

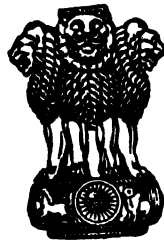
**ESTIMATES COMMITTEE
1956-57**

SIXTY-SECOND REPORT

MINISTRY OF TRANSPORT

SHIPPING

Part—I



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

March, 1957.

C O R R I G E N D A

SIXTY-SECOND REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF TRANSPORT - SHIPPING PART II.

- Page 11, para 44, line 3: read 'charge' for
'carge'
- Page 16, para 66, line 5: read 'others' for
'other'
- Page 21, line 17, read para No. '83' for '85'
- Page 23, para 85, line 9, read 'intake' for
'intakes'
- Page 23, col 1 of the table item (iii) read
'Captain' for 'Cptain'
- Page 23, col 5 of the table item (iii) read
'vacant' for 'vacan'
- Page 27, para No.104, line 3: read 'It' for 'Is'
- Page 30, para 115, line 14: delete 'the' after
'of'
- Page 34, para 129, line 6: read 'Ship-workers'
for 'Ship,workers'
- Page 36, para 137, line 2: read 'Andhra' for
'Andra'
- Page 38, Para 145, line 12: read 'Act' for 'act'
- Page 38, para 145, line 14: read 'survivors'
for 'survivers'
- Page 42, para 166, line 3, read '16-5-1950' for
'16-5-950'
- Page 43, para 166, line 11 from below: insert
the word 'over' after the word 'rates'
- Page 47, para 183, line 4 from below: read
'Scouts' for 'Scounts'
- Page 50, para 196, line 3: read 'expeditious'
for 'expeditions'
- Page 50, para 198, line 8: read 'amounts' for
'amount'
- Page 55, vertical col 5, line 4: read 'Surveyor'
for 'S..veyer'
- Page 55, vertical col 2, line 6: read 'Assist
Dir.General' for 'Assist Dir.Ge..al'

- Page 55, vertical col 4, line 7: read 'Rese-
arch Officer' for 'Re...ch Officer'
- Page 58, para 14 Note (b), line 1, read
'exercised' for 'exericised'
- Page 64, Annexure I, line 16, read '8,524'
for '8542'
- Page 70, S.No. 4, line 5, read 'Saurashtra'
for 'Saurastra'
- Page 74, S.No. 29, line 3, read 'seaman'
for 'seamen'
- Page 74, S. No. 31, line 2, read 'Sailing ve-
ssels' for sailingv essels'
- Page 77, S. No. 47, line 3, read 'in' for 'int'

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SECRETARIAT

Shri S. L. Shakhder—*Joint Secretary*.

Shri H. N. Trivedi—*Deputy Secretary*.

Shri R. P. Kaushik—*Under Secretary*.

* Resigned with effect from the 20th November, 1956.

** Died on the 6th October, 1956.

*** Ceased to be a member upon his election to Rajya Sabha on the 13th December, 1956.

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Sixty-second Report on the Ministry of Transport on the subject "Shipping—Part I".

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 & Co. (India) Private Ltd., Calcutta and Sarvashri M. A. Master and C. A. Buch for giving their evidence and making valuable suggestions to the Committee.

BALVANTRAY G. MEHTA, *Chairman,*
Estimates Committee.

NEW DELHI;
The 27th March, 1957.

I. ORGANISATION & FUNCTIONS

A. Introduction

1. The administration of Merchant Shipping Law, as indeed of all matters affecting the merchant ships is the responsibility of the Ministry of Transport, Government of India. Some years ago, the subject was being dealt with by the Ministry of Commerce but it was transferred to the Transport Ministry with effect from the 1st February, 1951, as it was felt that all transport subjects namely, shipping, ports, road transport etc., should be dealt with in a co-ordinated manner in one Ministry. Even prior to this, the need for an executive organisation to deal with all shipping matters was constantly felt, and on 1st September, 1949, a Directorate General of Shipping was established with headquarters at Bombay. The Ministry of Transport is now concerned with general administration, policy and legislation, while the actual administration of maritime institutions and of Merchant Shipping Acts and Rules is the responsibility of the Director General of Shipping, functioning under the Ministry of Transport.

B. Organisation

2. Organisational set up in the Ministry of Transport at Headquarters, in so far as the subject of Shipping is concerned, is enclosed herewith, as Appendix I. There are four sections in the Transport Wing of the Ministry of Transport, dealing with the problems of Shipping and allied matters, *viz.* Mercantile Marine (A) Section, Mercantile Marine (S) Section, Mercantile Marine (T) Section, Mercantile Marine (L) Section.

3. Nature of the work handled in each of these sections has already been described in Appendix VI of the Sixtieth Report on Motor Transport and Miscellaneous.

4. In the debates in the Lok Sabha on the resolution regarding the development of Indian shipping by Shri Raghunath Singh on the 9th and the 23rd September, 1955, the following important points were made by the Members in regard to co-ordination.

(i) There should be a proper co-ordination between transport by rail and by coastal shipping, thus ensuring that both the systems played their role in the movement of goods and eliminated chances of over-feeding one at the expense of another.

(ii) Indian shipping was being dealt with by several Ministries. While the Ministry of Transport was responsible for development of shipping, the Ministry of Production was responsible for ship-building. The Ministry of Commerce & Industry supplied iron and steel, and regulated import and export of cargoes. The Ministries of

Food, Defence and Works, Housing and Supply all came in the picture. There was a great need for co-ordination by a Central authority which should consist of both technical and administrative personnel. It would have technical knowledge at its disposal not only of shipping trade but of shipping industry, lighthouses and other cognate matters.

5. In this connection, the Committee refer to their recommendation made in para 84 of their Sixtieth Report, to set up a Central Transport Board, on similar lines as the Railway Board with a member (Shipping), assisted by suitable technical personnel. The Committee are of the opinion that this arrangement will adequately meet the requirements.

C. The Directorate General of Shipping, Bombay

(a) *Genesis*

6. The Office of the D. G. Shipping was set up with effect from the 1st September, 1949, to administer all executive matters relating to 'Merchant Shipping' formerly dealt with directly in the Secretariat of the then Ministry of Commerce. The handling of the entire work in the Secretariat did not always result in quick disposal of work and the volume of routine and ordinary work involved in dealing with these questions left little time and leisure for consideration of the larger issues relating to policy matters. In accordance with the recommendation of the Economy Committee, it was decided to set up a Directorate General of Shipping with its headquarters in Bombay and to entrust to the Directorate, the day-to-day administration of the various offices dealing with the problems relating to shipping and seamen and administrative planning on a comprehensive long-term basis. The appointment has been given statutory recognition by the amendment of the I. M. S. Act and it has been provided that any functions which are required by the Act to be performed by the Central Government may be delegated to the D. G. and in a large number of matters such delegations have been made.

(b) *Work done by D. G. Shipping*

7. This Directorate was placed on a permanent basis from the 1st March, 1952. The subjects dealt with by the D. G. Shipping may be classified into three broad categories:

- (a) Statutory involving the administration of the shipping laws, the enforcement of the safety rules etc.;
- (b) Consequential functions, such as training institutes, welfare activities etc.; and
- (c) Commercial expansion, involving the expansion of Indian tonnage, loans to shipping companies etc.;

The following are the items of work dealt with in the Directorate:

- (i) Matters affecting merchant shipping and navigation and administration of the merchant shipping laws;

- (ii) Measures to ensure safety of life and ships at sea;
- (iii) Development and expansion of Indian shipping;
- (iv) International Conventions relating to maritime matters;
- (v) Provision of facilities for training of officers and ratings for the Merchant Navy;
- (vi) Regulation of employment of seamen and welfare of seamen; and
- (vii) Development of sailing vessels industry.

(c) Organisational set up of the Office of D. G. Shipping.

8. On the technical side, the Director General of Shipping is advised by the Nautical Adviser who is also the Principal Examiner of Masters and Mates and by a Chief Surveyor who is concurrently the Chief Examiner of Engineers. On the administrative side the D. G. is assisted by two Deputy Directors General and an Officer on Special Duty (Sailing Vessels).

The Deputy Directors General are in turn assisted by the four Assistant Directors General, three Executive Officers, and a Research Officer, while the Nautical Adviser and Chief Surveyor are in turn assisted by the Deputy Nautical Adviser and the Deputy Chief Surveyor respectively.

9. D. G. Shipping has under his administrative control, the following subordinate offices:

1. Mercantile Marine Department, Calcutta, Bombay, Madras, Vizagapatam and Cochin.
2. Shipping Offices, Bombay and Calcutta.
3. Training Ships 'DUFFERIN', 'BHANDRA/'MEKHALA' and 'NAVLAKHI'.
4. Seamen's Employment Office, Bombay and Calcutta.
5. Nautical & Engineering College, Bombay.
6. Directorate of Marine Engineering Training, Calcutta and Bombay.
7. Seamen's Welfare Offices, Bombay and Calcutta.
8. Regional Offices (Sails), Bombay, Tuticorin and Masulipatnam.

10. A chart showing the organisational set up of the D. G. Shipping as on 1st April 1956 is given in Appendix II.

(d) The powers of the D. G. Shipping

11. As indicated earlier, the administration of the I. M. S. Act, 1923 and the various rules framed thereunder, has been vested in the D. G. Shipping and the Central Government have issued an order directing that any power, authority or jurisdiction exercisable

by it under the Act or of the Merchant Shipping Act (United Kingdom) (which are still applicable to India) are exercisable by D. G. also in certain respects. He has also been authorised to sign certain documents of international validity such as Load Line Certificates, Certificates of Competency issued to Navigating and Engineer Officers etc. In addition he has usual powers as head of the department. The additional financial and administrative powers that have been delegated to the D. G., are given in Appendix III.

12. The matters which are referred to the Ministry of Transport by the D. G. Shipping pertain to the grant of loan to shipping companies and other matters relating to policy. All sanctions for loans are issued by the Ministry on the basis of the recommendations by the D. G. References are also frequently made to the Ministry of Transport in respect of other matters connected with the grant of loans, when any departure, from the usual terms of loan is to be incorporated in the loan agreement, extension of time for the shipping company for the repayment of loan instalments or payment of interest etc. As some complaints about delay in sanction of loans, disposal of vessels etc., were voiced, the Committee suggest that the existing procedure in this respect may be reviewed with a view to expedite the process.

13. D. G. has full powers as far as sale of vessels within the country is concerned. In respect of sale of vessels to foreigners, the matter is referred to the Ministry of Transport.

(e) *Advisory Committee for D. G. Shipping*

14. The Committee understand that there is no advisory body to advise the D. G. Shipping. The Consultative Committee of Indian Shipowners, the Consultative Committee of Overseas Shipping Interests, constituted by the Government, however, advise the Government on the problems of shipping. These Committees have on their panel representatives of the ship-owners. There are also committees like the Deck Passenger Welfare Committee, Governing Body of the 'Dufferin', Merchant Navy Welfare Board, etc., but all these bodies deal with particular aspects of work. There is no general purposes committee consisting of non-officials which could provide a suitable forum for discussing all the matters coming under the purview of the D. G. Shipping. The Committee, therefore, suggest that the Ministry should examine the feasibility of constituting a general advisory body which should include non-officials, interested in the development of shipping and sailing vessels industry and representatives of business to advise D. G. Shipping.

D. Mercantile Marine Department

(a) *Organisation and Functions*

15. The Mercantile Marine Department was created under the Merchant Shipping Act, with the main object of ensuring safety of merchant ships. In fact all the rules and regulations are for the purpose of giving effect to the International Convention on the Safety

of Life at Sea. Ships belonging to the countries who are signatories to the Convention are open to inspection by Surveyors of the various administrations the object being to maintain, as far as practicable, a uniform standard of safety for world shipping.

16. The coastline of India is divided into three marine districts as follows:

- (1) Bombay district extends from the West-Pakistan border to the port of Bhatkal on the West Coast.
- (2) Madras district extends from Mangalore on the West Coast to Vizagapatam on the East Coast, round Cape Comorin.
- (3) Calcutta district extends from Vizagapatam to the East-Pakistan border.

Each of these districts is headed by a Principal Officer, Mercantile Marine Department, who is responsible to the Director General of Shipping. This department is principally concerned with the safety of life at sea. The sea-worthiness of ships, condition of machinery, equipment and the fitness of officers is ensured at all stages. Safety of the ship from the very first stage *i.e.* when drawings are prepared for the construction of ships, is taken into account. The ships are examined periodically by the surveyors of the Mercantile Marine Department and every passenger ship is required to go to dry docks at least once in every year.

17. The subject of safety may be sub-divided as follows:—

- (i) Natural elements and navigational aids.
- (ii) Safety of ships
- (iii) Safety of passengers and crew in emergencies.

(i) Natural elements and Navigational Aids

18. On the first item, the navigator is helped by regular weather broadcasts on a worldwide basis so that the Master of a ship is made aware of the weather conditions which he may reasonably expect to encounter. These facilities are being improved upon day by day. One important navigational aid is the lighthouse. The coast of India is dotted with lighthouses and not only these are being improved and made more powerful, but also new lighthouses are under construction at a number of places for affording better guidance to ships. More and more ships are being fitted with radar and direction finders.

(ii) Safety of ships

19. Safety of all ships, whether they are cargo-ships or passenger ships, is the ultimate responsibility of the Administration. It is true that in the case of cargo ships their loadline is often assigned by a Classification Society, nevertheless such assignment is subject to the

approval of Government on whose authority, the Loadline Certificate is issued. Items of safety equipments such as life saving appliances, lights and sound signals, fire appliances and signals of distress are inspected and approved by Government surveyors.

20. A loadline is meant for the purpose of determining the dead-weight which may be carried in a ship corresponding to the loadline mark on her side. The survey for loadline entails the detailed consideration of the strength of the ship's structure as a whole to withstand forces of nature during the vessel's service. This incidentally applies equally to a cargo ship as well as to a passenger ship, although for the latter there are other more stringent requirements to be complied with.

21. The items of life saving appliances, lights and sound signals, fire appliances and signals of distress are now covered under surveys for issue of a Safety Equipment Certificate which is required to be carried by all ships trading between an Indian port and a port outside India, for example, for ports in Pakistan, Burma etc. Certain small ships in the home trade are not required to have a Safety Equipment Certificate but they are nevertheless required to comply with the life saving appliances, lights and sound signals and fire appliances rules as applicable to them according to their size and type.

22. An important aspect of safety of a ship is its careful handling and operation by persons who are placed incharge of its running. This is ensured by making statutory provision that properly certificated Navigating and Engineer Officers are carried in all foreign-going ships and in home trade ships over a certain minimum tonnage. The number of such Officers and the grades of the certificates of competency to be held by them depends on the size, type, horsepower (for Engineer Officers) and the service of the vessel.

23. Passenger ships are required to be under constant vigilance of Government surveyors right from the time when the keel is laid. That is to say, passenger ships must be surveyed under construction by Government surveyors. Their periodical surveys are also to be carried out by Government surveyors. Such surveys ensure that a passenger vessel is fit in all respects for the intended service for the period stated in her Certificate of Survey which is not to exceed 12 months.

(iii) *Safety of passengers and crews in emergencies*

24. Experience has shown that no matter how safe a ship may be and how carefully she may be sub-divided, circumstances may arise in which she may become helpless and eventually sink, and, therefore, statutory laws have been made for the provision of adequate life-saving appliances to enable persons to abandon the vessel in such eventualities.

25. Briefly, foreign-going passenger ships are now required to have adequate capacity in their life-boats for all persons on board and carry buoyant apparatus for 25 per cent of total numbers, and a life-jacket for each individual on board. Cargo ships are required to carry double boatage, that is to say, a cargo ship is required to carry life-boats such that their capacity on each side (port and star-board) is sufficient for the total number of persons on board.

26. A special type of passenger ship in India is the unberthed passenger ship which carries a large number of 'deck' passengers not accommodated in cabins. Unberthed passenger travel provides a cheap means of sea travel and has become a part of the travel habits of people in coastal area and can ply so long as it complies with statutory safety requirements.

27. Another important function, in addition to the responsibility of safety at sea performed by the Mercantile Marine Department is the supervision through the shipping office of the 'signing on' and 'signing off' of the crew. The crew is 'signed on' for a particular period, ordinarily for one year. It is the duty of the Master to enter into a contract assuring certain conditions of service to the crew. When the crew are 'signed off' their rights have to be safeguarded. The Shipping Master is expected to witness the 'signing on' and 'signing off' and to ensure that proper terms are granted. He performs these functions in respect of all Indian ships and those foreign ships which 'signed on' crews at Indian ports.

28. The detailed items of work undertaken by the department are as follows:—

- (i) Registration of ships under Merchant Shipping Act;
- (ii) Survey of ships and issue of certificates under the Indian Merchant Shipping Act, 1923, Inland Steam Vessels Act, 1917 and Indian Ports Act, 1908;
- (iii) Examination of Masters and Mates and Engineers and Engine-Drivers and Serangs;
- (iv) Dissemination of navigational information to shipping, broadcast of navigational warnings, issue of notices to Mariners and investigation of shipping casualties;
- (v) Examination of life saving appliances and lights and sound signals and issue of appropriate passes;
- (vi) Approval of storage of dangerous cargo; and
- (vii) General Inspections *e.g.* grain ships, ships suspected of overloading, ships reported to have sustained damage to their hull machinery or equipment etc.

(b) Mercantile Marine Department, Bombay

29. The Mercantile Marine Department, Bombay is under the charge of the Principal Officer, who is assisted by six engineers and ship-surveyors, four nautical surveyors, a ship surveyor and two

radio inspectors. The work in respect of the Deck Passenger Committee is also done by this Office and a Secretary and Welfare Officer are in charge of the work. Lifeboat training centre is also under his charge.

Reorganisation of Bombay Marine District

30. When the Indian Merchant Shipping Act, 1923 and the Inland Steam Vessels Act, 1917 were extended to the ex-States of Kutch and Saurashtra, the Government of India extended the jurisdiction of the Bombay Marine Department to include these States.

