

**ESTIMATES COMMITTEE**

**1959-60**

**EIGHTY-SECOND REPORT  
(SECOND LOK SABHA)**

**MINISTRY OF TRANSPORT AND COMMUNICATIONS**

**Action taken by Government on the recommendations contained  
in the 51st Report of the Estimates Committee  
(First Lok Sabha) on the Ministry of Transport—  
Intermediate and Minor Ports.**

PARLER
N
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Date 17.5.1960



**LOK SABHA SECRETARIAT  
NEW DELHI**

**MARCH, 1960**

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## CO. RRIGENDA

Eighty-second Report of the Estimates Committee on Action taken by Government on the recommendations contained in the 51st Report (First Lok Sabha).

Title page - top right corner, for 'E.C. 147' read 'E.C. 167'

Page (v), Para 4, last line, for '41.8%' read '4.8%'.

Page 1, para 1, line 15, for 'recommended' read 'recommend'.

Page 3, Col. 4, line 6, for 'view' read 'views'.

Page 12, para 4, line 2, for 'Transport' read 'Transport'.

Page 12, para 4, line 12, for 'slip' read 'ship'.

Page 18, Col. 4, lines 5 & 12, on the word 'summary' mark '\*' and add foot note 'See Appendix II'.

Page 27, Col. 4, line 4 from bottom, for 'Work' read 'World'.

Page 56, Col. 5, line 2, from bottom, for '48th' read '67th'.

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1959-60

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\* Elected with effect from the 19th December, 1959 *vice* Shri Mathuradas Mathur resigned.

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

1. I, the Chairman, Estimates Committee, having been authorised by the Committee, present this Eighty-second Report of the Estimates Committee of the Second Lok Sabha on the Action taken by Government on the recommendations contained in the Fifty-first Report of the Estimates Committee (First Lok Sabha) on the Ministry of Transport – Intermediate and Minor Ports.

2. The Fifty-first Report of the Estimates Committee (First Lok Sabha) was presented to the Lok Sabha on the 25th March, 1957. The Government furnished their replies to the recommendations in the report between the 7th February, 1958 to 21st September, 1959. The study Group 'G' of the Estimates Committee examined these replies on the 4th December, 1959.

3. The Report has been divided into five chapters:—

- I. Report
- II. Recommendations that have been accepted by Government.
- III. Replies of Government that have been accepted by the Committee.
- IV. Replies of Government that have not been finally accepted by the Committee.
- V. Recommendations in respect of which final replies of the Government have not been received.

4. An analysis of the action taken by Government on the recommendations contained in the Fifty-first Report of the Estimates Committee is given in Appendix III. It would be observed therefrom that out of the 42 recommendations made in the Report, 11.9% of the recommendations have been accepted fully by Government while 38% of the recommendations have been accepted partly. Of the rest, replies of Government in respect of 41.8% of the recommendations have been accepted by the Committee

(vi)

while replies in respect of 40.5% of the recommendations have not been accepted by the Committee. Replies in respect of 4.8% of the recommendations have not been received from Government.

NEW DELHI,  
*The 10th March, 1960*  
*Phalguna 25, 1881(S).*

H.C. DASAPPA,  
*Chairman,*  
*Estimates Committee.*

## CHAPTER I

### R E P O R T

The Committee in paras 181-182 of the 51st Report observing that the progress of the hydrographic survey of the Coastline of India was progressing very slowly recommended that suitable measures should be taken to complete the survey within a period of ten years. They also recommended that the conservation of the Coastline should henceforth be the responsibility of the Union Government as was recommended by the Ports (Technical) Committee, 1946. The Government in their reply stated that the surveys were carried out by the hydrographic survey wing of the Indian Navy by two ships at present and that two more ships were being got ready for the purpose. It was added that if all the four ships suitably manned by trained personnel were available by 1960 it would in the opinion of the Ministry of Defence be possible to speed up the charting of the Indian Coast, but even then the survey would take about 20 years to complete. *The Committee feel that twenty years would be too long a period for completing the survey and therefore recommended that suitable steps be taken to complete within the period suggested by them earlier.*

As regards the recommendation that the conservation of the coastline should henceforth be the responsibility of the Union Government reference is invited to the remarks of the Committee against S.No.35 in Chapter IV.

## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT.

S. No. of recommen- dation.	Reference to para No. of the Report.	Summary of Recommendations	Reply of the Government
1	2	3	4
2	4	While considering the future expansion of Indian ports, the Committee would like the Transport Ministry to bear in mind the observations of the ports (Technical) Committee, 1946, referred to in para 4 of this Report.	The Government of India accept the recommendation of the Committee.  [Ministry of Transport & Communications - Deptt. of Transport (Transport Wing), O.M. No. 17-P DIII/23/57 dated the 17th September, 1958]

Local interests including Steamer Companies using the ports may be consulted while drawing up plans of improvement.

The recommendation has been noted and brought to the notice of the State Governments.

[*Ministry of Transport & Communications - Deptt of Transport (Transport Wing) O.M. No. 17-PDII (19)/57 dated the 17th July, 1959.*]

The Committee reiterate their recommendation made in para 30 of their 48th Report, that the classification of other than Major Ports into Intermediate Minor and Sub-Ports should be given statutory recognition.

The view of the State Government have been invited on the recommendation. Upon receipt of their views, the proposal will be considered further and the decision reached thereon communicated to the Lok Sabha Secretariat.

(Reference statement forwarded to the Lok Sabha Secretariat *vide* this Ministry's Office Memo. No. 17-PDII(14)/57 dated the 23rd June, 1958.)

The recommendation is accepted. Necessary legislation to amend the Indian Ports Act, 1908, will be taken up at a suitable opportunity.

[*Ministry of Transport & Communications - Deptt of Transport (Transport Wing) O.M. No. 17-PDII(14)/57 dated the 10th July, 1959.*]

The Committee further recommend that the list of Minor Ports should be examined carefully, periodically and more important

The Government of India have accepted the recommendation. The State Governments have been asked to undertake a review of the list of minor



of them should be brought in the list of  
( Intermediate Ports.

ports every year with a view to ascertain which of them should be brought into the category of intermediate ports and communicate the result to the Government of India. In accordance with a suggestion made by the National Harbour Board, the Government of India have also set up a Committee to recommend priorities for the development of intermediate ports.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing), O.M. No. 17-P/DII (41)/57 dated the 10th September, 1958.*]

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The Committee suggest that in view of the delay that has occurred in bringing out a certain measure of uniformity in Port dues as recommended by the Officer on Special Duty (Shri Nanjundiah), the question may be finalised expeditiously.

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In pursuance of the recommendation made by Shri Nanjundiah in his Report on Minor Ports that the dues and charges levied at these ports should be revised on a national basis it was agreed at the Second meeting of the National Harbour Board in November 1951 -

(i) each State Government should investigate whether the charges should be revised for each minor port within their territory and submit their views to the Ministry of Transport for consideration; and

(ii) the Ministry of Transport should examine the question of standardisation of the nomenclature of the various charges at all minor ports.

2. As regards (i), the State Governments concerned were addressed. None of them, except

the Government of the former State of Travancore-Cochin, made any proposals for revision of port dues. The matter was considered further at the third meeting of the Board in December, 1952. It was then pointed out that at the question should be examined whether with the existing legal sanctions, all the dues and charges recoverable were being levied at minor ports or whether there was any scope for such a recovery. It was found that not all the charges provided for under the law were levied at the minor ports, presumably because no services justifying such levies were being rendered by the port authorities. As recommended by the Board, it was left to the State Governments to undertake a further study whether any basis or justification for such levies existed in each case and to take such further action as they considered necessary.

3. As regards (ii), a study of the particulars of the various dues, as intimated by the maritime States concerned, seemed to indicate that the nomenclature in use at the various ports was fairly uniform. The question was discussed at the third meeting of the National Harbour Board held in December 1952. The Port Authorities stated that different interpretations were being put on the same terms at different ports and that there was a wide range of variations in the actual charges levied. It was agreed that the matter required further examination, which the Ministry of Transport was asked to undertake. The Ministry of Transport felt that the question should appropriately be examined by an

experienced Port Traffic Officer and the work was entrusted to the Cochin Port Administration. In the Report prepared by the Cochin Port Administration, the adoption of a uniform nomenclature was suggested in respect of port charges, on vessels and cargo (and passengers), hire charges, fees for specific services rendered by the Port and miscellaneous charges, *vide*, Appendix I.

4. At their sixth meeting held in August 1957 the National Harbour Board recommended that the suggestions of the Cochin Port Administration should be recommended to the Maritime States for adoption in the minor ports. The State Governments concerned have been asked to take action accordingly.

[Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O.M. No. 17-P-Diff(11)/57 dated the 22nd March, 1958]

### CHAPTER III

## REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

No. of recommendation	Reference to para No. of the Report	Summary of recommendation	Reply of the Government
1	2	3	4

1 Study of the problems of minor ports during the post-independence period and the steps taken by the Centre so far in their development has led the Committee to conclude that the progressive port policy for India formulated by the Armstrong Committee, as early as in 1946, has not been pursued with sufficient vigour by the Transport Ministry.

The Government of pre-independence India had noted the views of the Armstrong Committee but felt that considerations of revenue (customs) should not be overlooked and before any port was actually constructed or developed a satisfactory customs agreement should have been reached as a necessary pre-requisite. As pointed out by the Estimates Committee, the point relating to customs revenue is no longer valid because the need for a satisfactory customs agreement existed only before independence when the former Princely States were outside the fiscal system of British India.

2. Prior to the coming into force of the Constitution, minor ports were the exclusive concern of the State Governments. Under the Constitution, the subject "Ports other than major Ports" was included in the concurrent list. Although the responsibility for their development and administration still remained with the State Governments concerned, the Central Government were assigned a specific statutory responsibility in the sphere of "Minor Ports" for the first time in 1950 and the Central Government took the initiative to formulate measures for the development of minor ports.

3. In 1950, the question of improving minor ports all over India was taken up by the National Harbour Board.

In pursuance of the recommendation of the Board, Sri S. Manjundiah, Port Administrative Officer, Visakhapatnam Port, carried out a survey of the minor ports in 1951 and recommended certain essential improvements to minor ports costing in all about Rs. 2.5 crores. The maritime State Governments accepted the necessity for improvements on the lines recommended by Sri Manjundiah and drew up plans in regard to minor ports in their respective jurisdictions. As the First Five Year Plan was then in progress, development schemes relating to minor ports were also included in the Plan. Most of these schemes were completed during the First Plan period and the rest were carried forward to the Second Plan period. The schemes so carried over were expected to be completed in the early years of the Second Plan. Out of the total cost of Rs. 2.5 crores involved on the schemes, an expenditure of Rs. 1.65 crores was incurred by the States Governments upto 31.3.55. A sum of Rs. 67.24 lakhs was provided by the Central Government in the form of loans on concessional terms.

