

**ESTIMATES COMMITTEE
1959-60**

SIXTY-SEVENTH REPORT

(SECOND LOK SABHA)

MINISTRY OF TRANSPORT AND COMMUNICATIONS

Action taken by Government on the Recommendations
contained in the 48th Report of the Estimates Com-
mittee (First Lok Sabha) on the Ministry of
Transport—Major Ports



14120(2)

22. 11. 1959

326. 395R
L8 38Es-6

**LOK SABHA SECRETARIAT
NEW DELHI**

December, 1959/Aghan 1881 (Saka)

Price : Rs. 1. 20

CORRIG EN DA

to

Sixty-seventh Report of the Estimates Committee on action taken by Government on the recommendations contained in the 48th Report of the Estimates Committee (First Lok Sabha) on the Ministry of Transport -- Major Ports.

- Page 2, para 3, line 3, read 'Rs.4.3 crores' for
'Rs.43 crores'
- Page 5, Col. 4, line 4, read 'planning for' for
'planning or'
- Page 11, Col. 4, line 11, read 'mind' for 'minds'.
- Page 37, Col. 4, line 9, read 'cargo at' for
'cargo a'
- Page 41, Col. 4, line 1, read 'State Governments'
for 'State Government'
- Page 42, Col. 5, line 18, read 'State Governments'
for 'State Government'
- Page 43, Col. 4, line 12, read 'should be' for
'should e'.
- Page 48, Col. 3, line 10, read 'in' for 'to'.
-

CONTENTS

	PAGE
Composition of the Committee	(iii)
Introduction	(v)
CHAPTER I. Report	1
CHAPTER II. Recommendations that have been accepted by the Government	4
CHAPTER III. Replies of the Government that have been accepted by the Committee	15
CHAPTER IV. Replies of the Government that have not been finally accepted by the Committee	41
CHAPTER V. Recommendations in respect of which final replies of the Government have not been received	71
APPENDICES—	
I. Recommendations Nos. 7 and 8 of the 51st Report of the Estimates Committee on Intermediate and Minor Ports	72
II. Office Memorandum No. F. 23-24/58-Adm. Coord. dated 13-2-59 from the Ministry of Food and Agriculture	76
III. Recommendation No. 35 of the 51st Report of the Estimates Committee on Intermediate and Minor Ports	79
IV. Analysis of the Action taken by Govt. on the Recommendations contained in the Forty-Eighth Report of the Estimates Committee (First Lok Sabha)	82

ESTIMATES COMMITTEE

1959-60

CHAIRMAN

Shri H. C. Dasappa.

MEMBERS

2. Dr. Sushila Nayar
3. Shri T. N. Viswanatha Reddy
4. Shri N. R. Ghose
5. Shri Mathuradas Mathur
6. Shrimati Mafida Ahmed
7. Shri S. A. Matin
8. Shri Narendrabhai Nathwani
9. Shri Rajeshwar Patel
10. Shri Surendranath Dwivedy
11. Shrimati Renu Chakravartty
12. Shri M. Sankarapandian
13. Shri Jhulan Sinha
14. Shri Hem Barua
15. Shri C. R. Basappa
16. H.H. Maharaja Pratap Keshari Deo
17. Shri D. A. Katti
18. Shri Bhausahab Raosaheb Mahagaonkar
19. Shri M. Muthukrishnan
20. Shri K. P. Kuttikrishnan Nair
21. Shri T. Nagi Reddy
22. Shri Vutukuru Rami Reddy
23. Sardar Amar Singh Saigal
24. Shri Dinesh Singh
25. Sardar Iqbal Singh
26. Shri Raghunath Singh
27. Shri Tayappa Hari Sonavane
28. Shri Sunder Lal
29. Shri A. M. Tariq
30. Shri M. G. Uikay.

SECRETARIAT

Shri S. L. Shakdher *Joint Secretary.*
Shri A. K. Ray *Deputy Secretary.*
Shri R. K. A. Subrahmanya *Under Secretary.*

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee, present this Sixty-seventh Report of the Estimates Committee of the Second Lok Sabha on the Action taken by Government on the recommendations contained in the Forty-eighth Report of the Estimates Committee (First Lok Sabha) on the Ministry of Transport—Major Ports.

2. The Forty-eighth Report of the Estimates Committee (First Lok Sabha) was presented to the Lok Sabha on the 6th February, 1957. The Government furnished their replies to the recommendations in the report between December, 1958 and June, 1959. The Study Group 'G' of the Estimates Committee examined these replies on the 28th and 29th August, 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 Forty-eighth Report of the Estimates Committee is given in Appendix IV. It would be observed therefrom that out of the 62 recommendations made in the Report, 29% of the recommendations have been accepted fully by Government while 21% of the recommendations have been accepted partly. Of the rest, replies of Government in respect of 13% of the recommendations have been accepted by the Committee while those in respect of 32.2% 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 26th November, 1959.
Aghan 5, 1881 (Saka).

