been directly sent to Kandla. Similarly plant and machinery meant for Bhilai were received at Bombay instead of Vizagapatam.

36. While appreciating the need for a greater degree of co-ordination and planning by the Centre in respect of matters relating to Ports, the Committee are of the opinion that there are certain distinct advantage in favour of the Port Trust management system.

37. The constitution of a Trust gives a democratic character to the administration and ensures association of the various interests concerned in the working of the port and its administration. Under the system of administration by a Port Trust, greater attention can be paid to local problems and quicker despatch of work can be ensured within the administrative powers of the Trustees. Departmental management of a major port is bound to suffer from over centralisation, as frequent references to the centre will become inevitable. In getting a direction from the centre; it is possible that the local problems would not be appreciated from a distance, and avoidable delay in the disposal of work is likely to occur.

38. The disparity in administration between one set of ports and the other is incongruous and illogical. It is not only the question of financial control but also of associating the local interests in administration in which they are vitally concerned. The Committee therefore recommend that all the major ports in India should eventually be run by semi-autonomous Port Trusts. Three considerations indicated earlier in para 33 should determine the time when the management should be handed over to a Port Trust at Cochin, Vizagapatam and Kandla.

39. The Ministry of Transport should be able to exercise the necessary co-ordination and planning with the assistance of the National Harbour Board even when the management of all the Major Ports is handed over to the Port Trusts. The Committee also recommend that the question of setting up Port Trusts for some of the intermediate ports should be carefully examined in the light of the experience gained at Mangalore and Tuticorin.

40. One point urged against the creation of more Port Trusts was that there is no provision for scrutiny by Parliament of the affairs

under their management although the auditing of the Accounts of the Port Trusts is done by the Comptroller & Auditor General and co-ordination between audit and the Port Trusts is satisfactory. It was, however, stated by the Ministry that by a simple amendment it would be possible to present the audit reports of the Port Trusts to the Houses or Parliament so that the Public Accounts Committee would have an opportunity of scrutinising them. The Committee recommend that action may be taken to present the Annual Reports and the Audit Reports of the Port Trusts to the Parliament.

41. The Committee were informed that in Bombay there was only one representative of the shipping interests on the Board of 25 Trustees and that the position was more or less similar in other Port Trusts also. As shipping interests is a vital element in the administration of ports, and has much to do with the usage of the Port, the Committee recommend that the element of Shipping interests may be strengthened in the Port Trust. The constitution of the Port Trusts in the foreign countries might be examined with advantage, for arriving at a more equitable representation of the various interests.

C. The National Harbour Board

(a) Constitution and functions

42. In accordance with the decision of the Government of India announced in the Ministry of Transport resolution No. 19-P(123)/49, dated the 27th March, 1950 a National Harbour Board was constituted to advise on matters of general policy relating to port management and development, including their effects on industry, commerce, shipping and railways etc. so as to ensure integrated consideration of all important problems. This was one of the recommendations of the West Coast Major Port Development Committee. Even among the major ports, the method of administration differs, some being administered by special Acts and others directly by the Government of India. The method of administration of minor ports under State Governments differs much more. There was need for co-ordination between major and minor ports and among major ports themselves as also in regard to matters, such as surveying of ports, with reference to civil needs and the requirements of the Indian Navy. This co-ordination is sought to be achieved by the National Harbour Board.

43. The constitution of the National Harbour Board is as shown in the statement at Appendix II. It consists of the representatives of the Central Government and the maritime State Governments, as also four non-official representatives of Trade & Industry, Shipping, Labour and Sailing Vessels Industry. The Committee suggest that the Board should be constituted in the light of the recent re-organisation of States, and that some representation may be given to Intermediate and Minor Ports also.

44. Since the National Harbour Board was constituted, it held the following five meetings:

1. At New Delhi on 28th August, 1950.
2. At Bombay on 2nd November, 1951.
3. At Cochin on 24th December, 1952.
4. At Poona on 29th April, 1954.
5. At Vizagapatam on 8th November, 1955.

It was proposed to hold the next meeting at Kandla in November, 1956, but it is understood that this has now been postponed to March 1957.

(b) *Co-ordination effected by the National Harbour Board*

45. In view of the constitutional position under which the executive responsibility for major ports rests in the Central Government and that for minor ports rests with the States, any machinery for co-ordinating the work of these two categories of ports can only function in an advisory capacity by agreement between the Central and State Governments. In this background the National Harbour Board has been performing some useful work in a very limited way particularly in the direction of co-ordinating the development of minor ports. The minor ports have suffered from continued siltation, lack of technical know-how, dwindling resources etc. The deliberations of the Board have resulted in:

1. Execution of a phased programme of Hydrographic surveys;
2. Consideration of the dredging problems by a technical Committee;
3. Appointment of an experienced minor port harbour engineering specialist in the Ministry of Transport; and
4. Drawing up of an agreed programme of Minor Port development.

46. The Committee propose to deal with the question of minor ports in greater detail in a subsequent Report. It would be sufficient here to add that the progress made in the development of minor ports as a result of the deliberations of the National Harbour Board cannot be regarded as satisfactory.

47. The Committee have gone through the minutes of the meetings of the National Harbour Board, and have noticed the following special features:

- (i) At the very first meeting, the Board had decided that "the Board shall meet ordinarily once in six months". This decision has not been implemented and the meetings of the Board are held after intervals exceeding one year. This has naturally affected the practical utility of this body.

The Committee recommend that this decision should be implemented.

- (ii) At their Second meeting after considerable discussion, the Board recommended the creation of a Port Development Fund by levying a surcharge of one anna per ton (weight or measurement) on all goods imported or exported through all ports, major and minor. This fund would be controlled by the Central Government and would be spent on schemes approved by the National Harbour Board from time to time. The schemes might relate to minor as well as major ports but the Fund would primarily be devoted to minor ports.

The Committee were sorry to learn that this valuable suggestion had not been implemented. They recommend that this should be given effect to even at this stage. The utilisation of this fund may be based on the analogy of the Central Road Fund. Development of the so-called minor ports has been sadly neglected in the past and any measures to improve their position so that they can play a useful role in the country's expanding economy, should be ungrudgingly adopted.

- (iii) Another useful recommendation made at the Second meeting of the Board was that co-ordination and technical advice should be secured by the creation of a Central Ports Organisation, for the benefit of minor Ports. This idea also does not appear to have been properly developed. The Committee suggested that this recommendation should be implemented on a proper scale without any further loss of time.
- (iv) At the Second meeting, one of the members brought forcefully to the notice of the Board, the existence on a large scale of corruption and harassment of the ignorant and illiterate operators of country-craft by various petty officers responsible for issuing clearance certificates or otherwise controlling them. Often country-craft owners and operators had to pay as much as Rs. 1,000 per season by way of gratuities to these officers in order to ensure speedy clearance enabling voyages to be completed before the monsoon. The officer further insisted on the operators buying such safety appliances as lamps from specified dealers at exorbitant cost, when they should be had elsewhere at considerably lesser cost. The Chairman of the Board gave an assurance that the facts disclosed would be investigated thoroughly, and efforts made to root out corruption and harassment. He also suggested that it might be useful to associate with the officers issuing clearance certificates public spirited men at each important centre for tackling the problem of corruption. There has been no mention regarding the action taken on this complaint in any of the subsequent meet-

ings of the Board. The representative of the Ministry stated that the matter was apparently not pursued further as the member concerned was unable to furnish any specific instance and subsequently withdrew his complaint. The Committee regard this as a most unsatisfactory way of dealing with a serious complaint of this nature. The Government have now appointed Regional Officers at Bombay, Tuticorin and Masulipatnam, who have been instructed to act as welfare officers also in the Industry, and any cases that are brought to their notice are being attended to by them within their Region. The Committee understand that two or three more Regional Officers are likely to be appointed and that this will minimise the grounds for such complaints. The Committee suggest that the fact that the Regional Officers will promptly investigate complaints of this nature should be given the widest publicity.

- (v) At its Third meeting held in December, 1952, the Board resolved that the Government of India should be informed that the Board was firmly of the view that the provision for port development schemes was totally inadequate and should be increased.
- (vi) At the Fourth meeting held in April, 1954, the Director, Central Water Power Research Station, Poona, explained the progress made in the various experiments at the station, and pleaded for Government assistance for constructing a tank where self-propulsion tests could be made. The Committee recommend that the necessary assistance should be given for constructing such a tank because it would save considerable time now spent in getting such tests conducted abroad.
- (vii) At the Fourth meeting, it was pointed out that the loading and unloading facilities for country-crafts at Calcutta were unsatisfactory and needed urgent attention. It was further stated that the same was more or less the case at Bombay in regard to sailing vessels and that in particular there was no slipway or other repair facilities for such vessels. The Board recommended that the attention of the major port authorities should be invited to these observations and to the necessity for improving facilities for loading and unloading cargo from sailing craft, and for the repair of this type of vessels, wherever necessary. Both Calcutta and Bombay Port Trusts seem to have brushed aside these suggestions. It appears as if, while crores are being spent for improving facilities for big ships, we are not prepared to spend a few lakhs for improving the facilities for sailing vessels on which depends the prosperity of a large section of our sea-faring people. The Committee consider that to be

a wrong approach. They recommend that the suggestions should be sympathetically considered and suitable schemes should be formulated for providing necessary facilities to the sailing vessels in consultation with the representatives of the local interests concerned.

48. The above-mentioned points indicate that there is scope for improving the utility of the National Harbour Board by giving more prompt and serious attention to its suggestions and recommendations.

IV. FIVE YEAR PLANS

A. The First Five Year Plan

49. The Schemes included in the first plan for the rehabilitation, modernisation and expansion of facilities provided at the major ports were estimated to cost about Rs. 61 crores. In addition, development schemes costing about 2.4 crores were planned for execution at more important of the minor ports in the country. Of these the major port development scheme of Kandla and the Marine Oil Terminal project at Bombay costing in all 23.5 crores were to be financed solely out of the funds provided by the Government of India, as the Central Government were directly responsible for the development of Kandla and for the provision of facilities required for the oil refinery at Bombay.

50 Although the major ports are self-financing undertakings, with funds of their own, they have not been able to build up large reserves in the past as they were expected to levy only such charges and dues as were necessary for maintaining the port facilities in an efficient condition. As the major ports require large amounts for development purposes, the Committee would like the Ministry to examine whether it would be practicable for Port authorities to levy charges in such a manner as to enable them to build up sufficient reserves. In the First Plan the Major Ports were given assistance through loans under the following terms:—

- (i) Period of loan—30 years.
- (ii) Rate of interest 4½%—First seven years' interest free.
- (iii) Repayable in 23 annual equated instalments towards principal and interest.

51. The amount of loan advanced and the actual expenditure incurred during the period of the First Plan was as under:—

	Loan advanced (Crores)	Expenditure incurred (Crores)
Calcutta	4.66	3.49
Bombay (for Marine Oil Terminal)	8.50	3.04 } 7.96 }
Cochin . . . . .	.75	.59
Madras	1.70	1.39
	15.61	16.47

52. It will be seen that the total expenditure during the First Plan period came to about Rs. 25 crores including the expenditure of Rs. 8.53 crores on Kandla against the planned estimate of Rs. 61 crores. The representative of the Ministry stated that the main reason for the slow progress of works was the delay of two years in drawing up of development programmes and delay in the delivery of equipment orders etc. The Committee consider it unfortunate that there should have been such a heavy shortfall, in the planned expenditure during the First Plan and hope that the same story will not be repeated in the Second Plan.

53. The State Governments have executed schemes costing about Rs. 184 lakhs, out of which Rs. 70.44 lakhs was central assistance. The terms were more or less similar to those given to Port Trusts except that for the first 12 years no interest was to be charged and the amount was repayable in 18 annual instalments. A state-wise statement showing the estimated cost of the Minor Port schemes included in the First Plan and actual money spent is given as Appendix III. Here also it is unfortunate that the actual expenditure incurred during the First Plan has been considerably less than the planned estimates, in spite of the fact that there is a pressing need of providing additional facilities to the Minor Ports.

54. The First Five Year Plan envisaged the development of the five Major Ports and the Minor Ports with a view to modernize the Port facilities and to increase the handling capacity to cope with the expected increase in traffic during the Plan period. It was estimated at the commencement of the Plan, that the five Major Ports could handle about 20 million tons of traffic every year.. Thus the objectives in the First Plan were:

- (i) To rehabilitate and modernise the Port facilities in all the existing ports;
- (ii) To provide a certain amount of additional capacity at Cochin and Madras by constructing additional wharfs and berths;
- (iii) To develop a new Major Port at Kandla;
- (iv) To construct a new Marine Oil Terminal at Bombay;
- (v) To carry out some of the more urgent improvement measures at the important ports.

55. With the measures already adopted it is estimated that the handling capacity of the Indian Ports has increased to about 26 million tons. Further details are given in the respective Chapters of the Major Ports.

B. The Second Five Year Plan

56. The major port development in the Second Five Year Plan is estimated to cost about 81 crores as against the planned allotment of 40 crores. A provision of 5 crores has also been made for the approved development programmes of minor ports, the provision of a third survey ship, a pool of three dredgers and certain investiga-

tions of the possibility of development of certain minor ports. The Committee are given to understand that Rs. 20 crores will become available from the Port Trust funds leaving a gap of 21 crores in respect of development of Major Ports, which has to be bridged up.

57. The major port authorities have been requested to explore the possibility of raising additional funds through their own resources by adjustment of port charges to the extent possible. The matter is still under consideration of the port authorities and no final decision has been taken. As port charges constitute only an insignificant portion of the cost of the commodities, any slight rise in these charges is not expected to affect materially the price of the commodities.

58. The objectives in the Second Five Year Plan are broadly the same as in the first *i.e.*, not so much to create new capacity but to render the existing capacity more effective through modernisation and replacement of obsolete equipment etc. It is expected that these measures by themselves will step up the existing capacity by roughly 30 per cent. In other words, the target at the end of the Second Five Year Plan is to enhance the capacity of the ports to roughly 33 million tons. This, in the Ministry's view, would be more than adequate to deal with the increasing volume of the country's sea-borne trade on account of the industrial and economic development of the country envisaged during the Second Plan period. The Committee are however not quite sure that this increased capacity will suffice to meet the country's requirements adequately.

59. The development schemes for major ports proposed in the Second Plan fall broadly into the following categories:—

	Estimated total cost in the Second Plan
	Rs. in crores
1 Spill over items from first Plan	34.06
2 (i) Construction of more Wharfs and Berths or extension and improvement of existing ones	10.15
(ii) Replacement of outmoded or worn out items of equipment by modern ones and provision of additional equipment	2.96
(iii) Replacement of or additions to existing harbour craft	8.25
(iv) Provision of increased warehousing and other facilities	4.07
(v) River training works at Calcutta and the dredging and opening of harbours and approach channels at various ports	8.62
(vi) Provision of better railway facilities within the port areas	0.20
(vii) Provision of more housing and other facilities for port staff and port labour	9.56
	77.87

The increase in the handling capacity of the Major Ports at the end of the Second Plan period is expected to be about 6.75 million tons. The break up of the figure port-wise is given below:—

	Million tons
Calcutta	1.5
Madras	0.5
Cochin	1.25
Vizagapatam	1.75
Kandla	1.75
	6.75

60. The amount of Rs. 5 crores has been allocated for the development of the Minor Ports as shown below:—

	Lakhs
1. Kutch	15.60
2. Saurashtra	45.65
3. Madras	43.70
4. Andhra	28.10
5. Travancore-Cochin	33.90
6. Bombay	77.91
7. Orissa	23.90
8. Andamans ports	55.00
9. Third Survey Ship	36.00
10. Dredger pools	100.00
	458.96
Expenditure on Tuticorin, Sethusamudram and other such projects	41.04
	500.00

61. The schemes included in the Second Plan for the Minor Ports also aim primarily to modernise the facilities at minor ports by provision of measures to arrest silting and establishing satisfactory landing facilities including the provision of adequate lighterage facilities, rather than creation of additional capacity. Only in the case of the minor ports of the *ex-Saurashtra* State does the plan include the expansion of facilities for meeting additional traffic to the tune of 6,00,000 tons per annum. This question will be considered in detail by the Committee in their subsequent report on the Intermediate and Minor Ports.

62. The Committee were given to understand that all the spill over of works from the First Plan which have been carried over to the Second Plan in respect of Major Ports are likely to be completed by March 1958, the bulk being completed by March, 1957.

63. The Committee would strongly recommend that the Ministry of Transport should review quarterly the targets realised by the Port Authorities both in respect of physical and financial achievement against the provision in the Second Five Year Plan and take urgent measures to see that the achievements are according to the schedule.

V. PORT LABOUR

A. Introduction

64. Major Ports constitute one of the biggest employers of labour. The ability of these ports to maintain supplies and services essential to the life of the community is largely dependent on the efficiency of labour, which in turn depends, to a large extent, on the improvement of labour conditions, and their welfare activities. With the dawn of independence, the improvement of labour conditions and their welfare activities have now come to the forefront of Port Administration. A large section of the port labour had been decasualised and concessions were granted in the form of minimum wage rates, dearness, compensatory and house rent allowances, contributory provident fund, leave, holidays, canteens, medical facilities etc. Schemes for housing of labour have also made some headway. The Dock Workers (Regulation of Employment) Act was passed in February, 1948. Minimum wages rates were finalised for the Ports of Madras, Bombay and Calcutta. The Dock Labour Boards were set up in Bombay, Calcutta and Madras Ports in 1951-52, 1952-53, 1953-54, respectively. The 'decasualisation schemes' introduced for Stevedore Labour at the ports were designed to give to Stevedore Labour greater regularity of employment by giving jobs by rotation and certain minimum benefits of guaranteed wages etc.

B. Decasualisation Schemes

65. The employment of dock workers all over the world is a problem peculiar to itself. This is due to the fact that the port traffic is subject to wide fluctuations which are not necessarily seasonal or otherwise cyclic, and occur daily depending *inter alia*, upon the number of ships entering or leaving the port on any day, the quantity of cargo to be loaded or unloaded, the nature of the cargo and the manner in which it is received or despatched, the type of mechanical equipment and facilities available, both on board ship and on shore and rate at which the cargo can be cleared from the shore or made available to feed the ship. The demands for dock labour vary correspondingly and the employment of workers tends to be casual. In the absence of any effective control or limitation on those who offer themselves for employment in the Docks on any day, the position is aggravated when agricultural workers also seek employment in the Docks during their slack season.

66. The earnings of dock workers in these circumstances would not only vary from worker to worker but also from week to week or month to month for the same worker; the domestic economy of the dock workers will thus be far from stable, if not positively precarious.

This problem has engaged the attention of almost all the countries having a sea front and in some of them definite attempts have been made for more than fifty years with a view to regulating the employment of dock workers and a number of schemes suited to the local conditions have been put into operation at different times with varying success. The measures for decasualisation, which is the crux of all such schemes, aim, *inter alia* at having a stabilising effect on the income of each dock worker.

67. In India, the Royal Commission on Labour in its Report, submitted to the Government of India in March 1931, recommended the decasualisation of the dock workers with a view to securing "as large a measure of regular employment as the nature of the calling will allow." According to this Report "the aim should be, first, to regulate the number of dock labourers in accordance with requirements, and, secondly, to ensure that the distribution of employment depends, not on the caprice of the intermediaries, but on a system which, as far as possible, gives all efficient men an equal share".

68. Generally speaking, for loading and unloading of cargo, the Port Authorities, especially in the Ports of Bombay, Calcutta and Madras, supply labour for shore work and Stevedores employed by the Shipping Companies supply labour on board the ship. The decasualisation of the shore workers was started in 1944 in Madras and in 1948 in Bombay and Calcutta. In the case of Stevedore workers, however, decasualisation was initiated in Bombay in 1949.

69. The first legislative action was taken by the Government on the recommendation of the Royal Commission on Labour in 1948 when the Dock Workers (Regulation of Employment) Act was passed by the Dominion Legislature as Act IX of 1948.

C. Dock Labour Boards

70. The Government of India after making certain amendments in the Scheme (proposed by the Joshi Committee) notified the Bombay Dock Workers (Regulation of Employment) Act, 1948, and the Bombay Dock Labour Board which was entrusted with the working of the Scheme, was constituted on the 9th April, 1951, and the Scheme was implemented for the Port of Bombay with effect from 1st February, 1952. The Government of India drew up similar schemes for the Ports of Calcutta and Madras. The scheme for the Calcutta Port was notified on the 5th October, 1951, the Calcutta Dock Labour Board was constituted on the 2nd September, 1952 and the scheme was implemented with effect from the 5th October, 1953. The Madras Port Scheme was notified on the 8th March, 1952, the Madras Dock Labour Board was constituted on the 14th July, 1953, and the scheme was implemented with effect from the 16th August, 1954. The Committee regret the delays that have occurred in the implementation of the schemes.

71. The schemes in force at all the three Ports are almost identical in important details and their object has been stated as "to ensure

greater regularity of employment for dock workers and to secure that an adequate number of dock workers is available for the efficient performance of dock work." The schemes are designed to regulate the employment of Stevedore Workers only and apply to the classes of workers specified in the schedule attached to the respective schemes.

D. Results of the Schemes

72. Prior to the introduction of any scheme for the decasualisation of dock labour, a dock worker in Bombay, Calcutta and Madras ports had no security of livelihood as his day-to-day employment depended not only upon the volume of work available in the Docks but also on the whim and caprice of the employer and the middleman through whom he secured his employment. He could not even be sure of receiving the full amount of wages which the employer paid to the middleman for the services rendered by him. Even in the determination of wages the workers could not have a strong voice as they were picked up from a free market in which the supply was invariably plentiful. The employers had no necessity to go through any disciplinary procedure against delinquents as they could get rid of them by just not offering them employment.