31. As the State authorities had no qualified technical survey staff, it was decided that the administration of these Acts should be looked after by the Principal Officer, Mercantile Marine Department, Bombay. The present marine district of Bombay is big and the Principal Officer is not able to give his personal and prompt attention to all the problems. Now with the reorganisation of States, there appears to be a need for reorganising the marine department of Bombay. The Committee recommend that the feasibility of opening a sub-office of the Marine Department in one of the ports in Kutch or Saurashtra on the same lines as is the case with the Marine Department of Madras, should be carefully examined.

32. The Committee understand that two posts of surveyors have been lying vacant for more than a year. The Committee will deal with the question of shortage of technical staff at a later stage.

(c) Mercantile Marine Department, Madras

33. The Mercantile Marine Department, Madras has two sub-offices under it, one at Cochin and the other at Vizagapatam. The Principal Officer is assisted by two engineers and ship surveyors, one each at Cochin and Vizagapatam, a Deck Passenger Welfare Officer and Port Officers and Port Conservators.

34. The Principal Officer in Madras is also in charge of seamen's welfare. The welfare work generally includes assistance to seamen of all nationalities for recovery of balance of wages, medical aid, assessment of disability, financial assistance, accommodation etc. Seamen in transit through Madras, report to the Officer and are provided with boarding and lodging facilities. A hostel is also run where lodging and boarding are provided at a small charge.

35. The Committee understand that in the case of Mercantile Marine Department, Madras also, the post of surveyor is lying vacant for the last one year or so.

(d) Mercantile Marine Department, Calcutta

36. The Principal Officer, Mercantile Marine Department, Calcutta, is the administrative head of Mercantile Marine Administration, Calcutta District and is assisted by three nautical surveyors, one senior engineer and ship surveyor, a shipping master, four engineers and a welfare officer. This Department also undertakes

work on behalf of the Government of West Bengal, *viz.* survey of inland passenger and non-passenger vessels, administration of pooled launches and examination of inland Masters and Serangs, for which contributions are paid by the State Government. The Committee recommend that other similar State Governments may also utilise the services of the Mercantile Marine Department on an agency basis so that a uniform standard in the administration of the Indian Shipping and Inland Steam Vessels Acts may be maintained.

E. Training Institutions under the D. G. Shipping

37. The training institutions for training officers are:

- (i) Directorate of Marine Engineering Training in Calcutta and Bombay;
- (ii) Nautical Engineering College, Bombay;
- (iii) Training Ship 'Dufferin'.

(a) The functions of Training Institutions

38. The candidates wishing to qualify for a Certificate of Competency in the Mercantile Marine on the Deck side have first to put in four years apprenticeship on foreign-going ships. After they complete this period, they are eligible to sit for the second mate's examination held by the Mercantile Marine Department. Then they have to go back to sea to put in 18 months' sea-time as third or second mate whereafter they can sit for the First Mate's examination. After passing this and after further 18 months' sea-time they can sit for the Master's examination. Under the Government of India scheme, candidates are initially put through a two-year course of training on the training ship 'Dufferin' and after they complete this course, they have to 'sign on' on foreign-going ships as apprentices. The two year course is recognised as equivalent to one year's sea-time and the cadets passing out of the ship have to put in only three years apprenticeship at sea. The 'Dufferin' course is a pre-sea course and prepares the candidates for a career at sea providing minimum essential nautical background.

39. On the engineering side, candidates have to put in four years apprenticeship in Marine Work-shops including two years' actual experience in heavy repairs. After they sit for Part 'A' of the Second Class Engineers' examination, after passing which they have to go to sea for 18 months, of which a proportion has to be spent in watch-keeping duties. After completing this period, they can sit for 'Part B' which makes them eligible for Second Class Engineer's certificate. Subsequently they have to go back to sea for another 18 months in the capacity of a Third Engineer or Second Engineer and then they can appear for the First Class Engineer's examination. Under the Government of India scheme, the candidates are attached to work-shops for three years' training and during the fourth year, they are provided with a combined theoretical-*cum*-workshop course. This

combined course has been recognised as equivalent to four years, workshop service for the purpose of the rules. This Marine Engineering course is also a pre-sea course and the Directorate of Marine Engineering Training is incharge of it.

40. The Nautical & Engineering College provides post-sea courses for all candidates who have completed their sea-time and who are about to sit for their examinations for certificates of competency. It provides courses for both Deck and Engineering examinations. The courses are essentially tutorial and are of brief duration and the candidates can continue for three months at a time until they pass their examinations.

41. The Bombay branch of the Directorate of Marine Engineering Training, under the control of the Deputy Director, is charged with the functions of supervising the workshop training of the three batches of apprentices and also of running the evening classes for them in accordance with the approved syllabus. These classes were previously conducted by the Victoria Jubilee Technical Institute and instructions in the college premises. Under the existing orders all the apprentices have to stay in the hostel and they are subject to strict discipline in the same way as on the Training ship 'Dufferin' and have also to undergo physical training courses.

(b) Directorate of Marine Engineering Training, Calcutta

42. The Directorate of Marine Engineering Training was established in October, 1948, on the basis of the recommendations of the Indian Merchant Navy Officers Training Committee. The object was to provide better facilities for training in marine engineering based on a well-planned curriculum of study with a view to making India self-sufficient in turning out well-trained engineering personnel for the Indian Mercantile Marine and to utilize the T.S. "Dufferin" exclusively for training in the executive course of navigation only. The first batch of 50 trainees in marine engineering under the new scheme was admitted in August, 1949. The headquarters of the Directorate was located in Bombay till May 1952 when it was transferred to Calcutta in consequence of the decision to set up a well-equipped Marine Engineering College there. The new college and ancillary building have recently been completed at a cost of over Rs. 33 lakhs. A branch of the Directorate is in Bombay under a Deputy Director where a batch of apprentices are required to spend the first three years of training.

43. The Directorate of Marine Engineering Training was declared a permanent organisation with effect from the 13th September, 1952.

(c) Directorate of Marine Training, Bombay

44. The Bombay branch of the Marine Engineering Training Directorate is housed in the same building as the Nautical and Engineering College. The branch is under the charge of a Deputy Director who functions under the direction of the Director of Marine Engineering Training stationed at Calcutta. The Deputy Director conducts evening classes for the workshop apprentices. He is in charge of marine engineering training of the apprentices for the first three years of the course, the fourth year of which is spent in Calcutta before the apprentices are put on a short period of practical course. This pre-sea training of four years is given to all the apprentices in marine engineering, the first two years of which are spent in Bombay. The hostel for marine engineering training apprentices is also housed in one wing of the Nautical and Engineering College hostel.

(d) Nautical and Engineering College, Bombay

45. The Nautical and Engineering College, Bombay, was declared a permanent organisation on 1st September, 1952. In October, 1953, a Radar Training Centre was opened under the auspices of the College.

(e) Training Ship 'Dufferin'

45. 'Dufferin' was commissioned as a training ship in November, 1927. The course of training on the 'Dufferin' is of a duration of two years and on the basis of an annual intake of 50 boys, the ship has at a time two batches of cadets (junior and senior) undergoing training. Thus there were 100 cadets under training on board in each of the years 1953, 1954 and 1955. Commencing from the year 1956, the annual intake has been increased by 10 and there are at present on board 110 cadets undergoing training, composed of 50 boys admitted in the previous year and 60 fresh boys who began their training in August, 1956. These boys admitted into the 'Dufferin' are trained for a career as Navigational Officers in the Merchant Navy. The syllabus and the system of instruction are aimed at achieving the following objects:

- (a) bring each cadet up to a professional standard which will enable him to continue his own education at sea and so eventually to pass the Government examinations for certificates of competency as Masters and Mates in the Merchant Navy;
- (b) give all cadets a training to fit them to take their place as Officers, and face with fortitude and endurance the hardships inseparable from life at sea by manual work, by strict discipline and by causing them, as far as possible, to take responsibility in minor matters whilst yet boys;

- (c) give all cadets a social training which will enable them to move with confidence in any society without embarrassment either to themselves or to others; and
- (d) imbue all cadets with a sense of loyalty, patriotism, manliness, devotion to duty, spirit of service, together with a healthiness of mind and body such as will render them true citizens of India.

47. On the recommendation of the Merchant Navy Training Committee appointed by the Government of India in 1948, the training scheme was re-organised in the year 1949 and the "Dufferin" which had previously been training every year 25 boys on the engineering and 25 boys on the navigational side, was reserved solely for training in the Navigational department only; and a separate institution known as the Directorate of Marine Engineering Training was set up for the training of personnel on the engineering side. Since November, 1927, when the "Dufferin" was commissioned as a training ship and upto the end of December, 1953, a total number of 1329 trained personnel has been contributed by her.

48. A monthly fee of Rs. 50/- for the term is collected from each Cadet as an all-inclusive charge covering board, lodging, tuition and medical attention. The food (vegetarian or non-vegetarian as the case may be) is supplied on a uniform basis in accordance with the diet scale modelled on the National Defence Academy practice. Ample recreational and other facilities such as library etc., are provided. There are 40 to 45 scholarships, instituted by the Government of India, State Governments and other bodies, for award to each batch of cadets. After completion of training on the "Dufferin", the cadets are offered assistance in finding berths on ships to enable them to acquire sea-time.

49. Boys are selected on the basis of merit, on the results of an all-India qualifying examination and interview later on by the Governing Body of the ship.

50. The existing facilities are considered adequate to cope with demands, since the "Dufferin" has capacity to admit for training as many as 80 boys every year if required. The position as regards demand *vis-a-vis* supply is constantly under review and in fact, the annual intake of the "Dufferin" has been increased as already mentioned earlier from 50 to 60 boys on a recent assessment of the probable requirements of personnel in the second five year plan period.

51. The sub-Committee of the Estimates Committee which visited T.S. Dufferin were favourably impressed with the standard of training and the smartness of the boys under training.

F. Training Institutions for ratings.

52. The training ships, 'Bhadra', 'Mekhala' and 'Navlakhi', are under the charge of a Captain Superintendent each; the other staff include the Executive Officers, Lecturers etc.

(a) *Training Ship 'Bhadra'.*

53. 'Bhadra' situated at Calcutta is another training ship which has been utilised by the Government of India for imparting pre-sea training to persons seeking employment as deck hands or coal trimmers in the Merchant Navy since June, 1950. The first batch of trainees commenced their course in January, 1951. The trainees are drawn from West Bengal and adjoining areas. The vessel which is about 50 years old was put in a fair state of repair in 1952 and it is expected that if given proper attention it should continue to be in a fit condition for use for training purposes for a further period of 50 years. About 50 trainees are passed out each month after a three months' course. The trainees are given free board and lodging and a stipend of Rs. 2/8/- per week during the course of training.

(b) *Training Ship 'Mekhala'.*

54. Training Ship 'Mekhala' has been stationed at Vizagapatam since 1950 for the training of merchant seamen and firemen. The course of instruction is spread over three months and a batch of 40 trainees is recruited every month. After the completion of the training, the batch is sent to Bombay and Calcutta where employment is found for them in foreign going merchant ships. The recruitment is made on the first of every month in various centres namely 18 from Bombay, 14 from Madras, 6 from Vizagapatam and two from Hyderabad.

(c) *Training Establishment 'Navlakhi'.*

55. The Ratings' Training Establishment at Navlakhi has been set up by the Government of India (Ministry of Transport) for imparting training to boys for service in the Deck and Engine-room Departments on merchant ships.

56. Admissions to this Establishment are restricted to boys who have studied upto minimum 4th standard and maximum matriculation and are within the age range of 18 and 25 years. Preference is given to boys who come from families with seafaring traditions.

57. The training period is for three months. The training imparted to the boys taken for Deck Department includes scrubbing and cleaning of decks, crews' quarters; paint work etc; cleaning out cargo compartments and bilges, scaling, oiling and painting, rigging of cargo gear and working cargo when necessary. The boys taken for the Engine-room Department are trained in coal-trimming, firing, cleaning out compartments and bilges, work in connection with the maintenance of machinery and boilers, scaling, painting and oiling, scrubbing and cleaning of screws' quarters, etc.

58. During the course of training the expenses of the trainees on food, lodging and uniforms are borne by Government. In addition, pocket money of Rs. 2/8/- per week is paid by Government to each trainee.

59. The selections of boys are made at Bombay, Ratnagiri, Surat, Rajkot and Bhuj. The selected boys when proceeding to Navlakhi are given railway fare concession equal to half 3rd class railway fare.

60. Before admission the boys have to undergo a medical examination. On completion of the course of training, the trainees are sent by the Captain Superintendent of the Navlakhi Training Establishment to Bombay to report to the Director, Seamen's Employment Office there, who helps them in securing employment on merchant Ships belonging to various shipping companies. This employment is of an intermittent nature. The period of service at any time ranges from 6 to 9 months. During the period of employment the trainees get a monthly wage of Rs. 105 to Rs. 125 with free board and lodging. Their second and subsequent employment like other seamen is governed by a rotational system operated by the Seamen's Employment Office, Bombay. Fifty trainees are recruited each month so that there are 150 trainees at a time. The initial expenditure to the tune of about Rs. 2.7 lakhs including the building etc. has been borne by the ex-Saurashtra Government. The annual recurring expenditure of the establishment as sanctioned by the Ministry of Transport is Rs. 2.75 lakhs.

61. The Sub-Committee of the Estimates Committee which visited this training establishment noticed that there was urgent need of improving the building and providing additional equipment etc.

62. The Committee recommend that steps should be taken at an early date to effect necessary improvements, so as to bring this establishment to the same standard as other Ratings schools in the matter of buildings, equipment and amenities to the trainees and the staff.

G. Shipping Offices.

63. The Government shipping offices at Bombay and Calcutta, are charged with the administration of the Indian Mercant Shipping Act, 1922 and the Merchant Shipping Act, 1891. The main functions of these offices are:—

- (1) Engagement of seamen in various fields;
- (2) Discharge of seamen.
- (3) Fines, promotions and demotions.
- (4) Treatment of distressed seamen.
- (5) Collection of "allotment" money from the Shipping Companies and their disbursement to the allottees every month.
- (6) Compensation under Workmen's Compensation Act.
- (7) Wages of seamen.
- (8) Preparation and maintenance of continuous Discharge Certificates.

- (9) Issue of Seamen's Identity Certificates.
- (10) Medical examination of seamen.
- (11) Pre-sea training for Merchant Navy Ratings.
- (12) Inquiry conducted into the cause and circumstances of death of a seaman that may occur in the course of a voyage.
- (13) Visas to Pakistani seamen.
- (14) Inquiry into disputes and complaints regarding food, accommodation and ill-treatment on ships.
- (15) Maintenance of accounts on behalf of the Ministry of Transport in the United Kingdom.

64. The Shipping Office, Bombay is headed by the Shipping Master who is assisted by a Deputy Shipping Master and an Assistant Shipping Master. The Calcutta Office has, besides the Shipping Master, a Deputy Shipping Master and Two Assistant Shipping Masters.

H. Seamen's Welfare Organisation

65. The Seamen's Welfare Organisation was set up to meet the need for co-ordinating the welfare and well being of a large number of Indian and allied seafarers who arrived and passed through the major ports of India during the period of War. The organisation rendered useful service during the war period and has been continued in view of the usefulness and the popularity it has gained amongst seafarers of all nationalities who call upon it for assistance in diverse matters. The main functions of the organisation are:—

- (a) Welfare, advice and assistance to seamen both on and off-articles.
- (b) To contact Indian seamen ashore and afloat.
- (c) To attend to their complaints and grievances.
- (d) To visit hostels, clubs, boarding houses and recreation centres. To visit hospitals where seamen are lying sick.
- (e) To settle disputes arising out of sea-men's wages, hours of work, food, health, living conditions and minor differences between ship's officials on board and the crew.
- (f) To attend committee meetings connected with the welfare activities of seamen.
- (g) To assist seamen in recovery of their balances of wages, post war credit, war medals, prize money and education of children of serving and deceased seamen.
- (h) To arrange for medical attention and admissions in the hospitals.
- (i) to provide legal aid.

- (j) To arrange for accommodation on shore.
- (k) To provide relief in distress and give financial assistance and to arrange provision for special drugs.
- (l) To advise on compensation problems arising with the shipping companies under the Workmen's Compensation Act.

The Seamen's Welfare Offices have been set up at Bombay, Calcutta and Madras.

SEAMEN'S WELFARE OFFICE, BOMBAY

66. The Seamen's Welfare Office, Bombay was set up in 1944-45 and was declared permanent from 1st July, 1954. The Office is under the charge of the Seamen's Welfare and Civilian Passage Officer. The Welfare Officer at Bombay has also been required to arrange sea passage for Government Officials and other to every part of the world since 1950. This entails large correspondence with shipping companies, Ministries of Government of India, Departments of the State Governments, Customs, Income-tax etc.

67. The Committee do not regard this as a legitimate function of the Welfare Officer, and suggest that it should be taken away from him and transferred to some other officer. The social and economic condition of Indian seamen is very much below the standard of their counterparts in other countries, and the Welfare Officer will have ample work to do, if he does his job with true devotion.

68. It is the duty of the Seamen's Welfare Officer to attend to the medical examination of seamen, which is done once in every five years. He helps the seamen in drafting appeals to the Director-General of Shipping in case they have any difficulty with the shipping companies. He also administers the Sick and Destitutes Amenities Fund. He arranges for the issue of disability certificates for those seamen who are declared medically unfit permanently. Legal aid is also arranged for those seamen who have disputes to settle with the shipping companies. Spectacles are arranged at concessional rates and free eye treatment is also given to seamen. Thirty beds are reserved in the hospital for seamen.

69. The following institutions have been provided for the benefit of seamen at Bombay:

- (i) Seamen's Home.
- (ii) Indian Seamen's Clinic.
- (iii) Indian Seamen's Hostel.
- (iv) Prince of Wales Seamen's Club.