H. C. DASAPPA,

Chairman,
Estimates Committee:

CHAPTER I

REPORT

The Estimates Committee in para 47 of their 48th Report (First Lok Sabha) noted that the National Harbour Board had decided at its very first meeting that they should meet ordinarily once in 6 months but the decision was never implemented and the meetings of the Board were held after intervals exceeding one year. They, therefore, recommended that the decision of the National Harbour Board should be implemented as otherwise it would affect the practical utility of the Board. The Government stated in reply that it would not be feasible to follow a rigid time-table for the meeting of the Board but the desirability of having meetings as frequently as possible would be kept in view. The Committee are, however, unable to appreciate the difficulty in convening the meetings of the National Harbour Board regularly at intervals not exceeding 6 months. They, therefore, reiterate that steps be taken to ensure that the National Harbour Board meets at least once in 6 months if not more frequently.

2. The Committee in para 58 of their 48th Report referred to the objectives of the Second Five Year Plan with regard to the development of port facilities and expressed a doubt whether the increased capacity of the ports would be sufficient to meet the country's requirements adequately. The Government stated in reply that when the schemes included in the Second Five Year Plan were completed the total capacity of major and minor ports together would be about 46 million tons and that that capacity would enable the ports to handle the volume of trade passing through them without any difficulty and would also meet the country's expanding needs. If, however, there was still any shortfall, it would be taken care of at the time of formulation of development schemes for inclusion in the Third Five Year Plan. The Committee have already referred to the want of reliable data in respect of the movement of cargo in Indian trade in para 7 of their 38th Report on the Ministry of Transport and Communications, Eastern Shipping Corporation Ltd. and Western Shipping Corporation Ltd. The Committee are not satisfied as to how in the absence of accurate data, regarding the movement of traffic, one could be sure of the adequacy of port facilities existing or provided for. Besides, the following views expressed by the Rail-Sea Co-ordination Committee, 1957 in para 11, Chapter IV of their report also appear to be relevant in this context:

“ While doubtless the Transport Ministry must be appreciating the importance and magnitude of the problem, we wish to state, firstly that we are sceptical of the ‘best performance’ of each port in any year in the past being taken as the starting point for evaluating its capacity in the future, with due allowance for the improvements to be effected. It is well known that since the year of ‘best performance’ at each of these ports, the cargo handled has been much less than the ‘best performance’ and that even then the volume handled has been only with considerable detention to ships. Secondly, we wish to stress that planning should be such as to provide adequate surplus capacity at each port as to ensure that there will be reserve capacity for handling during periods of peak traffic without, serious detention to ships.

Having regard to the facts that traffic at the ports is not uniformly spread out and that during the last two or three years many ships have had to wait for berths and that there are numerous factors which slow down working, it would not, in our view, be sufficient particularly in the context of the rapidly increasing demands on port capacity, to provide merely for the anticipated traffic on the basis of 'average' figures.

We suggest that the provisions made for improving the capacity of ports be reviewed in the light of these remarks."

The Committee recommend that the port development programme might be reviewed in the light of the foregoing remarks and suitable steps taken to properly assess the requirements in this respect so that the programme for the Third Five Year Plan might be prepared on a sound basis.

3. The Committee noted in para 128 of their 48th Report that the estimated cost of the Marine Oil Terminal Project at Bombay had increased from Rs. 43 crores to Rs. 9.18 crores and observed that such a wide variation between the original and the revised estimates indicated that the system of preparing preliminary estimates was defective and needed to be improved. Government stated in reply that the Marine Oil Terminal Project was a scheme of unusual complexity and magnitude and the variation in the estimates of the Project was due to exceptional circumstances. The Project had to be completed in time for the new oil refinery set up at Trombay to function and the consulting engineers of the Bombay Port Trust were unable to prepare detailed estimates within the time available. The Bombay Port Trust, therefore, prepared a skeleton estimate for Rs. 4.49 crores which was later increased to Rs. 9.82 crores when the consulting engineers had the full and detailed picture of all the component parts of the Project. The Committee are not, however, satisfied with the reply of the Government. In this connection they refer to para 132 of their original report where it was pointed out that the estimated cost of the development of Princess and Victoria Docks had gone up from Rs 4.3 crores in the First Plan to Rs. 14 crores. They feel that the very purpose of preparing the estimates and obtaining sanction for the expenditure on the basis thereof would be largely defeated if the estimates were to be later revised to such an extent. They, therefore, urge that greater care should be taken in preparing the estimates before undertaking such development schemes.