73. The Decasualisation Schemes with their objective to ensure greater regularity of employment for dock workers and to secure that an adequate number of dock workers is available for the efficient performance of dock work brought in a number of benefits to the workers by confining the daily employment to registered workers only with guaranteed minimum wages and attendance allowance etc. Their introduction was, therefore, welcomed by them, as would be obvious from some of the depositions made by the representatives of workers before the Vasist Committee. A spokesman of a Union stated that "this is practically a new life that has come up among the dock workers in all those three Ports of India."

74. The objectives of the schemes, as stated above, are in fact both humanitarian as well as utilitarian. The workers naturally were attracted by the humanitarian or the social welfare aspect and became enthusiastic about the schemes. The employers generally, though not unsympathetic towards the social welfare aspect, were dubious about the merits of the schemes from the utilitarian or efficiency point of view. It would appear that the angles from which the workers and the employers viewed these schemes became more and more divergent as time went by, and each party felt aggrieved if any act of omission or commission on the part of the other party did not fit in with its own view point.

E. Vasist Committee

75. The application of the above schemes was confined to certain specified categories of Stevedore Workers in the Ports of Bombay, Calcutta and Madras. The schemes are administered by Dock Labour Boards, which are tripartite bodies set up by Government for each Port. Representations were received that the benefits of these or of

similar schemes should be extended to other categories of workers also. The working of the schemes also evoked a number of complaints. Government, therefore, on the recommendation of the Dock Workers Advisory Committee appointed an Enquiry Committee (Vasist Committee) to report on the working of these schemes.

77. The terms of reference of the Enquiry Committee were as follows:—

- (i) to enquire into the working of the Dock Workers (regulation of employment) schemes in Bombay, Calcutta and Madras to examine all difficulties encountered by the parties interested in the working of the schemes, and to recommend what modifications, if any, in the scheme are necessary;
- (ii) to enquire into the necessity and feasibility of decasualising other categories of labour covered by the Dock Workers (Regulation of Employment) Act, 1948 (IX of 1948) at the three ports whether by inclusion in the existing schemes or by the framing of special schemes; and
- (iii) to prepare amendments to existing schemes or frame new schemes for the further categories of labour, if any, recommended for decasualisation.

78. The Vasist Committee made a thorough study of the problems and submitted its Report in September, 1955. The Report contains 138 recommendations, a few of the important ones being as under:—

- (a) The Government may review the situation and suggest to the Port Authorities that a suitable decasualisation scheme in respect of casual shore labour may be framed by them.
- (b) The Dock Labour Boards should make periodical assessments of their labour requirements and determine the anticipated demands based on long-term trade prospects affecting exports and imports as well as short-term fluctuations in trade and normal seasonal variations. The demands resulting from short-term and seasonal fluctuations should be separated from the long-term requirements and adjustments in the Register, whether implying increase or decrease, should be based on long-term variations only.
- (c) In future, wages paid to workers employed in connection with loading and unloading of cargo must be linked with productivity and a system of 'payment by results' should replace the present system of time rate wages. It will also be desirable to provide for an 'Incentive Bonus' in the system.
- (d) It is extremely desirable that shore workers employed for loading and unloading of cargoes must also be brought under a piece-rate system of wages where this is not so at present and that this must be done immediately in respect of the Cranemen in particular.

- (e) Dock workers' earnings should be stabilised progressively at higher levels until a guarantee of 21 days in a month is reached.
- (f) The Calcutta and Madras Dock Labour Boards should also provide for payment of gratuity to registered workers as has already been done at Bombay.
- (g) The Madras Dock Labour Board should also have a Provident Fund Scheme as has already been done at Bombay and recently at Calcutta.
- (h) The provision of bathing, washing and sanitary facilities should be liberal and need not be limited to what is required under certain statutory obligations.
- (i) The provision of adequate and suitable housing for workers is necessary both from the workers' welfare and efficiency point of view, and the Government should consider favourably the requests of the Dock Labour Boards for financial assistance and grant suitable subsidies for housing to this industry also. The repayment of the loans may be spread over 15 to 20 years, so that the present employers only do not have to bear the entire burden for a long term facility.
- (j) The Dock Labour Boards should take steps to provide facilities for sports, games, cultural activities and other healthy entertainments which should make for close contacts between the employers and the employees.
- (k) At Calcutta, liquor shops should not be allowed within a prescribed distance from the Docks and the Central Government may request the Government of West Bengal to give this matter their attention and take suitable action in consultation with the Port Authorities.

78. The Committee attach considerable importance to the Vasist Committee Report from the point of view of improving the efficiency and welfare of the Dock Workers at Bombay, Calcutta, and Madras and suggest that the various recommendations may be implemented expeditiously. They would also suggest that the feasibility of implementing some of these recommendations at other three major ports, viz., Vizagapatam, Cochin and Kandla should also be examined. Later on, some of these recommendations may be extended to some of the more important Intermediate Ports also.

79. Under the decasualisation scheme every worker is registered and there are two categories of workers—monthly paid workers and people employed under the 'pool system'. The pool workers get booking by rotation with a certain minimum guarantee whether there

is work or not. Under the scheme the worker was guaranteed 12 days' wages. Under the revised scheme the days have been increased. The men get attendance money at the rate of Re. 1/- per day when they attend and do not get work.

80. The scheme has started in Calcutta, Bombay and Madras. In Cochin and Vizagapatam the scheme is almost ready for implementation.

81. The decasualisation scheme has eliminated the payment through 'sardar' and the responsibility for payment to pool workers is that of the Dock Labour Board, an autonomous body established by law.

82. The Ministry agreed that there is little doubt that the various go-slow movements in the ports have resulted in longer detention of the ships in ports and therefore a larger number of ships are required to carry the same cargo. The Committee was also informed that a food discharging plant in Bombay has not been put into use on account of labour problem. The piece-rate system has been partially introduced in Bombay Port, and the results so far obtained have been encouraging. The problem of piece-rate system is being tackled by a tripartite Committee of each port composed of labour and employees presided over by Mr. Justice Jeejeebhoy. The schemes are expected to be evolved for the ports in the following order:

Calcutta, Madras, Vizagapatam and Cochin.

83. Appendix IV contains the number of important labour troubles in the Ports of Bombay, Calcutta, Madras and Cochin extracted from the Reports of the Ministry of Transport (1949-50 to 1955-56). It is noticed therefrom that the position at Calcutta is the worst and at Bombay the loss to the country has been averted to a great extent by referring disputes to adjudication or arbitration.

84. The go-slow policy sometimes adopted by the dock-labour amounts to wastage of national wealth. The Committee feel that the policy should not be regarded normally as a legitimate weapon for trade unionism. Workers should realise their obligations to the community. The Committee understand that with the increasing attention paid to the organisation of Trade Unions on proper lines, better co-operation from labour can be expected when it is brought home to workers that in the interest of conserving national wealth, production should not be allowed to get adversely affected by go-slow policy. The Committee hope that the proper functioning of the Dock Labour Boards, the implementation of the various recommendations of the Vasist Committee, and early introduction of the piece-rate system will assist substantially in eliminating labour troubles experienced at the Major Ports of the country.

VI. PORT AND SHIPPING STATISTICS

A. Introduction

85. The Reconstruction Policy Sub-Committee on Shipping, in para 6 of the summary of recommendations of their Report, submitted in 1947, pointed out the defects in the then existing statistical data and the necessity for filling up the gaps. They also recommended that the shipping statistics should be separated from the trade statistics and published in a separate volume as is done in the U.K. No serious notice seems to have been taken of this recommendation. At present ports and shipping statistics are collected by different authorities *viz.*, Port authorities, Customs authorities, Director General of Shipping, Director General of Commercial Intelligence and Statistics, Calcutta etc. As a result of the recommendation of the National Harbour Board in December, 1952, the entire question of collection and maintenance of statistics was examined by the Ports and Shipping Statistics Committee constituted in May, 1953.

86. The terms of reference (as revised) of this Committee were as under:—

“I. To examine and report:—

- (a) On port and shipping statistics that are already being collected and maintained in major and minor ports.
- (b) The extent to which such statistics are being published either by Central or State Government, or port authorities, and whether there is any duplication of effort.
- (c) On shipping statistics that are collected, maintained and published by the Government of India and State Governments.

“II. The Committee shall examine the existing system of collection, maintenance and publication of port and shipping statistics, in all its aspects, and make recommendations:—

- (a) as to what measures should be taken for collecting information regarding the cargo carried by all shipping companies in the coastal and overseas trades and the amount of freight payable thereon;
- (b) as to what measures should be taken for collecting information in regard to the nature and quantity of cargo to be imported into India or to be exported from India, which may be under the ownership and/or control of the Central or the State Governments or local authorities, and the amount of freight that may be paid thereon;

- (c) as to what measures should be taken for collecting further statistics in regard to ports and coastal and ocean-going shipping, with particular reference to the needs of Government, the trade and international agencies, and the shipping industry;
- (d) in regard to the agencies that should collect and compile the statistics mentioned in (a), (b) and (c) above;
- (e) in regard to the publication of the material referred to in (a), (b) and (c) above, and the manner of its publication;
- (f) as to what further statutory powers will be necessary for giving effect to their recommendations.

In making their recommendations, the Committee may take into consideration the nature and extent of the collection, maintenance and publication of port and shipping statistics, in such leading maritime countries as the United Kingdom, the United States of America, Japan, Germany, Norway, Italy, Holland, Belgium and France."

B. Port & Shipping Statistics Committee

87. The above Committee made a thorough and detailed study of the problem and after examining the publication of Port and Shipping statistics in some of the leading maritime countries, it submitted its exhaustive report in July, 1954. The important conclusions of that Committee were as under:—

- (i) Not only is there no duplication of effort in the publication of the statistics of the Major and Minor Ports, but they also do not receive wide publicity in the country. Moreover, there is no single report published in the country either by the Central Government or by any other authority, giving at one place complete and properly co-ordinated statistics of cargo, passenger and shipping for the country as a whole and thereby providing a synoptic picture of all India position.
- (ii) Further statutory powers are not necessary for the following:—
 - (a) Additional cargo statistics.
 - (b) Additional shipping statistics.
 - (c) Passenger statistics in the coastal trade.
- (iii) The Directorate General of Shipping should be asked to examine the vessels utilisation and performance reports in U.S.A. and the monthly reports which the Japanese ship-owners have to submit to the Japanese Government with a view to finding out whether introduction of similar

forms might not be useful. Some of the important recommendations of the Port and Shipping Statistics Committee were as under:—

- (a) Statistics regarding the dead-weight tonnage of cargo imported or exported, classified according to different cross-sections should be compiled by the Ports and sent to the Central Agency for compiling statistics on an all India basis.
- (b) The Directorate General of Shipping should be the appropriate Central Agency for all India compilation and publication of the various types of statistics recommended by the Committee.
- (c) All the major and minor Ports should maintain all their commoditywise cargo statistics according to a uniform standard commodity schedule.
- (d) Basic documents for cargo statistics for all ports should be the Port Revenue documents, to be called "Import and Export Applications".
- (e) A definite procedure should be laid down for supplying Port authorities with a copy of the Bill of entry or shipping Bill for each consignment at every Major and Minor Port in India.
- (f) The Committee also laid down standard definitions for certain statistical terms.
- (g) The statistical branch to be set up in the Directorate-General of shipping for collecting, compiling and publishing all the statistics recommended by the Committee should be manned by adequate, properly trained and competent staff and should be headed by a competent Senior Statistician. Mechanised system should be introduced in this Branch.

88. The Report was apparently kept in cold storage for fifteen months till it was considered at the fifth meeting held on 8-11-55 by the National Harbour Board which endorsed the desirability of placing the port and shipping statistics on a sound basis on the broad lines indicated in the report of the Port and Shipping Statistics Committee. They also recommended that a suitable organisation should be set up for the purpose.

89. The Committee have noticed that there is no uniformity now in regard to the maintenance of figures even in major ports. To cite an example for the number of ship days lost, one major port was maintaining statistics of average ship days lost while the others, the actual days the ships waited for berth. Even in regard to the annual Administration Reports of the Major Ports, some ports were giving diagrams showing the proportion of Revenue and expenditure under

certain broad classifications, while others were not. The headings adopted in the accounts also differed making it difficult to make any comparison.

90. The scant attention paid to the implementation of the various recommendations of the Port and Shipping Statistics Committee seems to indicate that the importance of having a well-knit organisation for collecting and compiling various Port and Shipping statistics has not been fully realised by the Ministry of Transport. The Committee suggest that in view of the abnormal delay that has already occurred, high priority should be given to the implementation of the various recommendations of the Report referred to.

NOTE: The Committee are glad to learn that comprehensive instructions have since been issued by the Ministry *vide* their letter No. 6-ML(2)/56 dated the 16th February 1957 regarding the steps to be taken to collect necessary statistics from 1st July 1957.

VII. CALCUTTA PORT

A. Introduction

91. Calcutta Port is located on the left bank of the River Hooghly 80 miles down-stream from the confluence of the Bhagirathi and Bhairab-Jalengi—the two spill channels of the parent River Ganga. The seaward approach to the Port is at Sandheads about 126 miles from Calcutta. The depths of water available on the various bars and crossings in the navigable channel leading to the Port from Sandheads vary continuously thereby necessitating maintenance dredging throughout the year on an extensive scale. These features combined with the peculiar conditions obtaining in a tidal river like Hooghly make pilotage compulsory and also impose restrictions on day to day drafts, up to which the ships entering and leaving the Port are permitted to load.

92. There are two dock systems in the Port, namely the Kidderpore Docks and King George's Docks which are provided with a number of berths and facilities such as transit shed accommodation, cranes for handling cargoes including heavy lifts, rail facilities etc. Similar facilities have also been provided at the riverside berths at Calcutta Jetties and Garden Reach Jetties. The Commissioners have also provided a number of warehouses for storage of goods, dry docks for carrying out repairs to vessels, salvage crafts for assisting vessels in distress and various other minor facilities. Within the Port area, movement of goods is by the system which is connected to the main Railways and Commissioners' Railways at three points.

B. Management

93. A chart showing the organisational set-up of the Calcutta Port Administration is given in Appendix V.

94. The affairs of the Port are administered by a Board of Commissioners who derive their authority from the provisions of the Calcutta Port Act 1890 amended from time to time. There are 22 Commissioners besides the Chairman and the Deputy Chairman who are appointed by the Government of India. Of the 22 Commissioners, thirteen are elected; ten by the Chambers of Commerce & Industry, one by Calcutta Corporation, one by the Howrah Municipality and one by the Indian National Steamship Owners' Association. The remaining 9 Commissioners consist of the Collector of Customs, Calcutta, the General Manager, Eastern Railway, the Director, Rail Movements in Calcutta, the Commissioner, Calcutta Corporation, a representative each of the Defence Services and the Government of West Bengal and two labour representatives nominated by the Central Government.

95. The principal officers of the Port are the Secretary, the Traffic Manager, the Chief Accountant and Financial Adviser, the Chief Engineer, the Deputy Conservator, the Chief Mechanical Engineer, the Controller of Stores, the Land Manager and the Chief Medical Officer. The consulting engineers and agents in London are M/s. Randel, Palmer and Tritton.

96. The limits of the Port under the Calcutta Port Act extend from Konnagar to Budge Budge, a distance of 23 miles. The Commissioners are also the conservators of the Port and their jurisdiction under the Indian Ports Act extends from Sandheads to half a mile up the rivers Bhagirathi and Jalengi above their confluence.

C. Traffic handled at the Port

97. Calcutta Port is both receiving and distributing centre for upper India, Assam and parts of Central India. It is fed by products brought by railways as well as by water borne traffic of the river Ganges. The chief exports are coal, tea, jute, gunnies, shellac, linseed, ores and pig-iron. The principal imports are salt, foodgrains, machinery, provisions, hardware, spirits and petroleum.

98. The figures of export and import traffic handled at this port during the last 6 years are given below:—

Year	Import Tons.	Export Tons.	Total Tons.
1950-51	3,040,572	4,460,927	7,501,499
1951-52	4,093,068	5,489,914	9,582,982
1952-53	3,319,018	6,354,058	9,673,076
1953-54	2,723,062	5,336,037	8,059,099
1954-55	3,240,436	4,573,377	7,813,813
1955-56	3,409,062	4,621,673	8,030,735

These figures indicate that though there has been slight increase in the import traffic, there has been slight decrease in the export traffic with the result that total traffic handled has remained more or less of the same order during the last three years. In regard to the total quantity of cargoes imported and exported on account of Central and State Governments and the Corporations and Companies sponsored by them from Calcutta Port, it has been stated that the statistics are not available.

99. Appendix VI gives (i) total number of ships that entered and cleared the Port together with their net registered tonnage and (ii) the number of ships with their flags and total quantity of imports and exports carried by them in India's Overseas trade.

D. Congestion in the Port

100. The statement showing particulars of congestion that occurred in last three financial years at Calcutta Port due to heavy influx of import and export traffic is given in Appendix VII.

The main reasons for the congestion in this Port were:

- (a) bunching of ships;
- (b) reduction in the berthing capacity by restrictions imposed by bore tides;
- (c) interruptions to work from rains and storm;
- (d) non-arrival of export cargoes like coal in sufficient quantities;
- (e) complexity of the import licensing formalities and documentation at the customs house;
- (f) calculation of rent free time from common landing date instead of from the actual date of landing as in pre-war years, although arrangements were made for delivery of cargoes beyond day time.

101. Although increased facilities that will be available on account of the various development works in the Port, will increase the handling capacity of this Port, this would more or less be offset by the increased traffic that the Port will be required to handle. The Committee, are, therefore, of the opinion that there would be a greater need of co-ordination between different departments of the Central Government on the one hand and the Central and State Governments on the other to solve the problem of periodical congestions. The Committee suggest that the following measures may be adopted with advantage:

- (i) Simplification of customs formalities for quick removal of goods;
- (ii) Customs authorities should work in regular shifts where the labour is engaged to work in shifts;
- (iii) Free time allowed to consignees for removal of goods from sheds should be reduced and heavy penal rates provided for quick clearance of cargo. If this does not solve the problem then the goods should be removed to outside dumps at the importer's cost;
- (iv) Steel cargoes should be adequately marked and imported in full loads as far as possible.

E. Five Year Plans

102. The brief details of the works undertaken and executed by the Port will give an idea of the ground covered in the First Five Year Plan period.

103. The Calcutta Port started with the main object of replacing the facilities which had deteriorated through wear and tear and old age. Schemes were also included for installation of new facilities to cater for the changed pattern of trade and large scale increase in traffic expected from rapid industrialisation. The schemes costing

Rs. 12,07,12,634 were included in 1952. The Commissioners were to spend Rs. 3,97,62,634 and rest was to come as loan from the Central Government. There are altogether 26 principal projects and they may be grouped for convenience as follows:—

	(in lakhs)
(1) Construction of new vessels, launches and dredgers. . .	Rs. 335.59
(2) Construction of new berths and improvements and conversion of existing berths for handling ordinary and special cargoes. . .	Rs. 229.66
(3) River Training Works. . .	Rs. 261.80
(4) Development of a Central Storage Depot for ores. . .	Rs. 27.69
(5) Purchase of new wagons, locomotives and improvement of Railway yards. . .	Rs. 124.29
(6) Installation of a 200 ton heavy lift crane. . .	Rs. 52.33
(7) New pontoons and lighters. . .	Rs. 27.95
(8) Improvement of Water Supply to K. P. Docks. . .	Rs. 10.00
(9) Housing for class IV staff (3060) units . . .	Rs. 137.78
	Rs. 1207.12

104. The Port of Calcutta spent Rs. 348.9 lakhs out of a total allotment of Rs. 1207.12 lakhs. In terms of physical targets, Calcutta has made about 33 per cent. progress. The main reasons for the shortfall in expenditure as stated by the Commissioners of Calcutta are:—

- (i) the execution of projects being taken in hand, after two years of plan period had elapsed;
- (ii) the inclusion of certain large projects like construction of quarters, general cargo berths, and suction dredger at a later stage in the development scheme;
- (iii) equipment like cranes, dredgers, launches and tugs could not be procured against orders and had to be manufactured;
- (iv) difficulty in procuring materials like steel pipes etc. and other delays in the execution of the works.

105. It has also been said that the progress made in terms of expenditure does not correctly reflect the physical progress made on projects like construction of craft as the contract price in such cases is payable to the builders in instalments and no instalment can be

paid unless progress made in the work reaches a certain stage. Be as it may, it is apparent that there has not been a co-ordinated and serious attempt to work out schemes, determine the priority and financial resources of the Port Trust at the beginning of the Plan period.

106. In the Second Five Year Plan, a sum of Rs. 13·2 crores has been provided in addition to Rs. 6 crores carried over from the First Five Year Plan period, for the development of Calcutta Port. The major items of improvement are as under:—

- (a) Strengthening the quay walls of Dock No. 1 Kidderpore Docks and construction of a general cargo berth at King George's Dock—Rs. 2,75,00,000.
- (b) Construction of a new Sale Tea Warehouse and additional transit accommodation—Rs. 1,30,00,000.
- (c) Construction of new harbour craft—Rs. 4,80,00,000.
- (d) Improvement of dry dock facilities for ship repairs etc.—Rs. 57,10,000.
- (e) River Training Works—Rs. 53,43,000.
- (f) Purchase of mechanical handling appliances and diesel locomotives—Rs. 40,00,000.
- (g) Improvement of water supply to Shipping—Rs. 55,00,000.
- (h) Housing for Class III and IV staff—Rs. 1,00,00,000; and
- (i) Improvement of other facilities including Fire Protection Works—Rs. 1,11,61,000.

Total: Rs. 13,02,14,000.

F. Miscellaneous

(a) *Study of depths—dredging*

107. Dredging of the river was first undertaken in 1907 and it was confined to a few bars in the upper reaches. But now dredging is being done right from the main port area to the mouth of the river. At present 14 dredgers of 6 different types are in use, at Calcutta Port. A fairly large number of these are old and the time spent on their repairs and overhaul is increasing with the result that restrictions have to be imposed in the day to day drafts allotted to Shipping visiting the Port. The Committee understand that action is being taken to replace the old dredgers by new ones, which when put into commission will do away with the restrictions now imposed. The Committee hope that the question of providing adequate dredging facilities will be constantly kept in view.