4. With a view to making a more careful assessment of the development requirements of minor ports during the Second Plan, Sri I. C. Chacko, an engineer of the Calcutta Port Commissioners, specially trained abroad in port engineering problems, was appointed in 1955 as Officer on Special Duty (Minor Ports) to go round the minor ports in the country and to suggest development schemes for execution during the Second Plan period. The Officer on Special Duty (Minor Ports), after visits to the various ports and discussions with the State Government officials concerned, recommended development works costing Rs. 264.95 lakhs. Including provision for the establishment of a dredger-cum-survey launch pool for minor ports, investigations for the development of ports like Paradip, etc. a total provision of Rs. 5 crores was made in the Second Plan for the development of the minor ports. The Central Government also agreed to give loan assistance towards the implementation of the schemes to States depending upon the extent of funds available.

5.

In spite of financial stringency the Central Government have been doing all that is possible to improve the conditions of minor ports during the last 7 years. The question of creating a Separate Technical Directorate for progressing further development of minor ports is under the consideration of the Government.

[*Ministry of Transport - Communications - Deptt. of Transport (Transport Wing) O.M. No. 17-P DIII(26)/57 dt. the 29th May, 1958*].

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The Committee note that the proposals put forward by the Ports (Technical) Committee regarding the improvement of minor ports in the then Bombay Province have not been fully implemented and they recommend that schemes covering these proposals should be included in the Second-Five-Year Plan.

The views of the State Governments of Mysore and Bombay on the recommendation made by the Estimates Committee (in so far as the minor ports of the former State of Bombay are concerned) have been called for.

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It may be added, however, that under the First Five Year Plan a programme of works estimated to cost Rs. 52 lakhs for the improvement of minor ports in the former Bombay State was approved and it was also agreed that central assistance of Rs. 14.04 lakhs, in the form of loan on concessional terms, should be given to the State Government of Bombay. The State Government actually availed of a loan of Rs. 12,07,000 only. For the Second Five Year Plan, a more detailed study of the requirements of individual ports was made by a Technical Officer after visits to the various ports and discussions with the State Government Officials concerned. On the basis of his recommendations, a programme of development schemes estimated to cost Rs. 73.96 lakhs for the present State of Bombay is included in the Second Plan. With the implementation of the Schemes included in the First and Second Plans there would be appreciable improvement in the Minor Ports of the former State of Bombay.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O.M.No. 16-PDII(12)/57 dated the 6th June, 1958*]

Reference paragraph 1 of the statement forwarded with this Ministry's Office Memo. No. 17-PJII(12)/57, dated 5th June 1958, showing the action taken or proposed to be taken on the Estimates Committee's recommendation No. 3.

2. The Government of Mysore have stated that none of the ports transferred from the former Bombay State is capable of taking close in-shore sea-going power launches of maximum 8 ft. draft and sailing vessels of maximum 10 ft. draft with or without auxiliary engines. With the establishment of a Dredger-cum-Survey Launch Pool it is considered that gradually a maximum depth of 8 ft. at these minor ports will be attained.

3. The Government of Bombay have intimated that the ports of Kavi, Navsari, Passein and Achra can be used by sailing vessels. At the ports of Surat, Bulsar, Billimora and Neogadi, wharves of jetties capable of taking 8 ft. draft power launches or 10 ft. draft sailing vessels have been constructed, while at the ports of Broach, Dahanu, Versova, Revdanda, Dabhol, Ratnagiri and Vengurla the construction of such jetties is nearing completion or is in progress.

4. At present water facilities are provided from open public wells close by to most of the ports. Arrangements for pumping out water from the wells and constructing a reservoir to supply water at the jetty site will be considered by the State

Government according to necessity.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O.M. No. 17-P/DII (12)/57 dated the 19th September, 1959.*]

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The Committee regard the progress of preliminary survey of Minor Ports as unsatisfactory. The Committee hope that no further time will be lost in completing the preliminary survey at least in so far as the 150 working minor ports are concerned.

Prior to the coming into force of the Constitution, the Minor Ports of India were exclusively the responsibility of the respective State Governments and the Central Government were not concerned with their development or administration. Under the Constitution, 'Ports other than Major Ports' are included in the concurrent list. The Central Government were thus assigned a specific responsibility in regard to minor ports for the first time under the Constitution.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O.M. No. 17-P/DII (29)/57 dated the 2nd July, 1958.*]

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The Committee hope that in future, unlike in the past, minor ports will receive more adequate attention by the Ministry of Transport.

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In 1950, the question of improving the minor ports of India was considered by the National Harbour Board. In pursuance of the recommendation of the Board, Shri S. Nanjundiah, Port Administrative Officer, Vizagapatam Port, carried out a survey of the various minor ports in 1951 and recommended certain essential improvements, which were estimated to cost in all about Rs. 2.5 crores.

2. The State Governments concerned accepted the necessity for improvements on the lines



recommended by Shri Vanjundiah and included necessary schemes in the First Plan then in progress. A good number of these schemes were completed by the end of the First Plan and the remaining carried over to the Second Plan. Out of the total cost of the Schemes, *viz.*, Rs. 2.5 crores, proposed by Shri Vanjundiah, an expenditure of about Rs. 1.6 crores was incurred by State Governments in the First Plan period, out of which a sum of Rs. 67.24 lakhs was provided by the Central Government in the form of loans to the State Governments on concessional terms. The Schemes carried over to the Second Plan are expected to be completed well before the expiry of the Second Plan Period.

4. The Officer on Special Duty appointed by the Ministry of Transport in May, 1955, after an on the spot study of the various minor ports, recommended development schemes for all these ports, which were estimated to cost about Rs. 2.65 crores. These Schemes were accepted by the Planning Commission and were included in the Second Plan. Provision exists in addition in the Second Plan for the establishment of a Dredger-cum-Survey Launch Pool for dredging the outer harbour at minor ports and carrying out hydrographic surveys before and after dredging, for adding a third survey slip to the Marine Survey Wing of the Ministry of Defence, exclusively for hydrographic surveys of minor ports, for meeting expenditure on preliminary investigations connected with the development of the Minor ports of Tuticorin, Paradip, Mangalore, etc., and for the construction of a new pier at the port of Pondicherry.

5. The decision as to which of the 226 minor ports should be developed under the Second Five Year Plan was made by the State Governments in the first instance in consultation with the various trade and other local interests. It is obvious that with the limited resources of the country it will not be possible to develop all the 226 minor ports during the Second Five Year Plan period and, therefore the State Governments drew up schemes for the development of the various ports in the order of their priority. The Officer on Special Duty visited all the minor ports where development schemes were being executed under the First Five Year Plan and all ports suggested by the respective State Governments for development under the Second Five Year Plan. The total number of minor ports inspected by the Officer on Special duty was 68.

6. As regards the Estimates Committee's suggestion that no further time should be lost in completing the preliminary survey of the remaining ports out of the 150 working ports it is pointed out that many of these ports exist merely in name, probably with a traffic turn-over of a few hundred tons per year at the most. Some of these ports are really not sea ports. For example, in the Vashishti River near its mouth on the West Coast is located the Port of Dabhol which handles roughly a traffic of 20,000 tons per annum. Further inland on this creek are located 22 sub-ports, which are also included in the 150 working ports. But these sub-ports are merely villages located on the creek and at the most they can be considered as inland water transport stations. Steps are being taken to ascertain which of the remaining ports not inspected by the Officer on Special Duty out of the 150 working ports are really

- sea-ports as have not been inspected by him will be arranged in consultation with the concerned State Governments.
7. In addition to the schemes for the developments of minor ports included in the First and Second Five Year Plans at the instance of the Department of Transport, the following items of work concerning minor ports are being carried out by the Department of Transport:-
- (i) Preparation of engineering reports on proposals for the development of specified intermediate ports into major ports.
  - (ii) Co-ordination in respect of model experiments carried out for the development of minor ports at the Central Water & Power Research Station at Poona and advice to States in connection with such experiments.
  - (iii) Planning, design and construction of a new pier at the port of Pondicherry.
  - (iv) Co-ordination of plans for development of minor ports with those of the Ministry of Food & Agriculture for the development of fishing ports.
  - (v) Investigations into the possibility of utilising some of the minor ports for the purposes of ore export.

8. As stated elsewhere, owing to restricted finances, it has not been possible to provide funds for the development of minor ports in the Second Plan considerably in advance of the anticipated developments and needs of transport. The question of forming a technical directorate for minor ports in the Department of Transport with a view to give greater attention to the development of minor ports has also been taken up for consideration.

[*Ministry of Transport and Communications - Department of Transport (Transport Wing) O.M. No. 17-PDII (29)/57 dated the 2nd July, 1958*]

The Committee suggests that the feasibility of increasing the elective element in the Landing and Shipping Fees Committees and the Port Conservancy Board (Madras State) and also of increasing their scope should be examined.

Port Conservancy Boards have been constituted only at the Ports of Cuddalore and Nagapatnam. The other minor ports in the State do not have Port Conservancy Boards or Landing and Shipping Fees Committees. There are no Landing and Shipping Fees Committees at Cuddalore and Nagapatnam also.

The Government of Madras have examined the question of appointing on the Port Conservancy Boards at Nagapatnam and Cuddalore persons elected by the local Chambers of Commerce or Trade Associations. They have already set apart a seat for the representative of the Nagapattinam Chamber of Commerce on the Port Conservancy Board at that port. At Cuddalore there are two Merchants' Associations, one at Cuddalore New Town, and the other at Cuddalore Old Town. As these Associations are in no way connected with the import and export trade at the port, the Government of Madras do not consider it necessary to give representation to these Associations on the Port Conservancy Board at Cuddalore.

The State Government also feel that the scope of the powers of the Port Conservancy Boards in the State is fairly comprehensive and that it is not necessary to increase it.

The State Government have been asked to examine the feasibility of setting up Landing and Shipping Fees Committee at Cuddalore and Nagapattinam.

[*Ministry of Transport and Communications - Department of Transport (Transport Wing) O.M. No. 17-PDII(3)/57 dated the 25th June, 1958*]

Reference the last paragraph under column 4 of the Statement forwarded with this Ministry's O.M. No. 17-PDII(3)/57, dated the 25th June, 1958.

2. The State Government were requested to examine the feasibility of setting up Landing and Shipping Fees Committees at the ports of Cuddalore and Nagapattinam. They have now reported that the Port Conservancy Boards constituted at these ports also exercise the functions of the Landing and Shipping Fees Committees and that the question of setting up a separate Landing and Shipping Fees Committees does not arise.