4. In para 229 of their 48th Report the Committee referred to the state of chronic congestion at important ports and the holding up of ships that had occurred during the few years preceding the date of the report, and expressed a doubt whether the anticipated increased facilities of Indian ports would be adequate to meet fully the requirements of increased import and export traffic during the Second Plan and further recommended that measures should be adopted to rationalise the traffic and to utilise the facilities of all the intermediate ports to the maximum extent with the view to a dispersal of export and import traffic through the various ports all along the coast line so as to relieve pressure on the major ports. The Government have replied to the observation of the Committee regarding the adequacy of port facilities and the recommendation regarding the utilisation of intermediate ports. The first point has been dealt with in para 2 above and the second will be dealt with in a separate report. The Government have, however, not replied to the recommendation of the Committee regarding rationalisation of traffic at various ports. The Committee feel that apart from the

question of adequacy or otherwise of the port facilities, Government would do well to take steps to rationalise the movement of traffic at various ports in such a way as to enable better development of intermediate and minor ports so that there might be no congestion at any port due to crisis. They would further suggest that to start with, the movement of Ores might be regulated to make a beginning in this respect. In this connection they also invite reference to their remarks against S. Nos. 49 and 50 in Chapter IV of this Report.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Serial No. of the recommendation	Reference to Para No. of the Report	Summary of Recommendations	Reply of the Government	4
1	2	3	4	4
1	30	The Committee recommend that the classification of 'Intermediate', 'Minor' and 'Sub' ports should be given statutory recognition.	The views of the State Governments 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 <i>vide</i> 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 Nil.]

2 The Committee have noticed that a greater degree of co-ordination and planning are necessary to make advance arrangements for receiving the imported traffic.

35 The arrangements for co-ordination and planning of receiving imported traffic at the Ports have been improved. At the Government level, the planning is done by an inter-Ministerial Committee known as the Central Transport Co-ordination Committee which collects advance information from Government departments about their major import programme for each half year. The Committee decides the allocation of the traffic to different Ports after taking into consideration all relevant factors. The Port authorities have also evolved an elaborate system of advance local consultations and conferences by which they are now enabled to berth import ships and handle import cargo without delay. Some of the consultations are held daily while others are held weekly or fortnightly. Local representatives of Government departments concerned with imports are in constant touch with the Port Traffic Departments. The private trade interests are also in close touch with the authorities. The present arrangements are working satisfactorily.

[Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M.No. 1-PG(47) /58 dated the 24th February, 1959.]

*This was received at the time of factual verification.

3 The disparity in the administration between one set of Ports and the other is incongruous and illogical. It is not only the question of financial control but also of associating the local interests in administration in which they are vitally concerned. The Committee therefore recommend that all the Major Ports in India should eventually be run by semi-autonomous Port Trusts. Three considerations: financial self-sufficiency, existence of organised commercial interests and the overall interests of the country, should determine the time when the management should be handed over to the Port Trusts at Cochin, Vizagapatam and Kandla.

The recommendation of the Committee is accepted. [Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M. No. 1-FG(9) 59 dated the 20th February, 1959.]

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

The position regarding representation for Shipping interests in the Bombay Port Trust has been examined. It has been decided that the representation for the Indian National Steamship Owners' Association on the Board should be increased from one to two. In addition, the Director-General of Shipping, Bombay is already having one seat even now on the Board. Out of two seats allotted to the Bombay Chamber of Commerce & Industry, one seat is earmarked for 'shipping'. Besides, it has been decided that the Sailing Vessels Interests should be separately recognised for representation on the Board and

one seat has been allotted to the All India Sailing Vessels Industries Association, Bombay.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 1-PG (49)/58 dated the 18th February, 1959.]

12 47 (40) The Committee understand that Regional Officers have now been appointed at Bombay, Tuticorin and Masulipatam who have been instructed to act as Welfare Officers and to enquire into the complaints regarding corruption and harassment of the operators of country-craft. It is understood that three more regional officers are likely to be appointed. The Committee suggest that the fact that Regional Officers will promptly investigate complaints of this nature should be given the widest publicity.

7

In addition to the Regional Officers (Sails) at Bombay, Tuticorin and Masulipatam, a fourth Regional Officer has now been appointed, with headquarters at Jamnagar. These Regional Officers (Sails) do, in fact, receive and enquire into the complaints of the nature referred to and wherever possible, they take necessary steps to have such complaints redressed by the authorities concerned. In addition, these officers undertake frequent tours of the ports in their respective jurisdiction and problems affecting the sailing vessels industry are discussed and ideas exchanged and complaints, if any, are attended to by them in consultation with the local officers, and this fact is now already widely known to the interests concerned. It is proposed to appoint shortly Regional Advisory Committees, which will have direct representatives of sailing vessels' owners and tinsels, among others to assist the Regional Officers in the discharge of their functions. In view of the above position, it will be appreciated that adequate publicity has already been given.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 17-PDII (10)/59 dated the 20th April, 1959.]

15 The Committee are of the opinion that there is scope for improving the utility of the National Harbour Board by giving more prompt and serious attention to its suggestions and recommendations.

The Committee's opinion has been noted.
 [Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 17-PD-II(3)/59 dated the 3rd March, 1959.]

17 52 The Committee consider it unfortunate that there should have been a heavy shortfall in the planned expenditure during the First Plan and hope that the same story will not be repeated in the Second Plan.