108. The amount of dredging required to be done to keep the navigable channels clear and to maintain proper depths at the Dock and Jetty berths, is heavy and varies slightly from year to year. The quantity of silt dredged every year is approximately 10 to 12 million tons and the expenditure incurred on establishment, stores, maintenance, repairs etc. of the dredgers employed is about Rs. 50 lakhs per

annum. The siltation in river Hoogly is due to (a) cyclic changes in the estuary *i.e.* the reaches below Diamond Harbour (b) seasonal changes in the upper reaches above Diamond Harbour.

109. The first cause presents a problem only in transition stage when the erstwhile channel deteriorates and a new channel opens. The second cause is due to pronounced tidal action especially during dry season, when upland water-supply is cut off to River Hooghly, aggravated by bad configuration in certain stretches of the river due to faulty flow conditions. The Committee were informed that this problem at Calcutta could be efficiently served only by arranging free flow of upland water in river Hooghly by taking up the Farakka Barrage Scheme.

(b) *Staff Welfare Measures*

110. The Commissioners provide free quarters to the Class IV employees and out of 23645 Class IV employees, about 50 per cent. are provided with quarters. A sum of Rs. 1.35 crores was provided for construction of 3000 units of quarters for Class IV employees in the First Five Year Plan and these quarters when completed will house about 66 per cent. of the Class IV employees. In the Second Five Year Plan one crore has been provided for construction of quarters for Class IV and Class III employees. The sub-Committee during their visit noticed that the old one-roomed hutments at Kidderpore Docks had insufficient accommodation without any separate provision of kitchen, latrine and bath. The newly constructed quarters at Taratolla though one-roomed, had provision of kitchens, latrines and bath and were neat and clean, with provision for recreation of children and parks. It is understood that 1500 new quarters have been constructed and 12000 employees have been provided with quarters so far out of a total number of 23,000 employees. The Committee recommend that in future the minimum standard of accommodation for a family should be at least a two-roomed tenement.

111. The Calcutta Port Commissioners run a hospital with 150 beds where radiological and pathological treatments are available. There is provision for free medical treatment to their employees and families. Besides, they run 23 primary schools, certain canteens, etc. Cinema shows and recreation facilities are also provided. A loan fund also exists for Class IV staff.

(c) *Financial position*

112. The figures of income and expenditure of the Calcutta Port for the last five years are given below:—

Year	Income	Expenditure	Net surplus or deficit
1951-52	7,86,83,751	8,14,35,422	— 27,52,671
1952-53	8,68,29,843	8,31,40,064	(+) 36,89,779
1953-54	8,17,72,666	9,00,38,794	(—) 82,66,228
1954-55	8,82,52,947	9,21,48,705	(—) 38,95,758
*1955-56	9,96,93,311	9,24,34,430	(+) 62,58,881

113. From these figures it would be seen that the Port had been working at a loss for a number of years. It is, therefore, a good sign that it has been able to make a small surplus of Rs. 62,58,581 during the year 1955-56. The Committee hope that this improvement will continue to be maintained.

(d) *Some suggestions*

114. Attention of the Committee has been drawn to certain drawbacks in the working of the Calcutta Port and certain suggestions have been made to remedy the same. The Committee summarise them below and recommend that the Ministry should give very careful and prompt attention to these items and take remedial measures on the lines suggested as far as feasible:

- (i) *Inadequate dredging*: As vessels with full loads have to navigate the river Hooghly it is of great importance that adequate drafts are maintained at all times both in the river and at the berths by proper dredging. The number of dredgers should, therefore, be increased and dredging should be carried out vigorously during the flood tides round the clock for deriving better results.

Channels from Garden Reach to Hastings Moorings and Hastings Moorings to Salt Moorings should be kept sufficiently deep to enable salt vessels to proceed to Salt Moorings. At present, even when vessels come to Garden Reach, they are unable to proceed further on some occasions due to shallow water in channels. This makes it obligatory on ships to lighten before proceeding up.

- (ii) *Berthing facilities*: With the contemplated increase in the number of coastal colliers and in coal exports to foreign countries the present number of berths will not suffice. The work in the mechanisation of one coal berth should be expedited. It is also suggested that the possibility be examined of so converting the mechanical equipment for loading coal that 'open' type wagons, or, alternatively 'closed' type wagons, may be used and not, as presently, 'open' type only. The existing number of berths for general cargo is inadequate. The berthing capacity of Calcutta should, therefore, be adequately expanded.
- (iii) Most of the existing cranes are of the old hydraulic type and they require to be replaced by new electric cranes. The installation of the 200 ton heavy-lift crane should be expedited.
- (iv) The existing shed accommodation is inadequate particularly when ships with grain and sugar arrive in ports.
- (v) Lighting facilities in the Docks also require to be improved.

- (vi) Owing to the inadequacy of lighterage points heavy detention to lighters is caused. There is an urgent need for increasing lighterage points so that the discharging operations could be quickened and lighterage costs reduced.
- (vii) Water supply to shipping is unsatisfactory. The Port in conjunction with the Calcutta Corporation should improve the water supply. Presently some vessels have to go to Vizagapatam for taking water. This cannot be regarded as a satisfactory arrangement.
- (viii) The Calcutta Port is required to handle large quantities of iron and steel materials and these quantities are expected to increase sharply in the coming years. The port has been handling about 50,000 tons of steel per month and to deal effectively with the expected increase in the traffic, the capacity should be geared up to at least 1 million tons of steel a year.
- (ix) Wagons of the type required for the removal of the several kinds of cargoes coming into the Port are not available in required numbers and at the right moment. This causes delays in unloading the ships and hence congestion.
- (x) Dumping grounds with rail and crane facilities are also needed. Some dumps have already been set up in the Port area to hold 18,000 tons of iron and steel and arrangements have been completed for dumping ground for the railways to hold 30,000 tons of steel. Some further dumping space up to 50,000 tons is required in view of the expected higher rate of arrivals of steel goods including heavy machinery.
- (xi) Improvement of lighting and resurfacing of quays is also required.
- (xii) Customs procedure should be simplified to facilitate prompt clearance.
- (xiii) At present ships are being required to return to Sandheads after discharging oil at Budge Budge on account of bore-tide restrictions. The Collector of Customs is treating the return of these ships to port as a fresh entry and is insisting on voluminous documents being filled a second time.

VIII. BOMBAY PORT

A. Introduction

115. Though the port of Bombay, as we know it today is a comparatively modern creation, the magnificent harbour which is the keystone of its prosperity has from remote times held a place of pride as the most famous haven for Shipping on the Western Seaboard of India. The sixteenth century saw the entry of Portuguese in the island of Bombay which had then a population of less than 10,000. In 1688 the port of Bombay and island were transferred by a Royal Charter to the East India Company by Charles II of England, who had himself obtained the island from the Portuguese as a part of a marriage contract. Even in those days Bombay was described "as the fairest, largest and securest in all the ports of India."

116. In 1775, the shipping facilities in Bombay were described as "two marine gates with commodious wharves and trains built out from each gate besides a landing place for passengers only". As early as in 1748, a dry-dock 209 feet long, 47 feet wide, with a depth of 15 feet, had been provided in the port, and within fifteen years of its opening, two more dry-docks were completed. It was, however, only in 1875 that the first enclosed wet dock was constructed. Prior to this date the bulk of the ships used to load and discharge in the stream, though there were a few open wharves and bunders along which light-draught Vessels could lie. As soon as the new Port Trust was created, the task of providing adequate wet-dock accommodation was taken up with vigour, and as cargo and passenger vessels grew in size and draught, so larger docks and more powerful equipment were added with commendable forethought for the growing and everchanging needs of trade. The Prince's Dock was opened in 1880, the Victoria Dock in 1888 and the Alexandra Dock was completed in 1914. The Merewether Dry Dock was opened in 1891 and the Hughes Dry Dock in 1914. There was also simultaneous development in regard to the provision of transit sheds and warehouses, installation of cranes, bulk oil depots, the establishment of a Port Trust Railway and large depots for cotton, grain and other products.

117. The port is provided with commodious wet and dry-dock accommodation and is well equipped with modern cargo handling appliances and machinery. There are three principal docks namely, Prince's Dock, the Victoria Dock and the Alexandra Dock. There are two dry-docks namely Merewether and Hughes Dry Dock. In addition to these docks, there are situated along the harbour front a number of bunders or open wharves and basins where the traffic carried by coasting and country craft and the overseas cargo from the

Docks and the stream are handled. These bunders provide an aggregate total quay length of 30,000 feet and are equipped with cranes. The transit sheds and warehouses at the port aggregate some 3,300,000 sq. feet in the port area.

118. The Ballard pier which is a 1500 feet extension of the harbour wall, is used for the arrival and departure of large passenger lines. The Marine Oil Terminal which has been constructed during the First Plan period has been designed to take large tankers of 30,000 G.R.T.

B. Management

119. The Bombay Trust Act was passed in 1873 and it provided for the establishment of a corporation under the name and style of the trustees of the port of Bombay. Prior to this enactment, landing and shipping facilities at the port were provided by certain private companies whose operations virtually amounted to a monopoly. The chief of these concerns was the Elphinstone Land and Press Company, which was formed in 1858 and had carried out in a few years a series of extensive reclamations on the western foreshore of the harbour. With the establishment of the Port Trust, the Government purchased this Company's properties at a cost of nearly Rs. 18.6 lakhs, entrusted their management to the Port Trust and conferred on it powers to levy dues at rates to be sanctioned by the Government from time to time on all goods passing through their wharves. The control of the pilot service, of the conservancy and lighting of the harbour, which was previously in the hands of a body established in 1863 and designated as the Harbour and Pilotage Board, was also vested in the new Board of Trustees. Initially the Board was debited with the cost of the properties purchased by the Government amounting to a sum of Rs. 220 lakhs. For the first six years of its existence, the new Board was unable to raise from its properties sufficient revenues to meet its capital debt charges. Although the Government had power to order the Board to increase its rates, this was valueless in the face of the competition of certain private wharf owners who held the remainder of the foreshore. This diversity of control led to confusion and inconvenience, and the Government finally decided in 1879 to purchase on behalf of the Port Trust, the private foreshore owners' rights at a total cost of over Rs. 75 lakhs which was met by the issue of a port trust loan, the interest on which was guaranteed by the Government. The Port Trust Act was also amended and the Board has from time to time been enlarged to make it fairly representative of all the interests concerned. It now consists of a whole-time Chairman, appointed by the Government and twentyfour Trustees, fourteen of whom are elected by Chambers of Commerce, Associations and the Municipal Corporation; eight are officials appointed as trustees, and two are representatives of labour nominated by the Government. The Chairman holds his office at the pleasure of the Government and the other trustees hold office for two years at a time. The Board meets fortnightly, all matters of importance being previously considered in

detail by one or the other of its committees. Under the Act detailed estimates of the receipts and expenditure must be submitted to the Government for approval before the commencement of each financial year, and the accounts must be audited half-yearly by the Government Audit Department. Before any project estimated to cost two lakhs or over is begun, plans and estimates have to be approved by the Government. Government approval has to be obtained for the raising of loans, and all amendments of rates and dues levied under the Act have to be submitted to the Government.

120. The chart showing the organisational set up of the Bombay Port Administration is given in Appendix VIII.

121. The principal departments of Bombay Port are, Accounts, Engineering, Stores, Railways, Dock, Port, Medical, Legal and Labour. The consulting Engineers and Agents in London are Messrs Sir Bruce White, Wolfe Barry and Partners.

C. Traffic handled at the Port

122. The figures of export and import traffic handled at this port during the last 5 years are given below:

Years	Imports (tons)	Exports (tons)	Total (tons)
1950-51	5,185,000	1,702,000	6,887,000
1951-52	5,807,000	1,673,000	7,480,000
1952-53	4,695,000	1,943,000	6,638,000
1953-54	4,776,000	1,951,000	6,727,000
1954-55	5,630,000	1,954,000	7,584,000

In regard to the total quantity of cargoes imported and exported on account of Central and State Governments and the Corporations and Companies sponsored by them from this Port, it has been stated that the statistics are not available.

123. Appendix IX gives (i) total number of ships that entered and cleared the Port together with their net registered tonnage and (ii) the number of ships with their flags and total quantity of imports and exports carried by them in India's Overseas trade.

D. Congestion in the Port

124. The statement showing particulars of congestion that occurred in the last three financial years at Bombay Port due to heavy influx of import and export traffic is given at Appendix VII. One of the main reasons for the congestion in Bombay Port was the unrest among the labour. The other reasons apart from the rise in imports and exports at particular periods were:—

- (a) Delay in opening of dumps for steel scrap.
- (b) Shortage of locomotives and wagons.

(c) Delay on the part of customs authorities.

(d) Priority accorded to vessels bringing foodgrains on Government account.

125. Although the increased facilities that will be available on account of the various development works in the Port will increase the handling capacity of the port, this would more or less be offset by the increased traffic, that the Port will have to handle. The Committee, therefore, suggest that measures may be adopted by Bombay Port on the same lines as suggested for the Calcutta Port in the previous Chapter.

E. Five Year Plan

126. The Bombay Port Trust Authorities included works estimated to cost Rs. 14,29·48 lakhs in the First Five Year Plan. The details of these schemes, the expected cost and actual expenditure incurred are as below:—

Items	Estimated cost (Rs. in lakhs)	Actual Expenditure (Rs. in lakhs)
(a) Reconstruction of Transit sheds in Prince's and Victoria Docks	195·64	171·81
(b) The construction of new Marine Oil Terminal	982·71 (Revised)	788·37
(c) Reorganisation of the Electrical Distribution System in the Dock	22·51	0·43
(d) Labour housing colony at Antop village	105·47	41·92
(e) Electrification of the cranes in Alexandra Dock	123·15	89·06
(f) Development of the Prince's & Victoria Docks	14·00	..

127. Under item (a) above the programme envisaged the construction of 12 sheds of which 9 have been completed and two are partially completed.

128. Out of the three berths which were to be constructed as a part of the Marine Oil Terminal (item b) above, two have been completed and are partially in operation. The third berth is also ready but for the laying of pipelines and work on shore facilities such as electric power supply, flushing installations, telephone service, water supply, office and residential accommodation. The other noticeable feature of this scheme has been the substantial increase in the cost of the work from 4·3 to 9·82 crores, the former being the estimate when the detailed plans were not available. Such a wide variation in the original and the revised estimates indicates that the system of preparing the preliminary estimates is defective and needs to be improved.

129. Under item (d) 928 units were to be built. 368 units have been completed and the work is in progress in respect of 272 units. The Committee consider it rather unfortunate that the scheme for

providing the basic amenity of housing to the labour has progressed at such a leisurely pace. They recommend that the entire scheme of constructing 928 units should be completed as early as possible.

130. The electrification of cranes, under item (e) has progressed fairly well. Out of 34 cranes, 28 have been installed and 6 are going to be installed.

131. Little work has been done regarding the reorganisation of the electrical distribution system under item (c) due to delay in decision regarding the supply of feeder cables by the Tatas.

132. Similarly, regarding the development of Prince's and Victoria Docks, it has been stated that there was a difference of opinion regarding the scope of the work among the trustees and the execution of the work was taken up only in 1954. Here also it is interesting to note that the scheme which has been estimated to cost Rs. 4.3 crores in the First Plan is now expected to cost Rs. 14 Crores.

133. In the Second Five Year Plan, a sum of Rs. 17.26 crores has been provided in addition to Rs. 12.03 crores carried over from the First Five Year Plan period. The major items of improvement are as under:

Carried over from the First to the Second Five Year Plan :

	(Rs. in lakhs)
A. Docks and Berths	
1. Marine Oil Terminal Project	100·00
2. Minimum scheme for the development of Prince's and Victoria Docks	1000·00
TOTAL	1100·00
B. Sheds, Warehouses and other buildings	
Reconstruction of Transit Shed in Prince's and Victoria Docks	18·50
TOTAL	18·50
C. Water Supply, Electricity and Drainage	
1. Electrification of cranes in Alexandra Dock and Ballard Pier	40·00
2. Reorganisation of the Electric Distribution System	19·00
TOTAL	59·00
D. Housing	
Labour Housing Scheme (288 units)	26·00
TOTAL	26·00
GRAND TOTAL	1203·50

(Rs. in lakhs)

II. New Schemes**A. Docks and Berths**

1. Extension of Hughes Dry Docks	46.00
2. Passenger Terminal, Ballard Pier	47.00
3. Repair Berths in Prince's and Victoria Docks	225.00
TOTAL	318.00

B. Dredging

Dredging of the main harbour channel	800.00
TOTAL	800.00

C. Floating Crafts

1. Replacement of Grad Dredger 'Chalure'	80.00
2. 125 ton floating crane	60.00
TOTAL	140.00

D. Port Equipment

Electrification of 54 cranes in Alexandra Dock	190.00
TOTAL	190.00

E. Water Supply, Electricity and Drainage

1. Electric Supply in connection with electrification of 54 cranes in Alexandra Dock	30.00
2. Electric Supply in connection with minimum scheme for the development of Prince's and Victoria Docks	8.50
TOTAL	38.50

F. Housing

Housing scheme for officers, clerical and non-scheduled staff	200.00
TOTAL	200.00

G. Welfare Schemes

Bombay Port Trust Hospital	40.00
TOTAL	40.00
GRAND TOTAL	1726.50
GRANT TOTAL OF I & II	2930.00

The extension of the Hughes Dry Dock southwards by 125 feet is intended to enable it to accommodate a T. 2 tanker and one large vessel at the same time and is inevitable. The provision of four repair berths in Prince's and Victoria Docks will relieve berths elsewhere that are immobilised by ships undergoing over-water repairs. Consequent on the serious siltation that has occurred in the harbour, dredging of the main harbour channel has to be taken up immediately. In the period of the First Five Year Plan, 34 cranes have been installed

in the Alexandra Dock and the installation of the 54 cranes included in the Second Five Year Plan period is to complete the scheme of installing 88 electric cranes in Alexandra Dock and Ballard Pier.

F. Miscellaneous

(a) *Siltation.*

134. In the recent survey of the harbour, siltation has been noticed in the natural harbour channels. These channels were never dredged before and the dredging is expected to be expensive now. A study is being made at the Central Water Power Research Station, Poona, by means of hydraulic experiments, to devise ways of meeting the situation.

(b) *Foreign Personnel.*

135. During the tour of the sub-Committee, the Chairman Bombay Port Trust informed that there were 6 Europeans and 160 Pakistani nationals working as officials in the Bombay Port Trust. The Committee would like the Ministry to devise measures to replace them by Indian nationals wherever possible, at an early date.

(c) *Staff Welfare.*

(i) *Housing.*

136. The total number of residential quarters provided by the Trust for port trust employees and their families (excluding officers, the maximum of whose scale of pay is above Rs. 500) is 2,576. In addition, about 1150 are accommodated in dormitories. The percentage of employees (excluding docks casual mazdoors) housed to the total number of staff as on 31-12-1954 was only about 10%. In 1955 the following constructions have been sanctioned:

1. 290 flats for clerical staff at an estimated cost of Rs. 40.5 lakhs.
2. 120 flats for railway gangmen at an estimated cost of Rs. 13.9 lakhs.

On suggestion of the Government of India, to a target of 40 per cent. for housing the staff during the Second Five Year Plan, the trustees in May, 1955, provided a block allotment of 4 crores for the construction of quarters for the various categories of staff. The Committee strongly recommend that suitable steps should be taken to ensure that this allotment of Rs. 4 crores is fully utilised for the construction of staff quarters during the Second Plan period. The Committee also reiterate their earlier recommendation that the minimum standard of accommodation for a family should be a two roomed tenement.

(ii) *Canteens.*

137. Two canteens, 1 at Workshop and another at Alexandra Dock with two sub-canteens are run by the Port Trust for the benefit of the employees. In addition to providing accommodation, furniture, equipment, electricity, and water, the canteens are run on no

profit and no loss basis. Recently, sanction has been issued for opening two new canteens in the Prince's and Victoria Docks, and for the construction of another new canteen in Alexandra dock with extension of the existing canteen to accommodate more persons. Two mobile canteen vans costing about Rs. 38,000 were put in service in the docks from November, 1955.

(iii) *Medical Treatment etc.*

138. The Trustees have provided dispensaries at Prince's Dock, Antop Village, Wadala Grain Depot and Pir Pau. They have sanctioned in 1955 the construction of a port trust hospital with 100 beds at an estimated cost of about Rs. 40 lakhs including cost of equipment. This hospital will have maternity ward, surgical, radiological ophthalmic and other facilities.

(iv) *Education.*

139. The Trust were maintaining 3 primary schools until 1952, when they were transferred to the Bombay Municipal Corporation. Every year 10 new scholarships of Rs. 25 each per month tenable for 4 years aggregating to 40 scholarships every year are granted for children of Class III and IV employees for higher education. They also grant 10 new scholarships of Rs. 10 each per month tenable for 5 years aggregating to 50 scholarships every year for education upto S.S.C., standard. In addition, recreational facilities are also provided.

(d) *Financial position.*

140. The figures of income and expenditure of the Bombay Port for the last five years are given below:

Year	Total Income	Total Expenditure	Surplus (+) Deficit (-)
1950-51	6,58,15,413	6,04,61,977	+ 53,53,536
1951-52	8,21,61,942	6,35,31,965	+ 1,86,29,977
1952-53	7,72,47,223	6,98,20,647	+ 74,36,576
1953-54	7,53,19,473	7,57,97,093	- 4,77,620
1954-55	8,06,48,845	7,23,55,189	+ 82,93,676

141. From the above figures, it will be seen that in 1951-52, the Port had surplus of nearly Rs. 2 crores. The Committee suggest that efforts should be made to regain this level of surplus by improving the efficiency of the Port.