3. As a result of further efforts by the Government of India the Madras Government has now decided to increase the elective element on the Port Conservancy Board, Cuddalore, temporarily so as to allow representations to the two Merchants' Associations of Cuddalore New Town and Cuddalore Old Town subject to the condition that the above increase is absorbed when the term

of the existing members expires.

[*Ministry of Transport and Communications - Department of Transport (Transport Wing) O.M. No. 17-P/DII (3)/57 dated the 30th June, 1959*]

51 The Committee note that the progress of the schemes for development of minor ports included in the First Five Year Plan has been unsatisfactory, and that in a number of cases, the schemes were still 'under examination'.

12 The conclusion of the Committee has been noted. Against the provision of Rs. 5 crores for the development of minor ports in the Second Plan, Rs. 3 crores have been spent during the first 3 years; this includes Rs. 100 lakhs spent on Saurashtra ports development works from the special funds allotted for this purpose.

13 Although the progress during the current plan is better than the First Plan, it would have been still better (1) but for the fact that the minor ports are not in the core of the Plan and foreign exchange is not readily available for all schemes, (2) in certain States there is a lack of proper executing authority i.e. engineers with harbour experience; (3) Some large works are pending because the model experiments being carried out in respect of the works at Poona Research Station are not yet complete.

[*Ministry of Transport and Communications - Department of Transport (Transport Wing) O.M. No. 17-P/DII (24)/57 dated 27.9 1959*]

52 The Committee also note with regret, that except in a few isolated cases, no provision has been made for staff quarters. The Committee suggest that this point should be given more attention during the Second Plan.

13 In scrutinizing minor port development works proposed for inclusion in the Second Plan, it was considered a sound principle to provide a reasonable number of quarters for port workers subject to the availability of funds. All the proposals put forward by State Governments for the construction staff quarters at minor ports were found reasonable and included in the Second Plan.

A copy of the recommendation of the Estimates Committee was, however, forwarded to the State Governments concerned for consideration. All the maritime State Governments except Bombay and Kerala have furnished their comments. A summary of the replies received is enclosed. The proposals of the State Governments are being examined and the decisions reached will be communicated to the Lok Sabha Secretariat as soon as possible.

Reference the statement forwarded with this Ministry's O.M. No. 17-PDJ(16)/57, dated the 9th June, 1958. A summary of the replies received from the Governments of Bombay and Kerala is enclosed. The proposals of the State Governments regarding the provision of additional staff quarters were examined in consultation with the Planning Commission and the State Governments have been asked to indicate the extent to which funds are expected to be found for such schemes from their own resources or the resources available with the minor ports in the States. On receipt of their replies, the matter will be considered further.

[Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O.M. Nos. 17-PDJ(16)/57 dated 9th June 1958 and 29th August, 1959].

The Committee are in Agreement with the following conclusion of the Officer on Special Duty (Ministry of Transport) regarding development of Tuticorin:-

The Sethusamudram Project was originally estimated by the Project Committee to cost Rs. 9.98 crores, which included a provision of Rs. 1.62 crores for the development of Tuticorin Port. The estimate

"In view of the present trade of more than 5,00,000 tons per year, there is every justification of developing Tuticorin into a deep sea port. As most of the coasters and steamers at present draw more than 20 ft. a minimum draught of 30 ft. will have to be provided."

of the Committee was very much on the low side. A fresh estimate prepared in the Ministry of Transport and Communications revealed that the capital cost of the project, would be to the order of Rs. 25 to 30 crores (including Rs. 8.3 crores on account of dredging, formation of a roadway and the provision of a metre gauge railway line with sidings in connection with the development of Tuticorin Port) and that the net financial return would be between 1.5 and 1.7% as against a net financial return of 4.4% estimated by the Setnasandran Project Committee.

2. In view of the prevailing paucity of resources the Government of India have decided that it is not possible to undertake the execution of a project of this magnitude in the Second Five Year Plan period. The question of its inclusion in the Third Plan will be considered in due course.

3. However the question of development of Tuticorin port is being pursued separately. Experimental borings have been undertaken at the port with a view to decide upon the development works to be taken up.

[Ministry of Transport & Communications - Dept. of Transport (Transport Wing) U.O. No. 17-PDII (5)/57 dated the 18th March, 1958.]

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The Committee suggest that the feasibility of converting the Karwar Port into an all-weather port should be examined.

Responsibility for the development of minor ports rests primarily on the State Governments. The Government of Mysore have accordingly been requested to examine the feasibility of converting



the Port of Karwar into an all-weather port.

It may be added that ways and means of stepping up the exports of iron ore through the various ports in Mysore State were considered at a conference held at Bangalore in February, 1958, which was attended by representatives of this Ministry, the Southern Railway and the State Trading Corporation and the concerned Ministries and officials of the Mysore State. As recommended by the Conference the State Port Officer, Mangalore, and the J.S.D.(M.P.) in this Ministry prepared a preliminary report on the development of the ports of Mangalore, Karwar, Honavar and Malpe as lighterage ports for the export of iron ore. They have recommended certain schemes designed to increase the handling capacity of Karwar port to 2 lakh tons per year in the first instance and to 5 lakh tons in due course. This report is being considered by the State Government and the State Trading Corporation.

The Committee will be informed as soon as final conclusions are reached after considering the views of the State Government and the State Trading Corporation.

*[Ministry of Transport and Communications - Department of Transport (Transport Wing) O.M. No 17-PDII (42)/57 dated 25th June, 1958].*

Reference statement forwarded with this Ministry's O.M. No. 17-PDII(42)/57, dated the 13th June, 1958. A Committee known as the Intermediate Ports Development Committee has since been appointed to select suitable intermediate ports in India for intensive development in order of priority, taking into account inter-alia engineering aspect with emphasis on economy of construction and maintenance. This Committee will

examine the question of development of Karwar Port also.

The question will be further examined on receipt of the report of that Committee, which is expected by end of February, 1960.

[Ministry of Transport & Communications, - Department of Transport (Transport Wing.) O.M. No. 17-PD(42)/57 dt. the 10th July, 1959]

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It is significant to note that the rail route between the west and east coasts of the Gulf of Cambay is very circuitous and tedious involving a break of gauge where as the distance by sea is very much less (i.e., less than one sixth). The Committee therefore, suggest that the feasibility of establishing a regular ferry service both for passenger and cargo between Bhavnagar and Proach might be examined. If the scheme is found to be workable additional facilities required for the purpose should be provided in the Second Plan.

The Government of Bombay were requested to offer their views on the suggestion made by the Estimates Committee. Their views are summarised below:-

"The Port of Proach is located 30 miles from the mouth of River Namada and there are about 6 to 7 sand bars with some of them of lengths one to two miles in the river. These bars either get dry or have shallow depths unsuitable for navigation by sailing vessels or passenger launches at low water. In the circumstances ferry services cannot run regularly. There is no passenger traffic at present.

However, there is only one bar to be crossed below Ambetha, which is situated at a distance of 4 miles from the mouth of the river. The minimum depth of water on this bar is more than 20' and hence conditions are favourable even for coastal cargo ships as well as passenger traffic at Ambetha. The State Government considered that it would be necessary to carry out a survey of the mouth of the river to decide upon designs of work such as wharf-wall etc. They also considered that the railway line from Dahanu should be extended to Ambetha, a distance of about two miles.

The distance by sea between Bhavnagar and Ambetha would be about 25 miles and the distance between Chorgo and Ambetha about 20 miles. It would, therefore be of great advantage to make use of these routes for both passenger and cargo traffic in preference to rail routes."

24

2. The Bombay Govt. have been asked to arrange to carry out an engineering survey of the mouth of the river with a view to ascertaining the feasibility of opening a port at Ambetha. They have also been asked to undertake a traffic survey to assess the estimated traffic that would pass through the new port, if opened. The results of these surveys and the views of the State Government thereon are awaited.

[*Ministry of Transport & Communications - Department of Transport (Transport Wing) O. M. No. 17-P.D/I(9)/57 dt. the 29th May, 1958.*]

25 134

The Committee suggests that the problem of erosion at Ratnagiri port, should be given prompt attention causes therefor ascertained and remedial measures taken.

22

The Govt. of Bombay were requested to furnish a full report on the problem of erosion at Ratnagiri, the preventive measures undertaken so far and how far these works had proved effective. Their reply is summarised below:-

The foreshore of Ratnagiri covers a length of about 4000 feet. This was under erosion for the past several years. A thousand feet length, east of Ratnagiri Jetty, was considerably affected. It was decided to carry out model experiments at the Central Water & Power Commission Research Station, Poona, with a view to determine the permanent remedial measures required to stop the erosion. In the meanwhile, as a temporary measure to stop further erosion in the length of 1000' referred to, two rows of wooden bullies of 6", to 7", dia. and 3' apart were fixed by driving them 7' to 8' in the ground and leaving about 6' to 7' above ground level. These bullies were joined by horizontal bullies of 3" to 4" dia. and the spaces between them were filled with rubble stone 9" to 10" size. This work

completed in March 1956. Further erosion was stopped and there was also gradual silting behind the shore defence works. Further permanent measures would be considered after the results of the model experiments, which were expected to be available towards the close of 1957, were known.

As regards silting at the head of the Jetty, the matter was investigated by the State Govt. This silting was found to be due to the monsoon flood of Damagri river striking the open spans of the Jetty direct, with the result that a deep channel was formed below the Jetty. This discharge brought silt also. As an experimental measure, eight spans of the Jetty were closed in the first instance. As the channel showed a tendency to shift, another three spans were also closed. After the closure of these eleven spans, it was observed after the monsoon of 1956 that siltation at the head of the Jetty was reduced and that passenger lighters had no difficulty in embarking or disembarking passengers. Further observations were proposed to be made after the monsoon of 1957. The Director of the Central Water & Power Commission Research Station, Poona, was also requested to carry out model experiments and suggest suitable remedial measures as a permanent solution.

The Bombay Govt. have been asked to inform the Govt. of India of the results of the observations made and the experiments carried out at the Poona Research Station and of the further measures proposed to be taken by the State Government.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O. M. No. 17-P/11(4)/57 dated the 28th February, 1958.*]

20 The Committee are of the opinion that trade will follow the facilities. New cement factories and a big chemical factory now being established are bound to increase the importance of Porbandar Port. Hence the provisional inclusion of the works in item (c) in the Second Plan referred to in para 152 should be taken as final.

Various works estimated to cost Rs.7,13,000 and Rs.8,95,000/- respectively had been approved by the Government of India for execution at Porbandar & Redi Ports respectively. These works were divided into the following three categories:-

- (i) modernisation and improvement of facilities,
- (ii) maintenance and replacement of present facilities and
- (iii) provision of additional port facilities to increase the average cargo handling capacity of the ports.

It has been stipulated in respect of the works at (iii) above that the traffic at the ports of Porbandar and Redi should be established to the extent of about approximately 3 and 5 lakh tons, respectively, before the schemes could be taken up for execution.