The Committee's observations have been noted. Every effort is being made to ensure that Plan items are taken up as quickly as possible and processed subject to completion of important technical investigations wherever they are necessary.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PDI(7)/58 dated the 27th February, 1959].

18 53 It is also unfortunate that the actual expenditure incurred during the First Plan period for the development of Minor Ports has been considerably less than the planned estimates, in spite of the fact that there is a pressing need of providing additional facilities to the Minor Ports.

The conclusion of the Committee has been noted. The short fall was mainly due to the fact that the schemes were approved when nearly half of the Plan period was over.
 [Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 7-PD-II(8)/59 dated the 5th March, 1959.]

20

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

23

84 The Committee hope that the proper functioning of the Dock Labour Board, implementation of various recommendations of the Vasisst Committee, and early introduction of the piece rate system will assist substantially in labour troubles experienced at the Major Ports of the country.

31

110 The Sub-Committee of the Estimates Committee during their visit noticed that the old one-roomed Hutments at Kidderpore Docks had insufficient accommodation without any separate provision of kitchen, latrine and bath. The Committee recommend that in future the minimum standard of accommodation for a family should be at least a two-roomed tenement.

39

136 The Committee strongly recommend that suitable steps should be taken to ensure

The recommendation of the Committee is accepted. [Ministry of Transport and Communications—Deputy of Transport (Transport Wing) O.M. No. 20-PDI (4)/58 dated the 5th December, 1958.]

Noted.

[Ministry of Transport and Communications—Deputy of Transport (Transport Wing) O.M. No. 23-PLA. (18)/59, dated the 19th February, 1959.]

9

The Calcutta Port Commissioners will keep this objective in view. Due to shortage of quarters however, in the first instance, each family will be allotted a single-roomed tenement with individual kitchen but with a semi-detached W.C. and bath which would be shared by two families. It will, therefore, be possible at a later stage to allot two rooms with individual W.C. and bath to each family.

[Ministry of Transport and Communications—Deputy of Transport (Transport Wing) O.M. No. 20-PDI (3)/58 dated the 21st February, 1959.]

The recommendation is accepted and efforts will be made to ensure that the provision of Rs. 4 crores

that the allotment of Rs. 4 crores for housing the staff provided by the Trustees in the Second Plan, is fully utilised, during the Second Plan period. The Committee also re-iterate their earlier recommendation that the minimum standard for a family should be a two-roomed tenement.

for housing the staff of the Bombay Port Trust is utilised as far as possible during the Second Five Year Plan period. As regards the minimum standard of accommodation for a family, the Bombay Port Trust Board have considered the question of constructing two-roomed tenements. In fact, certain quarters constructed at Wadala measure 443 square feet and comprise two living rooms, a kitchen, bath, W.C., fully enclosed and self-contained. It was however found that the accommodation was being misused as it was sublet on a wide scale to outsiders. The Port Trust labour leaders also agreed that it was desirable to have as large a number of quarters constructed as early as possible by reducing the scale of accommodation. The Port Trust therefore decided that each unit should consist of a living room, a kitchen, a bath room and W.C., covering an area of 270 square feet. This compares favourably with the scale adopted by several other authorities locally.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PDI (12)/58 dated the 5th March, 1959.*]

40

141

In 1951-52 the Bombay Port had a surplus of nearly Rs. 2 crores. The Committee suggest that efforts should be made to regain this level

The surpluses of the Bombay Port Trust for the last 3 years are given below :—

1955-56 Rs. 2.92 crores.

of surplus by improving the efficiency of the Port.

1956-57 Rs. 2.39 crores.
1957-58 Rs. 3.22 crores.

It will be observed that the level of surplus has not fallen below Rs. 2 crores.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PDI (26) '58 dated the 2nd February, 1959.*]

44 158 The Committee hope that shortfalls in planned expenditure as in the First Five Year Plan will not be allowed to occur in the Second Plan.

The observations of the Committee have been noted and instructions have been issued to the major port authorities to bear the Committee's observations in minds.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M. No. 20-PDI(16)'58 dated the 27th February, 1959.*]

52 189 The Committee have no doubt that gradually Kanjla Port will develop into one of the important ports of the country comparable with Calcutta, Bombay and Madras. They recommend that special care should be taken in the development of the township of Gandhidham to ensure that it gets all advantages of a properly planned city. There should also be a provision for a model labour colony. It should be one of the responsibilities of the Development Commissioner to ensure that no slum areas spring up in the township, as is the case with Calcutta, Bombay and Madras. Efforts should also be made in the direction of providing adequate facilities for seamen on the same lines as at other modern ports.

The recommendations of the Estimates Committee have been noted and will be given effect to as far as practicable. Recently, the Bombay State Legislature has enacted the Gandhidham (Development and Control on erection of buildings) Act, 1957 under which a Development Authority has been constituted for Gandhidham who is empowered to issue directions for the proper laying out of the land, the prevention of haphazard erection of buildings and growth of standard colonies with a view to developing and expanding Gandhidham according to proper planning.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 17-PD-II(11) '58 dated the 5th March, 1959.*]

54 As there is paucity of housing accommodation at Kandla, the Committee suggest that efforts should be made to provide quarters for at least 80% of the staff that will ultimately be serving in the Kandla Port.