(e) *Some Suggestions*

142. Attention of the Committee has been drawn to certain drawbacks in the working of the Bombay Port and certain suggestions have been made to remedy the same. The Committee summarise them below and recommend that the Ministry should give very careful and prompt attention to these items and take remedial measures on the lines suggested as far as feasible:

(i) *Siltage*: Early steps should be taken to have the berths and the approach channels sufficiently dredged.

- (ii) There is shortage of cranes, Locos and Wagons. Shortage of cranemen, engine drivers and supervisory staff is also very acute. This shortage should be made good.
- (iii) There is no periodical testing of cranes. They are tested only when there is actual breakdown. In view of anticipated large movements, some arrangement must be made to test cranes.
- (iv) There is no regular repair berth available at Bombay. Looking to the number of ships visiting this port, it is essential that the port should have lay-up berths where ships can lie for long periods of repair.
- (v) As colliers generally have deep drafts, at least one deep coal berth should be provided so that turn-round of vessels may be expedited.
- (vi) While vessels wait in steam, adequate fresh water is not available quickly, particularly when there is congestion in port. Similarly when all berths are occupied there is difficulty in getting enough water due to low pressure which adds to the congestion in Port.
- (vii) Poor stacking and clearing is a problem in the Bombay Port. This should be tackled vigorously, if necessary, by appointing a special officer for the purpose.
- (viii) Many importers are inclined to use the Port Trust areas as their store-houses. This might be discouraged by increasing the demurrage charges and reducing the number of free days for storage.
- (ix) More dumping grounds for iron and steel need to be provided.
- (x) Facilities for discharging lighters overside are now totally inadequate. The Frere basin may be developed for this purpose.
- (xi) There is still a serious shortage of tractors, fork-lift trucks of mobile cranes and mechanical contrivances of all kinds. This shortage should be gradually removed. There has been, no doubt, increase in the availability of mechanical equipment, but the efficient use of these has been handicapped by lack of competent drivers. This should be remedied.
- (xii) Oiling and maintenance work of cranes is done during work hours instead of between shifts or in the morning, causing loss of valuable working time. This should be remedied.

- (xiii) **Cranemen often absent themselves from their posts for long durations. This should be remedied by proper and strict supervision.**
- (xiv) **Wharf and road surfaces in the Port area are in urgent need of repairs.**
- (xv) **More commodities should be brought under the piece-rate system particularly iron and steel, the rate of handling of which is exceptionally slow.**

IX. MADRAS PORT

A. Introduction

143. The Madras Harbour is an artificial Harbour of about 200 acres encroaching into sea upto 30 feet contour from low water line enclosed with break waters and quays on all sides. The 200 acres enclosed water basin has an entrance 400 feet wide on the North side. The ships stay alongside the berths inside this Basin or at moorings. The depth inside this Basin is maintained at 30/ below datum.

144. Prior to the construction of the Harbour in 1876 the boats and lighters used to carry passengers and cargo between ships anchored about 3 miles from the shore opposite St. George Fort. Due to rough seas, sea spray and cyclonic conditions in the Bay of Bengal there was heavy damage to the cargo, lighters and vessels. Between 1876 and 1890 two break waters were constructed at right angle to the foreshore and between 1890 and 1896 the sea side sea-wall was constructed with an entrance for the vessels in its middle. This sea-wall was totally damaged by a severe cyclone in 1896. The present Harbour Sea-wall was built on the shattered foundation of the old sea-wall with 30 tons concrete blocks laid on slice work. 30 tons concrete blocks were thrown on the sea side of this wall as a protective measure.

145. Owing to rough seas, navigation through the entrance was found difficult. Besides, this entrance started silting up heavily, due to sand accretion. Later on, between 1905 and 1911 this entrance to the Harbour Basin was closed and a new entrance was opened in the north eastern corner of the harbour. The entrance was sheltered by a protective projecting arm 1600/long. In 1916, the head of this projecting arm was shattered owing to heavy cyclone and a 5000 tons caisson head was provided just inside the old shattered position. This structure withstood the fury of the severest cyclonic stores upto date.

146. The present capacity of the harbour is to accommodate 1 vessel along the East quay with 26/draft, 5 vessels along the West quay with draft varying from 28 to 30 feet, 2 vessels along the South quay for vessel of 28 to 30 feet draft and 3 berths along North quay with 28 feet draft, 6 mooring berths inside the Basin and one oil berth outside the Harbour for highly inflammable petroleum products. The total number of vessels which could be accommodated at a time including moorings and the oil berths outside is 18. Owing to the effect of heavy swell during the monsoon, the oil berth outside the harbour is unusable for about 4 months in the year. The swell entering through the entrance also affects the vessels berthed alongside South quay for about 4 to 5 days in the year. During this period the vessels are brought to mooring berths.

All the quays are served by a mixed gauge railway.

B. Management

147. The Madras Port Trust Act 1905 was enacted by the Government of Madras as a result of which a Statutory Body for the Madras Port Trust Board for controlling import was created. The Board consists of a Chairman appointed by the Central Government and nineteen other members, nine of whom are elected by Chambers of Commerce, one by the I.N.S.O.A., one by the Corporation of Madras, four officials of the Central Government, two representatives of labour interests who are nominated by the Central Government, one member nominated by the State Government and the Municipal Commissioner.

148. Appendix X indicates the organisational set up of the Madras Port.

149. The Principal departments of the Port are Accounts, Engineering, Stores, Traffic, Port, Medical, Legal, and Labour. The consulting Engineers in London are Messrs Rundel, Palmer and Tritton.

C. Traffic Handled at the Port

150. The figures of export and import traffic handled at the major port during the last 5 years are given below:—

Year	Import ton	Export ton	Total ton
1951-52	1,854,682	300,138	2,154,820
1952-53	1,869,082	335,685	2,204,767
1953-54	1,641,325	494,610	2,135,935
1954-55	1,716,301	485,069	2,201,370
1955-56	1,703,243	591,838	2,295,081

approximate.

151. Appendix XI gives (i) total number of ships that entered and cleared the Port together with their net registered tonnage and (ii) the number of ships with their flags and total quantity of imports and exports carried by them in India's Overseas trade.

D. Congestion in the Port

152. The statement showing particulars of congestion that occurred in the last three financial years at the Madras Port due to heavy influx of import and export traffic is at Appendix VII. The main reasons for the congestion in the Port were as under:—

- (i) Labour unrest.
- (ii) Shortage of Locomotives & wagons.
- (iii) Delay on the part of customs authorities.
- (iv) Priority accorded to vessels bringing foodgrains on Government account.
- (v) Manual handling of ores instead of mechanical handling.

153. Although the increased facilities that will be available on account of the various development works in the Port, will increase the handling capacity of the port, this would be more or less offset

by the increased traffic which the port will have to handle. In this connection, the Committee give below the observations of their sub-Committee which visited Madras:

“The way in which the development of the Madras Port was taken up in the First Five Year Plan did not appear to be satisfactory. A careful examination of the question whether the needs of the developing industrial expansion and trade during the Second Five Year Plan and their impact on the volume of traffic that will have to be handled in the various major, intermediate and minor ports have been assessed properly and how far the development programme would be able to cope with the traffic at the end of the Plan would seem to be called for.”

E. Five Year Plans

154. So far this Port is concerned the total outlay on the schemes included in the First Five Year Plan was Rs. 774.15 lakhs out of which Rs. 407.65 lakhs were to be spent during the First Plan period. As some of the schemes had subsequently to be dropped and likely expenditure on others was estimated to be less, a revised figure of expenditure of Rs. 310 lakhs was envisaged during the plan period. The port authorities were, however able to spend only Rs. 139.31 lakhs upto the end of the First Plan period. The schemes undertaken and the estimated cost and the progress of work are indicated below:—

	<i>Rs. in lakhs</i>
1. Measures to counteract sand menace.	28.00
2. Purchase of two locos.	3.36
3. Acquisition of 48 new wagons and 58 second hand wagons.	7.55
4. Replacement of Launch St. George (Launch fitted with echo sounding equipment)	1.17
5. Acquisition of the dumb barges and four new cargo barges.	2.52
6. Wet Dock Stage I Part A	109.72
7. Mobile cranes. Three nos.	2.84
8. Acquisition of land 87 acres.	26.60
9. Housing schemes for employees	16.00
10. Wet Dock Stage I. Part B	79.31
11. Administrative Offices	7.31
12. Coal and ore handling equipment.	15.00
13. Oil Dock.	10.50
14. Elevating stackers	.80
	310.68

155. The works under items 2, 5, 8 and 11 have been completed and under item 3 acquisition of the 58 second hand wagons only has been completed.

156. Under the staff housing scheme, only 19 staff quarters of type III, IV and V have been completed. The provision made in the First Plan of the Housing Schemes for the employees was only Rs. 16 lakhs against Rs. 105·47 made by Bombay Port and Rs. 137·78 lakhs by Calcutta Port. The construction of only 19 quarters for the staff against the provision of only Rs. 16 lakhs cannot but be regarded, as extremely unsatisfactory. The importance of providing suitable housing facilities to the employees does not appear to have been properly appreciated by the Madras Port Authorities. The Committee recommend that this question should be given greater attention during the Second Plan period.

157. The Madras Port has spent Rs. 139·21 lakhs out of an allotment of Rs. 310·68 lakhs. The reasons for the heavy shortfall in expenditure during the First Plan as furnished by the Ministry are (i) Decision to include Port development projects in the Plan and the extent to which central assistance should be made available was taken only after about two years of the Plan period had elapsed; (ii) the nature of the schemes is such that much time is required for preliminary work of preparing project reports and estimates, (iii) sizeable portion of the expenditure is for the purchase of equipment orders for which have been placed and delivery is expected during the Second Plan period, (iv) the start of major works for the construction of three jetties in the harbour was delayed for four to five months consequent on one of the tenderers raising in the court of law certain points on the basis of his having laid out certain proposals adopted by the Trust in its lay out, (v) a further delay of about four months was caused in the manufacturers supply of steel required for the jetty work; (vi) delay in the supplies of steel for the works, (vii) unforeseen difficulties arising in procurement and training of technical personnel; and (viii) delay in acquisition of land for housing.

158. The Committee hope that such shortfalls will not be allowed to occur in the Second Plan.

159. It appears that the provision made for housing and other facilities for employees does not compare favourably with those made by Bombay and Calcutta. The Committee, therefore, suggest that the Madras Port Trust should depute a team of senior officers to visit Bombay and Calcutta to study the various facilities provided to the staff by those two ports and then draw up a suitable staff welfare scheme which should be incorporated in the Second Plan.

160. In the Second Five Year Plan a sum of Rs. 1·47 crores has been provided in addition to Rs. 7·69 crores carried over from the

First Five Year Plan period. The major items of improvement are as under:—

I. Carried over from the First to the Second Five Year Plan

(A) Docks and Berths

(1) Wet Dock Stage I Part A	127·67
(2) Wet Dock Stage I Part B	566·43
(3) Acquisition of Land (86 acres)	6·40

TOTAL 700·50

(B) Sheds, Warehouses and other Buildings

(1) Administrative Officers	15·71
(2) Replacement of "W" Warehouse	8·47
(3) "J" Warehouse	7·45
(4) Banded Warehouse	1·00

TOTAL 32·63

(C) Floating Craft

(1) Measures to counteract sand menace (Acquisition of 1000 ton steel Hopper Barge)	15·00
(2) New Launch in Replacement of Launch St. George	0·01

TOTAL 15·01

(D) Port Equipment

(1) Acquisition of Mobile Cranes	2·84
(2) Acquisition of Elevating Stackers	0·48

TOTAL 3·32

(E) Improvement to Workshop

(1) Additional buildings	1·50
(2) Railway Sidings for workshop	0·50
(3) Plant and Machinery	4·51

TOTAL 6·51

(F) Housing

(1) Purchase of Land for construction of houses for low paid employees	36·05
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TOTAL 36·05

(G) Welfare Schemes

New Hospital and dispensary	4·98
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TOTAL 4·98

(H) Miscellaneous

(1) Improvements to Groundnut Oil Farm	0·38
(2) Extension of South Boundary Wall	0·09
(3) South side Drainage Scheme	0·21
(4) Special establishment for non-wet Dock Works	0·12

TOTAL 0·80

Deduct Rs. 30·48 lakhs incurred towards purchase of Stores in suspense account

(—) 30·48

GRAND TOTAL 769·32

I. New Schemes**(A) Docks and berths**

(1) Bridges over entrance to Boat Basin and Wet Dock	6.00
(2) Oil Dock	55.00
TOTAL	61.00

(B) Sheds, Warehouses and other Buildings

(1) Transit shed (Centre Berth)	8.00
(2) New Signal Station and residual Offices	7.00
TOTAL	15.00

(C) Floating Craft

(1) Purchase of New Dredger	50.00
TOTAL	50.00

(D) Port Equipment

Coal and Ore handling equipment	21.00
TOTAL	21.00

GRAND TOTAL	147.00
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GRAND TOTAL FOR I and II	916.32
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The new dredger is required for dredging upto 40 feet depth in Swelly sea outside the Harbour all the year round and for maintenance dredging outside the Harbour. It is a vital need for the efficient working of the Port. To ensure the efficient handling of coal and ore at the Port, the necessary equipment for it has to be provided at a cost of Rs. 21 lakhs.

F. Miscellaneous**(a) Study of Depths—Dredging**

161. Dredging at the approaches of the port is being continuously studied from year to year. The main problem of the harbour in the sand menace *i.e.* silting by the sand which travels towards north along the east coast. The problem could not be solved by extending the walls, and dredging has to be resorted to. On an average, one million tons of dredging has to be done in a year. The existing plant is being utilised for intensive dredging and the Committee are glad that it has been decided to buy a new dredger of a bigger capacity for dredging outside the harbour.

(b) Shortage of technical personnel

162. The problem of technical personnel shortage has been met by recruiting retired engineering personnel in few cases and giving training to fresh personnel. The advice of Port Trusts' Consulting

Engineers Messrs. Rendel, Palmer Tritton of London is sought on major designs and constructional aspects as regards wet docks and the entrance to it and as regards purchase of a special dredger for dredging outside the harbour.

(c) *Staff Welfare Measures*

(i) *Staff Welfare Fund*

163. The Port Trust contributes Rs. 15,000 to the staff welfare fund from which contributions are paid to the Staff Institute. Financial assistance is given to employees and members of their families in acute distress from this fund. A dispensary is also run for giving free medical treatment to employees and their families.

The following scholarships are granted:

- 10 scholarships of Rs. 10 p.m. tenable for 6 years.
- 3 scholarships of Rs. 25 p.m. tenable for 4 years, for completion of degree, mechanical and engineering courses.
- 3. scholarships of Rs. 15 p.m. tenable for 3 years for technological courses.

The Port Trust runs canteens and has recreational facilities.

(ii) *Housing*

164. Only 18% of the workers have been provided housing accommodation. There is a proposal to build 400 units at Tondiarpet. In this connection, the Committee refer to their observations and recommendation made earlier in paras 156 and 159.

(d) *Financial Position*

165. The figures of income and expenditure of the Madras Port for the last 5 years are given below:—

Year	Total Income	Total Expenditure	Surplus Deficit
1950-51	1,31,03,662	1,22,85,873	+ 8,14,789
1951-52	1,45,76,763	1,54,34,658	- 8,57,895
1952-53	1,56,58,414	1,61,70,656	- 5,12,242
1953-54	1,32,37,380	1,19,12,949	+ 13,24,431
1954-55	1,35,90,837	1,23,68,419	+ 12,22,418

(e) *Sand Menace*

166. The difference between the high and low water at Madras is only 2.4 feet. The centre of the harbour is dredged to 31 feet, but the main problem of the port is the so called 'sand problem' that is the disposal of sand travelling up and down the east coast of India. The harbour approaches have to be kept clear and the harbour itself maintained to requisite depth by dredging. The problem is being studied and certain experiments by erecting a solid wall 216 feet long further eastwards are being conducted.

167. The littoral drift on the east coast starts from Pt. Calimere and runs right upto Puri. By digging a pit opposite to Vizagapatam Port, it has roughly been estimated that about a million tons of sand accumulate. By a study of the breakwaters, wave currents, wave heights etc. and a model study as to how to extend the breakwater, the sand menace can be deflected and a solution found. Although it may not be possible to eliminate the sand menace altogether, a spur or groin can push the sand to the deeper water.

168. Another problem which the Port faces is that of "range in the harbour". The port cannot hold large ships in cyclonic storms, which are experienced from time to time from October to January. The shallow coastal shelf at Madras in narrow, ocean depths are comparatively close in shore and the seas that enter the harbour consist of deep translatory waves. During cyclonic storms these set up a range in the harbour, which on occasions, break the ropes of ships and prevent them working at one or more quays, though not usually at moorings.

169. The Committee recommend that these two problems may be given top priority for study in the Research Station at Poona, as much time is likely to elapse before the results of the model study are available.

(f) *Some suggestions*

170. Attention of the Committee has been drawn to certain drawbacks in the working of the Madras Port and certain suggestions have been made to remedy the same. The Committee summarise them below and recommend that the Ministry should give very careful and prompt attention to these items and take remedial measures on the lines suggested as far as feasible:

- (i) The total of 9 berths at Madras are now insufficient to meet the demands of the growing traffic at the port. Whenever passenger ships or ships with railway rolling stock arrive, ships already on berth are shifted in order to accommodate the former. As a result of shortage of berths, vessels have to wait outside for period varying from three to ten days. The lighter capacity is also inadequate, as a large portion is out of commission. The port remains extremely congested all the year round. Vigorous steps should, therefore, be taken to modernise and expand the port with a view to giving more berthing facilities, like increasing the number of berths, discharge facilities both in the form of added lighterage strength and in the form of installations and equipments on shore and extensive warehouse accommodation.
- (ii) Transit space and storage accommodation for cargo is limited and the port is subject to congestion if the quantity of uncleared cargo exceeds 15,000 tons. The storage accommodation, therefore, should be increased further.

- (iii) There is insufficient dumping space for ore which is being shipped in increasing volumes. As ore is being dumped on the quayside wherever there is space, the existing handling facilities cannot be fully utilised. The ports at Kakinada, Masulipatam, Cuddalore and Pondicherry should therefore be utilised to a greater extent for the export of ores to relieve pressure on Madras. These ports should be provided with larger supply of lighters than at present. The last two ports named above also require an improvement in their rail facilities. At Cuddalore, dredging bar is essential as loaded barges are unable to cross on some days.
- (iv) Additional handling facilities such as fork-lift trucks, mechanical stackers, tractors, trailers etc. should be provided to cope with the growing amount of difficult cargoes such as rails, machinery etc. There is shortage of wagons and licensed carts. This should be made good.
- (v) Extension of hours of delivery of cargoes from the sheds to speed up clearance, speedy renewal of floors of the transit sheds and the cementing and the complete renewal of the West Quay to facilitate the movement of trolleys and vehicles should be provided for.
- (vi) Since heavy quantities of iron and steel are being imported, it is very essential to create dumps for the reception of this cargo, as has been done in Bombay.
- (vii) Tug should be provided to tow the loaded empty boats from and to the vessel.
- (viii) Piece-work system of payment should be introduced as early as possible.
- (ix) A floating heavy lift crane should be provided.
- (x) Additional wagons should be acquired by the Port Trust, after making a careful assessment of the requirements.
- (xi) A special officer should be appointed to coordinate and control various work to enable quick clearance of cargo both from quay and shed; to take suitable measures to expedite passing of Customs and other documental procedure.

The present strength of Customs staff should be augmented in view of the fact that the port is working round the clock.

X. KANDLA PORT

A. Introduction

171. The Government of India constituted an Expert Committee (known as the West Coast Major Port Development Committee) to carry out *inter alia* an investigation relating to the need for location of a deep sea port on the stretch of the coast covering Kathiawar and Kutch. The Committee made a careful study of all relevant data visiting all existing ports and likely sites and held discussions with the various interests concerned and in their report unanimously recommended that the need for a major port on this stretch of coast was immediate and imperative and that it should be sited at Kandla. The Government of India agreed with this view and took a decision to develop Kandla as a major port. In accordance with that decision, land values in the area adjoining the port were frozen, the necessary organisation was set up under a high level officer designated as the Development Commissioner, Kandla and preliminary investigations necessary for the constructions of a port conducted. The undertaking of the project was approved by the Standing Finance Committee in May, 1949. The first stage of the project involved the construction of a wharf capable of accommodating four large ships, a lighter basin, transit sheds and warehouses and oil jetty, roads and communications within the port area, arrangements for the distribution of water and power within the area, quarters for the officers and the staff and other ancillary structures, purchase of floating craft and other plant and equipment, the acquisition of 42 sq. miles of land which would form the property of the port etc. The first stage is estimated to cost about Rs. 14.15 crores and is adequate to meet the needs of the traffic expected to pass through the port during the first few years. The plans, however, leave scope for further expansion of the port according to the growth of the traffic passing through the port in later years particularly after the broad gauge link is completed.

172. The main harbour works started on 1st September, 1953 are expected to be completed by April, 1957. The Bunder and oil jetty have already been opened. The cargo jetty (first half) has just been completed and the second half is expected to be completed by April, 1957.

B. Management

173. The chart showing the organisational set-up of Kandla port is given in Appendix XII.

174. The set-up of the Kandla Port Development Organisation is divided into two parts:

- (i) capital
- and (ii) revenue.

The capital side is concerned with the development of the Port of Kandla and the township of Gandhidham whereas the Revenue side looks after the maintenance of the existing port as well as the portions already completed and transferred to that side from time to time. It also collects the revenue at the port and is responsible for the safe navigation of vessels as also the loading, unloading and the movement of cargo.