Seamen's Home and the Seamen's Hostel provide dormitories for seamen and only annas 2 per head per day are charged. Both have a canteen, library and a recreation room. Both these buildings can accommodate about 1,000 seamen at a time. The Committee suggest that a few single rooms at somewhat higher rates should also be

provided for those seamen who are desirous of having independent accommodation. Prince of Wales Seamen's Club is meant for European seamen. It has a church, a cinema hall, library and a recreation room attached to it. The contrast in the standard of amenities provided in the Indian Seamen's Hostel and the Prince of Wales Seamen's Club is indicative of the long way we have to travel in securing better social and economic conditions for Indian seamen.

SEAMEN'S WELFARE OFFICE, CALCUTTA

70. Seamen's Welfare Office, Calcutta is under the charge of a Principal Seamen's Welfare Officer. The administration of the Nabigriha (Seamen's Hostel) is also the concern of this office.

SEAMEN'S WELFARE OFFICE, MADRAS

71. This office was set up in July, 1945. The office is placed under the control of the Principal Officer, Merchantile Marine Department, Madras, who functions as Seamen's Welfare Officer.

1. Seamen's Employment Offices

72. The Seamen's Employment Offices at Bombay and Calcutta were established with a view to assist seamen in getting employment, to give them information about the vacancies, to take up their case with the shipowners for appointment in categories suited to them and to look after their interests in general. According to the present procedure laid down, the eligible seamen are registered in different categories and given chance to serve on ships according to their turn. A complete and comprehensive record of each individual as regards his date of registration, employment on a voyage, service record etc. is maintained in this Office. At present the employment is only on an individual voyage basis. The seamen's employment office Bombay is under the control of a Director assisted by a Deputy and three Assistant Directors. The Office at Calcutta also is headed by a Director who has under him a Deputy Director, and three Assistant Directors.

73. The establishment of the Seamen's Employment Offices has resulted in the rationalisation of the available employment opportunities to the waiting seamen on an equitable basis. The Committee understand that prior to the establishment of these offices, the seamen had to undergo a lot of hardship and become victims of corrupt practices for securing jobs. Chances of such malpractices have now been considerably reduced. The sub-Committee of the Estimates Committee which visited Seamen's Employment Office at Bombay were favourably impressed with the working of that office. The action of the Ministry in the setting up of these offices is commendable. The Committee suggest that the feasibility of setting up similar offices at other major ports should also be examined.

J. Regional Offices (Sails)

74. The Regional Offices (Sails) have been established at Bombay, Tuticorin and Masulipatnam. Each Regional Office is under the control of the Regional Officer who is required to help sailing vessel owners in organising themselves for better securing of cargo and standardisation of the practices as the sailing vessel owners themselves are not able to do so. In brief, they carry out the same duties within their regions as were carried out by the Officer on Special Duty (Sailing Vessels) at the Headquarters of the Director General of Shipping, and under his instructions. Their duties are generally to ensure that the sailing vessels industry is developed as a reliable and efficient means of transport in the interest of national economy and in particular to help owners of sailing vessels to organise themselves for the purpose of standardisation and elimination of malpractices in the industry. The officer also assists individual owners in securing cargoes. When the proposed sailing vessel clauses are incorporated by the Parliament in the proposed consolidated Indian Merchant Shipping Act, the Regional Officers shall be the officers responsible for seeing that the provisions of that Act are duly enforced. At present there are no Regional Officers for the regions of Saurashtra and Kutch, Malabar and the Madras Coast. The Committee suggest that the feasibility of setting up of Regional Offices (Sails) for these regions also should be examined.

K. Consultative Committee of Ship-owners

75. The Consultative Committee of Ship-owners consists of six representatives of the Indian National Steamship Owners' Association, Bombay, one representative of the Eastern Shipping Corporation Ltd., Bombay and one representative of the smaller Indian Shipping Companies, who are not members of the Indian National Steamship Owners' Association. It is an advisory body and has been set up to advise Government on matters relating to the general development of Indian shipping. The Committee enables Government representatives and ship-owners' representatives to have discussions on common shipping problems to their mutual benefit. It ordinarily meets once a year.

Its meetings were held on the following days:—

First meeting—19th & 20th August, '52.

Second meeting—6th December, '52.

Third meeting—21st November, '53.

Fourth meeting—20th November, '54.

Fifth meeting—28th November, '55.

76. The Committee suggest that the meetings of the Consultative Committee should be arranged regularly at least twice a year. They also suggest that a representative of the Sailing Vessels Association may also be included in the Consultative Committee.

L. Overseas Shipping Conference Committee

77. The Overseas Shipping Conference Committee was set up by Government in October, 1955 comprising of 7 members, two each from the Indian National Steamship Owners' Association, the Bengal Chamber of Commerce and the Bombay Chamber of Commerce and one from the Oil Industry Supply Committee. The first meeting of the Overseas Shipping Conference Committee was held at Calcutta on 11th November, 1955. This was for a closer contact and co-operation between Government and the Overseas Shipping Companies for the settlement of the problems faced by importers and exporters in this country relating to shipping space, freight rates and other like matters. This Committee was expected to fill up the gap still left after the setting up of the Consultative Committee of Indian Shipowners. It was suggested in the first meeting that local organisations should be set up at the ports of Calcutta, Bombay and Madras for dealing speedily with matters of local interest.

78. The nominees of Bombay and Bengal Chambers of Commerce who were invited to attend the meeting stated that they were not supposed to represent the Overseas Shipping Conferences and were, therefore, not in a position to commit such conferences in any way. It, therefore, appears that the constitution of Overseas Shipping Conferences Committee requires to be revised, if it is to play any useful role.

II. SHORTAGE OF PERSONNEL

A. Training Institutions.

(a) First Five Year Plan

79. Provision was made in the 1st Five Year Plan only in respect of the Directorate of Marine Engineering Training. Details of the provisions made and the actual expenditure incurred in the 1st Plan period are shown below:—

	Provision made in the 1st Plan (in thousands of rupees)	Actual ex- penditure incurred (in thousands of rupees)
1. Construction of Marine Engineering College Building, Calcutta.	3,370	3,213
2. Equipping the Marine Engineering College, Calcutta.	1,220	1,417
3. Running of Marine Engineering College, Calcutta.	1,400	1,992
	5,990	6,622

The expenditure incurred under item (3) was considerably in excess of the provision made in the Plan. The reasons for the same should be carefully examined by the Ministry.

(b) Second Five Year Plan

Directorate of Marine Engineering Training—Calcutta

80. The construction, equipping and running of the Marine Engineering College, Calcutta was included in the First Five Year Plan. The buildings of the college have since been completed and the targets set in the First Five Year Plan achieved. It is proposed to construct additional residential quarters, pavilions, club house, playgrounds etc., during the Second Five Year Plan period at an estimated cost of Rs. 6 lakhs. The work on the installation of the workshop of the college is not yet completed and an estimated expenditure of Rs. 50,000 on this account is required in the first year of the Second Plan. The work was expected to be completed by March, 1957. On this basis, a total amount of Rs. 6 lakhs composed of Rs. 5.50 lakhs under capital account and Rs. 0.50 lakh under revenue account has been accepted by the Planning Commission for inclusion in the Second Plan.

The Nautical and Engineering College, Bombay.

81. The College, set up by the Government of India in the year 1948 offers post-sea tuition to Merchant Navy Officers appearing for various grades of professional examinations. It is at present housed in temporary hutments in Azad Maidan, Bombay. The Bombay

branch of the Directorate of Marine Engineering Training is also located in their premises. The site which was acquired from the Government of Bombay on lease for a period of 35 years on a nominal rent of Re. 1 per annum is not, however, considered adequate for the expanding activities of the college.

82. Apart from this, the above site, which is of historic importance, is now required by the Sardar Patel Memorial Committee for the construction of a memorial to the late Sardar Vallabhbhai Patel and the Government of India have, therefore, been approached for the site. If this proposal is accepted the Nautical and Engineering College will have to be shifted to new premises. The new buildings are estimated to cost about Rs. 70 lakhs inclusive of departmental charges and the cost of land. The provision of this amount in the Second Plan has been accepted by the Planning Commission.

(c) *Additional Officers required.*

“DUFFERIN”

85. Vacancies in higher positions on ships such as Masters, Chief Officers etc., are generally filled by promotion from the lower ranks. The training facilities provided by Government are intended to maintain a supply of personnel from the lowest rank, namely, apprentices. In the light of the requirements of personnel during the Second Plan period intimated by Shipping Companies, a review was carried out with a view to find out whether there was any need to increase the number of boys admitted every year for being trained on the “Dufferin”. In the outcome, it was decided that the intakes should be raised by 10 numbers. Thus, from 1956, 60 boys are admitted on the “Dufferin” as against her former intake of 50 boys. There is provision for increasing the intake to 80 boys per year, if necessary. The Government have stated that the position will be reviewed from time to time.

Directorate of Marine Engineering Training.

84. The Marine Engineering Training course lasts for four years unlike that on the “Dufferin” which is of a duration of 2 years. It is not, therefore, possible to make any adjustments in the annual intake of the D.M.E.T., in a particular plan period so as to adequately cover requirements in that period. In other words, any revision in the D.M.E.T.'s annual intake in one plan period will mostly be felt only in the succeeding plan period. According to the available indications, it is likely that the requirements of engineering personnel during the plan period will exceed the D.M.E.T.'s output. However, owing to the continued availability from private source, i.e., Marine Workshops, of candidates who are qualified for appointment as Junior Engineers on ships, it is expected that there will be no difficulty in meeting the demand. In this institution also, provision exists for increasing the intake to 80 boys every year. The Committee recommend that future intake may be stepped up to this number.

B. Personnel.

85. The following are the particulars as on 31-3-1956 of the Officers, Engineers and apprentices serving on board ships owned by Indians, and the additional number that will be required during the Second Plan period:

Categories	Number of officers in the actual employ of Shipping Companies as on 31-3-1956				Number of Addl. Officers that will be required during the 2nd Five Year Plan Period	
	Foreign-going		Home-trade		Foreign-going	Home-trade
	Indians	Non-Indians	Indians	Non-Indians		
<i>Navigation Side.</i>						
Masters	9	61	35	7	42	42
Chief Officers	47	21	41	1	42	42
IIInd Officers	66	11	42	—	42	41
IIIrd Officers	66	—	42	—	42	29
IVth Officers	7	—	1	—	14	21
Apprentices	115	—	39	—	109	49
	310	93	200	8	291	224
<i>Engineering Side.</i>						
Chief Engineers	57	16	41	2	42	43
2nd Engineers	96	3	41	1	42	43
3rd Engineers	91	—	41	—	44	36
4th Engineers;	86	..	27	..	42	29
5th Engineers (also known as apprentices.)	80	..	32	..	164	59
	410	19	182	3	334	210

86. The number of Navigating Officers, Engineers etc., serving in the different maritime services of the Government of India such as Principal Mercantile Marine Department, Lighthouse Department, Training Institutions Survey Department etc. as on 31-3-1956 and the additional number that will be required during the Second Five Year Plan period is as under:—

Categories	Number of Officers in actual employ as on 31-3-1956		Number of additional officers that will be required during the 2nd Five Year Plan period	Remarks
	Indians	Non-Indians		
1	2	3	4	5
<i>1. Mercantile Marine Departments at various ports</i>				
Principal Officer	3	..	Nil	
Nautical Surveyors	*6	..	"	*1 post of Nautical Surveyor remains vacant.
Engineer and Ship Surveyor	11†	..	2	†3 posts of Engineer and Ship Surveyors vacant.
Ship Surveyor	2	..	Nil.	
Life Boat Instructor	1	..	"	

I	2	3	4	5
II. Training Institutions under the Ministry of Transport				
(i) Directorate of Marine Engineering Training				
Director	..	I	..	
Lecturer in Engineering	7	..	..
(ii) The Nautical and Engineering College, Bombay				
Principal	..	..	..
Lecturers in Navg.	4\$	..	..	\$1 post of Lecturer in Navigation & Steamship vacant.
(iii) 'Dufferin' and Ratings Training Institutions.				
Cptain Supdt.	2	2	..	
Executive Officers	6%	..	..	% 2 posts vacan.
Engineer Officers.	3@	..	..	@ Do.
(iv) Directorate General of Shipping, Bombay (H.Q.)				
Nautical Adviser	..	I	Nil	
Dy. Nautical Adviser	I	..	..
Chief Surveyor	..	I	..	
Dy. Chief Surveyor	I	..	..
Nautical Surveyor	I	..	..
Engineering & Ship Surveyor.	I	..	..

87. Even as it is, out of 203 officers serving as Masters or working in Marine Services as many as 99 are foreigners. Added to this 515 and 544 personnel on the navigation and engineering sides respectively will be required during the Second Plan period besides Radio Officers, Surveyors and Naval Architects.

88. It was explained by the Ministry that they were trying to increase the intake at the bottom for training purposes. The number of cadets in 'Dufferin' has been increased from 25 to 50 in 1950 and to 60 in 1956. A boy generally joins the 'Dufferin' when he is between 15 to 17 years of age. He does about two years' course in the 'Dufferin' and another 3 years in the post-sea training. After that he takes the first professional examination. After he passes his second examination he gets a Certificate of Competency. Thereafter he has to go to sea and after 18 months course he sits for the next higher examination. After still 18 months' course he sits for the Master Mariners' examination.

89. This takes about 8 years. Then he becomes eligible to sit for the highest qualification examination *viz.*, Extra Master examination or Extra First Class Engineering for which facilities are available in U.K.

90. The Committee are inclined to believe that with the expansion of Indian shipping envisaged during the second and subsequent plans, the existing shortage of technical personnel is likely to be aggravated further. They, therefore, suggest that a very careful assessment of the requirements during the second and third plan periods should be made and steps taken from now on to increase the number of trainees suitably.

Shortage of Surveyors

91. At present there are two, one, and one vacant posts of nautical surveyors in the Mercantile Marine Department, Bombay, Calcutta and Madras respectively. These shortages are continuing for the last one year or more. It is reported that efforts are being made to fill them up through U. P. S. C. and that the Principal Officers have also been requested to recommend suitable candidates for these posts.

92. One of the main functions of the Chief Surveyor, Bombay is central marking for Engineering Examinations. The candidates successfully passing in these examinations are issued the requisite certificates which have commonwealth validity. For want of full assistance either the work of central marking or the work of survey of ships is not being done as required or necessary. The Committee were also given to understand that one of the reasons for not getting suitable candidates for the posts of surveyors was that the scales of pay of surveyors, lecturers etc. were not attractive enough. The Committee are not in a position to express an opinion on this subject. They, however, suggest that the matter should be carefully examined and whatever steps are necessary should be taken to make good the shortages.

Naval Architects

93. The Committee were told that there is an acute shortage of naval architects in India. The Committee recommend that the Ministry of Defence who are concerned with the designing of naval vessels and the Ministry of Production who are concerned with ship building may jointly work out a scheme for meeting this shortage.

SEAMEN

94. The details of the number of Seamen serving on the ships owned by Indians and in foreign ships as on 1-8-1956 are as under:

Foreign going ships	Deck Deptt.	Engine-room Department	Saloon Deptt.	Total
<i>Serving on ships owned by Indians.</i>				
Calcutta	402	380	213	995
Bombay	1138	781	577	2496
TOTAL	1540	1161	790	3491
<i>Home Trade Ships</i>				
Calcutta	107	170	40	317
Bombay	367	346	166	879
TOTAL	474	516	206	1196
<i>Serving on Foreign Ships</i>				
Bombay	5674	5676	3192	19442
Bombay	8011	4801	7144	19956
TOTAL	13685	10477	10336	39398

95. The merchant navy ratings fall into three broad categories, namely:—

- (1) Deck Ratings.
- (2) Engine-room Ratings.
- (3) Saloon Workers.

Till the year 1950, there were no arrangements in India for the training of these ratings. On the recommendation made by the Merchant Navy Training Committee, two training ships, 'BHADRA' and "MEKHALA" were set up that year, the first at Calcutta and the second at Vizagapatam. In June 1955, a third training institution was started at Navlakhi in Saurashtra. The Calcutta and the Visakhapatnam establishments have been placed on a permanent footing.

96. These three institutions together take about 140 boys every month for training in the deck and the engine-room departments. So far, about 6,000 ratings have been trained in these institutions.

97. At present there is no institution to train boys in the Saloon Department. The Committee were given to understand that it is contemplated to open one at Cochin. The Committee recommend that the question of providing training for the Saloon Department in the existing institutions may also be examined.

98. The Committee suggest that a careful statistical study should be made of the extent of employment secured by the ratings from training schools so that the rates of recruitment can be suitably regulated to avoid prospects of long periods of unemployment to the ratings turned out from these institutions on the one hand, and shortage of ratings on the other.

99. During the course of their visit to Madras, the Sub-Committee were given to understand by the Principal Officer, Mercantile Marine Department that it was his experience that the Indian Seamen who were serving were first class men and foreign captains spoke highly of them and many of them got promoted as officers. In his view there was need to publicise the career and attract right sort of men and also increase considerably the training facilities. He added that a seaman with right training and aptitude would become an officer after 4 years' of service just as much as a Dufferin cadet could. The Committee would recommend that the training facilities may be suitably increased after obtaining the result of the statistical study referred to above and proper publicity given for the sea-career to attract the right sort of men. The initial qualification for admission and training facilities could be reviewed with a view to make it possible for the fittest among the trainees to rise, after experience is gained, to be admitted to the ranks of Officers.