The total number of staff required to be employed ultimately at the Port of Kandla is estimated at 1930. On the basis that 80% of the staff should be provided with quarters, the total number of quarters required to be constructed will be 1544. So far a total number of 941 quarters have been built, leaving 603 quarters still to be built.

A provision of Rs. 50 lakhs exists in the Second Five Year Plan for the construction of these quarters. It is proposed to construct 327 additional quarters during the Second Plan period. The estimate is under consideration. With the completion of these quarters, the total number of quarters built would be 1268. The remaining quarters required will be built in the Third Plan period.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O. M. No. 17-PDII(13)58 dated the 5th March, 1959.]

59 The Committee recommend that with a view to have a nucleus of engineers who can form a panel of Consultants, it is necessary, apart from giving facilities to selected personnel to visit places abroad, that these personnel should be given actual experience by being

The recommendation is accepted. Selected port engineers are given facilities to go abroad on study tours. As port development works are supervised by Port engineers, they have acquired considerable experience in Harbour works carried out by foreign contractors in recent

attached to the Port Projects, the construction of which is being handled by foreign firms.

years. In the case of the Bombay Marine Oil Terminal Project, leading Indian Engineers employed outside the Ports also were selected in consultation with the Institution of Engineers (India) to act as Observers during construction. Besides, during the execution stage, twelve of the Port Trust Engineers served on the staff of the Resident Engineer of the Consulting Engineers for day-to-day supervision.

[*Ministry of Transport and Communications—
Deptt. of Transport (Transport Wing) O.M.
No. 1-PG (12) 59 dated the 15th April, 1959.*]

61

The Committee recommend that the Report of the Committee to study the question of the depths of Major Ports and their entrances set up in October, 1953 should be expedited.

213

The Committee appointed to study the question of depths of Major Ports and their entrances submitted their report in November 1956. The recommendations contained in the report are briefly as follows :—

(i) The trend of future construction and improvements to existing ports should be to provide greater depths than those obtained at present.

(ii) The general target for these depths should be such as would provide 32 ft. draft at berths for general bulk cargo and passenger vessels and 35 ft. for tankers carrying crude oil.

(iii) To achieve the proposed targets, the major ports should be adequately equipped with modern dredging plant.

2. The National Harbour Board considered the report and adopted it. The Major Port Authorities have been asked to act on the recommendations contained in the report. The Major Ports are taking steps, wherever necessary, to purchase dredgers.

[Ministry of Transport and Communications—
Dept. of Transport (Transport Wing) O.M.
No. 17-PDII(4)/59 dated the 18th March, 1959.

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Serial No. of Recommendation	Reference to Para No. of the Report	Summary of Recommendations	Reply of the Government
1	2	3	4
17	43	<p>The Committee suggest that National Harbour Board should be reconstituted in the light of the recent Reorganisation of States and that some representation may be given to Intermediate and Minor Ports also.</p>	<p>The National Harbour Board is a high level body whose function is to consider and advise Government on important problems relating to the administration and development of ports and harbours in the country. The Minister of Transport and Communications is the Chairman of the Board and the Minister of Shipping its Vice-Chairman. The maritime States are represented by Ministers. The Ministries of the Government of India concerned, <i>viz.</i>, the Ministries of Transport and Communications, Railways, Irrigation and Power and Food and Agriculture are also represented on the Board.</p>

The other members are the Director General of Shipping, a representative of the Planning Commission, the Chief Commissioner, Pondicherry, or his nominee, the Heads of the Major Port Administrations, a representative of Trade and Industry, a representative of Shipping, a representative of the Sailing Vessels Industry and a representative of Labour.

It is not considered necessary to give specific representation to intermediate and minor ports on the Board. Every State Minister attending the meetings of the Board is normally accompanied by his State Port Officer or other Head of Administration of the intermediate and minor ports in the State as adviser. This ensures full consideration of the interests of intermediate and minor ports.

The National Harbour Board as reconstituted in 1958 contains representatives of the reorganised States.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 17-PD-II(1)/59 dated 1st March, 1959.]

§ 46 The progress made in the development of Minor Ports as a result of the deliberations of the

The opinion expressed by the Committee has been noted. A Committee known as Intermediate

National Harbour Board cannot be regarded as satisfactory.