30 In the rapidly developing economy of the country this idea of delaying the provision of additional facilities at Redi Port till 'trade is firmly established' does not appeal to the Committee. The trend of traffic handled during the last few years and the increase of industrial activities in the hinterland should be regarded as a sufficient indication for the purpose.

The Government of Bombay have now intimated that the former Saurashtra Government had sanctioned the schemes in question in view of the impending industrial development of the hinterland of these two ports, particularly with regard to the establishment of a Soda Ash Plant and a Cement factory. The Schemes undertaken by the State Government would be ready to meet requirements by the time the facilities are established.

[*Ministry of Transport and Communications - Department of Transport (Transport Wing) O.M. No. 17-P Dill/32/57 dated the 2nd May, 1959.*]

One facility that should invariably be given to intermediate and some of the minor ports is that they should be connected with a National Highway by a pucca road.

The Maritime States were requested to indicate the position with regard to road connections to intermediate and minor ports. The Government of Bombay have not yet sent a reply. The other replies received are summarised below:-

*Kerala State* - Eight out of 13 ports in the State are connected by link roads maintained in satisfactory condition, with the nearest main road. The question of improving the roads leading to the remaining five ports is being pursued by the Public Works Department of the State Government with the Departments concerned.

*Orissa* - There are only 3 ports in the State. Two of them are connected with National Highway No. 5 by a major district road and a State Highway. The major district road is in good condition while the works designed to improve the State Highway are in progress. The development of the third port for the export of iron ores has been taken up. This port is not connected to any main road at present. There is a proposal to connect it with the nearest main road.

*Andhra Pradesh* - There are six minor ports in the State. They are connected to the nearest main roads and by the main roads to the nearest National Highway. The State Government are taking action to improve the roads leading to these ports, wherever necessary.

*Madras* - There are 12 minor ports in the State which are connected to main roads by municipal, district board or major district roads. The roads leading to

nine of the ports are in good condition. As regards the remaining three ports, steps are being taken to improve the roads leading to one port. The second port, i.e. the port of Pihanshikodi, is at present served by a railway. After the terminal stretch from Pamban to Pihanshikodi is completed, the port will have a direct link to the main road. It has been decided to close the third port, i.e. the port of Point Calimere.

*Mysore* - There are 22 ports in the State. Excepting the Kodar port all the remaining ports are either on the proposed West Coast Road or situated near the West Coast Road or State Highways. After the completion of the West Coast Road, the ports will be connected to main roads. The remaining port (Kodar) can be connected to a main road, the expenditure being met from the State Grants.

It will be seen from the replies received from State Governments that most of the minor ports are already connected to the nearest main roads by link roads maintained in good condition and that the State Governments concerned are taking necessary action to connect the ports to the nearest main roads, where they are not so connected and to improve the existing link roads, where necessary.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O M. No. 17-P-DIII(35)/57 dated the 23rd May, 1958*]

The Committee would like to draw special attention of the Ministry of Transport to the observation of the U.N. Experts Committee reproduced in para 186 of the Report and recommend that the suggestions given in item (v) therein should be implemented straightaway.

The Government of Bombay have spent a sum of Rs. 1,20,000 for workshop building at Concrete Jetty and for the purchase of workshop machinery for Bhavnagar Port. They propose to spend about Rs. 60,000 for purchase of additional machinery for the workshop.

One electric Pontoon Type Grab dredger and two Hopper Barges have been purchased. A similar dredger and a Hopper Barge have also been purchased to meet the requirements of Navlakhi and Pardi Ports, it is, therefore, not necessary to transfer either the dredger 'Reclaimer' or the 'Sadharu' to Pardi or Navlakhi on the Gulf of the Kutch.

[*Ministry of Transport & Communications - Department of Transport (Transport Wing) C M, No. 17-P DII(22)/57 dated the 25th July, 1959*].

The Committee hope that the question of the purchase of dredgers and formation of the Dredger Pool proposed in the Second Plan, will be pursued vigorously and that the benefits from the pool will accrue to the Minor Ports during the Second Plan period itself. The question of suitably expanding the pool to meet the requirements adequately should be reviewed periodically. The feasibility of stationing a unit at one of the intermediate ports of Saurashtra which may have proper technical personnel and advice available for the purpose should be carefully examined in view of the number of Ports on the Saurashtra coastline.

In addition to the three Dredger Units, it is proposed that a Survey Launch Pool should also be established for carrying out hydrographic surveys at minor ports before and after dredging. The Survey Launch Pool will also form part of the Central Dredger Pool. The total estimated cost of the Dredger-cum-Survey Launch Pool will be about Rs. 214.5 lakhs. The foreign exchange component of the cost is estimated at Rs. 155 lakhs.

2. An application was made to the World Bank for the grant of a loan to meet the foreign exchange expenditure on the proposal to set up the Dredger-cum-survey Launch Pool. The Bank have not so far accepted this request. The World Bank Mission on Port Development, which visited India in October-November last, indicated that the proposal for the establishment of the Pool was



outside their terms of reference. The possibility of obtaining assistance from the Import-Export Bank or the U.S. Economic Development Loan Fund for the purchase of the dredgers and other craft is being explored.

3. After the establishment of the Pool, the question of suitably expanding it to meet the requirements adequately will be reviewed periodically as suggested by the Committee.
4. As regards the recommendation of the Committee that the feasibility of stationing one of the units of the Dredger Pool at one of the Intermediate Ports of Saurashtra, it is pointed out that the ex-Chief Engineer and Administrative Officer of Saurashtra ports, who was a member of the Dredging Sub-committee of the National Harbour Board, said that the Saurashtra ports would not require any assistance from the Dredger Pool as their own dredgers could deal adequately with their dredging problems. The Sub-Committee considered carefully the question where the Units should be stationed. After taking into consideration several factors, the chief of which are indicated below, the sub-committee recommended Bombay, Vizagapatam and Kandla as the most suitable places:-
  - (a) The port where the Dredger Unit is stationed should be as central as possible in relation to the ports to be dredged by the Unit.
  - (b) Adequate repair facilities, including dry-docks work-shops etc., should be available at the port.

- (c) Marine stores, fuel, spares and equipment should be easily procurable at the port.
- (d) Office and residential accommodation should also be obtainable without much difficulty.
- (e) There should be adequate shelter for the vessels from the monsoons and rough seas.
- (f) The port should have senior technical officers of the cadre of Chief Engineers of Major Ports whose advice could be readily obtained in regard to the maintenance and operation of the dredgers.

5. Only the Major Ports satisfy the criteria mentioned above and Kandla, Vizagapatam and Bombay were chosen because of their central location in relation to the ports to be dredged.

[*Ministry of Transport & Communications - Department of Transport (Transport Wing) O M. No. 17-P DII(21)/57 dated the 29th May, 1958.*]

The Committee are glad to note that it has since been agreed that it would be worth while asking the American Expert Team to visit Geonkhali for further investigations and submit a preliminary report on the lines they had done for the Railway system in India. If the Preliminary report shows that the scheme of having a subsidiary port at Geonkhali is feasible, the Committee would suggest that steps might be taken for a detailed survey of the scheme being undertaken for the inclusion of the scheme in the Third Plan. The Committee were given to understand that Geonkhali would also

Subsidiary Port in the Calcutta Region.

The visit of the American Expert Team referred to in the recommendation did not materialise. However, technical studies regarding the feasibility of locating a deep sea port either at Geonkhali or at any other suitable site in the region, were taken up by the Calcutta Port Commissioners, in cooperation with the Poona Research Station on the lines suggested by the Development Adviser in the Department of Transport.

2. Model experiments are in progress. The indication is that the limitations of the Balarai Bar cannot be overcome to the extent necessary to provide a sufficiently deep approach channel to Geonkhali.

eventually serve as a suitable site for locating a ship-building yard.

3. In October/November 1957 the port of Calcutta was visited by a technical Mission deputed by the World Bank in connection with a study of the projects of the Calcutta Port in respect of which an application had been made to the Bank for a loan. The Mission took the opportunity to comment on the merits of a project for a subsidiary port in the Calcutta region. They expressed the opinion that the present second foreseeable industrial development in that region called for the provision of port facilities far in excess of the capacity of Calcutta port. The new port should be able to cater mostly to the traffic in ore and coal. According to ship building trends, such a port should be able to receive steamers having drafts of not less than 35 feet and preferably those of 38 feet. This view has been accepted by the Government of India and studies have been initiated by the Calcutta Port Commissioners in consultation with their Consulting Engineers - M/S Rendal, Palmer and Tritton - with a view to selecting the most suitable site for such a port. It is also proposed to secure the services of foreign harbour engineering experts to assist the Govt. of India in the matter.

#### *Ship-building Yard*

An expert Mission from the United Kingdom visited various sites, including Geonkhali, for the location of a ship building yard in November 1957 and collected data in respect of each of them with a view to consider which site would be most suitable for locating the second ship-building yard in the country. The Report of the Mission has been received. The Mission have recommended five sites and Geonkhali is

The Committee suggest that a quick traffic survey may be worked out for the purpose of examining the feasibility of developing point Calimere as a port and if the trade prospects are bright, suitable facilities may be provided for handling the traffic that could legitimately come to this port.

one of them. It is proposed to appoint a high level Committee headed by the Secretary General, External Affairs Ministry, and with representatives of the Department of Transport, the Ministries of Defence, Commerce and Industry and Finance and the Planning Commission as members to examine the Mission's recommendations. After consideration of the Committee's report, the Government of India will take a decision as to the site of the second ship-building yard.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O.M. No. 17-P DII(36)/57 dated the 17th July, 1958.*]

The Government of Madras were asked to undertake a traffic survey as suggested by the Committee. They have reported that there is absolutely no trade at the port and that the question of closing it is under consideration. In the circumstances, the State Government are of the opinion that there is no need to conduct a traffic survey at the port.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O.M. No. 17-P DII(13)/57 dated the 7th February, 1958.*]

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN ACCEPTED  
BY THE COMMITTEE

Serial No. of recommendation	Reference to para No. of Report.	Summary of Recommendations	Reply of the Government	Comments of the Committee
1	2	3	4	5
4	10	<p>The Committee note that the recommendations of the West Coast Major Ports Development Committee regarding the development of Bhavnagar Port, (referred to in para 9), have not been implemented. The Committee recommend that the maintenance of 28 ft. of water at the berths and the construction of one or two extra berths should be done during the Second Plan period.</p>	<p>There are two jetties at the port of Bhavnagar at present, a steel jetty and a concrete jetty. The steel jetty with extensive lighterage and country-craft quays is about 12 miles from the anchorage where steamers arrive. The concrete jetty was constructed subsequently about 5 miles north of the anchorage to give a depth of 28' of water alongside for ocean-going ships. But in actual practice the rapid rate of siltation has prevented this depth being maintained. The Port Authorities tried to increase the output of dredgers with a view to obtain the requisite depth, but the cost of dredging (at the time the West Coast Major Port Development Committee inspected the port in 1948) was stated to be very high.</p>	<p>The Government is requested to furnish the final reply on receipt of the communication awaited from the State Government.</p>

26 140

The Committee recommend that the recommendations made by the West Coast Major Port Development Committee regarding the Bhavnagar Port may be given effect to reply.