(a) *Capital Side*

175. The construction works are managed by two Superintending Engineers, one for the harbour works and the other for general works. They are assisted in the discharge of their duties, by three Executive Engineers, a Mechanical Superintendent and a Stores Officer-in-charge as detailed in the Chart.

176. The town development is a separate project for all practical purposes. This section is entrusted with the task of developing the areas in the township of Gandhidham taken over by the Government and also assisting the Development Commissioner in the enforcement of provision of the revised base deed with Sindhu Resettlement Corporation which is responsible for part of the township development (2600 acres).

(b) *Revenue Side*

177. The Deputy Conservator is responsible for the movement of vessels in and out of the Port. The traffic Manager looks after the handling of cargo passing through the port while the Accounts Officer (Port) is in charge of the accounts. The head of the Engineering Department maintains the assets including lands of the port. At present, the Superintending Engineer (Harbour) carries out the functions of the Head of the Engineering Department in the Revenue side. He looks after the maintenance of all existing structures at the port and those transferred from the capital side from time to time.

178. The Development Commissioner is in over-all charge of the administration of the port including town development. He is assisted in all financial and accounts matters relating to the Capital Port and Township Project as well as the Revenue side by the Financial Adviser and Chief Accounts Officer.

C. *Traffic handled at the Port*

179. The figures of export and import traffic handled at Kandla during the last six years are given below:

Year	Import (tons)	Export (tons)	Total (tons)
1950-51	6,137	19,398	1,49,535
1951-52	66,689	64,748	1,31,437
1952-53	48,478	1,18,748	1,67,226
1953-54	34,859	84,262	1,19,121
1954-55	47,211	1,12,572	1,52,593
1955-56	2,05,390	1,02,512	3,07,902

180. It will be seen from these figures that there has been a distinct and substantial increase in the amount of traffic handled at this port during 1955-56. The Committee are of the opinion that with the development of the major port of Kandla and the intermediate ports of *ex-Saurashtra*, a stage has now been reached when more or less, clearly demarcated hinterlands should be demarcated for Kandla and the intermediate ports of *ex-Saurashtra*, so as to relieve pressure on Bombay which is getting congested with the increasing tempo of traffic.

181. With the rapidly increasing traffic at Kandla port, additional handling facilities by the Railways are necessary. The Committee suggest that this question should be jointly reviewed by the Ministries of Transport and Railways and necessary action initiated at an early date.

D. Progress of the Development Schemes

182. The main items of work undertaken, and the progress made in each of them are given below (as on 15-1-1957):

Name of work	Progress
1. Major Harbour works comprising of construction of :	
(a) Bunder Basin	Completed.
(b) Passenger Basin	One of the two passenger berths was completed and declared open to traffic in October, 1956. The remaining one is scheduled to be completed shortly.
(c) Cargo jetties including transit sheds.	One will be completed shortly, second by the middle of February, third by the end of March and fourth by April, 1957.
(d) Land reclamation and shore protection work.	Most of it has been completed.
(e) Oil Jetty	Completed.
(f) Floating Dry Dock berth	A major part of the work on this item has already been completed and the remaining portion will be completed shortly.
(g) Heavy lift berth	Completed.
(h) Double storeyed warehouses	Completed.
2. Oil Pipe Lines and allied machinery and structure.	Laying of the oil pipe lines and construction of the main building for the Booster Pumping Station have been completed. Erection of pump is in hand. The white oil pipe line is already in operation. The black oil pipe line will be put in operation before March, 1957 and the various pumps will be completed in 1957.
3. Staff quarters and social amenities for those quarters at New Port Site.	Most of the residential quarters and amenity centres are complete and the remaining will be completed in March, 1957.
4. Kandla Port Model experiments at Poona.	In progress at Poona.
5. Beacons in Kandla Creek	Completed.
6. Roads at New Port Site	Most of these have been completed.
7. Purchase of floating	Completed.

- | | | | |
|--|---|---|---|
| 8. Workshop at New Port Site | . | . | Expected to be completed by June, 1957. |
| 9. Power House at New Port Site | . | . | Completed. |
| 10. Purchase and erection of crane | . | . | Expected to be completed in '57. |
| 11. Buoys, Moorings and other navigational aids. | | | Except buoys, most of them completed. |
| 12. Purchase of : | | | |
| (a) Tug | . | . | Completed. |
| (b) Launches | . | . | Completed. |
| (c) Misc. Port equipments | . | . | Almost completed. |

183. The total expenditure on the works as estimated in the first instance was Rs. 12.95 crores. Due to fluctuation in prices and various other reasons it was noticed that the Project would not be completed within the amount and the cost was raised to Rs. 14.13 crores.

184. The first stage of the Major Port of Kandla consists of the following units:—

1. Bunder
2. Oil Jetty.
3. Passenger Berth
4. Cargo Jetty.
5. All other auxiliary works like roads, railways, water supply, staff quarters, office building etc.

185. The Bunder was opened to traffic on the 2nd October 1955 while the oil jetty was declared open on the 8th April, 1955. The passenger berth is ready now. The construction of the cargo jetty consists of four berths of which two were completed and formally opened to traffic on 3-3-1957, the remaining two are expected to be completed shortly. Works in item 5 have been progressing and keeping pace with the needs of the Harbour units.

186. The progress of work at Kandla port has been somewhat behind the schedule, the main reasons for which are:—

- (i) frequent shortages of cement,
- (ii) shortage of steel due to overall shortage of steel in the country, and
- (iii) late arrival of the dredgers and some cranes from United Kingdom etc.

E. Development of the Gandhidham Township

187. When the decision to develop the major port at Kandla was first taken it was decided that the responsibility for developing the adjacent township of Gandhidham should be entrusted to the Sindhu Resettlement Corporation, a Joint Stock Company in which the Government had invested Rs. 50 lakhs being 25 per cent. of share capital of the company. The machinery set up to give effect to this decision has not functioned effectively and the Ministries of States, Transport and Finance have after several discussions decided to restrict the

operations of the Company to a small area and to entrust the general responsibility for the development of the township to the Development Commissioner, Kandla. This will include the development of land, construction of main roads, sewage and drains and provision of adequate supply of water. A sum of Rs. 75 lakhs was provided in the Budget Estimates for the year 1954-55 for this purpose. This provision was accepted by the Ministry of Finance (C.D.) subject to the concurrence of the Planning Commission to provide funds for this expenditure during the Plan period. Owing to delay in the execution of the revised lease deed with the Sindhu Resettlement Corporation an expenditure of only Rs. 16,50,720 was incurred during the year 1954-55. During the year 1955-56 also only Rs. 19.01 lakhs was expected to be spent against a provision of Rs. 75 lakhs. The revised lease deed with the Sindhu Resettlement Corporation has now been signed. The Budget Estimate of Rs. 60,00,000 for the year 1956-57 has been prepared taking into account past actuals and the expected increased pace of works.

188. The Planning Commission has agreed to the scheme of the development of Township of Gandhidham in principle. The detailed plans and estimates of the scheme are expected to be finalised soon as a consulting architect from the firm of M|s Ballardie Thompson and Mathews, Calcutta, has recently been engaged for drawing lay-out plans.

189. The Committee have no doubt that gradually Kandla Port will develop into one of the important ports of the country comparable with Calcutta, Bombay and Madras. They recommend that special care should be taken in the development of the Township to ensure that it gets all advantages of a properly planned city. There should also be a provision for a model labour colony. It should be one of the responsibilities of the Development Commissioner to ensure that no slum areas spring up in the Township, as is the case with Calcutta, Bombay and Madras. Efforts should also be made in the direction of providing adequate facilities for seamen on the same lines as at other modern ports.

F. Authorised and Posted Strength

190. The following statement gives the authorised and posted strength on 1-4-1956:

	Sanctioned Strength	Posted Strength	Shortage
<i>Revenue side.</i>			
Officers	14	9	5
Ministerial Staff	86	71	15
Non-Ministerial Staff	249	132	117
Class IV Staff	437	299	138
<i>Capital side.</i>			
Officers	33	28	5
Ministerial Staff	319	207	112
Non-Ministerial Staff	200	158	42
Class IV Staff	237	205	32

191. The variation is considerable on the revenue side while on the capital side the variation is not much except in respect of non-ministerial staff. The reason for the variation on the revenue side is because posts were to be filled up as and when traffic increased. The posts are being filled up gradually as the demand rises.

192. On the capital side the reason is shortage of technical personnel in the country and the unwillingness of the people to work in this out-of-the-way place. Even men who join the organisation leave it from time to time. The Committee recommended that till Kandla is fully developed, the feasibility of attracting the right type of technical personnel may be explored by giving them an extra allowance besides housing and other facilities.

G. Miscellaneous

(a) *Study of Depths—Dredging*

193. There is a bar at the mouth of the Kandla Creek and the problem of the channel through the bar is being studied at the Poona Research Station in order to devise ways and means of deepening and widening the channel. If deepening and widening is decided upon, then this can be done only by dredging and maintenance dredging will be necessary to maintain the depth and width after initial capital dredging.

(b) *Housing*

194. Out of 923 quarters provided for in the First Five Year Plan 476 and 240 have been built at Gandhidham and old Kandla Port respectively while the balance of 207 are under construction in the new Kandla Port. After construction this will accommodate about 60 per cent. of the staff. As there is paucity of accommodation the Committee suggest that efforts should be made to provide quarters for at least 80 per cent. of the staff that will ultimately be serving in the Port.

(c) *Additional Provision of barges etc*

195. The present strength of barges at Kandla is 23. From 2nd October, 1955 all work is being done in basin where general cargoes are loaded and discharged in barges and brought ashore. The number of barges is not adequate to cope with the increase in traffic. The barges of Kandla Port have also to cater to salt exports from Mundra and Jakhau, two new roadsteads for loading salt. Number of barges should be substantially increased. Besides barges, the number of tugs and launches should also be increased to cope with the increasing demands for towing barges, transportation of labour, staff etc.

XI. COCHIN PORT

A. Introduction

196. The Port of Cochin is situated on the West Coast of India. It was the first European settlement in the East. In 1500, the Portuguese Admiral Cabral brought his fleet into the Harbour. Vasco de-Gama arrived in 1502 and died there. The first European building in India was erected near Cochin in 1504 A.D. The Dutch took Cochin from the Portuguese in 1663 and remained there, till 1795 when they were succeeded by the British.

197. The first combined effort for the development of the Port of Cochin on modern lines was made in 1920. In 1925, the Government of Madras, the then Princely State of Travancore-Cochin and the Central Government entered into an agreement for the development of Cochin Harbour.

198. The Port was declared as major port in 1936.

199. The Port of Cochin is built in a fine natural harbour giving access to about 125 sq. miles of navigable breakwaters. Even in the worst monsoon weather, vessels can lie comfortably in the Harbour and carry on landing and shipping operations without interruption. The main wharf belonging to the Port is located on Willingdon Island which is an island about 780 acres in area created by reclamation. It has sixteen stream berths, one of which is a swinging berth capable of taking vessels upto 650 ft. in length and 30 ft. in draught. There are also three tanker berths. Cargo is landed and shipped into vessels into stream moorings by means of lighters and oil is handled by barges. In addition there is a deep-water wharf 2,200 ft. long which can accommodate four 450 ft. vessels at a time.

200. There is a small dry dock 240 ft. by 44 ft. which is primarily intended for docking the dredgers and other crafts belonging to the Port.

B. Management

201. The Port is directly administered by the Central Government through an Administrative Officer who has under him adequate engineering and other technical staff. He is assisted by an Advisory Committee on which the commercial community, the customs authority and the Railways are represented. There are ten members in the Cochin Harbour Advisory Committee. Two members are appointed by the Government of India, four are nominated by the Government of Travancore-Cochin and four are elected from the Chambers of Commerce and the Municipalities. Contract labour handles cargo, and

stevedoring also is done by private firms. The port has no special problem except that of expensive dredging for maintaining adequate depth of water in the channel.

202. The organisational set up of the Cochin Port Administration is given in Appendix XIII.

C. Traffic Handled at the Port

203. The figures of export and import traffic handled at the Port during the last 5 years are given below:—

Year	Import (tons)	Export (tons)	Total (tons)
1950-51	1,098,214	248,964	1,347,178
1951-52	1,262,638	318,209	1,580,847
1952-53	1,224,851	326,443	1,551,294
1953-54	1,233,501	323,681	1,557,182
1954-55	1,197,956	353,663	1,551,619

204. Appendix XIV gives (i) total number of ships that entered and cleared the port together with their net registered tonnage and (ii) the number of ships with their flags and total quantity of imports and exports carried by them in India's overseas trade.

D. Five Year Plans

(a) First Five Year Plan

205. The expenditure to be incurred during the First Plan period was estimated at Rs. 312 lakhs out of which only Rs. 68 lakhs was spent. The development schemes were included with a view to increase the handling capacity of the Port to a maximum of two million tons.

206. The works completed include a coal berth, 2 oil berths and 2 warehouses, construction of another coal berth, black oil installations and a wharf capable of accommodating four ships is in progress. The statement showing the details of the works undertaken and the work done is given below:—

Name of work	Estimated Cost	Expenditure upto end of March, 1956
1	2	3
Construction of a ware house 383' x 90' north of tea warehouse	6,75,570	4,21,452 (completed)
Construction of a third warehouse 400' x 728' at north end of wharf	3,68,900	2,35,573 (completed)

1	2	3
Construction of a coal berth south of wharf	3,19,300	3,07,962 (completed)
Black Oil Installation north end of Willingdon Island	9,16,830	2,41,820 (in progress)
Construction of an oil tanker berth in the Ernakulam Channel with pipe line connection	17,35,740	13,95,390 (in progress)
Construction of main road on Willingdon Island	3,69,870	3,62,623 (completed)
Construction of additional roads on Willingdon Island	1,00,530	97,591 (completed)
Four numbers Electric Cranes]	*9,73,800	
Purchase of New Tug	*15,48,000	2,52,960
<i>Four Additional Wharf berths on the Ernakulam side of Willingdon Island</i>		
Construction of a cement storage shed	81,600	60,975 (completed)
Construction of a new labour canteen at the site of the proposed four berth scheme	‡ 13,080	12,432 (in progress)
Wharf Cranes 12 numbers	30,00,000 (indents placed)	
Construction of wharf 2207'-6" long	1,22,11,000	21,78,138 (in progress)
Transit sheds 4 Nos. 400' x 120' each	20,04,000	
Construction of warehouses for the new Four Berths wharf.	9,41,000	1,86,438 (in progress)
Miscellaneous Buildings	53,100	
<u>Water bound Macadam Roads</u>	3,55,600	
<u>and Surfacing of Wharf</u>		
Water supply and pipes for bunkering ships	2,74,700	
Electricity	*9,50,000	
Railways	** 10,91,800	
Dredging & reclamation	11,14,000	4,409 (in progress)
Offices, store sheds, compound walls etc.	3,24,600	19,333 (in progress)
Metre gauge facilities	** 21,45,000	..
	3,13,18,000	58,66,895

*Orders have been placed on Director General of Supplies and Disposals.

**S. Rip. will be executing the work.

(b) *Second Five Year Plan*

207. In the Second Five Year Plan a sum of Rs. 1.98 crores has been provided in addition to Rs. 2.04 crores carried over from the First Plan period. The major items of improvement are as under:—

I. *Carried over from the First to the Second Five Year Plan..*

Rs. in lakhs

A. *Dock and Berths*

(i) Four additional wharves	140·00
TOTAL	<u>140·00</u>

B. *Port Equipment*

Rs. in lakhs

(1) Four cranes for existing wharves	10·00
(2) Twelve Cranes for four additional wharves	30·00
(3) Purchase of a tug	4·50
TOTAL	<u>44·50</u>

C. *Railway facilities*

TOTAL	<u>20·00</u>
GRAND TOTAL	<u>204·50</u>

II. *New Schemes*(A) *Dock and Berths*

(1) Providing a continuous platform 350 feet in length to coal berth	7·00
(2) Construction of a berth at Port Cochin	4·00
(3) Berth for Second Tug	1·50
(4) Coal Berth	10·00
TOTAL	<u>22·00</u>

(B) *Sheds, Warehouses and other buildings*

(1) Office extension	2·50
(2) Warehouses 450' × 90' at new wharf	9·00
(3) Transit shed at B.T.P. 150' × 80'	1·30
(4) Shifting of B. G. Goods shed facilities to the South of Wharf	5·00
(5) Miscellaneous Structure	1·00
TOTAL	<u>18·00</u>

(C) *Lighting*

(1) New Light House	20·00
(a) Channel Lights	10·00
(3) Radar Reflector for fair way buoy	0·25
TOTAL	<u>30·25</u>

(D) Floating Craft

	Rs. in lakhs
(1) One Hopper Suction Dredger	20.00
(2) One Multipurpose tug for mooring work	6.00
(3) One self propelled grap dredger with 1 hopper and 2 graps.	4.00
(4) Three (100 tons) self-propelled water barges	4.50
(5) One launch to carry about 60 men	0.50
(6) One floating crane	25.00
(7) Fire float	7.00
(8) Salvage equipment for the existing tug 'Cochin'	0.25
TOTAL	<u>67.25</u>

(E) Port Equipment

(1) One tractor and 2 trailors for transport work	0.30
(2) 500 K.W. Generating set for Power House	4.00
(3) One lister auto-truck	0.10
(4) Two for lift trucks	0.25
(5) Tool & Plant	7.50
TOTAL	<u>12.15</u>

(F) Workshops

Workshop machinery	2.00
TOTAL	<u>2.00</u>

(G) Water Supply, Electricity, Drainage and Roads

(1) High level reservoir of 2 lakh gallons	3.00
(2) Water Supply mains and distribution	1.00
(3) Sewage mains to take off from septic tanks	2.50
(4) Roads 12,000' of 40'	5.60
(5) Street lighting and sub-stations	3.00
(6) Distributions	1.25
TOTAL	<u>16.35</u>

(H) Housing :

Houses for staff	20.00
Police Quarters	4.00
TOTAL	<u>24.00</u>

(I) Welfare facilities

Hospital extension	1.50
Total	<u>1.50</u>

(J) Establishment charges

Charges	7.00
TOTAL	<u>7.00</u>

GRAND TOTAL 197.80

GRAND TOTAL I & II 402.30

E. Miscellaneous

(a) Study of Depths—Dredging

208. A special study was made to find out the ways of reducing silting of the Port entrance. The Central Water and Power Commission after model studies at Khadakvasla suggested blocking the Mattancherry Channel near the Mattancherry Road Bridge. This proposal was considered at a Conference of representatives of Port Administration, Navy, and ex-Travancore-Cochin State under the chairmanship of the Director of Poona Research Station. In view of the difficulties that the navy would have to put up with, if the Mattancherry Channel is blocked, the proposal was dropped. Continuous dredging is now the only solution. The recurring cost of dredging at Cochin now is 11·7 to 14·8 lakhs a year for the last four years.

(b) Welfare Measures

209. Library, reading room, etc. are provided for workers. There is also a Co-operative Credit Bank, a primary school, and a hospital with six beds. Thirty scholarships are given annually to children of workmen.

(c) Financial Position

210. The figures of income and expenditure of this port are given below for the last five years:—

Year	Total Income			Total Expenditure			Surplus + Deficit —		
	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
1950-51	61,63,789	12	9	57,01,387	5	8	+4,62,402	7	1
1951-52	75,39,775	12	3	58,43,655	10	1	+16,96,120	2	2
1952-53	71,39,350	14	11	66,72,758	12	6	+4,66,592	2	5
1953-54	73,52,540	1	4	66,90,914	2	7	+6,61,625	14	9
1954-55	79,32,927	15	3	68,41,105	2	8	+10,91,822	12	7

211. From these figures it would be seen that the best results were achieved in 1951-52. There was serious drop in the surplus income during 1952-53, after which there has been steady improvement during two succeeding years.

(e) Some Suggestions

212. Attention of the Committee has been drawn to certain drawbacks in the working of the Cochin Port and certain suggestions have been made to remedy them. The Committee summarise them below and recommend that the Ministry should give very careful and prompt attention to these items and take remedial measures on the lines suggested as far as feasible.

(i) At present Cochin Port authorities take vessels in the Port up to 9 P.M. only. Arrangements should be made to take vessels in the

Port at all times, as is the case at other major ports like Bombay and Calcutta, by having more lights in the channel.

(ii) The present strength of pilots is, at times, not found adequate and vessels are held up for want of pilots. A relief pilot should, therefore, be added to the permanent pilotage strength.

(iii) As regards the coal discharge, there are only two shore discharging berths and more than two colliers are frequently calling at this port. It is necessary to add more coal discharging berths and also to arrange with the railway authorities to dump their coal in case, wagons of sufficient number are not available.

(iv) Arrangements should be made to work all hatches of colliers in stream.

XII VIZAGAPATAM PORT

A. Introduction

213. There being no major port on the 900 miles long stretch between Madras and Calcutta the need was repeatedly felt in the beginning of the present century of providing another major port. It was found that of all the existing minor ports, the one at Vizagapatam situated 487 miles north of Madras possessed the best natural facilities for development into a major port. The Government had also in contemplation the desirability of connecting the Port by rail with Raipur in the interior so as to open a vast undeveloped area. The proposal was sanctioned by the then Secretary of State for India in 1909, but was postponed on account of difficulty in finding funds and the First World War.

214. In 1920 the proposal was revived on the initiative of the Bengal Nagpur Railway and the Railway Board. The Government of Madras, who were administering the then existing minor port, having found themselves unable to provide the funds, it was decided to develop the Port into a minor port under the direct control of the Central Government and the work was entrusted to the Bengal Nagpur Railway. The Port was opened to ocean going vessels in 1933. The Raipur—Vizianagram Railway line had been opened before that time.

215. The Port was worked by the Bengal Nagpur Railway and then its control was entrusted to the Madras Government. However, the Port was again handed over to the Bengal Nagpur Railway (now South Eastern Railway) in 1946 and it continued to be worked by the Railway Administration under the guidance of the Ministry of Railways (Railway Board) until October 1956, when its working was entrusted to the Ministry of Transport, as recommended by the Estimates Committee in their 19th Report.