Ports Development Committee has been appointed to examine and suggest proposals and priorities for intensive development of selected intermediate ports. This Committee is expected to submit its report by the end of February, 1960. After receipt of the report action will be taken to develop the selected ports. Attention is also invited to the views of this Department on recommendations Nos. 7 and 8 in the 51st Report of the Committee on Intermediate and Minor Ports. (Appendix I)

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 17-1-WT(9)/59 dated the 27th June, 1959.*]

10 47

The Committee were sorry to learn that the valuable recommendation of the National Harbour Board at their second meeting regarding the creation of a Port Development Fund by levying a surcharge of one anna per ton on all goods imported or exported through all ports, Major and Minor, has not been implemented and recommend that this recommendation should be given effect to even at this stage. The utilisation of this fund may be based on the analogy of the Central Road Fund.

17

Under the Constitution, the Centre is exclusively responsible for major ports and the States have executive jurisdiction over minor ports though they are in the concurrent list for legislation. Thus no financial liability is attached to the Centre in respect of minor ports.

Normally the revenue collected at a major port is spent for the purposes of that port only. The proposal of the National Harbour Board, therefore, involved a fundamental departure from the prevailing policy. Further, it was considered that acceptance of the proposal as it stood, would amount to earmarking the proceeds from the levy of an indirect tax to finance specific projects and that the more appropriate course would be

Col. 4—*contd.*

to have a co-ordinated and comprehensive review of the various development projects and the total resources available and proposed to be raised. The development schemes of minor ports could be included in the co-ordinated plan and allotted appropriate priorities.

In view of the importance attached to the development of minor ports, it was ultimately agreed that Government could consider a scheme on the following lines—

- (1) The levy at a rate of one anna per ton on the imports and exports handled at each port would be utilised for the development of the same port.
- (2) The amounts collected from the levy at major ports would be retained by them for their own development schemes. The quantum of Central assistance to major ports that would otherwise have been made available to them would be reduced by the amount so raised by them.
- (3) The amount so saved from the overall provision for Central assistance to Major Ports would be made available for grant as loans to State Governments for the development of minor ports over and above what the States themselves provided for such development schemes.

The matter was discussed further at the Third meeting of the National Harbour Board in December 1952. It was considered that the revised scheme was very complicated. The Board, therefore, recommended that the Central Government should continue to assist the development of minor ports by the grant of loans and that the earlier recommendation of the Board for constitution of a Port Development Fund should be considered as dropped.

The position has been reviewed and it has been decided to move the National Harbour Board afresh for reconsideration of the scheme put forward on behalf of Government at their third meeting in December, 1952.

At their last meeting held at Calcutta towards the end of September, 1959 the National Harbour Board reviewed the proposal. The view expressed by the Ministry of Law that legislation would be necessary to set up a Port Development Fund for Minor Ports by a special levy on imports and exports at all ports, was communicated to the Board.

It was considered that the total annual revenue derived from a levy of one anna per ton on the imports and exports passing through all the ports, which would be about 40 million tons, would amount, to about Rs. 25 lakhs only. On the other hand, the provision made for development of minor ports under the Second Five Year Plan, is over Rs. 5 crores and it can be reasonably expected that the provision under the Third Five Year Plan would be larger. The revenue accruing to the proposed Port Development Fund, would therefore, be comparatively small to meet the expenditure involved.

It would be necessary to increase the rate of the proposed levy considerably if a sizable revenue is to be obtained for financing the development of minor ports.

It was pointed out that the imposition of the proposed additional charge on imports and exports, together with certain other charges, proposed to be levied for meeting expenditure on schemes for the welfare of seamen, etc., would place an additional burden on shipping which would affect adversely the drive for stepping up our exports.

In all the circumstances, the Board came to the conclusion that the proposal for the creation of a Port Development Fund by the levy of

a surcharge on imports and exports, should be dropped.

[O.M. No. 17-PD-II(9)/59 dated 12th and the 16th November, 1959.]*

13 40(vi) At the Fourth Meeting of the National Harbour Board held in April, 1954, the Director, Central Water and Power Research Station, Poona, explained the progress made in the various experiments at the station and pleaded for Governmental assistance for constructing a tank where self-propulsion tests could be made. The Committee recommends that the necessary assistance should be given for constructing such a tank because it would save considerable time now spent in getting such tests conducted abroad.

The Ministry of Irrigation and Power who are concerned with this recommendation have observed that they could not take up the work so far on account of financial stringency, the huge foreign exchange outlay involved and slender prospects of adequate workload for a large ship testing tank in the next few years. They propose to review the matter during May, 1959 in the light of the foreign exchange situation then prevailing.

[Ministry of Transport and Communications—
Department of Transport (Transport Wing) O.M.
No 20-PD-I (1)'58 dated the 8th December,
1958.]

16 50 As the major ports require large amounts for development purposes, the Committee would like the Ministry to examine whether it would be practicable for Port authorities to levy charges in such a manner as to enable them to build up sufficient reserves.