III. WELFARE MEASURES

A. Deck Passenger Welfare Committees.

100. The constitution of the Deck Passenger Welfare Committees at Bombay, Calcutta and Madras, as sanctioned in the Ministry of Transport Resolution No. 55-MA(5)/52, dated the 8th May, 1954, is as under:—

- | | | |
|---|---|------------------|
| 1. Principal Officer Mercantile Marine Department of the District concerned. | } | <i>Chairman.</i> |
| 2. The Protector or the Controller of Emigrants at the Port | | |
| 3. The representative of the Commissioner of Police at the Port. | } | <i>Members.</i> |
| 4. An Officer nominated by the Chairman of the Port Trust/Commissioners. | | |
| 5. The Port Health Officer at the Port. | | |
| 6. One member of Parliament nominated by the Central Government. | | |
| 7. Three non-officials, one of whom shall preferably be a lady member, nominated by the Central Government. | | |
| 8. The State Port Officer, Madras. (For Madras only) | | |

101. The Committee advise Government in matters relating to the interests, comforts and conveniences of deck passengers at all ports in their respective Mercantile Marine Districts and on board ships, and in particular for—

- (i) arranging for the stay of the deck passengers at the Port before embarkation and after disembarkation;
- (ii) assisting them in securing tickets, permits, visas and other papers and arranging for vaccinations, inoculations etc.;
- (iii) arranging their transport in co-operation with public transport companies;
- (iv) facilitating the embarkation and disembarkation of passengers and protecting them from undue impositions and levies;
- (v) visiting unberthed passenger ships and bringing to the notice of the Mercantile Marine Department, any non-compliance with the law or any unsatisfactory conditions.
- (vi) receiving complaints from unberthed passengers and obtaining their redress from the appropriate authorities.

The Committees are advisory bodies and have power to co-opt members. The Committee suggest that similar Deck Passenger Welfare Committees should be formed at other ports also where passengers use the Ports.

Number of complaints received by the Deck Passenger Welfare Committees at Bombay, Calcutta, and Madras since their inception

102. 190 complaints were received by the Bombay Deck Passenger Welfare Committee and action was taken on 150 of them, where they were genuine. In Calcutta, the number was 26, out of which 14 have been redressed and the rest are under investigation. So far as Madras Committee is concerned, the exact number of complaints is not known but the Committee has taken steps to check various malpractices such as blackmarketing in tickets, tout menace, delay in the issue of vaccination certificates, etc. Verbal complaints received by the Welfare Officer were attended to on the spot.

103. The Deck Passenger Welfare Officer covers all passenger ships in a year for actually seeing the conveniences provided for the passengers besides redressing complaints received. The Committee suggest that suitable publicity should be given to the work done by these Committees. As mentioned earlier, one member of the Parliament is nominated by the Central Government in the Deck Passenger welfare Committees at Bombay, Calcutta and Madras. The Committee suggest that the Member of Parliament may either be elected by the House or nominated by the Speaker. They also suggest that a representative of local legislatures may also be included in the Deck Passenger Welfare Committee.

B. Asian Maritime Conference.

104. One of the items discussed at the Asian Maritime Conference held in October, 1953 at Nuwara Elya (Ceylon) was the welfare facilities for Asian Seafarers in Asian Ports. It was felt that it may not be realistic for the Asian Governments to implement all the provisions of the recommendations adopted by the International Labour Organisation in 1936 on the subject of Seamen's welfare. The Conference recommended that these Governments should give priority to the following matters which were of special interest to the Asian Seafarers:

- (a) The Organisation of Welfare Boards (national, regional and/or Port) to deal with seafarers welfare, including the question of raising the necessary finance, it being essential that ship-owners and seafarers be adequately represented on these Boards.
- (b) The preparation and keeping up-to-date a comprehensive review of the amenities available.
- (c) The establishment, expansion and supervision of lodging facilities:

- (d) The provision of medical facilities, specially for unemployed seafarers.
- (e) The provision of recreational facilities.

105. In 1945, a Directorate of Seamen's Welfare was set up with headquarters at New Delhi and with a whole-time Director of the status of a Joint Secretary to Government. Simultaneously welfare officers were appointed at major ports. The Committee also suggest that the utility of appointing Welfare Officers at important Intermediate ports also should be examined.

106. A Central Seamen's Welfare Board with the Minister-in-charge of the Ministry of Commerce as Chairman was also constituted and local welfare Committees were appointed in Calcutta and Bombay. These bodies, however, did not function effectively for long.

C. National Welfare Board for Seafarers.

107. As a first step, the Government of India in pursuance of the resolution adopted by the Asian Maritime Conference referred to above, set up a national welfare board for seafarers with the following composition and functions:

COMPOSITION

Chairman—The Minister or the Deputy Minister of Transport, Government of India.

Members—A representative of the Ministry of Transport. A representative of the Ministry of Finance. A representative of the Ministry of Labour. A representative of the Ministry of Health. A representative of the Government of West Bengal. A representative of the Government of Bombay. The Director General, Shipping. A representative of the Port Trust, Bombay. A representative of the Port Trust, Madras. A representative of the Port Commissioners, Calcutta. A representative of the Cochin Harbour Authority. 4 representatives of ship-owners. 4 representatives of the Seafarers including one of the Merchant Navy Officers. 2 representatives of Voluntary Societies dealing with Welfare of Seafarers. 3 Members of Parliament.

Secretary—An Officer of the Directorate General of Shipping.

FUNCTIONS

108. The functions of the Board are as follows:—

I. To advise the Government of India on all matters relating to the welfare of seafarers and, particularly the following:

- (a) the provision of residential accommodation, club facilities, canteens etc. and the prescription of minimum standards for seamen's lodging houses and their supervision;

- (b) the provision of facilities for medical care;
- (c) the provision of recreational facilities;
- (d) the question of raising the necessary finance.

II. To discharge such other functions (for example, management of hostels, clubs, canteens, etc.) as may be assigned to the Board.

109. The Board is an advisory body with power to co-opt members. The personnel of the Board is appointed by the Central Government after consultation with the interests concerned. The term of office of the representatives of non-official bodies on the Board is two years.

110. The inaugural meeting of the National Welfare Board for Seafarers was held on the 4th June, 1956 under the Chairmanship of the Minister of Railways and Transport. The Committee set up a sub-Committee to deal with the welfare plan for seamen for implementation in the Second Five Year Plan. This sub-Committee met on the 4th July, 1956, under the Presidentship of Dr. Nagendra Singh, Director General of Shipping. The sub-Committee surveyed the whole field of welfare of seamen and divided it into three broad aspects, for which 3 special sub-Committees, as mentioned below, were formed:

I. *Special Sub-Committee for Welfare in Ports.*

111. This Committee was asked to examine after personal visits to major ports, namely Calcutta, Vizagapatam, Madras, Cochin, Bombay and Kandla, the existing welfare facilities at these ports and after ascertaining the views of such responsible people connected with Shipping and Ports as may be considered desirable, and having regard to the modern concept of welfare facilities and the special requirements of each such Port, to make suitable recommendations for the improvement and/or the expansion of such facilities, with particular reference to the following items:—

- (a) Hostel accommodation and boarding facilities.
- (b) Provision for recreation and entertainment arrangements.
- (c) Medical aid, hospital accommodation and convalescent homes for seamen.
- (d) Educational aid to seamen, their children and family members.

II. *Special Sub-Committee for Social Security Schemes.*

112. Terms of reference are:—

- (a) To evolve a system of social security for Indian Seamen on the basis of social insurance scheme for Indian Seamen prepared by Prof. B. P. Adarkar and Dr. Laura Bodmer of the International Labour Office.

- (b) To suggest basis for negotiations with the British and Indian Shipowners in regard to the contribution to be recovered from them under the social security scheme. While doing so the Sub-Committee should have regard to the fact that the British Shipowners are already paying, under the United Kingdom National Insurance Scheme contributions to the British Government in respect of Indian Seamen employed by them.
- (c) To suggest the lines on which negotiations should be started with the British Government for the purpose of obtaining from them that part of the contributions as are paid by the British Shipowners to their Government in respect of Indian Seamen and to enquire whether any lump sum contribution would be possible from the British fund, if any held by them at present.

III. *Special Sub-Committee for Finance:*

113. This Committee is to examine the various methods of raising the necessary finance and make recommendations in regard to the methods to be adopted for securing a recurring annual income of:

- (a) Rs. 10 lakhs; or
- (b) Rs. 15 lakhs; or
- (c) Rs. 20 lakhs.

114. The scheme at present operating in India provides only for regularity of employment of seamen and not for continuity. The Committee were given to understand that there are at present 35,000 seamen in Bombay and 35,000 in Calcutta, altogether 70,000 depending on the seafaring profession. Out of this, roughly 42,000 are at sea at one time and out of the rest some are waiting for employment in port towns and rest in other towns.

D. Welfare Measures for Seamen

115. Under the Indian Merchant Shipping Act, 1923, every seaman has to sign articles before he is actually engaged. Foreign-going articles are of two kinds; six months articles which are used for ships that are not going west of Suez, and twelve months articles which are normal for ships going to the United Kingdom, Europe, America and other foreign countries. Thus every seaman employed is discharged at least once a year, and there is no continuity of service. The seamen are sometimes regarded as a rowdy lot. This is partly due to the unstable social and economic conditions in which they have to live. There is no steady source of income, they have to leave their families for long spells of time, and often in financial difficulties, and the conditions of service on the ship are also strenuous and full of hazard. If, in spite of these handicaps men choose the career of sea-life, it is because of the "the call of the sea" which some cannot resist. It is, therefore, the moral responsibility of the society to improve the socio-

economic conditions of the seamen in such a way that our youngmen can take the career of sea-life without any handicaps and privations. Provision of a few sea-men's hostels at important ports should not be regarded as adequate for this purpose.

116. In 1947-48, the United Kingdom brought into operation the Merchant Navy Establishment Service Scheme after terminating the war time pool arrangements. This scheme, which covers a large proportion of seamen, provides for continuity of service to seamen irrespective of whether they are at sea or not. In the absence of any parallel scheme in India, it is difficult to offer employment to seamen on a continuous basis without any interruption. The Committee consider that the introduction of a scheme on the same lines as in United Kingdom is necessary to improve the hard lot of Indian Seamen.

117. At present under a collective agreement, Indian seamen receive one day's holiday with pay for each month of service on Articles or part of a month exceeding 15 days. The Committee understand that bipartite Maritime Boards consisting of representatives of Shipowners and Seamen have been set up at Bombay and Calcutta and the formation of a bipartite National Maritime Board to consider such matters on an All-India basis is under consideration. This development is on the lines of the United Kingdom Board which is of bipartite character and has dealt with the question of terms and conditions of service of seafarers in a very satisfactory way. The Committee recommend that the feasibility of having representatives of Government on this Board should be examined.

118. In the case of industrial labour, Government have already taken the initiative and introduced the Provident Fund Scheme and the State Employees' Insurance Scheme for providing certain social security benefits. The introduction of similar benefit schemes for Indian Seafarers is now under active consideration. As mentioned earlier, a sub-Committee of the National Welfare Board for seafarers which was appointed in June last under the Chairmanship of the D. G. Shipping, has been entrusted with this work, and it has been requested to submit its report as early as possible on all aspects of welfare problems relating to Indian seamen, including social security measures.

119. The Committee hope that the report of the sub-Committee of the National Welfare Board would be forthcoming soon. Immediately on receipt of that report, the Government should formulate a suitable Social Security Scheme which should incorporate, *inter alia* the following measures:

- (i) Provision of continuity of service to seamen.
- (ii) Liberalised leave rules.
- (iii) Provident Fund and Insurance Schemes.
- (iv) Suitable assistance in regard to housing, educational and medical facilities to families of seamen.

Feasibility of introducing suitable legislation for this purpose should also be examined by the Ministry.

E. Lifeboat Training Establishments

120. Lifeboat training establishment has been set up at Bombay through the joint efforts of the Government and the Shipping Industry. It started functioning from 12th April 1956. The course is one of a short duration of 4 days and on the 5th day an examination is held and certificates are given. The institution has upto 31-12-1956 trained in all 485 Indian Seamen and can train upto 600 candidates in a year. This scheme has been sanctioned by Government to give Indian seamen instructions and training in the launching and management of ships' life boats and to prepare them for Certificates of efficiency as life boatmen.

121. The Ministry were not in a position to indicate as to how many more Indian seamen remain to whom this training should be given. Under international convention passenger ships are required to have certified life-boatmen while cargo ships are not so required. It is not necessary that every one of the seamen should be trained as lifeboatman since under the regulations only a certain proportion of the members of the crew of the passenger vessels need to be in possession of lifeboatmen's certificate. There is a proposal to start a life-boat training school in Calcutta on the lines of the one at Bombay. The Committee are of the opinion that the life-boat training should be regarded as indispensable for every seaman. The feasibility of giving this training on Board the Ship should also be examined.

IV. SAILING VESSELS

A. Introduction

122. As early as the First World War, the importance of sailing vessels on the Indian Coast was felt with sufficient force to induce the Government to accept a Resolution in 1918 to encourage ship-building in India, preferably wooden ships. Though a certain amount of activity was witnessed in private enterprise, many a ship-builder who had built sailing vessels at high cost during the war came to grief immediately following years of aftermath.

123. When the Second World War broke out, India had about 100,000 tons of Indian shipping on its register but the necessity of deploying all available steamships for war purposes on the one hand and the increasing pressure on the Railways on the other, again brought about a spurt of activity in the sailing vessels industry.

124. The vessels were not restricted to the carriage of rough cargoes only, like sand and bricks but as most of the ports in India were starved of shipping, better class cargoes, including costly cargoes, were also carried under sail during those years.

125. As a war emergency measure, the sailing vessels were brought under the operations of the Defence of India Act and definite regions on the coast were placed under approved route agents. No sailing vessel could be given port clearance without a 'no objection' from a route agent. The route agents obliged the vessels to carry civil and military cargoes to given destinations. The vessels were thus mobilised under centralised agencies and a large quantity of various kinds of cargoes moved between 1944 and 1948. The total cargo moved in 1944-45 was estimated at 1.36 million tons and was increased to 2.13 million tons in 1945-46. It fell to about 1.5 million tons in 1946-47 and maintained that figure in 1947-48.

B. The Sailing Vessels Committee

126. Encouraged by the performance of sailing vessels during the period of emergency the Government of India appointed a Sailing Vessels Committee under the Chairmanship of Mr. C. A. Buch in 1948. The terms of reference for this Committee were:

"To examine and report on the steps necessary to ensure the fullest utilisation of country craft (Sailing Vessels) to sustain and develop the economy of the country and *inter alia* to prevent wasteful competition between country craft and steamers due regard being paid to the different needs served by the two classes of transport."

The Committee submitted its report to the Government in 1949 making numerous recommendations (75 in number) for organising the sailing vessels industry. The Committee laid stress on 'organisation' as a necessary basis for development. In January, 1952 the Government published a resolution accepting certain recommendations of the Buch Committee. The Government agreed that the rules of registration and measurement should be uniform throughout India and that sailing vessels should be assigned to a free board to prevent over-loading. The Government desired that the owners of the sailing vessels should be encouraged 'to organise themselves' and set up a branch for sailing vessels in the Directorate General of Shipping to implement the resolution which further laid down that the Coastal traffic under sail also should be reserved to Indian vessels. A statement showing the important recommendations made by the Sailing Vessels Committee in their Report and action taken by Government thereon is given in Appendix IV.

127. The procedure of noting protest etc. which was found unsatisfactory by the Buch Committee was to be gradually tightened up and it was agreed that such sailing vessels as were fitted with auxiliary engines should be treated as sailing vessels despite contrary provisions in the Indian Merchant Shipping Act. It was further agreed that suitable tests should be prescribed for seamen (Tindals), but the responsibility of starting Nautical Schools where seamen could qualify for such tests was left to the Government of Maritime States.

128. The Special Officer in the Directorate General of Shipping reported shortly after his appointment that many of the suggestions contained in the Government resolution could not be implemented unless the sailing vessels were brought under legislative control. It was pointed out that the Indian Merchant Shipping Act had no control over the sailing vessels with regard to surveys and inspections for sea-worthiness, competency of tindals and so on. A draft bill which could remedy these deficiencies of the Indian Merchant Shipping Act was prepared for consideration of the Government and it is understood that the proposed consolidated Indian Merchant Shipping Bill to be placed before the Parliament shortly shall incorporate a chapter on sailing vessels. The Committee regret the delay in introducing necessary legislation.

C. Conditions in the Industry

129. The sailing vessels industry has to be organised before it can be developed. This was stressed by the Buch Committee and has to be stressed even today. At present there are no uniform customs and usages governing the relations between the shippers and the carriers or between the owner and the charterers or between employers and the employees or between the ship, workers, the broker, the shipper and the under-writer. The effect of this want of uniform practice is further accentuated by the anti-social activities of various brokers, tindals and owners and an element of exploita-

tion that is constantly present in their mutual relations. The industry has suffered considerably on account of these factors. Cases of fraudulent jettisoning are not rare and as the Operators are mostly poor and as the seamen employed are mostly illiterate the situation is worsening everyday to the detriment of the industry itself.

130. It is understood that more than half a million rupees worth of goods every year are jettisoned and it is not possible to ascertain as to what proportion of these goods have been falsely declared as jettisoned. About 75 to 100 vessels become casualties every year on account of unseaworthiness of the craft or incompetence of tindals. The sailing vessels do not observe the regulations about display of lights and signals or the carriage of safety equipment and this leads to collisions.

131. These factors are known both to the Government and to those engaged in the industry. The shippers and the under-writers have not got full confidence in a sailing vessel because of these factors.

132. No attempt has been made by the owners to organise themselves into the Chambers of Associations to regulate the industry and minimise its evils though a number of Associations were started during the war years, for this purpose. The Committee learn that there are now only a couple of such Associations like an Association at Veraval of Owners and Tindals and another at Tuticorin of Seafarers.

133. The Committee feel that unless the various interests concerned with the industry *viz.*, the owners, agents, brokers, charterers, shippers, under-writers and seafarers realise the serious position in which the industry has fallen today and organise themselves for mutual benefit and consolidation of the industry, no amount of Government assistance by itself is going to help the industry. The Committee were told that attempts of the Special Organisation in the Directorate General of Shipping to make these interests realise the danger of lack of organisation have been continuous for the last four years and have, on the whole, revealed the apathy of the owners to any concerted action.