27 143

No serious efforts appear to have been made to study and tackle effectively the problem of siltation at Bhavnagar port despite the fact that the Officer on Special Duty (Shri Nanjundiah) in his Report had recommended in 1951 that Okha, Tuticorin and Bhavnagar might be considered later for development as major ports. This question of development in to a major port can be considered only in the Third Plan. In the meantime the Committee recommend that effective measures based on the advice of properly qualified foreign experts should be taken to tackle successfully the problem of siltation during the Second Five Year Plan period. In view of the favourable geographical position of this Port on the Gulf of Cambay and in view of a distinct hinterland which it serves

2. While recognising that the dredging of the harbour was a major problem, the Committee considered that conditions inside the deep water basin could be improved at comparatively cheaper cost by taking advantage of the high tidal range and low lying land in the vicinity of the dock. The Committee thought that, if certain areas of this land were banded off so as to form large settling tanks which could be fitted at high tide, huge quantities of clear water could be made available to sluice out the basin at low tide. The Committee put this suggestion to the Bhavnagar Port Authorities for consideration. The Port Authorities were, however, of the opinion that the limitations of the port could be overcome by the construction of an impounded dock with a lock entrance, at the site of the present dock. The Committee did not favour this proposal for the following reasons:—

(i) The entrance would not give access to deep water, but to a channel, only 4 ft. deep at low water, and 4 to 5 miles distant from the deep water anchorage;

(ii) this would restrict the movement of vessels through the lock to the period of high tide, and only two or at the most three

provision of adequate facilities for the development of this Port deserves special attention. In particular the following facilities should be provided expeditiously in consultation with the Administrative Officer (Ports) of ex-Saurashtra State:—

- (i) Coal berth
- (ii) one or two additional berths for general cargo
- (iii) facilities for handling iron ore
- (iv) development work regarding lock gates
- (v) reclamation works
- (vi) improved facilities in the port workshop for undertaking major repairs to Dredgers and for building barges.

vessels could be moved per tide - a serious restriction if the port were to expand;

- (iii) Dredging would not be eliminated, except possibly inside the dock. Dredging the approach channel at the entrance to the lock would have to continue on the same scale, or even on a greater scale, as in the past;

- (iv) The grave uncertainty of the future of the Bhavnagar channel and the Gulf of Cambay would make the construction of such a structure, which would be expensive, a doubtful venture;

- (v) This risk need not be taken as other sites were available, which did not suffer from this great disadvantage, and yet had at least equal geographical advantages in respect of the main hinterland.

3. The Committee expressed the view that the first step required was to improve the output of the dredgers so as to maintain 28' of water in front of the berths. As soon as it could be proved that the local dredging problem could be overcome, the Committee recommended that one or at the most two new berths might be constructed inside the dock. In the opinion of the Committee, if Bhavnagar was to stand on its feet as a

self-supporting port, the method adopted in the past of unloading ships 12 miles away from the port could not continue.

4. The Government of India commended the recommendation made by the Committee to the Government of the former State of Saurashtra for necessary action. The Saurashtra Government (as also the former Administration of Bhavnagar State) consulted several eminent engineers and experts on the question of siltation in the Gulf of Cambay and the port of Bhavnagar and the problem of dredging and maintaining a deep water basin at the latter place. Many of the recommendations of these experts were reported to be divergent, if not contradictory. Though the port had a number of dredgers, the total Output of these dredgers, for one reason or other, was not adequate to check further siltation and make any substantial improvement in the waterways. In his report on the survey of minor ports in India, Shri Nanjundiah, Officer on Special Duty, considered that, though the problem of dredging and maintaining deep water berths at the port of Bhavnagar was difficult, it could be tackled, but the deterioration of the gulf of Cambay at the approach to the Bhavnagar Port were more serious and attention should be focussed on them.

5. In 1950, the Government of Saurashtra invited an expert from Holland, Prof.



Thijssse, to investigate the siltation and hydraulic features of the port of Bhavnagar. Prof. Thijssse's findings are summarised below:—

"The Bhavnagar creek leading up to the Original harbour (Steel Jetty) had silted up to a considerable extent in the last century. When the depths at the old site threatened to become insufficient for operation of big ocean-going ships, a new harbour (concrete jetty) was constructed close to the deeper water of the Bhavnagar channel. Since the construction of the concrete jetty in 1937, the cross section of the Bhavnagar channel had diminished to a great extent. The depths in the channel were hardly sufficient to allow ships of deep draught to approach the harbour at high water heap tides. If the process continued, serious trouble would result in the near future."

6. Prof. Thijssse considered various measures for the improvement of the channel. His opinion was that such measures would be complicated and costly and that it would not be a wise policy to invest money in such construction in view of the inevitable deterioration of the Bhavnagar channel. Summing up, Prof. Thijssse said that "it can be said that the ultimate fate

of the Bhavnagar port is inescapable; within the next 30 years, the port will have to be abandoned for trade with big Ocean-going ships". He suggested that wise policy would be to select a site as soon as possible for a new port.

7. However, the Government of Saurashtra decided to undertake a water impounding scheme at Bhavnagar, which would give a depth of 28' water. When the question of including this scheme in the Second Five Year Plan was raised by the Saurashtra Government, the representatives of the Ministry of Transport suggested in the course of the discussion with the Planning Commission and representatives of the Saurashtra Government, the desirability of an expert examination of the scheme in view of the conclusions reached by Prof. Thijsse. It is understood that the representatives of the Saurashtra Government did not consider any further examination of the proposal for the construction of an impounded dock necessary and the scheme was withdrawn from the Second Five Year Plan. The Scheme is stated to be in progress at present. Presumably the expenditure thereon is being met by the State Government from a special fund under the Saurashtra Port Development Funds Act, 1956.

8. As regards the question of additional

facilities at the port of Bhavnagar, it is understood that the Principal Port Officer & Engineer, Rajkot, forwarded a project to the Government of Bombay in November, 1957 for the provision of five additional berths and a lightering wharf at the port at a total estimated cost of Rs. 1.9 crores. In this connection, the Government of India invited the attention of the Bombay Government to the expert opinions expressed in the past on the problem of siltation of the Bhavnagar channel and requested the Government of Bombay to communicate the action they had taken or proposed to take on the proposals of the Principal Port Officer and Engineer, Rajkot. The Government of Bombay have sent a reply to the effect that the proposals are under their consideration and they would communicate their views to the Government of India as soon as possible.

9. A copy of the recommendations of the Estimates Committee has also been forwarded to the Government of Bombay with a request that their views thereon may be communicated to the Government of India. These are awaited.

[Ministry of Transport & Communications -  
Department of Transport (Transport Wing)  
O.M. No. 17-P.DII(6)/57 dated the 16th  
June, 1958.]

The Committee regret to note that some of the recommendations of the Officer on Special Duty (Shri Nanjundiah) have not yet been fully implemented despite the fact that more than five years have passed since he submitted his Report. The Committee lay particular stress on his suggestion to form a competent Central Ports Organisation under a Director who should be an engineer with experience of ports and harbour constructions. Failure to create such a Central Ports Organisation on receipt of recommendations of the O.S.D. has resulted in considerable delay in the formulation of the schemes for the development of minor ports during the 2nd Five Year Plan.

Shri Nanjundiah's recommendation regarding the setting up of a Central Ports Organisation was considered at the second meeting of the National Harbour Board in November, 1951. The Board agreed that it would be useful to have some kind of technical service at the Centre to guide and assist minor ports and that a scheme should be prepared based on the principle of assistance being provided by a team of officers consisting of an Engineer, a Traffic Officer and a marine officer drawn from the major ports or for the constitution of such teams on a regional basis. A scheme for imparting advice on a regional basis to intermediate ports in the first instance was accordingly drawn up and approved by the National Harbour Board at their Third Meeting in December, 1952. Under this scheme, the 18 intermediate ports were grouped under five zones and each of these zones was to receive technical assistance from one of the following major ports, viz., Kandla, Bombay, Cochin, Madras and Vizagapatam.

A Committee was constituted at each of these major ports which consisted of the Chief Engineer, the Docks or Traffic Manager and

It appears from the reply that the recommendation of Shri Nanjundiah was not accepted; instead an alternative recommendation of the National Harbour Board was tried and subsequently given up. At present a Development Adviser has been appointed to perform the functions for which Shri Nanjundiah recommended the creation of a Central Ports Organisation and the expansion of the organisation of the Development Adviser is stated to be under consideration. It is not clear whether and if so why the recommendation of Shri Nanjundiah had been turned down and whether the organisation which is proposed to be built up would be in the same form and function as recommended by Shri Nanjundiah. *The Committee therefore recommend that the feasibility of implementing Shri Nanjundiah's recommendation even at this stage might be considered.*

the Deputy Conservator of the port to render assistance to the intermediate ports concerned in respect of the following matters: —

- (a) Technical advice on problems pertaining to engineering, traffic and marine matters.
- (b) Technical scrutiny of proposals for Port works.
- (c) Suggestions for improvements in facilities, operational methods and procedure; and
- (d) assistance in the conduct and supervision of investigations and surveys.

These Committees ceased to function with the appointment of a Development Adviser in the Department of Transport in November, 1956 to act as a high level consultant to the Department on various aspects of development relating to major ports and minor ports. He is assisted by an engineer officer on deputation from one of the major ports in regard to the development of minor ports.

The question of expanding this organisation is under consideration.

[*Ministry of Transport & Communications - Department of Transport (Transport Wing) O.M. No. 17-PDII(2)/57 dated the 30th June, 1959*]

10

44 The Committee note that there is a wide divergence in the administrative machinery for the management of Minor Ports in the various maritime States. Partly due to the lack of well-knit Organisation and partly due to the limited resources of maritime State Governments the development and proper maintenance of minor ports have not received adequate attention in the past. The Committee have, therefore, following suggestions to offer in this regard:—

- (i) The feasibility of transferring the subject of minor ports from the 'Concurrent' List to the 'Union List' should be carefully examined in consultation with the

Suggestions (ii) to (v) have been sent to the State Governments concerned for necessary action.