It is agreed that, as far as possible, port charges should be levied in such a manner that they not only cover the annual operational costs and annual requirements of interest payments on loans already contracted and repayment of loan instalments but also leave an adequate margin for building up healthy reserves which

can be drawn upon for covering revenue deficits in lean years and also to meet the requirements of development. This is the objective which the port authorities always keep before them and rates are revised from time to time. The extent to which different charges can be increased at a given time, however, depends on several factors. The Port charges have to be fixed at such a level that shipping and trade are attracted to a port. Whereas in times of trade booms, it may be possible to push up rates without adverse effect on traffic, the considerations will be different in times of trade recession and import restrictions. The Port charges have to be such that trade is not diverted. However, in considering the extent of Government loan assistance to Port authorities for financing development schemes under the Five Year Plan, Government have been ensuring that the port authorities contribute a share of the capital cost from their own resources. This share varies from port to port according to the capacity of each port to produce a surplus for financing development schemes. It may be mentioned that the major port authorities will be contributing as much as Rs. 21·21 crores during the Second Five Year Plan period for meeting the cost of their development schemes. Of this amount, Rs. 5 crores will be contributed by Calcutta Port, Rs. 10 crores by the Bombay

•The O. M. was received after the factual verification.

Port Trust, Rs. 3.8 crores by Madras, Rs. 1.5 crores by Vizag and 0.9 crores by Cochin.
 [Ministry of Transport and Communications—
 Deptt. of Transport (Transport Wing) O.M.
 No. 20-PD-I(28)/58 dated the 12th March,
 1959.]

21 The Committee regret the delays that have occurred in the implementation of the decasualisation schemes in Calcutta, Bombay and Madras Ports.

70 The Committee have already been implemented.
 [Ministry of Transport and Communications—
 Deptt. of Transport (Transport Wing) O. M.
 No. 23 PLA(19)/59 dated the 21st February,
 1959.]

28 105 The Committee are of the opinion that there has not been a co-ordinated and serious attempt to work out schemes and to determine priority and financial resources of the Calcutta Port Trust at the beginning of the Plan period.

The Calcutta Port Commissioners have stated that the limited progress made on the execution of the development projects covered by the First Five Year Plan was due to the operation of the following factors :

- (i) Initial delay of over two years in starting work on development projects, as Ports in the first instance did not find a place in the Plan.
- (ii) Inclusion of certain large development projects at a later stage in the plan owing to sufficient resources not being available in the earlier stages.

(iii) Difficulties encountered in obtaining materials and equipment such as cranes and vessels immediately against placement of orders.

Regard being had to the difficulties mentioned above, progress made does not appear to be insignificant, since out of 30 projects included in the scheme, 4 had been completed, 10 were in an advanced stage of completion, 18 in active progress and only 1 project, namely, River Training Work at Fulra point was in the investigation stage at the end of the First Plan period, viz., 31st March, 1956.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PDI(II) 58 dated the 19th March, 1959.*]

32 113 The Committee notice that Calcutta Port had a small surplus of Rs. 62,58,581 during the year 1955-56 and hope that this improvement will continue to be maintained.

The surplus of Calcutta Port for the last two years are given below:

1956-57	Rs. 1,56,28,492
1957-58	Rs. 1,26,73,163

It will be observed that the level of surplus has not fallen since 1955-56.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PDI(27) 58 dated the 25th February, 1959.*]

33 114 The Committee recommend that the Ministry should give very careful and prompt attention to the suggestions for improving the working and for providing additional facilities at Cal-

The following comments are offered on the report of the Estimates Committee regarding certain drawbacks in the working of the Port of Calcutta and suggestions made to remedy them.

cutta Port referred to in Para 114 and take remedial measures on the lines suggested as far as feasible.

I. *Inadequate dredging*—

(i) The importance of adequate dredging is fully accepted. But dredging combined with river training works designed on the results of model experiments at the Central Water and Power Research Station, Poona, is expected to give lasting results. Accordingly, the Port Commissioners have constructed the Akra Spur to improve the Sankral reach and undertaken the Fulta Point dredging scheme to improve the reaches below Fulta Point. The Commissioners dredging fleet comprising the Port Dredging Unit and the River Dredging Unit is intended only for dredging the various bars in the Upper Reaches and the Docks, Locks, Look Entrance, river mooring, alongside berths and jetties respectively. The deterioration of the Balari bar in the lower reaches in recent months has, however, imposed on the Commissioners additional responsibilities and the existing dredging fleet is therefore being enlarged to cope with these additional commitments. Proposals are accordingly being formulated to enlarge the existing dredging fleet by the addition of two dredgers; one of these is earmarked for dredging the Balari bar in the lower reaches.

(ii) The deterioration in the depths of water available in the stretch of the River Hoogly from the Howrah Bridge to the Fort point is due to the heavy sand movements during freshets from the higher reaches of the river and the impediments caused specially during weak freshets in the way of this sand being carried beyond this area of the river when it is normally cluttered with ships. During the last freshets, this area was kept clear of shipping from the 10th August to 30th September 1958 so that the freshets could have its full play and scour this area of silt. This had had a beneficial effect on the depths of water available at the various moorings situated in this stretch of the river. In the context of these improvements, the mooring of flat ships is no longer a problem.