134. The industry can thrive only on the goodwill and the confidence of shippers and under-writers. It is obvious that such goodwill and confidence require that there should be well-defined usages, practices and forms in the industry and that the vessel offered for carrying goods or for being insured must be staunch and tight and seaworthy in all respects. It further requires that the owners of the vessels should be of good standing and the tindals and the crew should be above suspicion. Such favourable conditions cannot be brought about by legislation alone. The various chambers of commerce in sea port towns of India shall have to take up the question of organising the sailing vessels industry on their active programme and the Government will have to frame rules under suitable legislation for

inspection of vessels for seaworthiness, for the effective prevention of fraudulent jettisoning etc. and for assuring competency of tindals, by starting nautical schools for their training in the modern art of navigation.

135. The Organisation in the Directorate General of Shipping has been trying during the last four years to mobilise opinion of various commercial chambers in this matter and various Maritime States were also constantly approached for the starting of Nautical Schools. Only the Government of Madras responded actively and a course in navigation has been included in various polytechnical schools. The Government of former Saurashtra State had expressed a desire to start a Lok-Shala in navigation for seamen under sail. The Government of Bombay has this matter still under consideration. The progress has been very slow so far. The Committee suggest that the Ministry of Transport may undertake this work of training seamen under sail as it has done regarding the ratings.

136. The setting up of an organisation in the Directorate General of Shipping and its contacts with the sailing vessels industry during the last four years have created an atmosphere whereby better elements in the industry have imposed certain voluntary controls upon themselves and thus gained a certain measure of confidence from the shippers and under-writers. This is responsible for the increase in the cargo liftings by the sailing vessels during the recent years and a figure of 1.5 million tons a year was reached in the year 1955. This figure is bound to increase. The 'welfare' nature of work done by the Directorate General of Shipping has its beneficial effect on the industry but the effect is bound to be much greater when the Government is empowered by law to enforce standards of seaworthiness of vessels and competency of tindals and to treat cases of jettisoning with greater strictness.

D. Legislation

137. The sailing vessels industry is concentrated along the Coasts only from Kutch in the West to Andra in the East. There is no industry worth the name North of Kakinada.

138. From South of Bhatkal, again, where the old Madras State and the new Mysore State begins, to Kakinada, on the East Coast a certain amount of control over the sailing vessels was enforced many years ago and seaworthiness of ships is better assured.

139. This has been possible because the sailing vessel in this area has a dual capacity. The vessels in this area are lighters or harbour craft when there is sufficient employment in harbours to carry goods between shore and ships and the same vessels are deep sea coasters when there is no employment of the above nature. As "harbour craft" they are brought within the purview of harbour craft rules, which require not only an annual inspection of the vessel but also

registration of the tindals. It has been stated that this was brought to the notice of the remaining Maritime States of Bombay, Ex-Saurashtra and Kutch but no such rules were made in these States for "harbour craft and/or deep sea going vessels".

140. The Committee consider that it is in the interest of the industry that deep sea going vessels should go under Central control and hence there is a necessity of a Central Act to govern these vessels. The Act, *inter alia*, must contain the following provisions:

- (a) Uniformity of measurement and registration;
- (b) Inspection;
- (c) Assignment of free board;
- (d) Permits for tindals and identity cards for seamen;
- (e) Detention of vessels which are found defective by any of the prescribed rules or in equipment;
- (f) Deterrence of fraudulent jettisoning;
- (g) Standardisation of forms and practices;
- (h) Amendment of Workmen's Compensation Act to include all seagoing ships and their employees and introduction of specific provision for initiation of claims.

141. Once the Act is passed it may help the industry considerably in certain types of cargo or cargoes between certain named ports are reserved for sailing vessels as against steamships.

142. In view of the disorganised conditions prevailing in the sailing vessels industry to-day and lack of power with the Government to control unseaworthiness, and malpractices, any financial assistance given to the industry would not yield desired results. There is, the danger that the Government finance by way of loans or subsidies may be wasted not only on account of the inability of the assisted vessels to make profits but also because the present lack of statutory power to control the operators of the vessels may lead to abuses and misfeasance. Cases are on record to show that Indian registered vessels or their cargoes have been smuggled with impunity to other countries. The Committee, therefore, recommend that legislative action in this respect should be expedited.

E. Seafarers

143. The seafaring community on the coasts of India is more or less of the nature of a backward tribe and requires a more 'welfare level' handling than a purely 'economic' handling.

144. The seafaring community under sail is perhaps one of the most exploited communities in the country. The Buch Committee estimated in 1948 that an ordinary seaman under sail hardly earned about Rs. 40 a month and a tindal about Rs. 70 to Rs. 80 a month. The position since has not much improved and a seaman today, if at all employed, earns about Rs. 60 a month and a tindal about Rs. 90

to Rs. 120 a month. This is the position firstly because of the un-economic competition in the industry and secondly because the seafarers are ignorant and illiterate. Rationalisation shall have to be brought about in the Industry first by preventing unseaworthy craft from taking to sea and secondly by restricting small sized and/or undecked craft from undertaking voyages for which they are not suited by size or construction. It would not be enough, however, to rationalise the number of vessels. The Government will have to introduce the principle of minimum wages in the industry.

145. Another important point is about the application of the Workmen's Compensation Act to Seamen of sailing vessels. It is reported that about 30 to 40 seamen lose their lives in sailing vessels casualties every year; but not a single case of compensation under the Workmen's Compensation Act has been filed or succeeded so far. This state of affairs requires to be remedied. The seafarers of the sailing vessels are themselves so backward that a majority of them are not aware of their rights in this regard. It also shows that there is a vital necessity of a proper "welfare" organisation to look after the interests of these men. It would be necessary first to bring all deep sea going vessels under the purview of the Workmen's Compensation Act. Secondly, the act will have to be so amended as to allow any authorised officer or a welfare officer or a social worker to make an application for the claim of the survivors of a deceased seaman, so that the compensation proceedings can be set in motion. Such proceedings, besides, may have to be in *forma pauperis*. All this is necessary because the survivors of these seamen are too poor and illiterate to institute or conduct claims proceedings.

146. No deep sea going vessels should be allowed to ply without Workmen's Compensation Insurance. The owners of Sailing Vessels are themselves mostly very poor and cannot be expected to find compensation when a claim for compensation against them succeeds. It would be better, therefore, that insurance is taken against claim payments and the insurance is made compulsory. The premia shall not be such a burden as amount of compensation. If necessary Government could underwrite at reasonable rates.

147. Even such owners as are themselves merchants and rich enough to pay compensation at present invariably wriggle out of their obligation by taking shelter under technical circumstances, as explained below. The general practice for an owner is to hand over his vessel to a tindal on share basis and the tindal employs his own relatives to man the vessel. If a case for compensation arises the owner contends that the deceased seaman was not his employee but was a partner. The Compensation Act as enforced today does not provide against this contention. It will have to be amended to bring such seafarers within the definition of an employee, even though their emolument is a 'share', as the 'share' comes up to a paltry wage.

F. Education in Sea Traditions

148. At present most of the tindals are not competent as seamen or are so stubborn in their ignorance that they have no use even for safety equipment and do not even display navigation lights. This leads to fatal accidents to vessels and life. The remedy lies in educating them not only in navigation and seamanship but also in the traditions of the sea. The schools which may be started either by the Centre or by the maritime States may educate them in these traditions and no tindal should be allowed to take charge of a vessel unless he has passed the qualifying tests. The tests should be oral and elementary in the beginning but should be made stiffer in course of time.

G. Minor Ports

149. The development of traffic by sailing vessels is inextricably connected with the development of the minor ports. It is only the shallow draft economic sailing vessel which, if employed in sufficient number, will keep the minor ports alive. The Buch Committee recommended that even for such traffic it is necessary that every minor port should have certain minimum facilities. The channels require to be deepened and properly lighted and buoyed; anchorages require to be made safer; quays require to be built and equipped with shed and hand cranes etc. These requirements should not involve heavy expenditure and even hand-dredging may be resorted to wherever possible. The rest of the construction may be partly made a matter of 'Shramdana' by the people. But unless every minor port is developed to provide at least the above minimum facilities the sailing vessels industry will not survive. India has over 250 minor ports of which hardly about 150 are now in some degree effective. If these ports also are allowed to deteriorate further the gradual destruction of the ports will mean the slow but sure destruction of the sailing vessels industry. The Committee have already dealt with, at length, the question of development of Minor Ports in their Fifty-first Report.

H. Miscellaneous

(a) *Mechanisation of Sailing Vessels*

150. The Government have accepted in principle that once the sailing vessels are brought under the control by legislation, financial assistance should be given to owners to mechanise their crafts. Care will have to be taken to see that only such vessels as are strongly built and which can withstand the vibrations of engines and which are sufficiently large from the economic point of view of operation are mechanised. The owners of operation of the craft will be required to submit their proposals and plans for the prior approval of the Mercantile Marine Department. A sum of Rs. 40 lakhs provided in the Second Five Year Plan will be given as loans on terms and conditions similar to those applicable in the case of steamships. The concerned vessels in the case shall have to be insurable and the

policies assigned to Government. Care will also have to be taken to see that vessels are efficiently manned by Tindals of good standing as approved by Government and that they are maintained in good condition.

151. Further details of the scheme are expected to be worked out after the necessary legislation has been enacted.

152. It has been estimated that the expenses on account of mechanisation of a single craft will be to the tune of Rs. 30,000 to 40,000 half of which may be loaned by Government and on this basis, about 200 vessels may be mechanised with the proposed financial aid. In case more aid is needed a further approach for extra funds may become necessary.

153. The Committee suggest that the feasibility of giving the financial assistance for mechanising the sailing vessels, without waiting for the enactment of the proposed legislation should be examined by the Ministry. The Committee feel that it should be possible to do so by departmental action.

(b) *First Five Year Plan*

154. It was estimated that 150,000 tons of shipping under sail consisting of about 2,600 vessels carry about a million to a million and half tons of cargo every year and the capital outlay on sailing vessels was estimated at Rs. 4 crores taking the average cost of these vessels at Rs. 250 a ton. No specific allocation was made for the Sailing Vessels in the First Five Year Plan.

(c) *Second Five Year Plan*

155. The Central Government accepted in principle the necessity of affording assistance to the sailing vessels industry by grant of loans or subsidies to owners of sailing vessels who intend to mechanise vessels and have provided a sum of Rs. 40 lakhs for this purpose as already stated. It is estimated that if about 200 vessels are mechanised with the aid of loans from the Government, well-to-do owners of sailing vessels would be encouraged to mechanise their vessels on their own, and thus place the sailing vessels Industry on a better footing. The basic idea behind mechanisation of sailing vessels as placed before the Government by the Officer on Special Duty (Sailing Vessels) is that in view of hundreds of minor ports where facilities do not exist to receive large-sized steamers or where it is not possible to induce steamers to call on account of small quantities of cargo offered the sail shall or may give way gradually to auxiliary engined sailing vessels, which after a few years may in their turn be replaced entirely by small motor coasters of about 100/300 tons with shallow draught comparable to the draught of the present day sailing vessels.

(d) *Construction of Sailing Vessels*

156. There are several centres along the West Coast of India, where crafts are built in traditional fashion. Buch Committee have, however, observed that since 1945 there has been no new construction

anywhere on the coast. Private docks and workshops can build sailing vessels, but in that case the cost of construction is bound to be very high.

157. Wooden sailing vessels are primitive in construction and design and the methods adopted for building are traditional. No drawings are used and the labour employed is non-technical and cheap. It is therefore, possible to build vessels more economically at places other than docks or yards. There are several building centres along the coast and operators usually prefer craft built in traditional fashion at comparatively low cost. In old times these were built at Ratnagiri, Karwar, Navasari, Surat etc.

(e) *Future of the Industry*

158. From the strategic point of view as also to relieve the bottleneck of transport, as many ports minor and major, as could be economically operated, should be developed. It is, therefore, necessary that the sailing vessels industry is placed on a sound economic footing.

159. The present primitive type of craft cannot be perpetuated. The present type of sailing vessels will have to be replaced ultimately by small motor coasters. The process of replacement, however, will have to be gradual. The first step should be to mechanise as many of the present sailing vessels as possible with Government help.

160. But the replacement of mechanised sailing vessels by small motor coasters will have to be actively considered after this phase of work is over. Precipitate introduction of motor coasters may create considerable displacement in the sailing vessels industry leading to economic distress amongst the sailing vessels operators and amongst the large seafaring community dependent on these vessels. The transition from mechanised sailing vessels, to small motor coasters is neither automatic nor easy and is essentially a long-term proposal to be kept in view for gradual implementation.

161. The Committee suggest that the sailing vessels Industry may be regarded as a sort of a cottage or village industry and all the necessary assistance and facilities may be given for its preservation and development.

V. MISCELLANEOUS

A. Seafares

(a) *Evolution of the passenger and freight rates*

162. The question of freight rates and passenger fares fixed by Indian Shipping Companies, strictly speaking, arises only in the coastal trade because in the over-seas trades, they operate as regular members of the shipping conferences concerned which are dominated by foreign shipping companies. Indian Shipping Companies have no effective voice in the fixation of freight rates and fares in the overseas trades but they are bound to follow whatever rates and fares are fixed by these conferences.

163. So far as the coastal trade (which has been reserved to Indian shipping) is concerned, the rates are fixed by the Indian Coastal Conference. Prior to 1951, the Indian Coastal Conference consisted of Scindias, British India Steam Navigation Company, and Asiatic Steam Navigation Company. The other Indian Shipping Companies operating on the coast had undertaken to follow the rates and other practices fixed by the Conference. In 1951, the Coastal Conference was reconstituted with all the important Indian Shipping Companies as members. (The British India and the Asiatic continued as associate members till 1953 and thereafter resigned their membership).

164. Government have statutory powers under the Control of Shipping Act, 1947, to regulate the rates and fares on the coast but they exercise these powers only in cases where the rates or fares charged in particular cases are found to be unreasonable. In other words, Government do not generally interfere in the fixation of freight rates and fares on the coast.

165. In view of what has been stated above, the question of any comparison between the rates quoted by Indian shipping companies and foreign shipping companies does not arise.

(b) *Increase in Liner Freight Rates in the Coastal and Important Overseas Trades*

(i) *Coastal trade*

166. In 1951, the freight rates were subjected to two general increases. From 1-1-1951, the rates except for bulk cargoes like coal, salt and cement, were restored to the level ruling prior to 16-5-1950 which meant an increase of 10 per cent. These rates were again in-

increased by 15 per cent. with effect from 1-5-1951 except for coal, salt and cement. The rates for salt and cement, were however increased by 10 per cent. to 15 per cent. with effect from 15-2-1952 and rates for coal from Calcutta to coastal ports were also increased with effect from 1-4-1952, the increase ranging from 10 per cent. to 35 per cent. (10 per cent. for majority of ports and 35 per cent. for one port). The freight rates on salt and cement were however reduced in January, 1954, by about 10 per cent. to 15 per cent. but the rates for cement were increased from 1-6-1955 to the level of those prevailing in 1953. The freight rates on the coast for general cargo and coal were increased by 5 per cent. with effect from 15-10-1955. The rates for general cargo were again put up by 5 per cent. with effect from 1-4-1956.

(ii) *Overseas trade*

	Increased by	From
U.K./India & Pakistan	25%	1-3-1951
	15%	1-9-1951
	10%	1-2-1955
	10%	-3-1956
North European Ports to India & Pakistan	15%	17-2-1950
	10%	25-1-1951
	15%	1-9-1951
	10%	1-2-1955
	10%	1-3-1956
Karmahon Conference	25%	25-1-1951
	15%	1-9-1951
	10%	1-2-1955
	10%	-3-1956
Calcutta Conference	25%	9-3-1951
	15%	9-9-1951
	10%	9-2-1955
	10%	-3-1956
In the India/U.K. Continent trade there was no general increase in freight rates between 1940 and 1951.		
U.S.A./India	12% to 15%	15-7-1948
Increase of \$ 1.50 on rates upto \$ 25.00	}	15-1-1951
Increase of \$ 2.50 on rates over 25.00		
Increase of \$ 3.00		20-9-1951
Increase of \$ 2.50 on rates upto \$ 25.00	}	15-3-1955
Increase of \$ 3.00 on rates over \$ 25.00 and upto \$ 30.00		
Increase of \$ 4.00 on rates \$ 30.00 and upto \$ 40.00	}	15-3-1955
Increase of \$ 5.00 on rates over \$ 40.00		
Calcutta/U.S.A.	15%	8-4-1951
	15%	9-6-1952
	10%	9-5-1955
West Coast India & Pakistan/U.S.A.	15%	1-3-1951
	15%	1-5-1952
	10%	15-4-1955

	Increased by	From
India/Australia	15% 10%	1-4-1951 1-10-1955
Japan/India	15%	1-11-1955
India/Japan	10%	1-2-1955
India/East Africa	15% 10% 10%	1-2-1952 17-8-1954 -3-1956
India/Persian Gulf	15% 10% 10%	-1-1951 -9-1953 15-1-1956
India/Red Sea Ports	10%	1-1-1956.

167. The fixation of freight rates is one of the statutory duties of the Directorate General of Shipping. At present there is no expert machinery for the purpose. Conclusions are arrived at after a general examination of the operational costs and other factors. Rates are settled by mutual discussion and in some cases, formal advisory boards are appointed to go into *ad hoc* questions of freight. The Committee suggest that the feasibility of creating a standing machinery for the review of freights and for disposing of disputes regarding freights on the same lines as the Railway Rates Tribunal should be examined. Feasibility of entrusting this work to the Railway Rates Tribunal should also be examined.

(c) *Conference Lines—procedure for carriage of government cargo*

168. Government cargoes moving in overseas trades are covered by Conference Lines consisting of both Indian and non-Indian Shipping Companies. The bulk of such cargoes move from United Kingdom and the Continental Ports and in cases where such cargoes are purchased on f. o. b. basis (where alone the question of Government having to make the shipping arrangements arises) the shipping arrangements are entrusted to India Supply Department, London. So far as ordinary cargoes are concerned the India Supply Department has a standing arrangement with the India/U.K. Continental Conferences under which all such cargoes are offered to the latter in the first instance. Such cargoes are offered to the non-Conference Lines only in the event of the Conference Lines being unable to offer the requisite shipping space. In return, the Conference Lines allow the India Supply Department a special rebate of 15 per cent. on freight as compared to a deferred rebate of 10 per cent. allowed to commercial shippers. The rates of freight charged by the Conference are the current Conference rates. These rates are favourable to Government and give them advantage over commercial shippers by virtue of the special rebate of 15 per cent.