Suggestion (i) is also under consideration and it will take some time to reach a decision. As regards the suggestion of the Committee that the development of the 18 Intermediate ports should be taken over by the Centre in the meantime, it may be stated that the Government have set up a Committee called the Intermediate Ports Development Committee to recommend priorities for the intensive development of selected intermediate ports. The Committee is expected to submit an interim report by October, 1959. Further necessary action will be taken in the light of the Committee's report.

As regards suggestion (vi), a reference is invited to the views of this Department on recommendation

(i) *The Committee recommend that the decision of the Government on the recommendation contained in this clause might be expedited.*

(ii) Committee have accepted the reply.

(iii) The Government is requested to expedite supply of final reply.

(iv) Comments of the Committee on the Action taken by the Government on the recommendation contained in para 39 of the Forty-eighth Report may be referred to.

(v) Committee have accepted the reply.

(vi) Reference is invited to the

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Maritime State Governments. Pending the examination of this issue, the Committee suggest that the development of the 18 Intermediate ports should be taken over by the Centre. The State Governments may, continue to manage these ports on behalf of the Centre on agency basis.

- (ii) As the transfer of the subject of 'Minor Ports' from the 'Concurrent List' to the 'Union List' is likely to take some time, the Committee suggest that in the meantime, the pattern of port administration followed by the Madras State might be adopted with advantage, by other maritime State Governments, with such modifications as are considered necessary to suit local conditions.

- (iii) Port Advisory Committee should be constituted at each of the

No. 6 in the 51st report of the Estimates Committee on minor ports. As stated therein, the 18 intermediate ports were divided into 5 zones and placed under one of the following major ports., viz., Kandla, Bombay, Cochin, Madras and Vizagapatam, for the purpose of technical advice. These Committees ceased to function with the appointment of the Development Adviser in the Department of Transport to act as a high level consultant on various aspects of development relating to major and minor ports. He is assisted by an engineer officer on deputation from one of the major ports in regard to problems of development of minor ports. The question of expanding this organisation is under consideration.

[*Ministry of Transport & Communications - Department of Transport (Transport Wing) O.M. No. 17-PDII(3)/58 dated the 15th July, 1959.*]

comments against S. No. 6.

18 intermediate ports with proper representation to the local interests.

(iv) The feasibility of forming Port Trusts on the same lines as at Tuticorin and Mangalore, at the important Intermediate Ports should be examined.

(v) Landing and Shipping Fees Committees and Conservancy Boards should be provided at other Intermediate and important minor ports as well.

(vi) The entire coast line of India should be divided into a suitable number of zones and each zone should be placed under the jurisdiction of a Major Intermediate Port for the purpose of proper maintenance and development of such ports in each zone. The technical skill and equipment at the disposal of the Major Ports will thus be made available to the Minor Ports also.



1	2	3	4	5
11	48	<p>The amount allocated for the development of minor ports in the First Five Year Plan was only Rs. 2.4 crores, whereas the amount allocated for the development of major ports was Rs. 61 crores. When it is remembered that the minor ports handle about 1/6th of the traffic handled by all the major ports taken together it would be apparent that the development of minor ports which are sentinels of the country has not received adequate allocation during the First Plan.</p>	<p>The Estimates Committee had made similar observations about allocation of funds for the development of minor and major ports being disproportionate and the development of minor ports not having received adequate attention in the First Plan period, in conclusions No. 14 and No. 8 respectively, of their Fifty First Report. Attention is invited to this Ministry's views on those conclusions which have already been sent to the Lok Sabha Secretariat.</p>	<p>Comments against S. No. 14 may be referred to.</p>
14	55-56	<p>The disproportionate allocation of funds between major and minor ports, in the opinion of the Committee, is partly due to a general unhealthy tendency towards over-centralisation. It is significant to note that the schemes for development of minor ports included in the Second Plan were curtailed on the basis of recommendations of the Officer on Special Duty (Ministry of Transport). This</p>	<p>[Ministry of Transport &amp; Communications - Deptt. of Transport (Transport Wing) O.M. No. 17-P DII (5)/58 dated the 19th August, 1958]</p>	<p>It is not the intention of the Committee that the same amount should be spent on the minor ports as is done on major ports. They, however, feel that the present allocation of funds suggests a tendency towards over centralisation of port facilities at the major ports. The object of the recommendation was, therefore, to suggest the need for developing a larger number of minor ports so that larger volume of traffic might be</p>

Officer has, however, been able to visit only about 70 minor ports, against a total of 226 ports. Resides in a number of cases, he has curtailed the schemes on the ground that no work should be taken up till the increase in trade is well established.

adequate. Those ports are all roadstead ports and lighters have to transport cargo between the ship anchored some miles out at sea and the shore. On the other hand, major ports have to be all-weather ports capable of sheltering ocean going liners with drafts of the order of 30 ft. The relative costs of say a wharf will be about Rs. 500/- per foot for lighters and perhaps about Rs. 5000 a foot for steamers.

Most of our trade with foreign countries passes necessarily through the major ports. It costs more to provide adequate facilities at major ports as compared with minor ports because the type of cargo handled is not generally the same.

The Committee consider this very unhealthy doctrine. In this connection the Committee can do no better than to quote again the following pertinent observations of the Ports (Technical) Committee, 1946; "While the establishment and expansion of ports will have to be related to the general development of trade and transport in the country the

directed to them and that the concentration of traffic at the major ports might be reduced. In this connection attention is invited to para 50 of the 51st Report. They, therefore, reiterate that funds should be allocated for the development of minor and intermediate ports commensurate with the need for fulfilling this purpose.

For example, a major port is required to handle heavy machinery and equipment, sometimes weighing over 100 tons and even up to 200 tons in the case of equipment required for the steel plants and river valley projects. Cranes and other equipment for handling such cargo will necessarily be more expensive. On the other hand the bulk of the cargo in minor ports is mainly general cargo and bulk cargo like salt,

Committee is convinced that the planning of ports and their construction and the services which they have to provide should in the national economy of the country, precede the anticipated developments and needs of transport.

ore and coal.

Further, during the monsoons, minor ports are generally closed to traffic whereas the major ports cater to traffic throughout the year. This requirement results in very expensive harbour works at the major ports.

There are a number of growing minor or intermediate ports on the coast of India vying with each other like the Saurashtra ports, Malpe, Mangalore, Tuticorin, Masulipatnam, and Kakinada. The financial resources of our country are limited. Experts' opinion so far expressed is in favour of a new deep sea port in the Calcutta region, which should be capable of not only handling the additional traffic generated by the industrial development, that is taking place in that region and which the Port of Calcutta would not be in a position to handle, but also of receiving ore loaders. It is necessary to conserve our restricted funds for the construction of such a deep sea port and proposals for the further development of the bigger minor or intermediate ports will have to be considered also from this angle.

As regards the Estimates Committee's remark that schemes for development of minor ports were curtailed on the basis of the recommendations of the officer on Special Duty, it is pointed out that the Officer made an on-the-spot study of the proposals in consultation with the officials concerned of the State Govts. As a result of this study, he put forward proposals for inclusion in the Second Plan which would cater for the needs of the ports up to the end of the Plan. In some cases works suggested by the State Govts. were either technically not feasible or were not necessary in the context of the trade prospects up to 1960-61. Such works could not be recommended for inclusion in the Plan as a ceiling had been fixed for expenditure on the development of minor ports in the Second Plan Period. On the other hand in certain cases, additional proposals, which were found to be necessary but not suggested by the State Govts. were recommended for inclusion in the Plan.

The point that the Officer on Special Duty was able to visit only about 70 minor ports out of a total of 226 minor ports has also

been raised elsewhere in the Committee's report and it is being dealt with separately.

Owing to restricted finances it has not been found possible to provide funds in the Second Plan for developing ports, whether major or minor considerably in advance of the anticipated developments and needs of transport.

[*Ministry of Transport & Communications - Deptt. of Transport (Transport Wing) O.M. No. 17-PDJJ (37)/57 dated the 16th May, 1958*]

17 60 The Committee are of the opinion that with the provision of additional facilities and suitable rationalisation of traffic the intermediate, minor and sub-ports can successfully handle much more traffic and thus relieve chronic congestions that are occurring at some of the major ports.

Congestions at the major ports occur at times due to one or more of the undemoted transitory factors:

- (i) Bunching of ship arrivals;
- (ii) Weather and tidal conditions which are only seasonal;
- (iii) Labour troubles.

Sometimes an unphased programme of import and export also causes congestion. When the various works undertaken under the current five-year plan are completed, the overall

48 The recommendation implied in this para was that Government should take steps to rationalise traffic so that intermediate and minor ports could be put to greater use. In this connection reference is invited to S. No. 35.

handling capacity of the major ports will be enhanced to a large extent.

Government, however, agree that greater use of intermediate, minor and sub-ports will assist in relieving to some extent the strain on the major ports. As the Estimates Committee are aware, schemes designed to increase the capacity of ports other than major ports or to make their existing capacity more effective are in various stages of execution. Special mention may be made of the Ports of Pondicherry, Cuddalore, Nagapattinam, Masulipatnam and Kakinada and the ports in the Saurashtra region where a number of works are being executed, which when completed, are expected to increase the handling capacity of these ports by approximately 14 lakh tons. In addition proposals to equip the port of Paradip with facilities to handle ore traffic are under consideration. Similarly plans to improve the facilities at Mysore State ports are under the consideration of the State Government.

It may be added that ships scheduled for discharge at major ports are diverted to minor ports

when such a diversion is considered necessary. For example, last year some food and fertiliser ships were diverted to minor ports. Similar diversions will be arranged in future according to the needs of the situation.

[Ministry of Transport & Communications - Department of Transport (Transport Wing) O.M. No. 17-PDII(25)/57 dated the 8th September, 1958]

- |    |     |  |   |   |
|----|-----|--|---|---|
| 90 | 108 | <p>Very little work has been done at Mangalore during the period of the First Five Year Plan due to the fact that decision had not yet been taken whether the port was to be developed into Major port or not. Even as an important intermediate Port, it has to be developed. Facilities with this view, could, therefore, have been extended, during the first plan.</p> | <p>The facilities already available at Mangalore were considered adequate for the traffic expected to be handled at the port as an intermediate port. Therefore a comparatively small amount of expenditure only was incurred at the port under the First Plan.</p> | <p>The Committee understand that at present a large quantity of iron ore of Mysore State is taken by road to Mangalore being shipped from there to foreign countries. The Committee have been informed that if the Mangalore Port is connected to the mining area by rail and adequate facilities are provided at the Port, it might enable a much larger quantity of iron ore to the tune of 1½ million tons or more to be exported and at greater advantage. <i>The Committee, therefore, reiterate their earlier recommendation.</i></p> |
| 21 | 113 | <p>While the Committee have no objection to further model experiments regarding the</p>  | <p>Before taking up the question of making provision in the second five year plan for the development of</p>  |   |

superior designs for developing Mangalore into an all-weather port, they are of the opinion that since the feasibility of developing this port as an all weather port to admit steamships with draught up to 24 ft. has been established, the scheme for adequate development of this port should be included during the Second Plan period.