216. The estimates originally prepared amounted to 233 lakhs and included the opening of the bar, the dredging of a basin, construction of wharves, railway sidings etc., enough to provide accommodation for 3 or 4 steamers at wharves, and for 2 vessels at moorings as also provision for an oil jetty. However, many additions have subsequently been made to this estimate. The aggregate value of capital works carried out during the last 9 years comes to Rs. 1,04,00,362. The total capital outlay upto 1954-55 amounted to Rs. 4,82,93,209.

B. Financial results

217. When the Project was approved it was anticipated that a net return of 5 per cent. would be realised on the capital outlay but these

anticipations have not so far materialised. The amount of interest free loans granted by the Government of India to cover deficits in the Port Fund were as shown below:—

	Rs.
1941-42	14,900
1942-43	559,200
1944-45	10,96,700
1947-48	23,593
TOTAL	16,94,393

218. No further interest-free loan has been granted in subsequent years and the total to end of 1954-55 stands at Rs. 16,94,393. The figures of income and expenditure and Receipts and Charges for the last 5 years are given below:—

Years	Total Income*	Total Exp.*	Surplus + Deficit—
	Rs.	Rs.	Rs.
1950-51	41,19,229	51,80,787	—10,61,558
1951-52	75,60,073	58,69,008	+ 16,91,065
1952-53	71,54,126	62,43,855	+ 9,10,271
1953-54	75,79,590	65,26,621	+ 10,52,969
1954-55	65,26,688	63,88,431	+ 1,38,257

[(*) Pertaining to Port Fund.]

It is only since 1950-51 that the Port has shown some surplus. But the surplus during 1954-55 was only Rs. 1.38 lakhs.

C. Traffic handled at the Port

219. The figures of import and export at the Port during the 5 years upto 31-3-55 are as given below:—

Year	Import Tons	Export Tons	Total
1950-51	67,334	878,469	945,803
1951-52	290,085	936,627	1,226,712
1952-53	152,554	1,047,741	1,200,295
1953-54	185,824	1,205,015	1,390,839
1954-55	239,510	795,725	1,035,235

The heavy decrease in exports during 1954-55 as compared with those in 1953-54 was mainly due to decrease under manganese or, beedi leaves, bunker and cargo coal, chillies, rice, gunnies, seeds other than grains and scrap.

220. The total number of ships including naval ships that visited the Port during the last five years were as shown below:—

1950-51	.	.	.	.	443
1951-52	.	.	.	.	607
1952-53	.	.	.	.	606
1953-54	.	.	.	.	566
1954-55	.	.	.	.	481

D. Development Works

221. Some of the important development programmes to increase the handling capacity of the Port which has been completed or is in progress are as under:—

A new berth has come into commission. The work of widening and deepening of the channel and the two berths needed by oil refineries will be completed in 1957. Two more berths have been planned to be constructed. The increase in handling capacity of this Port by 1958 is expected to be of an order of 2.25 million tons, as there is a proposal to have four additional berths at the estimated cost of Rs. 272.2 lakhs and this work is expected to commence shortly.

E. Some Suggestions

222. The Committee have received the following representation regarding the lack of certain facilities, together with some suggestions to facilitate working. The Committee recommend that the points given below should be given early attention and remedial measures taken on the lines indicated, as far as feasible:

- (i) The port is suffering from congestion both in regard to vessels using the ore berths and those calling to load/discharge general cargo. Compared with a couple of years ago ore shipments have doubled whereas the port facilities for loading ore have remained practically the same. Ore exports are likely to increase and therefore it is necessary that additional number of ore ships should be provided early. The number of locomotives has also to be increased and existing steam engines should be progressively replaced by diesel driven locos. Some of the coal dump areas may also be used for stacking ore. Introduction of loading ores by conveyor belts may also be made for speeding the loading operations.
- (ii) As far as general cargo is concerned, ships are experiencing unnecessary delay due to lack of handling facilities on the quayside. Other than the 60—ton floating crane, there is no crane capable of handling lifts over 5 tons. There is need for 3 ton, 10 ton and 20 ton cranes. The number of lighters should also be increased to facilitate loading discharging in stream. Towage arrangements for lighters also require to be expanded. There is also need for recruiting one more pilot, provision of an extra mooring

gang per shift and sufficient permanent crew for lighters to enable work round the clock and sufficient number of crane drivers to man all the mobile and electric cranes in the port. Being a major port, night navigation in the channel is to be introduced.

- (iii) The State of Andhra has a large export potential in nigerseed and groundnut oils but these are not going through vizagapatam due to the absence of bulk oil shipment facilities at the port. A shipment of about 1,000 tons of nigerseed oil was made sometime ago using loading equipment provided by shippers and this has aroused considerable interest among shippers for the export of vegetable oils through the Port. Provision of bulk oil shipment facilities would go a long way in meeting the requirements of the shippers.
- (iv) The port also requires a wireless station, as presently ships are using Madras/Calcutta stations only.

XIII MISCELLANEOUS

A. Estimates of the import and export traffic at the end of the Second Plan Period.

223. On an enquiry from the Estimates Committee about the import and export traffic, that would require to be handled in 1960-61 by the Ports in India, the Ministry have stated that there are several difficulties in making a precise estimate. The traffic in the major ports handled during the First Five Year Plan (given below) does not hold out any promise of a phenomenal rise of traffic in the Second Plan:

1950-51	18·8	million tons
1951-52	22·1	..
1952-53	21·4	..
1953-54	20·0	..
1954-55	20·0	..
1955-56	23·0	..

224. The Ministry, however, stated that the development activities in the various sectors of the country's economy were now beginning to be felt in the Indian Ports. In terms of the specific commodities such as imports of steel, cement and food-grains and of the planned increase in exports of ores, the Ministry of Commerce and Industry have advised the Ministry of Transport that the additional 6 million tons of imports and exports would be the highest load on our Ports during the Second Plan period and that this was expected to arise in the year 1958.

225. The present capacity of the major ports is about 23 million tons. With the introduction of the piece rate system the Ministry assumes that the existing facilities would increase by 15% and therefore the present capacity of the major ports may be taken as 26·45 million tons. In addition the minor ports of India on an average handle 5 million tons of traffic a year. The total capacity which the Indian ports can handle today is, therefore, 31·45 million tons.

226. With the addition of physical facilities the major ports are expected to be able to handle an increase of 6·75 million tons, as indicated below:—

Calcutta	.. .. .	1·5	Million tons
Madras	.. .. .	0·5	..
Cochin	.. .. .	1·25	..
Vizagapatam	.. .. .	1·75	..
Kandla	.. .. .	7·75	..
		6·75	..

227. In regard to minor ports, no additional capacity is expected to be created except in respect of Saurashtra ports where the plan includes the expansion for meeting the additional traffic to the tune of 6 lakhs tons per annum.

228. The Ministry was confident that with some advance programme and planning and provided labour conditions settled down and there was a regular off-take by rail from the Ports, the major ports would be able to handle the anticipated traffic of 32 million tons before the end of the Second Plan. This handling will be facilitated further by the fact that the arrangement for dumping has been provided at the major ports of Calcutta, Bombay and Madras in respect of iron and steel cargoes. Once the working areas are cleared by movement of goods to the dumps, the Director of Rail Movements, Calcutta makes arrangement for their dispersal. He obtains advance information by working in direct liaison with the Chairman of the Port Trust and Iron & Steel Controller or his deputies and arranges for their movement as quickly as possible. Orders have also been placed for locomotives and wagons in the various port railways.

229. The Committee are, however, not quite so sure that the anticipated increased facilities at Indian Ports will be adequate to meet fully the requirements of increased import and export traffic during the Second Plan. The State of chronic congestions at important ports and the holdings to ships that have occurred during the last few years are a pointer in this connection. The Committee, therefore, recommend that from now on measure should be adopted to rationalise the traffic and utilise the facilities of all the intermediate ports to the maximum extent. Dispersal of export and import traffic through the various ports all along the coast line would be an effective way of relieving pressure on three major ports viz., Calcutta, Bombay and Madras. If this is to be done, then prompt action to increase further the facilities of the intermediate ports should be initiated at an early date.

B. Shortage of Technical staff

230. It has been stated by the Ministry that an assessment has been made of the requirements of the various categories of Technical staff required in major ports and the shortage of man power relates mainly to pilots specially those possessing Master Mariner's Certificates, the training process for which is being accelerated. In regard to training of Indians in Harbour Engineering, the Committee appointed for the purpose recommended that the executive and Assistant Engineers should be given fullest opportunity to visit all the major ports for studying the conditions there and there should be a Central Library containing up-to-date literature on the subject.

231. While the above steps may be alright so far as they go, the Committee recommend that with a view to have a nucleus of a band of engineers who can form a panel of Consultants, it is necessary, apart from giving facilities to selected personnel to visit places abroad, that these personnel should be given actual experience by being attached to the Port projects, the construction of which is being handled by foreign firms.

C. Hazardous Cargo

232. The Vasist Committee recommended *inter alia* supply and use of protective clothing and other equipments to handle noxious and dangerous goods or caustic and corrosive substances and decision has been taken to supply workers with the protective appliances. The Committee suggest that the question of making some suitable additional payment for the handling of the hazardous cargo should be considered sympathetically at an early date.

D. Major Ports and their entrances

233. At the third meeting of the National Harbour Board held on 24th December 1952, it was recommended that a Committee should be constituted to undertake a study into the question of the depths of major ports and their entrances. The Committee was set up in October, 1953 with the Chief Engineer, Bombay Port Trust, as the Chairman. This Committee after collecting certain data held a meeting in September, 1955 and decided that certain further data should be collected from the various Ports before its recommendations are formulated. This report is still awaited. The Committee recommend that this should be expedited.

E. Cold Storage Plants for Fruit Canning and Fish Canning

234. At present there are cold storage plants for fruit canning and fish canning at Kozhikode. At Cochin a new trade has started in processing fish to be exported in refrigerated space in steamers. They are sent to Bombay and from Bombay to America. The Committee recommend that if the experience is good and yields returns then the question of encouraging and extending facilities at other Ports on the coast line may be investigated so that trade in fish may increase.

BALVANTRAY G. MEHTA,

Chairman,

Estimates Committee.

NEW DELHI:

The 6th February, 1957.

APPENDIX

Statement showing Intermediate & Minor Ports in each of the States in India

Name of State	Intermediate Ports	Minor Ports	Sub-ports
Ex-Kutch	Mandvi	Mundra	Jakhu, Lakhpāt & Koteswar
Ex-Saurashtra	Bhavnagar, Veraval, Porbander, Beldi, Naviakhi	Jafrabad, Mahuva, Sikka, Salaya, Jodiyā, Mangrol, Navabander, Talaja, Victor.	Bherai, Pindara, Simar, Raipara, Madhaypur, Lamba.
Ex-Bombay	Okha, Broach, Ratnagiri, Karwar	Gogho, Dhollera, Cambay, Kavi, Dehej, Surat, Bulsar, Billimore, Navasari, Umbargaon, Dahanu, Bassein, Versova, Kalyan, Panvel, Mora, Karanja, Murud, Nandgaon, Rajpuri, Revdanda, Bankol, Harnai, Dabhol, Jaigad, Jaitpur, Vijayadurg, Devgad Achra, Malwan, Vengurla, Sadashivgad, Belekeri Ankola, Tadri, Kunta, Honawar, Bhatkal, Gogha Ruper (Dwarka), Kadinar.	Tankari, Bhagwa, Natwad, Umarsadi, Kolak, Kolai, Maroli, Tarapur, Havapur, Satpati, Kelwa, Arnalla, Dativra, Uttan, Manori, Bandra, Trombay, Thana, Bhiwandi, Belapur, Thal, Alibag, Borali-Mandla, Mandwa, Kumbhara, Shriwardhan, Palshet, Borya, Varoda, Purngad, Nivri, Kiranpani, Redi, Tilmati, Bingi, Chendia, Gangawali, Manki, Mardeshwar, Shirali, Beyt, Kotda, Madhwad.
Andhra	Kakinada, Masulipatnam	Calingapatnam, Rhecumulipatnam.	Narasapur, Nizampatinam.
Ex-Madras	Cuddalore, Nagapattinam, Kozhikode (Calicut), Mangalore, Tuticorin.	Coondapure, Ponnani, Dhanushkodi, Malpe, Badagara, Tellicherry, Hargarkatta, Cannore, Kasargod, Kulkarai, Pamban Porto Novo.	Azikkal, Baindur, Kallayi, Kulasekarpattinam, Adirampattinam, Tondi, Mutki.
Ex-Travancore-Cochin Alleppey		Quilon	Koithottam, Trivandrum, Colachel.
Orissa.		Chandbali, Puri, Gopalpur.	

APPENDIX II

Constitution of the National Harbour Board

Chairman

1. Minister for Transport.

Vice-Chairman

2. Deputy Minister for Transport.

Members

3. Minister for Public Works, Government of Madras.
4. Minister for Public Works, Government of Bombay.
5. Minister for Commerce & Industry, Government of West Bengal.
6. Minister for Commerce, Government of Orissa.
7. Minister for Public Works and Transport, Government of Andhra.
8. Minister for Communications, Government of Saurashtra.
9. Minister for Public Works and Communications, Government of Travancore-Cochin.
10. Secretary to the Government of India, Ministry of Transport.
11. A representative of the Ministry of Railways.
12. Secretary to the Government of India, Ministry of Communications or his nominee.
13. Secretary to the Government of India, Ministry of Commerce & Industry or his nominee.
14. Secretary to the Government of India, Ministry of Defence (assisted by the Chief of the General Staff, A. H. Q., and Director of Naval Plans, A. H. Q.).
15. A representative of the Ministry of Finance, Government of India.
16. The Director General of Shipping, Bombay.
17. The Chief Commissioner, Kutch or his representative.
18. The General Manager, Eastern Railway.
19. The Chairman of the Commissioners for the port of Calcutta.
20. The Chairman, Bombay Port Trust.
21. The Chairman, Madras Port Trust.
22. The Administrative Officer, Cochin Harbour.

23. **The Development Commissioner, Kandla.**
24. **Shri P. M. Chinai, Bombay, Representative of Trade and Industry.**
25. **Shri S. N. Haji, Bombay, Representative of Shipping.**
26. **Dr. (Mrs.) Maitroyee Bose, M.L.A., Calcutta, Representative of Labour.**
27. **Shri Sitaram Nanasaheb Surve, Bombay, Representative of Sailing Vessels Industry.**
28. **Chief Commissioner, Pondicherry.**

APPENDIX III

Statement showing the estimated and actual expenditure on schemes for minor ports included in the First Five Year Plan

Name of State	First Five Year Plan	
	Estimated Cost Rs.	Actual Expenditure Rs.
Saurashtra	33,40,000	19,71,659
Kutch	26,55,000	12,92,429
Bombay	32,00,000	9,35,080
Travancore-Cochin	22,09,000	12,26,000
Madras	19,64,600	2,32,181
Andhra	7,00,000	1,05,222
Orissa	15,62,327	*5,53,598 13 3
TOTAL	1,56,30,927	63,16,169 13 3

*Expenditure was in respect of surveys of Paradip Port.

APPENDIX IV

List of important Labour troubles from 1949-50 to 1955-56

CALCUTTA.

1. Labour went on strike on 29-12-1950 and resumed on 3-1-1951.
2. Stevedore Labour adopted 'go slow' tactics towards the end of December, 1950 and agreement was reached on 31-1-1951.
3. Crew of the boats employed in bringing cargoes mainly jute goods from mills—started a 'slow-down' strike in the first week of December, 1951 and the strike ended on 17-12-1951.
4. Labour engaged on 'coal trimming' struck work from 7 to 15-1-1952.
5. Loco drivers and Transportation staff struck work on 18-1-1952.
6. Port workshop workers commenced hunger strike from 14-9-1953. This was called off on 1-10-1953.
7. Stevedore labour resorted to 'go slow' tactics in April, 1954.
8. Decasualised Stores Labour also adopted 'go slow' methods in November, 1954 and stopped work on 27-11-1954. They resumed work on 11-12-1954.
9. Tally clerks resorted to 'go slow' tactics in March, 1955.
10. Dock Labour resorted to 'go slow' tactics in July, 1955 resulting in fall in output of coal.
11. Stevedore labour resorted to 'go slow' tactics suddenly in July, 1955.

BOMBAY.

1. One day strike on 1-3-1949 as a protest against withdrawal of grain concessions.
2. Stevedore labour started 'go slow' methods towards the end of April, 1954 and intensified it at the end of May, 1954.
3. Shore and Flotilla crews struck work on 28-5-1956.

MADRAS.

1. Casual labour of 4 stevedoring firms went on strike on 16-6-1949 without notice.
2. Token strike of 1 day by labourers to protest against retrenchment orders and rejection of their demands.
3. Shore labour went on one day strike on 14-11-1951, against the termination of the services of a gang maistry for disciplinary reasons.
4. Some shore and stevedore labour engaged in the handling of coal went on strike for 1 day in April, 1955.

5. Stoppage of work on 18-8-1955 in connection with hartal.

6. Part of labour in Engineering Department went on a stay-in-strike on 30-11-1955.

COCHIN.

1. Workmen of Port workshops went on lightning strike on 18-6-1949 as a protest against non-payment of wages for the intervening Sundays in the ten days holidays allowed under Factories Act of Cochin State.

2. Stevedore labour suddenly struck work on 30-5-1951, and strike was called off on 14-6-1951.

3. Workmen of Port workshop staged a 'sit down' strike on 7-4-1952 and were joined by the crew of ports dredger which was called off on 9-4-1952.

4. The crew of a floating craft numbering about 100, struck work on 2-1-1954.

APPENDIX VI

CALCUTTA—

(i) The total number of ships that entered and cleared the different ports together with their net registered tonnages.

(ii) The number of ships which entered and left the port during the year 1955-56 and their net registered tonnages were as follows:—

Number of ships	1,289
Net Registered Tonnage	4,796,113

Flagwise Statement of Cargo Discharged from 1st April 1955 to 31st March, 1956

IMPORT

Nationality	No. of Vessels Fnd.	Coastal		Foreign		Total Tons
		Jetties & Docks	Over-side	Jetties & Docks	Over-side	
American (U. S. A.)	46			1,27,644	13,454	1,41,098
Australia						
Belgian						
British	547	1,36,795	9,265	11,01,617	68,707	13,15,384
Chinese	1				1,241	1,241
Costarican	2					
Canadian						
Danish	20	5,892		43,486	1,402	5,178
Dutch & Nether-lands	57	46,708		1,36,294	21,144	2,04,146
Egyptian	1			3,215		3,215
French	16	20,872		23,484		44,356
Finnish	3			4,552	566	5,118
Greek	2			12,860	224	13,084
Germany	14			35,663	833	36,496
Honduran						
Indian	300	11,45,971	5,29,439	1,64,995	12,611	8,33,016
Iraq						
Italian	20			35,500	7,788	43,388
Japanese	434	14,162		1,16,121	12,206	1,42,496
Liberian	21	7,842	6,606	31,174	3,745	49,367
Norwegian	46	33,231		1,16,129	6,609	1,55,969
New Zealand	2			3,677		3,677
Pakistani	36			4,709	3,162	7,871
Panamanian	37	47,752	16,951	1,06,554	262	1,70,519
Philippine	1		2,560			2,560
Polish						
Russian	6			16,394	37	15,431
Swedish	21	17,484	17,484	1,02,356	4,174	1,24,014
Thailand & Siam						
Turkish						
Yugoslavia						
Burmese	7			135	20,277	20,412
Korean	2			2,424		2,424
TOTAL	1,285	4,76,716	5,64,821	21,89,083	1,78,442	34,09,062

Flagwise Statement of Cargo Loaded

EXPORT

From 1st April 1955 to 31st March, 1956.