169. In the case of special cargoes like locomotives, etc., and bulk cargoes like fertilisers, sugar etc. a procedure has been evolved with a view to secure the benefit of lower tramp rates consistent with the

need to utilise the Indian ships in the Conferences, if possible. Under this procedure, the India Supply Department offers such cargoes in the first instance to the Conference Lines who quote a special rate which will be final and not subject to further negotiations. After obtaining the special rates, the India Supply Department ascertains whether any ships of the Indian Lines would be available for these cargoes and if so, to what extent. If Indian ships are available to carry at least 30 percent of the cargo, the India Supply Department accepts the Conference rate and arranges shipment by the Conference Line vessels, otherwise they invite quotations from non-Conference Lines and offer the cargo to the Line which quotes the most favourable rates having due regard to other factors such as convenience and speed in shipments, possibility of damages, demurrages etc.

170. In the case of Government cargoes moving from North America, the India Supply Mission, Washington has similar arrangements with the Conference Lines concerned for shipment of the cargoes although in the case of such cargoes, the question of utilising Indian ships does not arise at present as there are no Indian ships regularly operating in the India/North America trade.

171. In the case of Government cargoes moving from countries like Japan, the shipping arrangements are made by the Indian Embassies concerned on the basis of competitive quotations received from shipping companies, due regard, however, being paid to the need of utilising Indian ships, if and when available.

172. The High Commissioner, London and India Supply Mission, Washington have experienced shipping officers on their staff. Besides, they utilise the services of experienced firms of freight brokers for the allocation of shipping space etc. and this arrangement ensures that the ships selected for the carriage of Government cargoes are of the right type. The Committee would like the Government to lay down a firm policy, that imported cargoes on Government account should, as far as possible, be brought in Indian ships.

(d) *Charter of Ships*

173. The charter of ships, is arranged with the assistance of the Baltic Exchange Chartering Committee through the High Commission for India in London. This Committee makes a charge of one percent to be borne by the chartering party, which may be considered as reasonable as a normal broker would charge more. The Indian private shipping companies are all members of the Committee. The Committee suggest that the Western and Eastern Shipping Corporations should also become members of the Chartering Committee so that the interests of Government may be safeguarded in getting vessels as cheaply as possible and also earn a part of the one percent commission which the Chartering Committee distributes to its members.

B. Shipping service/agreements

174. Appendices V and VI give the full details of the agreements of the Soviet Government and Poland with India about Shipping Service between the two countries.

175. The Committee suggest that the Indian Shipowners should be consulted before Shipping agreements are concluded so that there may be complete co-ordination between the private and public sectors of Indian Shipping and the available tonnage may be utilised to the maximum possible extent.

C. Eastern Shipping Corporation

176. Under the Indian Companies Act, 1956 a company having Managing Agents cannot function as the Managing Agents of another company after 15.8.1956. Hence Scindias who were the Managing Agents of the Eastern Shipping Corporation did not wish to continue to function in this capacity after 15.8.1956, since they themselves were being managed by a firm of Managing Agents. Scindias' Managing Agency of the Corporation therefore, stood terminated with effect from 15.8.1956. The Management of the Corporation now vests in the Managing Director who has been appointed on the recommendation of the Government.

177. The Corporation is still state-cum-private owned as Scindias who were holding 26 percent of the share capital are still retaining these shares. Scindias have applied for the return of their capital and their request is under consideration by Government. Technically the question of Government taking over the Corporation will, therefore, arise only when the share capital of Scindias is returned to them and when the Corporation becomes wholly Government owned. The Committee have been informed that the Government have since taken over the remaining 26 percent of the Share Capital.

178. With the termination of the Managing Agency and the reorganisation of the Corporation the following consequential action has been taken:

- (i) The Articles of Association of the Corporation have been suitably amended to delete references to Managing Agents and to provide for the appointment and functions of the Managing Director.
- (ii) Scindias have been appointed as Technical and Commercial Consultants to the Corporation for a period of 3 years with effect from 15.8.1956, the appointment being terminable at 3 months' notice on either side. The remuneration to be paid to Scindias is being negotiated.
- (iii) Upto the 15th August, 1956 the Operations Department of the Scindias was responsible for survey, maintenance, repairs etc. of the Corporation's fleet. The Board of Directors of the Corporation have sanctioned the establishment of an Operations Department in the Corporation and with effect from 15.8.1956, maintenance,

repairs, manning etc. of the vessels of the Eastern Shipping Corporation has been taken over by the Operations Department of the Corporation.

Investment

179. The Eastern Shipping Corporation was established in 1950. So far it has incurred loss only in the year 1954-55 and that too about Rs. 19 lakhs, which has been made good during the subsequent year. Total amount invested by Government in the Corporation by way of shares in the Company's capital to the end of March, 1956 amounted to Rs. 407 lakhs.

180. During the course of the examination of the representatives of the Ministry of Transport, the Committee were informed that the Western Shipping Corporation was constituted in a great hurry, for implementing the shipping service visualised by the Indo-Polish agreement and that when Scindias' capital in the Eastern Shipping Company was paid back, the Eastern and Western Shipping Corporations would be reconstituted on some sort of uniform pattern. The Committee recommend that non-officials drawn from business or other specialised fields may be included in the Boards of Directors of Government Shipping Corporations as in Port Trusts, when these are reconstituted.

D. Sea Scouts

181. Although Sea Scouting was started as long ago as in 1910, in India a beginning was not made till 1935 and that too, without any lasting result. We have more than 5,00,000 scouts all over India. We have, however, a few sea scout units only in Bombay, Madras, Cochin and Calcutta though we have many sea ports, riverine cities, and towns that could be the homes of sea scout units.

182. The maritime heritage of India is in no way inferior to that of other Nations. Early explorers and navigators from India sailed to Java and Sumatra, and they carried their merchandise to Greece, Alexandria, Rome, China and Japan.

183. The value of sea scout training was amply demonstrated in Britain in World War I when the Admiralty availed itself of the services of some 1,800 scouts for coast watching and utilised a number of boys for signalling and other duties with Fleet. In World War II again, the British Sea Scouts proved their usefulness beyond all expectations. The Organisation in U. K. was formed to encourage Sea-mindedness among the youth as future members of Merchant Navy. It gets Government support. All officers serve purely on a voluntary basis. There are certain Officers of Royal Navy who are appointed to the sea units to standardise the training. The Admiral is the Head and he makes certain periodical tests and inspections. Quite a number of them pass into the Merchant Navy. The organisation is a branch of the Boys Scouts Movement of Baden Powell. Each public school has sanctioned a number of seats and they get assistance and help from the Royal Navy, Merchant Navy and the various Shipping Companies.

184. Sea scouting can be started wherever there is a stretch of water-river, canal or lake. To start with, a troop will require a dinghy and certain other equipment. Once started, the troop will practically require no financial help as the aim is to become self-sufficient as early as possible. A couple of fishing boats or even a discarded hull of a country-barge will serve at the beginning as the Gaurd Ship of a sea scout troop. Gradually the sea scouts themselves can build their own fleet. In sea Port towns, Harbour Masters, Pilots and Nautical Surveyors can give assistance, while help may be forthcoming from Navy and Mercantile Marine Department. The Sea scouts of Calcutta, Bombay, Madras and Cochin have in this way received all help and training for continuing their activities.

185. Sea scout units can be trained and given practice in the task of watching coasts for vessels in distress or for the enemy in times of war, reporting the situation by their own field or wireless telegraphs or by signalling. They have also to be trained in life-saving and in working in flood-affected areas.

186. The sea scout's uniform consists of a white shirt and shorts, white stockings and shoes, a white sailor's cap and a dark green kerchief with a gold monogram fastened round the neck.

187. As the development of the sea scout movement in India will prove of great use to the country's expanding Navy and Mercantile marine ensuring for these services a better standard of recruitment and basic knowledge of seamanship, the Committee strongly recommend that the Ministry of Transport should devise ways and means to encourage actively the development of the Sea scouts movement in the country. The Mercantile communities must be equally interested in assisting the growth of this movement and the Committee hope that they will gladly make generous financial contributions to any integrated scheme, which the Ministry of Transport may evolve in consultation with the Ministry of Defence, if necessary, as we have the necessary tradition, what is needed is opportunity and training. Given these, the Committee do not see any reason why the Sea Scout Movement should not make rapid progress in the country.

E. Plying of Special Mango Parcel Steamers

188. It was brought to the notice of the Committee that heaps of mangoes are now being wasted for want of proper and quick transport arrangements. Mango is a valuable fruit and it grows in plenty in certain areas from where it has to be carried to other consumption areas in good time. The Committee were told that so far as Ratnagiri Port is concerned, Mango parcels are carried both by Steamers and sailing vessels. In addition mangoes are also permitted to be transported by fishing boats subject to inspection and assignments of a minimum free load. Sometimes, however, delays occur due to lack of adequate shipping space.

189. The Committee recommend that the Director General, Shipping should discuss the matter with the representatives of trade, shipowners, associations of sailing vessels etc. and work out a scheme for transportation of mangoes, during the season, on a systematic basis.

F. Charts for Navigational Purposes

190. The Committee were given to understand that experiments are being carried out in certain foreign countries for the introduction of more perfect and practical charts for navigational purposes. The British Admiralty have produced several special experimental charts which contain more details than the ordinary Admiralty charts now in vogue. The important feature of this chart is the introduction of colour to denote various heights of land-scape, hills, mountains, high ground etc. This is a definite improvement in the get up of the modern chart and would certainly be appreciated by the mariner. The Committee recommend that this aspect of the revision of charts to suit the modern conditions may be kept in mind and necessary action initiated early.

G. Weather Services

191. Weather information to Shipping, Ports and other marine interests is issued by the Meteorological Department through the following two principal channels:

- (i) Directly through the Posts & Telegraphs Coast radio stations at Bombay, Calcutta and Madras in both normal and disturbed weather; and
- (ii) Through Port authorities.

192. In the Madras State, arrangements exist for issue of warnings to the Fisheries Department also, during disturbed weather.

193. The Port Officers, on receipt of warnings from the Indian Meteorological Department, take suitable action in putting up appropriate signals from their flag-staffs or signal stations. Different signals are exhibited both by day and night to differentiate between the severity of the weather. The Port Officers refuse clearance to small country craft under certain conditions of adverse weather. In China there are hundreds of warning towers to give warning about inclement weather to the persons engaged in coastal fishing. The flag staffs, referred to above, can be compared with the Chinese warning towers.

194. There are 41 such ports on the Arabian seaside of our coast and 21 ports on the Bay of Bengal side, disseminating information about inclement weather.

195. The entire question of storm warning signals was reviewed at a meeting held under the auspices of the Deputy Director General (Forecasting), Indian Meteorological Department in Bombay during May '55. Representatives of all the shipping interests and the Government of India were present at this meeting. The general view was

that although, by and large, the existing arrangements may be considered satisfactory, there are certain deficiencies in the existing system which need to be put right. These include the absence of storm warning signal stations in some of the minor ports on the coast and also the maintenance of the signal apparatus used in some of the minor ports for displaying these signals. It was decided that progressive improvements in this direction should be made by the Department concerned.

196. The Committee recommend that the deficiencies in the existing system of issuing warnings about inclement weather should be made good early, expeditions arrangements made for the issue of suitable warnings at some of the important minor ports and also for the issue of warning to Fisheries Departments of other maritime States as is being done at present in the Madras State.

H. Charges made by Shipping Companies from Visitors for Passes.

197. Some companies charge Rs. 3/- for a visitor's pass while others charge Rs. 5/- per pass for visiting a ship at ports.

198. The amount collected by the Shipping Companies varies from Rs. 32,000 to Rs. 45,000 and is distributed among hospitals and charitable institutions. The issue of these passes is made with the implied consent of the Central Government. The arrangement in regard to passes has been devised more to fall in line with the wishes of the Collector of Customs who for obvious reasons does not want many people to visit the ships. There is no Committee or controlling body responsible for the disbursement of the amount that are collected by the Shipping Companies.

199. The Committee recommend that the Ministry of Transport should examine the desirability of introducing uniform charges for visitors' passes giving concessions to students, and associating popular bodies with the work of disbursing amounts collected under this system.

I. Nautical Museum, Bombay

200. Various articles of maritime interest if brought together will be a visible illustration of the maritime History of India. It will indicate the various activities of India's Navy and also of Merchant and fishing fleets operating round the coast of India.

201. The Committee were given to understand that the establishment of Nautical Museum at Bombay is being dealt with by the Naval Headquarters of the Defence Ministry. The Committee recommend that the establishment of the Nautical Museum at Bombay may be expedited and the exhibits in the Nautical and Engineering College be transferred to the proposed Museum.

J. Rail-Sea Coordination Committee

202. The question of coordinating the development of Railways and coastal shipping so as to ensure harmonious development of the two forms of transport and the avoidance of all wasteful competition.

between them has assumed great importance. A Study Group which was constituted in December, 1953 to go into the wider question of working out additional transport capacity required has also studied this aspect of the transport problem and made certain tentative suggestions. Another Study Group, and *ad hoc* sub-committee of the consultative Committee of Shipowners, which was appointed to examine the shipping target for the Second Five Year Plan, has also emphasised the importance of promoting the necessary coordination of rail and sea transport.

203. Government have already accepted as a matter of policy that there should be an adequate and efficient coastal fleet which will cater to the needs of the country. In pursuance of this objective, Government have already announced a policy of reservation of the coastal trade to national shipping and also one of assistance to Indian Companies in building up their fleet principally through the grant of loans on reasonably easy terms.

204. In pursuance of that policy the Government of India appointed a Committee with the following terms of reference:—

- (1) (a) to examine the reasonableness of freight charged by coastal shipping with reference to its costs of operation;
- (b) to examine the existing pattern of trade movements within the country of commodities which could suitably be moved by sea and suggest measures to ensure effective coordination between Railways and Coastal shipping with a view to promoting movement of such goods by sea and with particular regard to—
 - (1) (a) to examine the reasonableness of freight charged by on sound lines;
 - (ii) the need for avoiding overlapping between the two forms of transport;
 - (iii) the need for developing adequate coastal shipping in the large and long-term interests of the country; and
 - (iv) the possibility of extending through booking arrangements between Railways and Shipping for movements by combined rail-sea route, wherever possible.
- (2) to advise whether any standing machinery should be set up for considering all problems concerning rail-shipping coordination or allocation of traffic between the two forms of transport.

205. This Committee consists of:—

- (1) Shri N. S. Lokur, Chairman, Railway Rates Tribunal—*Chairman.*
- (2) Shri P. R. Subramanian, Dr. D. G. Shipping—*Member.*
- (3) Shri S. R. Kalyanaraman, Director, Traffic (General)—*Railways.*
- (4) Shri B. Das, M.P.

(5) Shri M. Govinda Reddy, M.P.

(6) Shri D. Mahadevan, Supdt., Rates, Eastern Railway—
Secretary.

206. As the report of the Rail-Sea Coordination Committee has not yet been submitted to Government, the Committee are not in a position to offer any comments on this subject.

K. Securing Cargoes for Indian Shipping

207. With regard to a question from the Committee about the procedure adopted for securing cargoes to Indian Shipping, the Ministry stated *inter-alia* that the further measures which are now being contemplated with a view to evolve coordinated policy but which have not yet been finally agreed upon are briefly to the effect that the Central Government and the State Governments should issue a suitable directive to all the authorities concerned under their administrative control with a view to secure the following:

- (i) Orders for the import of stores, equipment etc., from abroad should ordinarily be on F.O.B. terms and specific shipping provision should be included in such contracts which would enable them to use Indian ships, whenever available, for carrying such cargoes and that, preferably such orders for their shipments should be centralised through the I.S.D. London, the I.S.M. Washington or the Indian Embassies concerned, to whom standing instructions have already been issued to use Indian ships as far as possible.
- (ii) In the case of C.I.F. or F.O.R. contracts placed with Indian foreign suppliers in India or abroad, endeavour should be made to include a suitable shipping clause to enable the utilisation of Indian Shipping for carrying the cargoes.
- (iii) The authorities concerned should furnish information sufficiently in advance to the Indian shipping companies operating in the overseas trades preferably through the Director General of Shipping, regarding their import and export programmes.
- (iv) The possibility of acquiring tramp tonnage for use in the carriage of import of foodgrains, exports of coal, ores etc. is also under consideration.

208. The present position however is that Indian ships are unable to carry all the cargoes offering on Government account in the main overseas trades and Government are experiencing difficulty in finding necessary shipping space for all their import programmes.