Much time has already been lost in preliminaries, prompt steps should, therefore be taken for carrying out necessary development works.

the Mangalore Port, it is necessary to obtain a reasonably accurate estimate of the expenditure involved. Such an estimate cannot be made unless the design for the construction of the port is settled. It will be appreciated that if a design is decided upon and work is started, it will be difficult to change over subsequently to another design if it is found to be better than the first design. Inclusion of provision in the plan on the basis of a tentative design is also not likely to serve any purpose as, in the event of a large excess in cost for the final design over that for the tentative design, it would still be necessary to adduce adequate justification for the inclusion of a scheme in the plan according to the final design.

With the original design recommended by the Poona Research Station, the model experiments showed that it was possible to maintain a depth of 24 ft. at Mangalore throughout the year. With this depth ships of upto 22 ft. draft could use the port throughout the year and not those of 24 ft. draft. Study of the ships calling at Mangalore and other West Coast ports in the neighbourhood showed that bulk of the foreign trade was



carried from these ports by ships having a draft of about 28 ft. Thus, making a port suitable for 22 ft. draft at Mangalore would have served very little useful purpose as bulk of the ships would still have to anchor in the roadstead as they are doing now. Experiments were therefore conducted at the Central Water and Power Research Station, Poona, with the design for the breakwaters suggested by the Development Adviser. The Results of the experiments were communicated to the Department of Transport recently. The results showed that a draft of 30 ft. could be maintained in the port inside the breakwaters. A doubt was, however, expressed about the possible sifting of the approach channel outside the breakwaters. It was therefore, considered necessary to have trial bores taken in the sea-bed along the alignment of the proposed approach channel to examine the extent to which the fears were justified. These bores have been taken and the samples obtained are being analysed at the Indian Institute of Science, Bangalore. As soon as the results of this analysis are

received the question will be examined further.

[*Ministry of Transport and Communications - Department of Transport (Transport Wing) O.M. 17-PDII(34)/57 dated May, 1958*]

23 The Committee are in agreement with the following observations of the West Coast Major Port Development Committee:

“Port Okha will continue to serve its immediate hinterland and for this purpose it is well laid out and efficient port. With the establishment of new and expanding industries in the vicinity, there is no reason in fact why port Okha should not continue to expand.”

28

The Committee are of the opinion that works relating to the development of fisheries at Veraval Port should be executed during the Second Plan. They also recommend that a special study should be made of the boat building industry at this port as well as other ports where it is well established and

The Government of India agree with the views expressed by the West Coast Major Port Development Committee regarding Okha Port.

Government while agreeing that Okha port can continue to expand have not indicated what steps they have taken to further expand the port.

[*Ministry of Transport & Communications - Department of Transport (Transport Wing) O.M. No. 17PDII(38)/57 dated the 14th March, 1959*]

*The Committee recommend that suitable steps should be taken to develop the Okha port as envisaged by the West Coast Major Port Development Committee.*

The Committee's recommendations may conveniently be divided under the following heads:—

The Government is requested to expedite supply of final reply.

- (i) development of fisheries at Veraval port;
- (ii) need for a special study of the boat building industry at Veraval as well as at other ports where it is well established; and
- (iii) the feasibility of converting

suitable encouragement given in developing this industry. The feasibility of converting Veraval into an all weather Port should be examined.

Veraval into an all weather port.

As regards the Committee's recommendation referred to against item (1) above, it may be stated that the State Government of Bombay have approved a scheme for the development of Veraval port as a fishing harbour, for execution outside the Second Plan. The scheme is expected to cost approximately Rs. 50.63 lakhs, 25% of which will be provided by the Government of India, (Ministry of Food and Agriculture) as subsidy. The balance will be met by the State Govt., out of the Port Development Fund of the former State of Saurashtra. This scheme is already in progress, having been commenced during 1956-57.

Regarding the Committee's recommendation on the study of the needs of the boat building industry, the comments of the State Government have been invited. As soon as their replies are received and examined the Committee will be addressed further.

The feasibility of converting Veraval port into an all weather port is also under examination and the Committee will be informed of the result as soon as possible.

[Ministry of Transport & Communications -  
Department of Transport (Transport Wing)  
O.M. No 17-P DII (40)/57 dated the 20th  
August, 1958.]

The Committee suggested that the feasibility of utilizing Navalakhi as a transhipment Port for Kandla should be carefully examined.

The Government of India invited the views of the Development Commissioner, Kandla and the Government of Bombay on the suggestion of the Estimates Committee. The Development Commissioner has sent his views, while the final views of the Bombay Government are still awaited. Upon receipt of the views of the Bombay Government the matter will be examined and the Estimates Committee in formed of the result.

The Government is requested to expedite supply of final reply.

[*Ministry of Transport & Communications - Department of Transport (Transport Wing) O.M. No. 17-PDII (16//57, dated the 23rd May, 1958.*]

In the expanding economy of the country the demand for additional port facilities is bound to increase. It would therefore be advisable to plan steps for converting some of the more important intermediate ports into major ports. Due to limited funds available such a programme can only be included in the Third Plan. In this connection the Committee are in agreement with the recommendations of Shri Nanjundiah, Officer on Special Duty (Ministry of Transport), that Okha, Tuticorin and Bhavnagar may be considered first for

Government are considering the question of inclusion of schemes for the development of selected Intermediate Ports into Major Ports in the 3rd Five Year Plan. A Committee has also been set up for the selection of suitable Intermediate Ports for intensive development and it is now examining the problem.

2. The Ministry of Railways (Railway Board) have been requested to consider the suggestion of the Committee for the connection of the ports of Bhavnagar and Bedi with the Broad Gauge system.

[*Ministry of Transport - Department*

The Committee feel that as a measure of development of a comparatively under-developed area the development of the Paradip port has a particular significance. In this connection the following observation of the Inland Water Transport Committee also points to the need for the development of Paradip Port:-

“We are greatly impressed with the potentialities of water transport in the deltaic region whose development is intimately connected with the future development

such development. The Committee would also suggest that the port of Paradip should be added to this list. In regard to Bhavnagar the Committee reiterate their earlier recommendation made in their Seventeenth Report that it should be provided with a B.G. Rail connection, so that it can play its role effectively as an important port and relieve pressure on Bombay. The Committee suggest that a B.G. rail link should also be provided to Bédi.

*of Transport (Transport Wing) O.M. No. 17-P DIII (35)/57 dated the 17th June, 1959.*

of Paradip Port which has recently been declared a minor Port. These waterways serve a region completely devoid of rail communication and where road communication is not adequate. The necessity of a co-ordinated development of these waterways in this region has impressed us greatly. While water transport in Orissa cannot be fully developed without an outlet to the sea through Paradip Port, the development of a Port itself is dependent entirely on the amount of traffic fed into it and taken out of it and this, as it stands, can only be effected by inland water transport. The two schemes, are, therefore, inter-dependent and should be developed simultaneously.

The Committee have come to the conclusion that the Ministry of Transport has not yet given much serious thought to the diversion of traffic from the congested Major Ports to the Intermediate and the Minor Ports which can easily handle the traffic with a little increase in the existing facilities or even by providing a few additional facilities. The Committee, therefore, recommend

Ships scheduled to discharge at Major Ports are diverted to Intermediate or Minor Ports wherever necessary. The programme of Government imports is discussed at meetings of the Central Transport Co-ordination Committee, which always keeps in view the possibility of using intermediate and minor Ports. In fact at the last meeting of the Committee held in November, 1958,

*The Committee, therefore, commend the case of Paradip Port for a special consideration.*

Comments on Action Taken by Government on similar recommendations Nos. 49 and 50 contained in the 48th Report may be referred to.

that the Ministry of Transport should give top priority to the rationalisation of traffic amongst different Major Intermediate and Minor Ports and take concrete measures for diversion of traffic to ports which can easily handle them. Some intermediate ports like Bhavnagar and Bedi can handle much bigger traffic, if B.G. rail connection is provided. This will add considerably to our Port capacity and will greatly reduce congestion at the Port of Bombay. Special facilities should be provided at some of the Ports like Kandla and Bhavnagar where iron ore is being handled in an increasing measure recently.

it was decided that these ports should be utilised as far as possible for imports of fertilizers. However, for some time past, there has been no congestion in any of the Major Ports.

Schemes designed to increase the capacity of Intermediate Ports and Minor Ports or to enable more effective use being made of the existing capacity of such ports have been approved and are being executed. The works being carried out especially at the ports of Pondicherry, Cuddalore, Nagapatnam, Masulipatam and Kakimada and ports of the Saurashtra region, when completed, will increase the handling capacity of those ports by 14 lakh tons yearly. It may be added that two additional cargo berths are under construction at the port of Kandla mainly to provide facilities for the export of iron ore.

The question of providing a broad gauge link to Kandla under the Third Plan is under consideration. The Ministry of Railways (Railway Board) have been requested to consider the suggestion of the Committee for the connection of the ports of Bhavnagar and Bedi also with the broad gauge system.

[*Ministry of Transport and Communications. - Department of Transport (Transport Wing) O.M. No. 17-P/DJ (43)/57 dated the 14th April, 1959.*]

The Ministry of Railways consider that in order to provide maximum rail facilities to Kandla and to avoid break of gauge transshipment, the port should be served both by Broad gauge and Metre gauge systems. The Final Location and Traffic Surveys for a Broad gauge connection of approximately 144 miles between Jhund and Kandla have therefore been sanctioned and the works are in hand.

As regards connecting the Port of Bhavnagar, a Preliminary Engineering and Traffic Survey for a B. G. link from Bhavnagar to Tarapur has recently been carried out by Railways which has revealed that the line would not be economically viable. Similarly, the linking of the Port of Bedi is not considered economic proposition. Owing to limitation of funds and basic construction materials, chances of taking up these two projects in the Third Five Year Plan even on other than financial grounds, are not very bright.

[Ministry of Transport and Communications - Department of Transport (Transport Wing) U.O. No. 7-1W/1166//59, dated 29th January, 1960.]

The valuable observations of the Ports (Technical) Committee referred to in para 174 of this Report do not appear to have received any attention.