Nationality	No. of Vessels Left	Coastal		Foreign		Total Tons
		Docks	Stream	Docks	Stream	
American (U. S. A.)	47			45,240	1,20,400	1,65,640
Australia						
Belgian						
British	541	7,364	14,754	9,37,981	7,18,967	16,79,066
Chinese	1					
Costarican	2			3,836	492	4,328
Canadian						
Danish	17	6		9,758	6,856	16,620
Dutch & Netherland	62	3		13,420	87,191	1,20,614
Egyptian	1			6,412		6,412
French	15			25,172	650	25,822
Finnish	3			1,992	821	2,813
Greece	3				49	49
German	15		57	40,463	16,515	57,035
Honduran						
Indian	291	11,93,986	1,38,377	1,29,595	1,30,946	15,92,904
Iraqe						
Italian	21			38,347	13,542	51,889
Japanese	81			3,39,802	36,957	3,76,759
Liberian	22	7,586		19,004	34,815	61,405
Norwegian	52	2	12	51,135	17,477	68,626
New Zealand	2			36	1,925	1,961
Pakistani	30			1,81,198	6,447	1,87,638
Panamanian	47	13,530	2,770	1,06,600	5,967	1,28,876
Philippine	1					
Polish	6			6,576	2,250	8,826
Russian	22			17,229	1,968	19,267
Swedish(s)						
Thailand & Siamese						
Turkey						
Yugoslavia	5			33,806	720	34,526
Burmese	2			9,775	720	10,507
Korean						
TOTAL	1,289	12,22,477	1,55,970	20,36,456	12,06,770	46,21,073

APPENDIX VII
CALCUTTA PORT

Tonnage of imports and exports handled at transit sheds yards during the last three financial years

Imports

Financial year	Total tonnage landed at transit sheds yards	Tonnage of food-grains	Tonnage of sugar	Tonnage of steel	Tonnage of cement	Tonnage of machinery
1953-54	21,53,333	5,28,737	42,821	98,040	47,932	77,526
1954-55	25,84,293	4,34,245	2,40,925	2,07,169	65,573	72,460
1955-56	26,65,799	2,05,376	91,136	4,00,821	48,349	1,14,462

Exports

Financial year	Total tonnage shipped from quayside	Tonnage of Coal	Tonnage of ores	Tonnage of tea
1953-54	40,28,557	24,23,066	10,66,347	2,10,126
1954-55	33,23,118	22,69,783	5,56,364	1,77,655
1955-56	32,58,933	18,60,708	8,67,748	1,45,344

Statement of steel landed and delivered since January, 1956

(In Tons)

Month	Brought forward	Landed	Delivered	Lying at the end of the month	Remarks
January, 1956	*	18,604	*	19,417	*No records maintained.
February, 1956	19,417	49,970	47,431	21,956	
March, 1956	21,956	41,680	48,400	25,236	
April, 1956	25,236	24,880	31,841	18,275	
May, 1956	18,275	49,610	56,865	21,020	

Statement showing average detention to import ships awaiting berths

Month	Total No. of import ships	Average period of detention per ship	Remarks
October, 1954	74	1.3 days	'Go-slow' policy by stevedoring labour. 'Go-slow' and also P.C. labour unrest.
November, 1954	63	1.5 days	'Go-slow' policy by stevedoring labour.
December, 1954	50	4.02 days	
January, 1955	73	2.0 days	
February, 1955	68	2.1 days	
March, 1955	55	5.3 days	'Go-slow' by stevedoring labour & ships' Tally Clerks.
April, 1955	55	5.3 "	'Go-slow' policy by stevedoring labour.
May, 1955	58	2.5 "	
June, 1955	59	0.76 "	Improvement mainly due to introduction of 3rd shift with effect from 25th April, 1955.
July, 1955	58	0.31 "	
August, 1955	55	0.47 "	
September, 1955	53	0.58 "	
October, 1955	49	0.57 "	
November, 1955	56	0.68 "	
December, 1955	66	0.32 "	
January, 1956	60	0.48 "	
February, 1956	68	0.57 "	
March, 1956	64	0.91 "	
April, 1956	59	2.8 "	Set-back in improvement due to strike by D. L. B. pool workers in the latter half of April, 1956.
May, 1956	50	4.14 "	

Statement showing average detention to coal loading ships awaiting berths

Month	Total No. of ships	Average detention per ship	Remarks
February, 1956	25	2.84 days	Bunching of ships. One extra berth (29 K. P. D.) was made available for loading of coal.
March, 1956	26	1.77 "	
April, 1956	26	4.5 "	Strike by Coal Dock Labour from 17-4-56 to 28-4-56.
May, 1956	27	8.4 "	

BOMBAY PORT TRUST

Volume of cargoes handled in the Docks excluding oils in bulks

Year	IMPORTS			EXPORTS			Grand Total (Tons)
	Shore (Tons)	Overside (Tons)	Total (Tons)	Shore (Tons)	Overside (Tons)	Total (Tons)	
1955-56	2,153,272	59,281	2,212,553	1,795,794	70,201	1,865,995	4,078,548
1954-55	2,553,706	41,059	2,594,765	1,281,540	43,447	1,324,987	3,919,752
1953-54	2,074,923	94,936	2,169,859	1,427,266	44,327	1,471,593	3,641,452
1952-53	2,345,288	72,257	2,417,545	1,434,773	60,119	1,494,892	3,912,437
1951-52	3,311,161	100,457	3,411,618	1,096,274	61,763	1,158,037	4,569,655

In addition to the above, the following tonnage comprising oils in bulk was also handled:

Year	Import Tons	Export (Tons)
1955-56	145,704	273,426
1954-55	512,097	182,430
1953-54	905,060	175,271
1952-53	819,586	137,315
1951-52	881,912	172,297

Number of vessels delayed in stream prior to berthing in Dock

	No. of vessels	No. of berth days lost waiting in stream
	1953-54	
April, 1953	..	..
May, 1953	..	..
June, 1953	..	..
July, 1953	18	28
August, 1953	19	30
September, 1953	..	..
October, 1953	..	..
November, 1953	..	..
December, 1953	..	..
January, 1954	..	..
February, 1954	..	..
March, 1954	..	..
	38	68½

	No. of vessels	No. of berth days lost waiting in stream
(Contd.)		
1954-55		
April, 1954	1	1½
May, 1954	20	52
June, 1954	67	279½
July, 1954	70	514½
August, 1954	76	649½
September 1954	56	385½
October 1954	11	36
November, 1954	2	2½
December, 1954	17	35
January, 1955	27	37
February, 1955	28	59½
March, 1955	50	194
	415	2,246½
1955-56		
April, 1955	49	152
May, 1955	46	262½
June, 1955	32	130
July, 1955	55	178
August, 1955	71	467
September, 1955	52	432
October, 1955	41	137
November 1955	17	29
December, 1955	4	9
January, 1956	18	31
February, 1956	17	88
March, 1956	33	95
	415	2,210½

MADRAS PORT TRUST

Statement showing the periods of congestion during the years 1953-54 to 1955-56, the tonnage lying uncleared in the Transit area, and the average number of vessels which waited for berths during these periods

Period of congestion	Average tonnage lying during the period on each day	Average tonnage lying beyond the free period on each day	Average number of vessels waiting for berths	Maximum number of vessels which waited for berths on any single day
	Tons	Tons		
1st Spell 12-10-54 to 1-12-54	18,878	11,001	15	19
2nd Spell 2-1-55 to 4-4-55	25,065	14,613	12	18
3rd Spell 29-4-55 to 14-7-55	21,462 (9,701 vessels)	8,775 (5,251 vessels)	9	19

Z
at

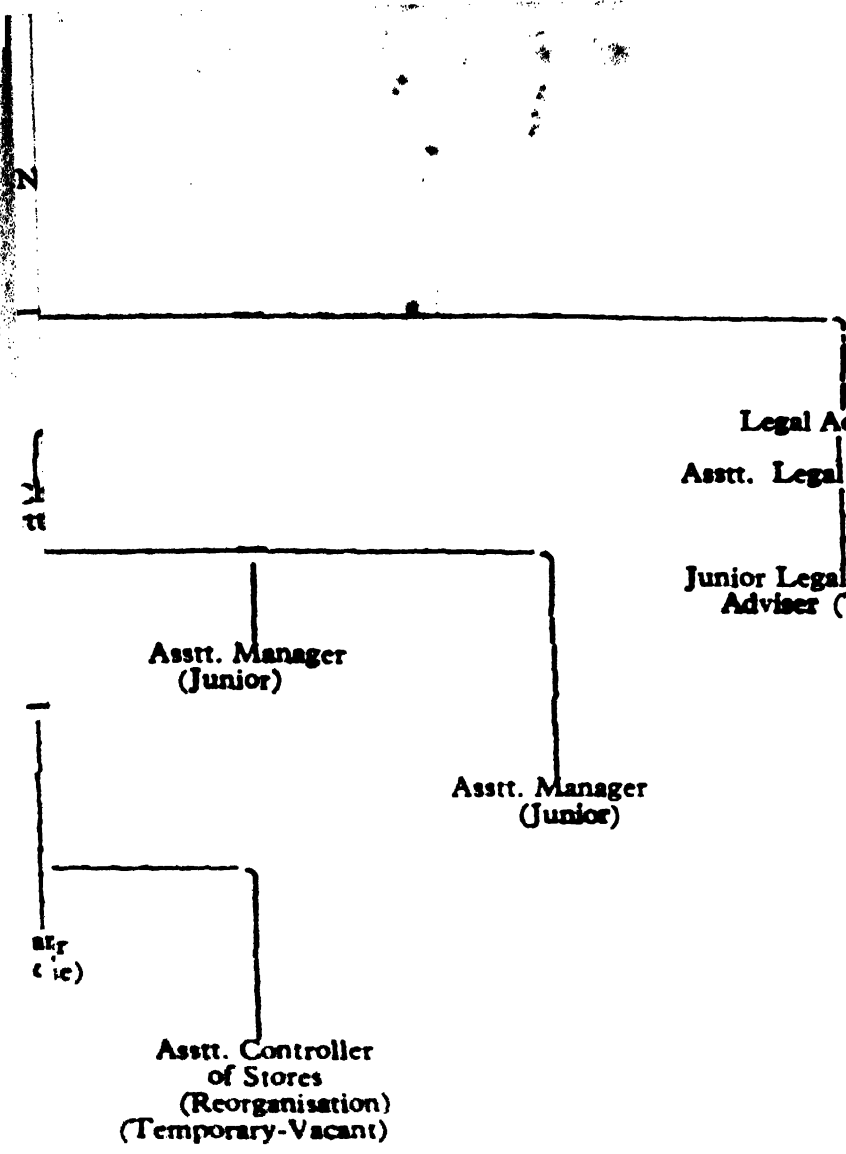
Legal Adviser
Asstt. Legal Adviser
Junior Legal Adviser
Adviser (Temp.)

Asstt. Manager
(Junior)

Asstt. Manager
(Junior)

at
(ic)

Asstt. Controller
of Stores
(Reorganisation)
(Temporary-Vacant)



APPENDIX IX BOMBAY PORT

The total number of ships that entered and cleared Bombay Port together with their net registered tonnage, during the official year 1955-56, is as under:—

	Total No. of Vessels	Net registered Tonnage
Entered	2,621	7,991,836
Cleared	2,621	8,005,775

The quantities of cargoes imported from and exported to foreign countries, including adjacent countries viz. Pakistan, Ceylon and Burma during the Financial Year ended 31st March, 1956, were as follows:—

	<i>Docks</i>
Imports	1,975,570 tons
Exports	1,700,057 ..

These are the traffic figures and these are furnished in lieu of the figures based on the audited returns of revenue since it has not been possible to work out the sailings in which this cargo was handled which are given below:—

Nationality	No. of sail- ings
American	92
British	396
Costa Rican	5
Danish	43
Dutch	86
Egyptian	11
Finnish	2
French	13
Greek	12
German	26
Italian	65
Indian	125
Japanese	64
Libyan	13
Norwegian	71
Panamanian	20
Polish	13
Pakistani	4
Philippine	1
Swedish	21
Swiss	1
Russian	9
Yugoslav	23
TOTAL	1,128

As far the traffic at the Bunders, it is not possible to compile the figures on the basis of the traffic and, therefore they have been taken from the audited returns of revenues furnished by the Accounts Department. The figures are as follows, representing only the traffic to and from foreign destinations and with adjacent countries:—

Bunders

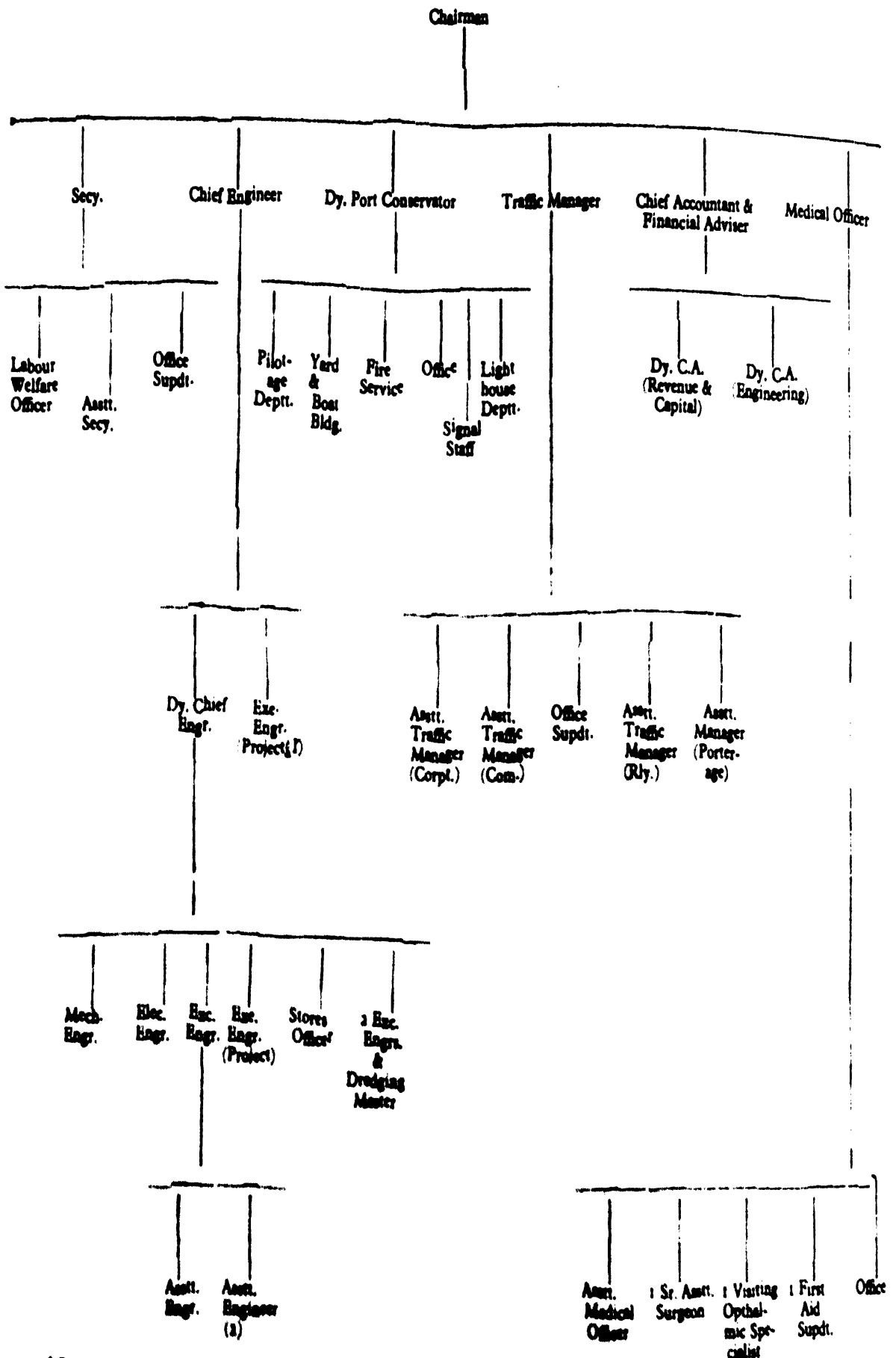
(a) Total Cargo for foreign and adjacent countries	4,022,971 tons (Revenue basis)
(b) Deduct tonnage of bulk oil handled at Pir Pan & at the Marine Oil Terminal except coastal traffic	3,779,457 tons (Traffic figures)
DIFFERENCE	2,43,514 tons

In regard to (b) above the number of sailings are 324 and have been broken flagwise as under:—

Nationality	No. of Sailings
British	144
Danish	12
Liberian	20
German	1
Panamanian	36
Honduran	1
French	10
Dutch	10
Norwegian	62
Japanese	13
U.S.A	1
Swedish	—
Italian	7
TOTAL	324

APPENDIX X

Organizational Chart of Madras Port Trust as on 1st April, 1956



APPENDIX XI

MADRAS PORT

(i) 918 vessels totalling 34,06,221 net tons entered and 919 vessels totalling 34,01,285 net tons cleared the port during 1955-56.

(ii) (a) *Statement showing the number of ships with their flags and total quantity of imports and exports (cargo-wise) handled during the period January to June 1956*

Nationality	No. of Vessels	IMPORTS					EXPORTS				Imports and Exports and Grand Total
		Coal	Oil	Food	Other general cargo	Total	7	8	9		
American	24	..	..	16,130	9,271	25,401	12,998	38,399	
British	131	7,294	77,205	..	1,44,694	2,29,193	88,171	3,17,364			
Chinese	..	..	..	..	..	..	..	..
Costa Rica	3	..	..	..	4,525	4,525	6,000	10,525	
Danish	18	..	29,368	..	5,367	34,735	16,935	51,670			
Dutch	21	..	23,654	..	15,204	39,058	18,864	57,922			
Egyptian	..	..	..	..	..	..	..	..
Finnish	2	..	..	..	388	388	11,968	12,356	
French	9	..	2,172	..	3,680	5,852	16,103	21,955			
German	17	..	..	..	12,238	12,238	15,508	27,746	
Greek	2	..	..	..	..	..	16,460	16,460	
Honduran	..	..	..	..	..	..	..	..
Indian	119	2,02,904	..	..	91,757	2,95,991	37,672	3,33,663	
Italian	13	..	..	1,372	10,087	11,459	4,300	15,759	
Japanese	14	..	4,676	..	19,460	24,136	55,407	79,543			
Korean	2	..	..	..	2,861	2,861	9,464	12,325	
Liberian	2	..	..	..	3,606	17,911	..	17,911	
Norwegian	3	14,305	..	..	14,435	52,935	3,666	56,601	
New Zealand	22	..	38,500	..	525	525	52	577			
Panamanian	1	..	..	..	10,696	48,571	32,572	81,143	
Panamanian	10	4,681	33,194	..	..	..	..	..
Portuguese	..	..	..	..	..	..	..	..
Portuguese	2	..	..	..	..	..	..	..
Pakistani	..	..	..	..	..	..	..	..
Polish	..	..	..	..	..	..	..	..

	1	2	3	4	5	6	7	8	9
Russian		6				4,733	4,733	8,024	12,757
Swedish		77		12,402		5,430	37,922	91	38,013
Yugoslavian		8				5,364	5,364	2,846	8,210
Sailing Vessels		9				403	403	743	1,146
TOTAL		441	2,29,184	2,41,461	18,832	3,64,724	8,54,201	3,57,844	12,12,045

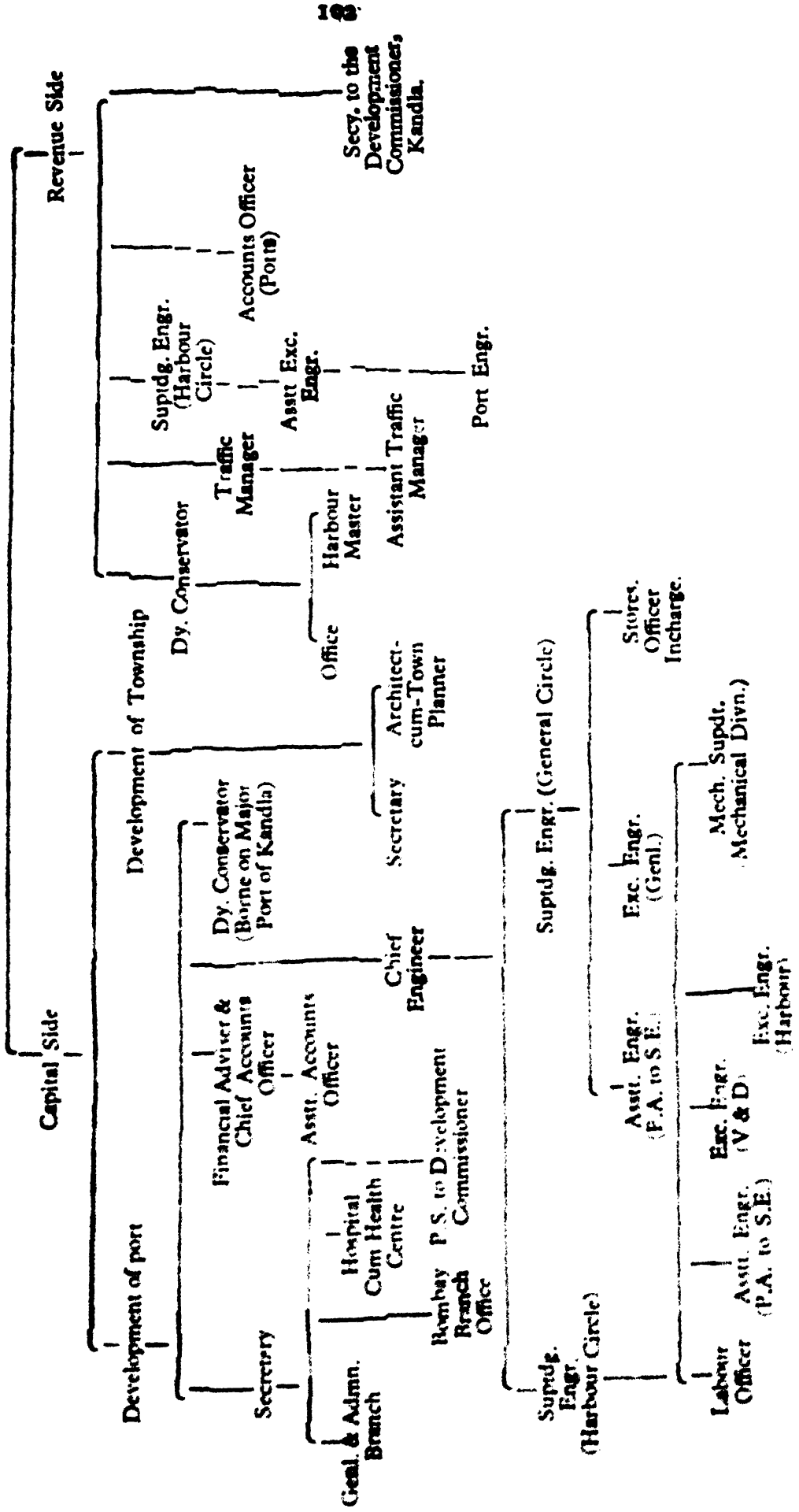
(i) (b) Statement showing the number of ships with their flags and total quantity of imports and exports (cargo-wise) handled during the period January to December, 1955