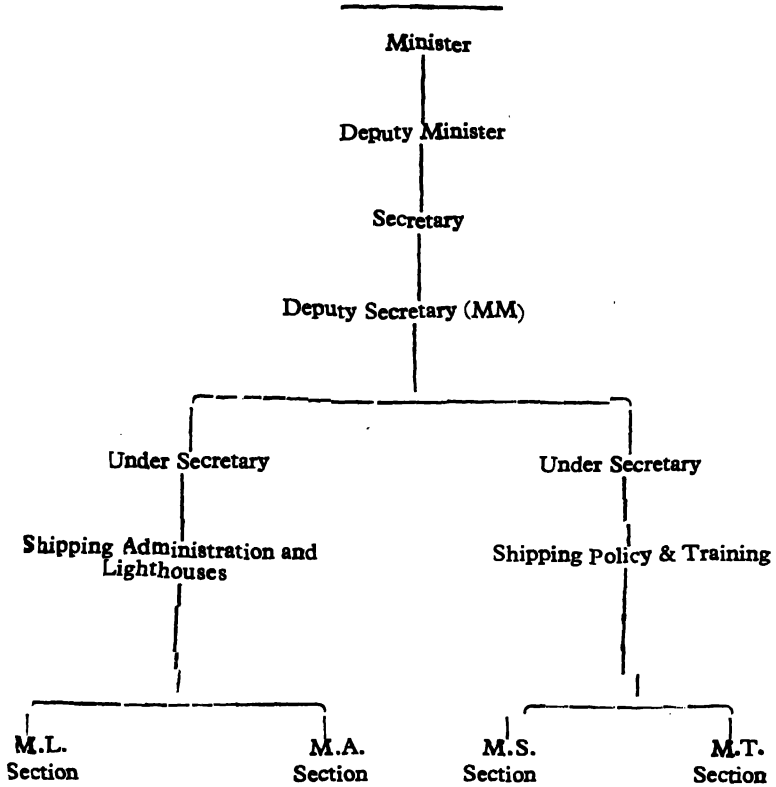
209. During the course of the examination of the representatives of the Ministry on the matter of coordination, it was stated that the following procedure has been evolved between the Commerce & Transport Ministries in regard to Shipping. So far as purchases by the State Trading Corporation are concerned, the D.G. Shipping is a Director of the State Trading Corporation and the Chairman of the State Trading Corporation is the Director of Western Shipping Corporation of which the D. G. Shipping is the Chairman. All other coordination is done by the departmental Standing Committee (of the Central Board of Transport) which meets once a month to discuss transport priorities.

BALVANTRAY G. MEHTA,
Chairman,
Estimates Committee.

NEW DELHI;
The 27th March, 1957.

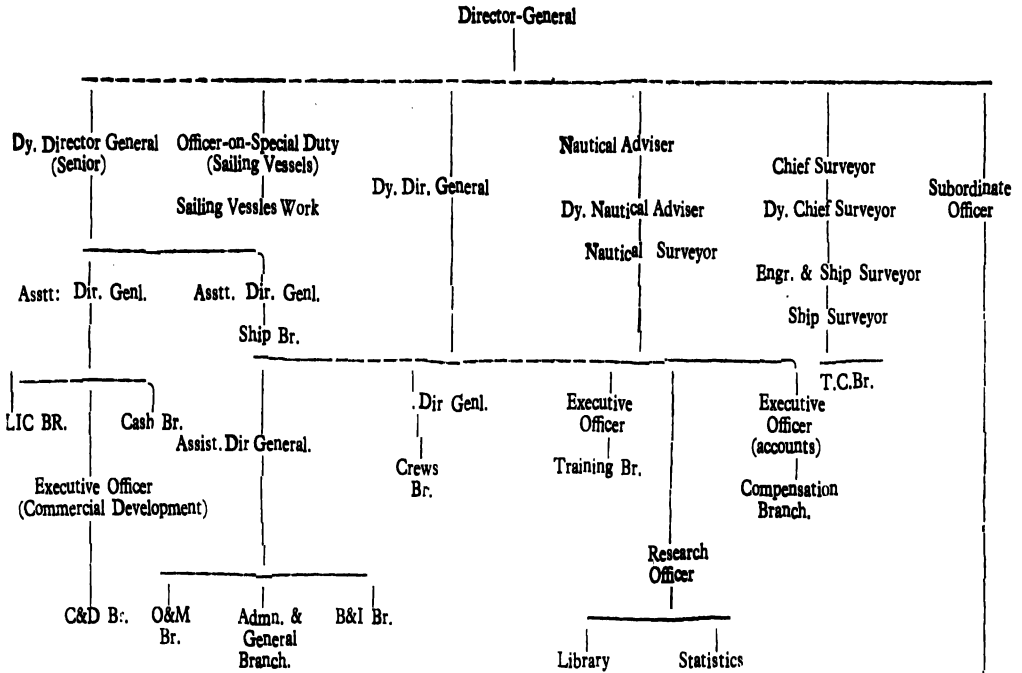
APPENDIX I

Organisational set-up in the Ministry of Transport at Headquarter relating to the subject 'Shipping'



APPENDIX II

The organisational set-up of the D. G. Shipping as on 1-4-1956.



1. P.O., M.M.D/Bombay, I Calcutta, Madras.
2. S.M., Bombay/Calcutta.
3. The Principal Seamen's Welfare Officers, Bombay/Calcutta.
4. The Engineer & Ship Surveyor, M.M. D./Vizagapatam/Cochin.
5. Capt. Supdt. T.S. 'Dufferin', Bombay.
6. Capt. Supdt. T.S. 'Bhadra', Calcutta.
7. D.M.E.T., Calcutta.
8. Dy. D.M.E.T., Bombay.
9. Seamen's Employment Office, Bombay/Calcutta.
10. The Principal, Nautical & Engineering College, Bombay.
11. The Regional Officer, (Sails), Bombay/Masulipatnam/Tuticorin.
12. Capt. Supdt., T.S. Navalkhi, Navalkhi
13. Capt. Supdt., T.S. 'Mekahala' Vizagapatnam.

APPENDIX III

Statement showing the Financial and Administrative Powers delegated to the Director General Shipping in addition to the usual powers as head of the Department

FINANCIAL POWERS

1. Power to employ private presses for urgent and essential printing work upto Rs. 25|- in each case.

2. Power to purchase and/or repair articles of furniture upto Rs. 500|- at a time subject to the limit of Rs. 3,000|- per annum.

3. Power to approve works under para 60 to 62 of the C.P.W.D. code—upto a limit in any single case of Rs. 20,000|- in case of non-residential buildings and Rs. 10,000|- in case of residential buildings.

4. Power to write off losses upto Rs. 1,000|- in any individual case.

5. Power to grant refunds of revenue including refund of fees to students of Training Institutions, refund of survey fees, etc. upto Rs. 250|- in any single case.

6. Power to sanction non-recurring contingent expenditure upto Rs. 2,500|- and recurring contingent expenditure upto Rs. 500|- per annum in each case, subject to budget provision being available.

7. Both recurring and non-recurring expenditure will be subject to the observance of the procedural and other general directions contained in Annexure A to Appendix 8 of the Compilation of the General Financial Rules, Vol. II and other existing rules or orders of those which may be issued in future.

ADMINISTRATIVE POWERS

8. Power to recruit class IV servants from contingent grant.

9. Power to authorise Class I Officer to travel by air on tour.

10. Powers of a Department of Government of India in respect of G.P. Fund advance to the Officers and staff of the Directorate General of Shipping and its subordinate offices.

11. Powers to grant advances of Travelling allowances to temporary Gazetted staff of the Directorate General of Shipping and its subordinate Offices provided the circumstances admit of the provisions of a security and in accordance with the terms of paras 265 and 269 of the Central Government Compilation of the General Financial Rules, Volume I.

12. Power to grant advance of Travelling allowance to temporary non-Gazetted staff of the Directorate General of Shipping and its subordinate Offices provided the circumstances admit of the provision of adequate security and in accordance with the terms of paras 165 and 269 of the General Financial Rules, Vol. I.

13. Power to deal with all matters relating to postings, transfers, etc. of all gazetted officers under his administrative control the maximum of whose scales of pay does not exceed Rs. 1,300/- in cases where no promotions or officiating arrangements not within his own powers of sanction are involved.

14. Power to correspond direct with other Ministries of the Government of India in purely routine matters where no question whatever of policy whether administrative, executive or financial is involved.

Note.—(a) Powers stated in items (1) and (7) should be exercised with the prior concurrence of the Under Secretary to the Government of India in the Ministry of Finance (Textiles), Bombay.

(b) Powers in items (3), (4) and (5) above will be exercised with the prior concurrence of the Under Secretary to the Government of India in the Ministry of Finance (I & C Division), Bombay. The Power at (4) above is in supersession of the power already delegated to the Director General of Shipping in item (10) of the schedule appended to the late Ministry of Commerce letter No. 164-M1(9)/49 dated the 11-11-1949.

(c) The powers indicated in terms (9) and (10) above will be exercised by the Director General of Shipping himself and not by anyone else in the Directorate General of Shipping.

APPENDIX IV

Statement showing the important recommendations made by the Sailing Vessels Committee in their report submitted to Government in 1949 and the Action taken by Government thereon

Sl. No.	Recommendations made	Action taken by the Government
1	2	3
1.	An organisation specifically to deal with problems affecting the Sailing Vessels Industry should be set up under the Director General of Shipping and suitable advisory committees should be appointed to assist this organisation.	1. The Organisation recommended has already been set up in the Directorate General of Shipping Bombay. Regional Offices have also been set up in the ports of Bombay, Masulipatam and Tuticorin.
2.	Owners of sailing vessels should be encouraged to organise themselves on an all-India basis and to evolve a uniform system of trade practices, etc. to be observed throughout the country.	2. Initial action in this regard has been taken by the Officer on Special Duty (Sailing Vessels), and is being followed up by the Regional Sailing Vessels Organisations.
3.	Uniform rules and regulations should be prescribed for the registration of sailing vessels and for the tonnage measurement of such vessels.	3-9. The recommendations made can be implemented only when Government have statutory control over Sailing Vessels Industry. Necessary provisions in this regard have been included in the proposed Consolidated Indian Merchant Shipping (Amendment) Bill which is expected to be introduced in Parliament in 1957.
4.	Steps should be taken for the assignment of free board for Sailing vessels and for this purpose attempts should be made to evolve a simple formula for application to all types of crafts. The Life Saving Appliances and Safety standards applicable to sailing vessels should also be improved.	
5.	Coastal traffic under sail should be reserved for vessels of Indian registry and steps should be taken to reduce such foreign craft as may be employed in the trade as rapidly as possible.	
6.	The procedure for lodging protests involving loss of life or cargo or damage to cargo by jettisoning or otherwise should be improved and an effective method of investigating such cases should be introduced, with due safeguards to ensure that it does not prove to be unduly harsh, specially where there is no reason to suspect that the jettisoning was not for genuine and sufficient reasons.	

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7. Sailing Vessels fitted with auxiliary engines should be exempted from the technical requirements applicable to mechanically propelled vessels under Section 3 of the Indian Merchant Shipping Act to the extent that such exemptions do not affect the safety of the vessel and those on board, and measures should be considered to encourage the fitting of auxiliary engines to sailing vessels.
8. Suitable tests should be prescribed for the floating personnel employed on sailing vessels to ensure a minimum standard of proficiency. Such personnel should be included in the welfare schemes for other seamen.
9. The Committee's recommendations for the setting up of schools to impart vocational training to the personnel to be employed on sailing vessels should be commended to the Maritime State Governments.
10. The necessity for the grant of special assistance for the construction of sailing vessels should be further examined in the light of the nature of assistance required and the scale of construction likely to be undertaken.
11. Port and repair facilities should be improved where possible with special regard to the needs of sailing vessels.
12. Special measures should be adopted for the promotion of sailing vessels traffic north of Cocanada.
10. For the present it has been proposed to render financial assistance to Sailing Vessels Industry only for the mechanisation of craft. A provision of Rs. 40 lakhs has been included for this purpose in the second Five Year Plan. The Scheme however, will be finalised only when necessary legislation, as mentioned above, has been enacted.
11. Necessary action in this regard is already being taken whenever necessary by the ports side of this Ministry.
12. The Sailing Vessel Organisation in the Directorate and the Regional Organisation at Masulipatam are affording all assistance to enable the promotion of Sailing Vessels traffic North of Cocanada.
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APPENDIX V

Agreement concerning the establishment of a regular shipping service between the ports of the Republic of India and the ports of the Union of the Soviet Socialist Republics

The Government of India and the Government of the Union of the Soviet Socialist Republics on the basis of the Joint Soviet-Indian Communique issued on the 13th December, 1955, for the purpose of further development of economic cooperation and expansion of trade between the two Countries, have agreed as follows:

Article 1

For the purpose of maintaining regular cargo shipping communication between the Indian ports of Bombay and Calcutta on the one part and the Soviet ports of Odessa and Novorossiisk on the other part, a regular Steamship Service is hereby organised with equal tonnage participation of Indian and Soviet vessels.

Article 2

The vessels specified in Annexure I to the present Agreement are assigned for the Service mentioned in Article 1.

Each party has the right to substitute its vessels mentioned above by other vessels, as well as to assign by mutual agreement additional vessels depending upon the volume of cargo moving and other circumstances relevant to the operation of the Service and involving the necessity of such substitution or increase in the number of vessels.

The schedule of sailings of the Service shall be fixed every three months after mutual consultation and agreement between the Organisations specified in Article 7 of the present Agreement and shall be announced a month in advance of the following three month period.

Article 3

The Parties to the present Agreement shall each operate their respective ships assigned to this Service independently and bear responsibility for financial results of such operation as well as for any kind of claims which may arise in connection with the operation of the vessels.

Article 4

Indian vessels in the Soviet ports and Soviet vessels in the Indian ports shall upon their entry into, stay in and departure from the ports, enjoy the most favourable conditions allowed by the corresponding laws, rules and regulations applicable to those ports.

All the dues on the vessels assigned to the Service shall be levied at the ports of India and at the ports of the U.S.S.R. in accordance with the laws and regulations which are in force at the ports of the two Countries.

Tonnage dues on Indian vessels assigned to the regular Service shall be levied on each vessel in the ports of the U.S.S.R. at preferential rates and only once a year irrespective of number of calls.

No income tax shall be levied or collected by the Government of India on the freight earnings at Indian ports of Soviet ships and no income tax shall be levied or collected by the Government of the U.S.S.R. on the freight earnings of Indian ships at Soviet ports.

Article 5

In pursuance of their general policy of minimising delays to shipping and accelerating their turnround at the ports the Parties to the Agreement will, consistently with their international obligations and the laws and regulations applicable to each port, adopt all possible further measures for the improvement of work such as:—

- (a) increasing the norms of output of loading and unloading;
- (b) introduction of one or two additional work shifts as the case may be;
- (c) working on Sundays and on holidays other than closed holidays;
- (d) earmarking berths for the loading and unloading of special commodities;

where such measures are in the opinion of the Port Authority concerned operationally feasible and conducive to the better working of the port generally.

Article 6

All payments arising out of the operation of the Service including payments for freight for transportation of cargoes on vessels on the regular line covering the Indian-Soviet goods turnover shall be effected in accordance with the provisions of the Trade Agreement dated December 2, 1953, between the Government of India and the Government of the U.S.S.R.

Freight shall be paid in accordance with the rates indicated in Annexure No. II to the present Agreement. These rates are liable to modification and revision from time to time by mutual agreement between the Organisations specified in Article 7 of the present Agreement.

Settlement of freight shall be effected by the Organisations specified in Article 7 of the present Agreement by means of submitting invoices for collection through authorised banks of their respective Countries.

Article 7

For co-ordination of all questions connected with the operation of the Service the Government of India hereby nominate the Directorate General of Shipping as representative on their part and the Government of the U.S.S.R. likewise nominate the Vsesojuznoje Objedinenje "Sovfracht" as representative on their part.

In particular, these Organisations are entrusted to compute the schedule of sailings, to distribute cargoes between the vessels of both the Parties on a parity basis, to revise freight rates, and to solve all other questions connected with the actual operation of the Service.

For this purpose, the Directorate General of Shipping may have a representative in Moscow and the Vsesojuznoje Objedinenje "Sovfracht" may have a representative in Delhi.

Article 8

By agreement between the Organisations specified in Article 7 of the present Agreement, the ships of the Regular Steamship Service may call at Indian and Soviet ports other than those specified in Article 1 and also at ports of third countries.

Article 9

The Indian ships at the Soviet ports will be handled by "Inflot". The handling of Soviet vessels at the Indian ports will be effected by Indian firms to be appointed by the Soviet Party as their Agents in consultation with the Directorate General of Shipping, Government of India.

Indian vessels in the Soviet ports and Soviet vessels in the Indian ports may receive bunkers (liquid and coal), lubricating materials and other provisions including food-stuffs for the crew at usual prices and on usual conditions prevailing at the ports of both the Countries.

Article 10

The present Agreement will come into force from the date of its signing and shall continue to be in force until either Party declare their intention to determine it by giving three months' notice in writing to the other Party.

Effected in duplicate in New Delhi on the 6th day of April, 1956, in English, Hindi and Russian all the three texts being equally authentic.

In witness whereof the Representatives of the Parties duly authorised thereto by their respective Governments have signed the present Agreement.

(Sd.) N. M. Ayyar,
On behalf of the
Government of India.

(Sd.) A. A. Saveliev,
On behalf of the Government
of the Union of the Soviet
Socialist Republics.

ANNEXURE I

The vessels to be assigned by the Parties for the Regular Steamship Service

On the Indian Part :

<i>Nos.</i>	<i>Name</i>	<i>Dwt</i>
1.	Jalamohan	8,800
2.	Jalajyoti	8,755
3.	Indian Importer	7,975
4.	Indian Endeavour	10,180
5.	Bharat Bhushan	8,910
6.	Bharat Veer	10,530
	TOTAL	55,150

On the Soviet part :

1.	Admiral Ushakov	10,820
2.	Suhona	10,575
3.	Timirjazev	9,301
4.	Irkutsk	8,630
5.	Arhangeljsk	8,542
6.	Krasnodar	7,590
	TOTAL	55,540

ANNEXURE II

Schedule of freight rates for the Transportation of cargo on board the ships of the Regular Steamship Service between the ports of India and the Black Sea ports of the Union of the Soviet Socialist Republics

On F.I.O. Basis.