As regards the suggestion of the Ports (Technical) Committee, 1946, that at the conservation of the coast-line of India should be the direct concern of the Central Government, the Government of India then decided that this suggestion should be left over for examination at a future date in the light of the constitutional developments. Subsequently the question whether the subject 'Conservation of the coast-line' should be included in any of the lists in the Seventh Schedule to the Constitution and, if so, whether it should be included in List I, was considered in 1949. The then Constitutional Adviser, Shri P. N. Rau, expressed the following views on this question:-

"If the purpose of the conservation is related to a subject in the Union List, such as maritime shipping and navigation or major ports, the Centre would be competent to enact the necessary legislation. On the other hand, if the purpose, is related to a provincial subject, such as 'forests', it will be competent for the provinces concerned to enact the relevant legislation. It is just possible that both the Centre and a Province may enact legislation on the subject, the former as part of a law relating to some provincial subject. If this happens and if there is a conflict between the Central and the provincial laws, the Central law will prevail. No difficulty can, therefore, arise if the position is left

The Ports (Technical) Committee recommended in 1946 that the conservation of the coast line of India should be the direct concern of the Central Government. The Constitutional Adviser does not seem to have expressed any opinion with regard to the question whether the responsibility should be that of the Centre or the States. In the absence of a specific mention of the subject in any of the lists in the Seventh Schedule of the Constitution it is doubtful if either the Centre or the States own responsibility for it. In the circumstances the Committee apprehend that the conservation coastline might have been neglected. *They, therefore, reiterate their earlier recommendation and suggest that the examination of the question might be expedited and an early decision taken with regard to the implementation of the recommendation of the Ports Committee.*



as in the draft Constitution and no specific mention of the subject is made in any of the lists.

In view of the opinion expressed by the Constitutional Adviser, no specific mention of the subject 'Conservation of the coastline' was made in any of the Lists in the Seventh Schedule to the Constitution. The question is being examined afresh and the conclusions reached will be communicated to the Lok Sabha Secretariat as soon as possible.

[*Ministry of Transport and Communications - Department of Transport (Transport Wing) O.M. No. 17-P/D/118/57, dated the 28th June, 1959*].

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181-182

The Committee regret to note that the hydrographic survey of the coast line of India is progressing at a snail's pace. At the present rate it would take several decades before the survey of the entire coastline is completed.

The Committee consider this very unsatisfactory and recommend that suitable measures should be taken to complete the hydrographic survey of the entire coastline of India within

Please see Chapter 1.

a period of ten years. The Committee also recommend that the conservation of the coastline should henceforth be the responsibility of the Union Government as recommended by the Ports (Technical) Committee, 1945.

the INS 'Satlej' is being repaired and refitted for survey duties at the expense of the Navy. If all the four ships, suitably manned by trained personnel were available by 1950, the Ministry of Defence think that it would be possible to speed up very considerably the charting of the Indian coast in addition to inescapable project works. However, even then it is considered that the survey work will be completed only in about 20 years.

The question of pooling and strengthening the hydrographic survey resources available in the country, with a view to complete the hydrographic survey programme as early as possible, is proposed to be discussed with the Ministry of Defence shortly.

[Ministry of Transport and Communications - Department of Transport (Transport Wing), O.M. No. 17-P DII(18)/57 dated the 28th June, 1959]

CHAPTER V

Recommendations in respect of which replies of the Government have not been received

S.No. of the Recommendation.

Summary of recommendations

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The suggestions made by the West Coast Major Port Development Committee referred to in para 12 do not appear to have been given any serious attention.

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The Committee are of the opinion that minor ports can be made to play a much more important role in the transport economy of the country than that which has so far been assigned to them. They, therefore, suggest that the 18 intermediate ports, especially those among them which are all-weather ports and which have berthing facilities, should be developed to the fullest extent possible. They also suggest that not only should additional facilities be given to the working minor ports, (about 150 in number), but also efforts should be made to revive those minor ports which flourished in the past, which have now fallen into disuse, but which have some natural possibilities for development. As it is, the Coast line of India is very much deficient in natural harbours and creeks. Wherever such natural harbours and creeks exist, special efforts should be made to give facilities for development of ports. By so doing, we shall not be concentrating prosperity in a few major ports, but shall be distributing it all along the coast-line. The Committee, therefore recommend that the Ministry of Transport should convene a high level conference with the representatives of the maritime States to review the schemes for development of minor ports.

If the funds required exceed Rs.5 crores as they are likely to be some adjustment might be made from the funds earmarked for the major ports. Also, the Committee reiterate their

suggestion made in para 47 of their 48th Report that the recommendation made at the Second Meeting of the National Harbour Board to create a Port Development Fund by levying a surcharge of one anna per ton on all goods imported or exported through all ports, should be implemented.

*New Delhi,*

*Chairman,*

*The 10th March, 1960*

*Estimates Committee.*

## APPENDIX I

The following uniform nomenclature in respect of Port Charges in the Minor (and Intermediate) ports is suggested:—

### I. On Vessels

1. *Port Dues.*
2. *Pilotage Dues* (with provision for incidental charges, like "Detention of pilots".)
3. *Berthing and Mooring Dues.* (Anchorage Dues, and Incidental Charges, if any, for shifting, re-mooring etc. of vessels may also be included as sub-items under this general heading).

### II. On Cargo (and passengers)

1. *Import and Export Dues*
2. *Wharf (or quay) Dues.*
3. *Demurrage* (for transit sheds). on imports and exports.
4. *Rent for covered and open space* for storage of cargo, on lease terms.
5. *Ground Rent and Shed Rent.* on lease terms for purposes other than storage of cargo.
6. *Rent on Bonded Warehouse.*

### III. Hire Charges

Rates (or charges) for the hire of -

- (a) Cranes (or cranage)
- (b) Port Craft - Tug, Launch, etc.
- (c) Port's Plant, tools and equipment.
- (d) Dry Dock and Shipway.

(Beaching Charges and Hard Charges may come under this heading or treated as items under "Miscellaneous charges").

### IV. Fees for specific services rendered

- (a) Supply of fresh water.
- (b) Overtime fees:
  - (i) on vessels permitted to work overtime.

(ii) for staff engaged.

(c) Salvage of cargo within port limits.

(If "towage" "assistance to vessels" are charged for at special rates they may also be included under this heading. Otherwise they may be treated under "Hire of Craft or plant" in item III above).

**V. Miscellaneous Charges.**

Detailed items to be specified in the case of each port.

## APPENDIX II

*Name of the State* Views/ Comments of the State Governments in regard to the construction of staff quarters at minor ports.

- Orissa**  
The State Government do not consider it necessary to provide staff quarters for the employees of Chandbali Port, as they are local men and own their own houses.
- Madras**  
Provision to the extent of Rs. 45,000/- was made originally in the Second Plan for the construction of quarters for the out-ports staff of the Port Department at only three ports of the State. In view of the recommendation made by the Estimates Committee, the State Government have proposed that the original provisions may be raised by Rs. 2,44,000/- for the construction of quarters for the staff of the Port Department at four more ports, *viz.*, Cuddalore, Magapatnam, Colachel and Dhanushkodi ports.
- Andhra Pradesh**  
There was no provision in the Second Five Year Plan for the construction of staff quarters at the minor ports in the State. The State Government have requested that a provision of Rs. 78,000/- may be made in the Second Plan for construction of staff quarters at the ports of Kakinada, Masulipatnam, Bheemunipatnam, Galigpatnam, Narasapur and Krishnapatnam. The State Government have also requested that the Government of India may consider the question of bearing half of the provision from Central funds.
- Mysore**  
Provision to the extent of Rs. 54,000/- was originally made in the Second Five Year Plan for the construction of staff quarters at the minor ports of Malpe, Hangarkatta and Coondapoor of South Kanara District. The State Government have now proposed the provision of staff quarters at 9 other minor ports of the State at an additional estimated cost of Rs. 1,66,000/-. They have also requested that the Central Government should provide funds for this purpose.
- Kerala**  
Provision to the extent of Rs. 1,01,000/- was made in the Second Plan for the construction of staff

quarters at the minor ports in the Malabar area only. The State Government consider this provision inadequate. They propose to construct staff quarters at the ports of Kozhikode and Malpe also at a cost of Rs. 4,33,000/-. They have requested that the Central Government should provide funds for this purpose.

### Bombay

The Government of Bombay have taken up construction of quarters for the staff employed at ports where there is very acute shortage of housing accommodation.

The overall position in regard to staff quarters in so far as Saurashtra and Kutch region is concerned is as follows:-

#### Intermediate Ports:

*Mandvi* - The State Government propose to construct staff quarters at an approximate cost of Rs. 85,000/- in the Second Plan.

*Navlakhi* - This is a Port Colony. The port is situated 30 miles away from the main city of Morvi. During the Second Plan Period (55-57), 28 two room tenements have been constructed and it is proposed to supplement this with additional 55 single-room tenements at an estimated cost of Rs. 2,70,000/-.

*Bedi* - Construction of 91 quarters is in progress.

*Porbander* - Only one quarter has been constructed for a member of the staff whose services are of an essential nature. Construction of additional staff quarters will be taken up in case it is decided to develop this port as an all weather port.

*Veraval* - The port is connected with the city and there is no dearth of accommodation. There is a proposal to construct 20 quarters at a cost of Rs. 2,30,000/-.

*Bhavanagar* - The housing problem is not acute at the Port as accommodation is available locally. The question of providing staff quarters at this port is, however, under consideration.



*Name of the State*

*Views/Comments of the State Governments in regard to the construction of staff quarters at minor ports.*

*O/ka* - A provision of Rs. 2,00,000/- has been made in the Second Plan. It is proposed to replace the dilapidated C.C.I. sheet quarters, 24 Nos. - 2 Units (48 units) at an estimated cost of Rs. 2,01,000/-. In addition to the existing provision, it is also proposed to build quarters of 50 tenements at an estimated cost of Rs. 3,51,000/-.

It has also been decided to provide residential accommodation in the Konkon District of the State at an estimated cost of Rs. 80,000/-.

APPENDIX III

**Analysis of the Action taken by Government on the recommendations contained in the Fifty-first Report of the Estimates Committee (First Lok Sabha).**

1.	Total number of recommendations.	...	...	42
2.	Recommendations accepted fully by Government ( <i>Vide</i> recommendations in Chapter II)			
	Number	...	...	5
	Percentage to total	...	...	11.9%
3.	Recommendations accepted partly ( <i>Vide</i> recommendations Nos. 1, 7, 8, 9, 12, 13, 19, 22, 24, 25, 29, 30, 34, 38, 39 and 40 in Chapter III)			
	Number	...	...	16
	Percentage to total	...	...	38%
4.	Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee ( <i>Vide</i> recommendations Nos. 3 and 41 in Chapter III)			
	Number	...	...	2
	Percentage to total	...	...	4.8%
5.	Recommendations in respect of which replies of Government have not been accepted by the Committee ( <i>Vide</i> recommendations in Chapter IV)			
	Number	...	...	17
	Percentage to total	...	...	40.5%
6.	Recommendations in respect of which replies/final replies of Government have not been received. ( <i>Vide</i> recommendations in Chapter V).			
	Number	...	...	2
	Percentage to total	...	...	4.8%