	1	2	3	4	5	6	7	8	9
American		37		11,522	24,646	113,065	29,233	20,751	49,984
British		318	25,435	2,71,279	24,954	2,19,911	5,45,470	1,14,569	6,69,039
Chinese		2				73	73	1,017	1,090
Costa Rica									
Denish		29		18,779		7,867	26,637	38,244	64,881
Dutch		59		56,204		31,403	87,697	48,668	1,36,865
Egyptian									
Finnish		2				1,257	1,257	4,681	5,938
French		17				17,058	17,058	19,020	36,078
German		22				14,290	14,290	14,452	28,742
Greek		7			2,539	15,086	27,625	4,702	32,327
Honduran									
Indian		235	3,72,668		8,800	1,67,791	5,49,259	95,247	6,44,906
Italian		21				33,118	33,118	6,165	39,283
Irish									
Japanese		31	5,880	19,222	2,590	23,887	51,489	75,905	1,27,394
Korean									
Liberian		9		7,274		46,708	53,982		53,982
Norwegian		57		37,517		34,859	72,376	31,308	1,03,684
Panamaian		40	19,542	82,568	2,762	52,263	1,48,435	29,615	1,78,050
Portuguese									
Pakistani		1				4,707	4,707		4,707
Russian		4				385	385	18,224	18,609

Polish	2			18,555	18,555	7,002	25,557
Swedish	19	26,457	10,015	36,472	36,472	7,775	44,247
Yugoslavian	16		3,230	3,230	3,230	7,367	10,597
Philippine	1		1,000	1,000	1,000		1,000
Sailing Vessels	61		4,656	4,656	4,656	2,756	7,412
TOTAL	999	4,14,825	5,30,894	7,31,084	17,27,004	5,47,468	22,74,472

APPENDIX XII

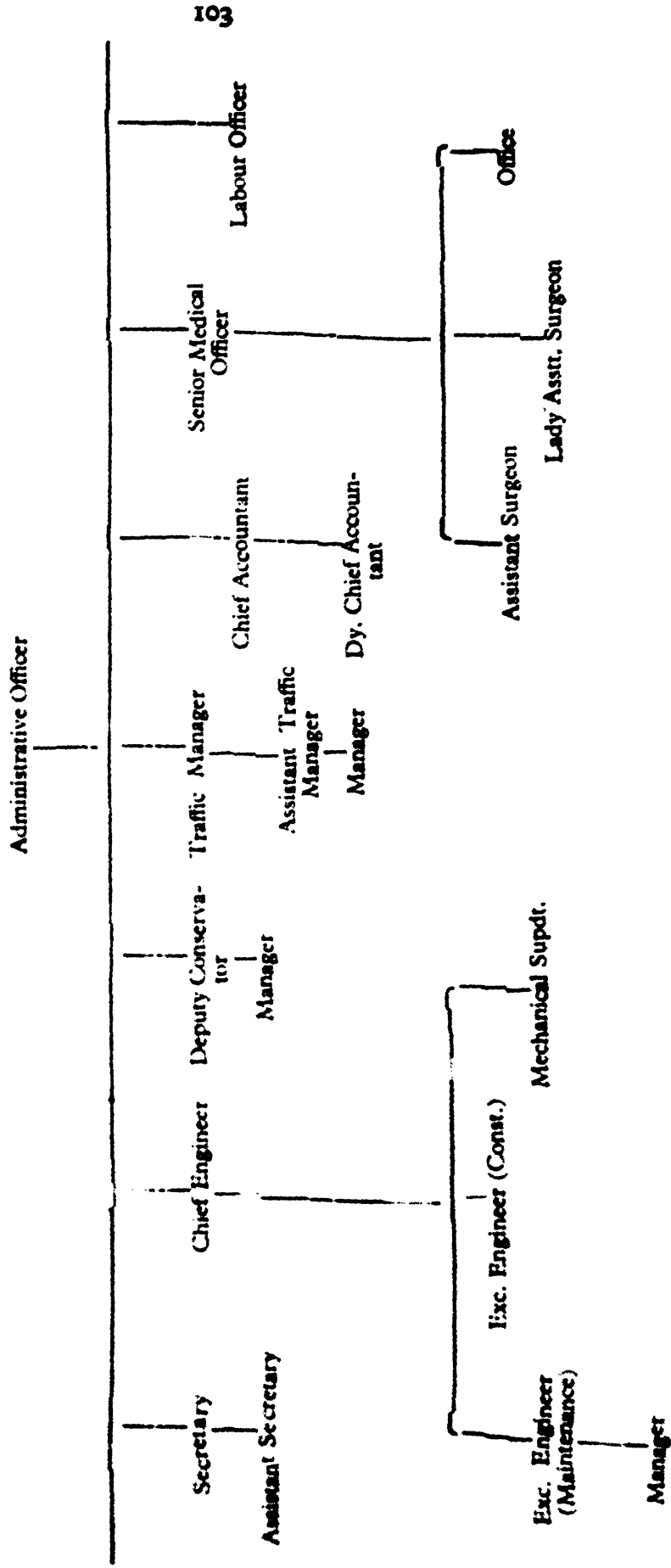
Organisational Chart of the Kandla Development Organisation as on 1st April, 1956.
Development Commissioner



APPENDIX XIII

PORT OF COCHIN

Organisational Chart of the Office of the Administrative Officer, Cochin Harbour



APPENDIX XIV

COCHIN PORT

(i) The number of ships that entered and cleared the Cochin Port during 1955-56 and their net registered tonnage are :

	No. of ships	Net registered tonnage
(a) Entered	939	2,872,352
(b) Cleared	934	2,866,366

(ii) Statement showing the number of ships with their flags and the quantity of imports and exports carried by them in the overseas trade

Nationality	No. of ships called at the Port	Imports (Tons)	Exports (Tons)
British	207	172,697	93,902
Danish	40	10,109	7,917
Dutch	65	20,089	28,852
Egyptian	1	2,638	..
French	4	1,119	..
Finnish	2	6,821	..
German	31	12,734	4,132
Greek	6	12,884	11,278
Italian	27	28,775	3,696
Indian	10	31,111	24,389
Japanese	2	387	86
Liberian	5	12,141	10,860
Norwegian	56	71,064	10,814
Polish	2	485	980
Panamanian	15	37,852	118
Pakistani	12	13,082	577
Philippine	1	175	..
Swiss	1	2,557	..
Swedish	14	15,952	1,876
U.S.A.	75	11,054	36,003
U.S.S.R.	1	3	2,139
TOTAL	577	463,729	237,619

APPENDIX XV

Statement showing the summary of conclusions/recommendations

Serial No.	Ref. to para.	Summary of Conclusions/Recommendations
1	2	3
1	30	The Committee recommend that the classification of 'Intermediate', 'Minor' and 'Sub' ports should be given statutory recognition.
2	35	The Committee have noticed that a greater degree of coordination and planning are necessary to make advance arrangements for receiving the imported traffic.
3	38	The disparity in the administration between one set of Ports and the other is incongruous and illogical. It is not only the question of financial control but also of associating the local interests in administration in which they are vitally concerned. The Committee therefore recommend that all the Major Ports in India should eventually be run by semi-autonomous Port Trusts. Three considerations—financial self-sufficiency, existence of organised commercial interests and the overall interests of the country—should determine the time when the management should be handed over to the Port Trusts at Cochin, Vizagapatam and Kandla.
4	39	The Committee also recommend that the question of setting up Port Trusts for some of the intermediate ports should be carefully examined in the light of the experience gained at Mangalore and Tuticorin.
5	40	The Committee recommend that action may be taken to present the Annual Reports and Audit Reports of the Port Trusts to the Parliament, so that the Parliament may have an opportunity to scrutinise them.
6	41	The Committee were informed that in Bombay there was only one representative of the shipping interests on the Board of Trustees. As shipping is a vital element in the administration of Ports, and has much to do with the usage of the Port, the Committee recommend that the element of shipping interests may be strengthened in the Port Trust. The constitution of the Port Trusts in the foreign countries may be examined with advantage for arriving at a more equitable representation of the various interests.

1	2	3
7	43	The Committee suggest that National Harbour Board should be reconstituted in the light of the recent Reorganisation of States and that some representation may be given to Intermediate and Minor Ports also.
8	46	The progress made in the development of Minor Ports as a result of the deliberations of the National Harbour Board cannot be regarded as satisfactory.
9	47	(i) The Committee recommend that the decision taken by the National Harbour Board at the first meeting to meet ordinarily once in six months should be implemented, as otherwise it affects the practical utility of the National Harbour Board.
10	47	(ii) The Committee were sorry to learn that the valuable recommendation of the National Harbour Board at their second meeting regarding the creation of a Port Development Fund by levying a surcharge of one anna per ton on all goods imported or exported through all Ports, Major and Minor, has not been implemented and that this recommendation should be given effect to even at this stage. The utilisation of this fund may be based on the analogy of the Central Road Fund.
11	47	(iii) The Committee suggest that the recommendation of the National Harbour Board regarding the creation of a Central Ports Organisation to secure and coordinate technical advice, should be implemented on a proper scale without further loss of time.
12	47	(iv) The Committee understand that Regional Officers have now been appointed at Bombay, Tuticorin and Masulipatam who have been instructed to act as Welfare Officers and to enquire into the complaints regarding corruption and harassment of the operators of country-craft. It is understood that three more regional officers are likely to be appointed. The Committee suggest that the fact that Regional Officers will promptly investigate complaints of this nature should be given the widest publicity.
13	47	(v) The Committee recommend that necessary assistance should be given for construction of a tank for conducting self propulsion tests, as proposed by the

1	2	3
		Director, Central Water Power Research Station, Poona at the Fourth Meeting of the National Harbour Board, as such a tank would save considerable time now spent in getting such tests conducted abroad.
14	47	(vii) At the Fourth Meeting of the National Harbour Board, it was pointed out that loading and unloading facilities for country-craft at Calcutta were unsatisfactory. It was further stated that the same was more or less the case at Bombay in regard to the sailing vessels and that in particular there was no slipway or other repair facilities for such vessels. The Board also recommended that the matter should be brought to the notice of the Major Ports. It appears that both the Calcutta and Bombay Port Trusts have brushed aside these suggestions, while crores are being spent for providing facilities for big ships. The Committee consider that to be a wrong approach. They recommend that these suggestions should be sympathetically considered and suitable schemes should be formulated for providing the necessary facilities to the Sailing vessels in consultation with the representatives of the local interests concerned.
15	48	The Committee are of the opinion that there is scope for improving the utility of the National Harbour Board by giving more serious and prompt attention to its suggestions and recommendations.
16	50	As the major ports require large amounts for development purposes, the Committee would like the Ministry to examine whether it would be practicable for Port authorities to levy charges in such a manner as to enable them to build up sufficient reserves.
17	52	The Committee consider it unfortunate that there should have been a heavy shortfall in the planned expenditure during the First Plan and hope that the same story will not be repeated in the Second Plan.
18	53	It is also unfortunate that the actual expenditure incurred during the First Plan period for the development of Minor Ports has been considerably less than the planned estimates, in spite of the fact that there is a pressing need of providing additional facilities to the Minor Ports.
19	58	The Committee are not quite sure that the increased capacity of the Ports at the end of the Second Five Year Plan will suffice to meet the country's requirements adequately.

1	2	3
20	63	The Committee would strongly recommend that the Ministry of Transport should review quarterly the targets realised by the Port Authorities both in respect of physical and financial achievement against the provision in the Second Five Year Plan and take urgent measures to see that the achievements are according to the schedule.
21	70	The Committee regret the delays that have occurred in the implementation of the decasualisation schemes in Calcutta, Bombay and Madras Ports.
22	78	The Committee attach considerable importance to the Vasist Committee Report from the point of view of improving the efficiency and welfare of the Dock Workers at Bombay, Calcutta and Madras, and suggest that the various recommendations may be implemented expeditiously. They would also suggest that the feasibility of implementing some of these recommendations at other three major ports <i>viz.</i> , Vizagapatam, Cochin and Kandla should also be examined. Later on, some of these recommendations may be extended to some of the more important Intermediate Ports also.
23	84	The Committee hope that the proper functioning of the Dock Labour Board, implementation of various recommendations of the Vasist Committee, and early introduction of the piece-rate system will assist substantially in eliminating labour troubles experienced at the Major Ports of the Country.
24	88	The report of the Port and Shipping Statistics Committee was apparently kept in cold storage for fifteen months till it was considered at the fifth meeting held on 8-11-1955 by the National Harbour Board.
25	89	The Committee have noticed that there is no uniformity now in regard to maintenance of figures even in Major Ports.
26	90	The Committee suggest that in view of the abnormal delay that has already occurred in implementation of the recommendations made by the Port and Shipping Statistics Committee, high priority should be given to the implementation of the various recommendations.
27	101	Although increased facilities will be available on account of the various development works in the Calcutta Port, they would more or less be offset by the increased traffic that the Port will be required to handle. The Committee are, therefore, of the opinion that

there would be a greater need of co-ordination between different departments of the Central Government on the one hand and the Central and State Governments on the other to solve the problem of periodical congestions. The Committee suggest that the following measures may be adopted with advantage.

- (i) Simplification of customs formalities for quick removal of goods;
- (ii) Customs authorities should work in regular shifts where the labour is engaged to work in shifts;
- (iii) Free time allowed to consignees for removal of goods from sheds should be reduced and heavy penal rates provided for quick clearance of cargo. If this does not solve the problem, then the goods should be removed to outside dumps at the importer's cost.
- (iv) Steel cargoes should be adequately marked and imported in full loads as far as possible.

- | | | |
|----|-----|---|
| 28 | 105 | The Committee are of the opinion that there has not been a co-ordinated and serious attempt to work out schemes and to determine priority and financial resources of the Calcutta Port Trust at the beginning of the plan period. |
| 29 | 107 | The Committee hope that the question of providing adequate dredging facilities at Calcutta Port will be constantly kept in view. |
| 30 | 109 | The Committee were informed that the problem of siltation in river Hooghly at Calcutta could be efficiently served only by arranging free flow of upland water in the river by taking up the Farakka Barrage Scheme. |
| 31 | 110 | The Sub-Committee of the Estimates Committee during their visit noticed that the old one-roomed hutments at Kidderpore Docks had insufficient accommodation without any separate provision of Kitchen, laterine and bath. The Committee recommend that in future the minimum standard of accommodation for a family should be at least a two-roomed tenement. |
| 32 | 113 | The Committee notice that Calcutta Port had a small surplus of Rs. 62,58,581 during the year 1955-56 and hope that this improvement will continue to be maintained. |

1	2	3
33	114	The Committee recommend that the Ministry should give very careful and prompt attention to the suggestions for improving the working and for providing additional facilities at Calcutta Port referred to in para. 114 and take remedial measures on the lines suggested as far as feasible.
34	125	The Committee suggest that measures may be adopted by the Bombay Port on the same lines as suggested by them for Calcutta Port in the previous Chapter so that it could easily handle the increased traffic and thereby prevent congestion in the Port.
35	128	The Committee have noted that the estimated cost of the Marine Oil Terminal project at Bombay increased from Rs. 4.3 crores to Rs. 9.82 crores, the former being the estimate when details were not available. Such a wide variation in the original and revised estimates indicates that the system of preparing the preliminary estimates is defective and needs to be improved.
36	129	It was proposed to construct 928 houses for labour during the First Plan period by the Bombay Port Trust but only 368 units were completed and the work is in progress in respect of 272 units. The Committee consider it rather unfortunate that the scheme for providing the basic amenity of housing to the labour has progressed at such a leisurely pace. They recommend that the entire scheme of constructing 928 units should be completed as early as possible.
37	130	The electrification of cranes, under the First Five Year Plan has progressed fairly well. Out of 34 cranes 28 have been installed and 6 are going to be installed.
38	135	During the tour of the Sub-Committee, the Chairman, Bombay Port Trust, informed that there were 6 Europeans and 160 Pakistani nationals working as officials in the Bombay Port Trust. The Committee would like the Ministry to devise measures to replace them by Indian nationals wherever possible, at an early date.
39	136	The Committee strongly recommend that suitable steps should be taken to ensure that the allotment of Rs. 4 crores for housing the staff provided by the trustees in the Second Plan, is fully utilised, during the Second Plan period. The Committee also reiterate their earlier recommendation that the minimum standard for a family should be a two-roomed tenement.

1	2	3
40	141	In 1951-52 the Bombay Port Trust had a surplus of nearly Rs. 2 crores. The Committee suggest that efforts should be made to regain this level of surplus by improving the efficiency of the Port.
41	142	The Committee recommend that the Ministry should give very careful and prompt attention to the suggestion for improving the working and for providing additional facilities at Bombay Port referred to in para. 142 and take remedial measures on the lines suggested as far as feasible.
42	153	Although the increased facilities that will be available on account of the various development works in the Madras Port, will increase the handling capacity of the Port, this would be more or less be offset by the increased traffic which the port will have to handle. In this connection, the Committee give below the observations of their Sub-Committee which visited Madras:— “The way in which the development of the Madras Port was taken up in the First Five Year Plan did not appear to be satisfactory. A careful examination of the question whether the needs of the developing industrial expansion and trade during the Second Five Year Plan and their impact on the volume of traffic that will have to be handled in the various major, intermediate and minor ports have been assessed properly and how far the development programme would be able to cope with traffic at the end of the Plan would seem to be called for.”
43	156	Under the staff housing schemes at the Madras Port only 19 staff quarters of types III, IV & V have been completed during the First Plan period. The provision made for the housing scheme was only Rs. 16 lakhs as against Rs. 105.47 and Rs. 137.78 lakhs made by Bombay and Calcutta respectively. The importance of providing suitable housing facilities to the employees does not appear to have been properly appreciated by the Madras Port authorities. The Committee recommend that this question should be given greater attention during the Second Plan period.
14	158	The Committee hope that shortfalls in the planned expenditure, as in the First Five Year Plan will not be allowed to occur in the Second Plan.

1	2	3
45	159	It appears that the provision made for housing and other facilities for employees of the Madras Port does not compare favourably with those made by Bombay and Calcutta. The Committee, therefore, suggest that the Madras Port Trust should depute a team of senior officers to visit Bombay and Calcutta to study the various facilities provided to the staff by those two ports and then draw up a suitable staff welfare scheme which should be incorporated in the Second Plan.
46	164	Only 18% of the the workers have been provided housing accommodation in the Madras Port. There is a proposal to build 400 units at Tondiarpet. In this connection, the Committee refer to their observations and recommendations made earlier in paras. 156 and 159.
47	169	The Committee recommend that the problems of sand menace and the "range in the Harbour", at Madras port may be given top priority for studies in the Research Station at Poona, as much time is likely to elapse before the results of the model study are available.
48	170	The Committee recommend that the Ministry should give very careful and prompt attention to the suggestion for improving the working and for providing additional facilities at Madras Port referred to in para. 170 and take remedial measures on the lines suggested as far as feasible.
49	180	The Committee are of the opinion that with the development of the major port of Kandla and the intermediate ports of ex-Saurashtra, a stage has now been reached when more or less, clearly demarcated hinterlands should be demarcated for Kandla and the intermediate ports of ex-Saurashtra, so as to relieve pressure on Bombay which is getting congested with the increasing of tempo traffic.
50	181	The Committee suggest that the question of handling facilities by the Railways at Kandla should be jointly reviewed by the Ministries of Transport and Railways and necessary action initiated at an early date.
51	186	The progress of work at Kandla Port has been some what behind the schedule.

- | 1 | 2 | 3 |
|----|-----|--|
| 52 | 189 | The Committee have no doubt that gradually Kandla Port will develop into one of the important ports of the country comparable with Calcutta, Bombay and Madras. They recommend that special care should be taken in the development of the Township of Gandhidham to ensure that it gets all advantages of a properly planned city. There should also be a provision for a model labour colony. It should be one of the responsibilities of the Development Commissioner to ensure that no slum areas spring up in the Township, as is the case with Calcutta, Bombay and Madras. Efforts should also be made in the direction of providing adequate facilities for seamen on the same lines as at other modern ports. |
| 53 | 192 | The Committee recommend that till Kandla is fully developed, the feasibility of attracting the right type of technical personnel may be explored by giving them an extra allowance besides housing and other facilities. |
| 54 | 194 | As there is paucity of housing accommodation at Kandla the Committee suggest that efforts should be made to provide quarters for at least 80% of the staff that will ultimately be serving in the Kandla port. |
| 55 | 195 | The number of barges at Kandla is not adequate to cope with the increase in traffic and should be substantially increased. Besides barges, the number of tugs and launches should also be increased. |
| 56 | 212 | The Committee recommend that the Ministry should give very careful and prompt attention to the suggestion for improving the working and for providing additional facilities at Cochin Port referred to in para. 212 and take remedial measures on the lines suggested, as far as feasible. |
| 57 | 222 | The Committee recommend that the Ministry should give very careful and prompt attention to the suggestion for improving the working and for providing additional facilities at Vizagapatam Port referred to in para. 222 and take remedial measures on the lines suggested as far as feasible. |
| 58 | 229 | The Committee are, however, not quite sure that the anticipated increased facilities at Indian Ports will be adequate to meet fully the requirements of increased import and export traffic during the Second Plan. The state of chronic congestion at important ports and the hold-ups to ships that have occurred during the last few years are a pointer in this connection. |

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- The Committee, therefore, recommend that from now on measures should be adopted to rationalise the traffic and utilise the facilities of all the Intermediate ports to the maximum extent. Dispersal of export and import traffic through the various ports all along the coast line would be an effective way of relieving pressure on three major ports viz., Calcutta, Bombay and Madras. If this is to be done, then prompt action to increase further the facilities of the Intermediate ports should be initiated at an early date.
- 59 231 The Committee recommend that with a view to have a nucleus of engineers who can form a panel of Consultants, it is necessary, apart from giving facilities to selected personnel to visit places abroad, that these personnel should be given actual experience by being attached to the Port projects, the construction of which is being handled by foreign firms.
- 60 232 The Committee suggest that the question of making some suitable payment for the handling of the hazardous cargo should be considered sympathetically at an early date.
- 61 233 The Committee recommend that the Report of the Committee to study the question of the depths of Major Ports and their entrances, set up in October, 1953 should be expedited.
- 62 234 The Committee recommend that the question of encouraging and extending the cold storage facilities as at Kozhikode and Cochin on the coast line may be investigated, so that the trade in fish may increase.