I. ODESSA NOVOROSIISK TO BOMBAY/CALCUTTA

Commodities	Rates] Rupees Per metric ton
<i>1. Machines, Machine tools and equipment.</i>	
Ordinary not exceeding 1 ton weight	107
Exceeding 1 ton but not exceeding 5 ton weight	112
Exceeding 5 tons but not exceeding 10 ton weight	124
Exceeding 10 tons but not exceeding 50 ton weight	135
Exceeding 50 ton weight	150
<i>2. Metals.</i>	
Metals not exceeding 3 ton weight or 40 ft. length	74
Metals not exceeding 4 ton weight or 50 ft. length	78
Metals not exceeding 5 ton weight or 60 ft. length	82
<i>3. Grain in bulk or in bags.</i>	
	74
<i>4. Pipes.</i>	
With bore not exceeding 6"	83
With bore not exceeding 12"	87
With bore not exceeding 18"	95
<i>5. Textiles—Cotton and woollen piece goods</i>	
	166
<i>6. Paper in reels</i>	
	115
<i>7. Cotton</i>	
	150
<i>8. Cement (in sacks or in bags)</i>	
	60
<i>9. Dye stuffs</i>	
	150

II. BOMBAY/CALCUTTA

TO ODESSA NOVOROSIISK

Commodities	Rates Rupees Per metric ton
1. Tobacco in cases or bales	155
2. Tea in cases	216
3. Jute Cloth and bags (gunnies)	115
4. Coffee	133
5. Shellac	120
6. Wool	150
7. Spices	166
8. Hides	160
9. Nuts	130
10. Footwear	170

NOTE 1.—For commodities not mentioned in the above schedule, the rates will be those that may be fixed from time to time by the representatives specified in Article 7 of the present Agreement.

NOTE 2.—The rates being on f.i.o. basis, the shipowner will not be responsible for meeting stevedoring charges. The shipowner will be responsible for supplying the necessary separation and fastening materials and to erect shifting boards and ventilation at his expense.

NOTE 3.—The rate for cement is applicable only in case of small lots not exceeding 1,000 tons in weight per shipment. In case of heavier loads per shipment, the rate is to be determined by the representatives specified in Article 7 of the present Agreement.

NOTE 4.—The rates from Bombay to the Black Sea ports or from the Black Sea ports to Bombay will be the same as those applicable from or to Calcutta *provided* that when a voyage originates from or terminates in any of the ports on the West Coast of India, a rebate of 10% will be allowed.

The general question of fixing a lower rate of freight for Bombay or other West Coast ports as compared to rates for Calcutta will be reviewed in the light of experience after six months by the representatives specified in Article 7 of the present Agreement and revised.

NOTE 5.—The rates for heavy machinery have been fixed on the understanding that there will be very few such consignments. These rates will be subject to review and refixation after six months or even earlier in the light of experience by the representatives specified in Article 7 of the present Agreement.

APPENDIX VI

Agreement between the Government of India and the Government of the Polish People's Republic regarding Shipping Cooperation.

The Government of India and Government of Polish People's Republic, with a view to the strengthening of the economic cooperation and further development of trade between the two countries, have agreed as follows:

Article 1

For the purpose of maintaining regular cargo shipping communications between the Indian ports on the one part and the Polish ports on the other, a regular shipping service will be organised with equal tonnage participation by both the sides.

Article 2

Each party will, before the First Day of October, 1956, nominate a Shipping Organisation which will be responsible for the operation of its ships assigned to the service referred to in Article I of the present Agreement. The two Organisations shall, within a month after their nomination, conclude a detailed agreement for the actual operation of the service.

The two Organisations shall work in close cooperation with each other and shall review from time to time the working of the service with a view to improving and further developing its scope and efficiency.

Article 3

To begin with, each party will assign three ships suitable for operation on this service. Names and specifications of the ships will be stipulated in the agreement between the two Organisations referred to in Article 2 of the present Agreement.

Each Organisation will have the right to substitute its vessels by other vessels, as well as to assign by mutual agreement additional vessels depending upon the volume of cargo moving and other connected factors. Such substitution or addition may be made with ships on time charter as a temporary agreement pending replacement by owned tonnage.

With effect from the date of commencement of this regular service, all cargoes moving between India and Poland under any existing or future contracts between the two parties shall be offered to the ships of this service.

Article 4

The service shall be operated on the basis of equality of advantages on both sides and avoidance of competition. In particular, the two Organisations referred to in Article 2 of the present Agreement shall endeavour to arrive at an arrangement for the pooling and sharing of freight earnings.

Subject to these general principles, each Organisation will operate its ships assigned to the service independently and bear responsibility for the financial results of such operation as also for any amount of claims that may arise in connection with the operation of the ships.

Article 5

The schedule of sailings of the service will be fixed from time to time jointly by the two Organisations referred to in Article 2.

Article 6

The freight rates for the service between the Indian and Polish ports shall be fixed by mutual consent between the Directorate General of Shipping of the Government of India, Bombay and the Central Board of the Merchant Marine Transports of the Ministry of Shipping of the Polish People's Republic. The freight rates will be liable to modification and revision from time to time by mutual consent between these two Authorities.

The freight tariff will be based on Liner practice, that is to say loading, discharging and stowage would be on shipowner's account, except that in regard to bulk commodities like iron ore and cement, the tariff may provide for freight to be charged on "free in and out and stowed" basis.

Article 7

The vessels of each party will upon entry into, stay in, and departure from, the ports of the other country enjoy most favourable conditions allowed by the corresponding laws, rules and regulations applicable to these ports.

All the dues on the ships allocated to the service shall be levied at the ports of India and at the ports of Poland in accordance with the laws and regulations in force at the ports of the two countries.

Article 8

The parties to the Agreement will, consistently with the rules and regulations in force and any international conventions to which they may be parties, take all possible steps to minimise delays to shipping and accelerate their turn-round at their respective ports.

Article 9

No income-tax shall be levied or collected by the Government of India on the freight earnings of Polish ships of this service at the Indian ports and likewise income-tax shall not be levied or collected by the Government of Polish People's Republic on the freight earnings of Indian ships of this service at the Polish ports. This provision will also cover ships time-chartered by either party for the service.

Article 10

All payments arising out of the operation of the service, including freight payments for transportation of cargoes, will be effected in accordance with the payment arrangements in force between India and Poland as detailed in Article 4 of the Trade Agreement dated the 3rd April, 1956, between the Government of India and the Government of the Polish People's Republic.

Article 11

The Indian ships at the Polish ports will be handled by the existing State Enterprises "Shipping Agency" at those ports.

The Polish ships at the Indian ports will be handled by Indian firms to be appointed by the Polish Shipping Organisation referred to in Article 2 after consultation with the Directorate General of Shipping, Bombay.

Article 12

This Agreement will come into force from the date of its signing and shall continue to be in force until either party declare their intention to determine it by giving six months' notice in writing to the other party.

Done in duplicate in New Delhi on the Sixteenth day of May, 1956, in Hindi, Polish and English, all the texts being equally authentic but the English text being relied upon in case of doubts.

In witness whereof the representatives of the parties duly authorised thereto by their respective Governments have signed the present Agreement.

(Sd.) N. M. AYYAR,
On behalf of
the Government of India

(Sd.) JERZY GRUDZINSKI,
(Sd.) HELLER RUDOLF,
On behalf of the Government of the
Polish People's Republic.

APPENDIX VII

Statement showing the summary of conclusions/ recommendations

Serial No.	Reference to para No.	Summary of conclusions/recommendations
I	2	3
1	5	The Committee refer to the recommendation made in para 84 of their Sixtieth Report to set up a Central Transport Board on similar lines as the Railway Board with a Member (shipping) assisted by suitable technical personnel. The Committee are of the opinion that this arrangement will adequately meet the requirement of co-ordination of shipping activities.
2	12	As some complaints about delay in sanction of loans, disposal of vessels etc. were voiced, the Committee suggest that the existing procedure in this respect may be reviewed with a view to expedite the process.
3	14	The Committee suggest that the Ministry should examine the feasibility of constituting a general Advisory Body which should include non-officials interested in the development of shipping and sailing vessels industry and representatives of business to advise the Director General of Shipping.
4	31	With the re-organisation of States, there appears to be a need for re-organising the Mercantile Marine Department, Bombay. The Committee recommend that the feasibility of opening a sub-office of the Marine Department in one of the ports in Kutch or Saurashtra on the same lines as is the case with the Marine Department of Madras, should be carefully examined.
5	36	The Committee recommend that other similar State Governments may also utilise the services of the Mercantile Marine Department on an agency basis, as is done by the Government of West Bengal, so that a uniform standard in the administration of Indian Shipping and Inland Steam Vessels Acts may be maintained.
6	51	The Sub-Committee of the Estimates Committee which visited T. S. 'Dufferin' were favourably impressed with the standard of training and the smartness of the boys under training.

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- 7 61-62 The Sub-Committee of the Estimates Committee which visited the Ratings Training Establishment, Navalkhi noticed that there was urgent need for improving the building and providing additional equipment. The Committee recommend that steps should be taken at an early date to effect necessary improvements, so as to bring this establishment to the same standard as other Ratings schools in the matter of buildings, equipment and amenities to the trainees and the staff.
- 8 67 The Seamen's Welfare Officer, Bombay is also required to arrange sea passage for Government officials and others to every part of the world. The Committee do not regard this as a legitimate function of a Welfare Officer. They suggest that it should be taken away from him and transferred to some other officer. The social and economic condition of Indian Seamen is very much below the standard of their counter parts in other countries, and the Welfare Officer will have ample work to do, if he does his job with true devotion.
- 9 69 The Committee suggest that a few single rooms at somewhat higher rates should also be provided for those seamen who are desirous of having independent accommodation. The contrast in the standard of amenities provided in the Indian Seamen's Hostel and the Prince of Wales Seamen's Club is indicative of the long way we have to travel in securing better social and economic conditions for Indian seamen.
- 10 73 The Committee suggest that the feasibility of setting up seamen's Employment Officer at other major ports should also be examined.
- 11 74 The Committee suggest that the feasibility of setting up Regional Offices (Sails) for Saurashtra and Kutch, Malabar and Madras Coast, also should be examined.
- 12 76 The Committee suggest that the meeting of the Consultative Committee of Ship-owners should be arranged regularly at least twice a year. They also suggest that a representative of the Sailing Vessels Association may also be included in the Consultative Committee.
- 13 78 It appears that the Constitution of Overseas Shipping Conferences Committee requires to be revised, if it is to play any useful role.
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14	79	The expenditure incurred for running of Marine Engineering College, Calcutta, was considerably in excess of the provision made in the First Five Year Plan and the Ministry should carefully examine the reasons for the same.
15	84	Provision exists in the Directorate of Marine Engineering Training for increasing the intake to 80 boys every year. The Committee recommend that future intake may be stepped up to this number.
16	90	The Committee are inclined to believe that with the expansion of Indian Shipping envisaged during the second and subsequent plans, the existing shortage of technical personnel is likely to be aggravated further. They, therefore, suggest that a very careful assessment of the requirements during the second and third plan periods should be made and steps taken from now on to increase the number of trainees suitably.
17	92	The Committee were given to understand that one of the reasons for the shortage of suitable men for the posts of Surveyors was the unattractive scales of pay of Surveyors, lecturers etc. The Committee are not in a position to express an opinion on this subject. They, however, suggest that the matter should be carefully examined and whatever steps are necessary should be taken to make good the shortage.
18	93	The Committee were told that there is an acute shortage of Naval Architects in India. The Committee recommend that the Ministry of Defence who are concerned with designing of naval vessels and the Ministry of Production who are concerned with ship building may jointly work out a scheme for meeting this shortage.
19	97	At present there is no institution to train boys in the Saloon Department. The Committee were given to understand that it is contemplated to open one at Cochin. The Committee recommend that the question of providing training for the Saloon Department in the existing institutions may also be examined.
20	98	The Committee suggest that a careful statistical study should be made of the extent of employment secured by the ratings from training schools so that the rate of recruitment can be suitably regulated to avoid prospects of long periods of unemployment to the ratings turned out from these institutions on the one hand, and shortage of ratings on the other.

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- 21 99 The Committee recommend that the training facilities may be suitably increased after obtaining the results of the statistical study referred to in para 98 and proper publicity given for the sea-career to attract the right sort of men. The initial qualification for admission and training facilities could be reviewed with a view to make it possible for the fittest among the trainees to rise, after experience is gained, to be admitted to the ranks of officers.
- 22 101 The Committee suggest that Deck Passenger Welfare Committees similar to those at Bombay, Calcutta and Madras, should be formed at other Ports also, where passengers use the Ports.
- 23 103 The Committee suggest that suitable publicity should be given to the work done by Deck Passenger Welfare Committees. The Committee also suggest that the Member of Parliament who is appointed to the Deck Passenger Welfare Committee may either be elected by the House or nominated by the Speaker. They also suggest that a representative of local legislatures may be included in the Deck Passenger Welfare committees.
- 24 105 The Committee suggest that the utility of appointing Welfare Officers at important intermediate ports also should be examined.
- 25 115 It is the moral responsibility of the society to improve the socio-economic conditions of the seamen in such a way that our youngmen, can take the career of sea life without any handicaps and privations. Provision of a few seamen's hostels at important ports should not be regarded as adequate for this purpose.
- 26 116 The Committee consider that the introduction of a scheme on the same lines as the Merchant Navy Establishment Service scheme in the United Kingdom is necessary to improve the hard lot of Indian seamen.
- 27 117 The Committee recommend that the feasibility of having representatives of Government on the bipartite National Maritime Board to be set up on all-India basis should be examined.
- 28 119 The Committee hope that the report of the Sub-Committee of the National Harbour Board would be forthcoming soon. Immediately, on receipt of that
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report, the Government should formulate a suitable social security scheme which should incorporate, *inter alia* the following measures :

- (i) Provision of continuity of service to seamen.
- (ii) Liberalised leave rules.
- (iii) Provident Fund and Insurance Schemes.
- (iv) Suitable assistance in regard to housing, educational and medical facilities to families of seamen.

Feasibility of introducing suitable legislation for this purpose should also be examined by the Ministry.

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| 29 | 121 | The Committee are of the opinion that the life-boat training should be regarded as indispensable for every seamen. Feasibility of giving this training on board the ship should also be examined. |
| 30 | 128 | The Committee regret the delay in introducing necessary legislation to remedy the deficiencies of the Indian Merchant Shipping Act, specially, in regard to Sailing Vessels. |
| 31 | 133 | The Committee feel that unless the various interests concerned with the sailing vessels industry <i>viz.</i> , the owners, agents, brokers, charterers, shippers, underwriters and seafarers realise the serious position in which the industry has fallen today and organise themselves for mutual benefit and consolidation of the industry, no amount of Government assistance by itself is going to help the industry. The Committee were told that attempts of the Special Organisation in the Directorate General of Shipping to make these interests realise the danger of lack of organisation have been continuous for the last four years and have, on the whole revealed the apathy of the owners to any concerted action. |
| 32 | 135 | The Committee suggest that the Ministry of Transport may undertake the work of training sea men under sail as it has done regarding the ratings. |
| 33 | 140 | The Committee consider that it is in the interests of the industry that deep sea going vessels should go under Central control and hence there is a necessity of a Central Act to govern these vessels. The Act, <i>inter alia</i> must contain the following provisions : |
- (a) Uniformity of measurement and registration ;
 - (b) Inspection ;
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- (c) Assignment of free board ;
 (d) Permits for tindal and identity cards for seamen ;
 (e) Detention of vessels which are found defective by any of the prescribed rules or in equipment ;
 (f) Deterrence or fraudulent jettisoning ;
 (g) Standardisation of forms and practices ;
 (h) Amendment of Workmen's Compensation Act to include all seagoing ships and their employees and introduction of specific provision for initiation of claims.
- 34 141 Once the Act is passed, it may help the industry considerably if certain types of cargo or cargoes between certain named ports are reserved for sailing vessels as against steamships.
- 35 142 The Committee recommend that legislative action to control unseaworthiness, and malpractices in the sailing vessels industry, should be expedited.
- 36 145 There is a vital necessity of a proper 'welfare' organisation to look after the interests of the seafarers of the sailing vessels.
- 37 148 The schools which may be started either by the Centre or by the maritime States may educate the tindals in the traditions of the sea and no tindal should be allowed to take charge of a vessel unless he has passed the qualifying tests. The tests should be oral and elementary in the beginning but should be made stiffer in course of time.
- 38 153 The Committee suggest that the feasibility of giving financial assistance for mechanising the sailing vessels, without waiting for the enactment of the proposed legislation should be examined by the Ministry. The Committee feel that it should be possible to do so by departmental action.
- 39 161 The Committee suggest that the sailing vessels industry may be regarded as a sort of cottage or village industry and all the necessary assistance and facilities may be given for its preservation and development.
- 40 167 The Committee suggest that the feasibility of creating a standing machinery for the review of freights and for disposing of disputes regarding freights on the same lines as the Railway
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Rates Tribunal should be examined. Feasibility of entrusting this work to the Railway Rates Tribunal should also be examined.

- 41 172 The Committee would like the Government to lay down a firm policy, that imported cargoes on Government account should, as far as possible, be brought in Indian ships.
- 42 173 The Committee suggest that the Western and Eastern Shipping Corporations should also become members of the Chartering Committee so that the interests of Government may be safeguarded in getting vessels as cheaply as possible and also earn a part of the one percent commission which the Chartering Committee distributes to its members.
- 43 175 The Committee suggest that the Indian Shipowners should be consulted before shipping agreements are concluded so that there may be complete co-ordination between the private and public sectors of Indian shipping and the available tonnage may be utilized to the maximum possible extent.
- 44 180 The Committee recommend that non-officials drawn from business or other specialised fields may be included in the Boards of Directors of Government Shipping Corporations as in Port Trusts, when these are re-constituted.
- 45 187 As the development of the sea scout movement in India will prove of great use to the country's expanding Navy and mercantile marine ensuring for these services a better standard of recruitment and basic knowledge of seamanship, the Committee strongly recommend that the Ministry of Transport should devise ways and means to encourage activity the development of the Sea scouts movement in the country. The Mercantile communities must be equally interested in assisting the growth of this movement and the Committee hope that they will gladly make generous financial contributions to any integrated scheme, which the Ministry of Transport may evolve in consultation which the Ministry of Defence, if necessary. As we have the necessary tradition, what is needed is opportunity and training. Given these the Committee do not see any reason why the Sea Scout Movement should not make a rapid progress in the country.
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