II. Berthing facilities—

(i) It is agreed that the berthing facilities at this Port should be adequately expanded. With the existing facilities, for loading and un-loading of vessels, the Commissioners have been able to handle 10,156,347 tons of cargo during the year 1957-58. Construction of two general cargo berths provided in the Second Five Year Plan is in an advanced stage of progress. When these berths are put into commission, the Port capacity will increase by about 3,60,000 tons.

(ii) The Mechanical Coal Loading Plant installed at No. 18 Berth, Kidderpore Docks has been in commission since June, 1957. With the help of this plant, the Commissioners are in a position to ship about 2500 to 2800 tons of coal per day in two shifts. Of late, the number of open wagons supplied is also improving. The annual average coal shipment is in the region of 2.2 million tons whereas the Commissioners have been able to handle, even without the Coal Loading Plant being in commission, about 3.3 million tons of coal in the past without causing any detention. The present position is, therefore, satisfactory.

III. Replacement of old hydraulic cranes and installation of a 200 ton crane—

The 200-ton electric shore crane has been in commission since August 1957 and is doing very useful work. The old hydraulic cranes will be replaced by electric ones in stages as and when finances permit.

IV. Inadequacy of shed accommodation to handle ships loaded with grain and sugar—

Foodgrain vessels are allotted berths where there are double storeyed sheds. The present position is satisfactory.

V. *Lighting facilities—*

The lighting facilities in the Dock and Jetty areas are being improved.

VI. *Lighthouse facilities—*

With the existing facilities for loading and unloading of lighters the Commissioners have been able to handle the cargo offering.

VII. *Water supply to shipping—*

A comprehensive estimate of Rs. 59.58 lakhs has been sanctioned by the Commissioners for improvement of water supply to alongside berths and construction of two water boats for the supply of water primarily to the Commissioners' vessels. The responsibility for the supply of water to ships in mid-stream devolves on the Calcutta Corporation and they are meeting the demand in full.

VIII. *Facilities for handling large quantities of iron and steel—*

The quantity of iron and steel handled during 1957-58 amounted to 839,258 tons. The port is in a position to handle a still higher quantity if necessary by improvising methods.

IX. *Supply of wagons—*

This applies to special type wagons for transporting from Port of heavy lift cargo and oversized packages. The supply of these wagons is controlled by the Railways. Owing to fluctuating demand, the Railways were hitherto unable to meet the daily demand thereby causing congestion in port. Of late the position has eased and the number of wagons required daily is being supplied.

X. *Dumping grounds—*

The number of dumping grounds available in the port area is adequate. All are not being utilised now.

XI. *Improvement of lighting and resurfacing of quays—*

The work of improving the lighting arrangements in the Port and resurfacing of quays is in progress.

XII. Simplification of Customs procedure—

This has been the subject of enquiry by a Committee appointed by Government under the Chairmanship of Shri F. C. Badhwar.

XIII. Return of oil tankers to Sandheads after discharge at Budge Budge due to bore tide restrictions and treating the return to Port of these tankers as fresh entry by Customs—

Budge Budge is within the limits of Calcutta Port, whereas Sandheads is not. When, therefore, a ship desires to proceed from Budge Budge to Sandheads, for any reason, she has to obtain a Port Clearance in accordance with the provisions of Section 62, Sea Customs Act and thereafter if she returns to Budge Budge she is again entering port limits and has to file an Import Manifest in accordance with Section 53 and 254, Sea Customs Act.

It appears that there have not been many cases where an oil tanker had to proceed temporarily from Budge Budge to Sandheads and back, involving the filing of an Import General Manifest for the second time. It does not, therefore, appear to be necessary to make any special legal or procedural provision for eliminating the filing of an Import Manifest for the second time in such cases.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PDI (6)/58, dated the 21st February, 1959.]

34 **125** The Committee suggest that measures may be adopted by the Bombay Port on the same lines suggested by them for Calcutta Port in the previous Chapter so that it could easily handle the increased traffic and thereby prevent congestion in the Port.

Attention* is invited to the views of this Department on recommendation No. 27 of this Report (Chapter IV).

[*Ministry of Transport and Communications— Deptt. of Transport (Transport Wing) O.M. No. 19-PG (205)/59 dated the 19th November, 1959.*]

41 **142** The Committee recommend that the Ministry should give very careful and prompt attention to the suggestion for improving the working and for providing additional facilities at Bombay Port referred to in para 142 and take remedial measures on the lines suggested as far as feasible.

The Bombay Port Trust were addressed in the matter and their reply covering all the points raised by the Estimates Committee, is to the following effect:

(1) Every effort is being made to maintain the berths, basins and approach channels to the required depths. The Port's dredging capacity is being supplemented by the acquisition of two additional new dredgers.

(2) There is now adequate number of shoreside hydraulic and electric heavy lift and floating cranes. The Port Trust have one floating crane (60-ton capacity) and another has been taken on loan from the Navy. Tenders have been invited for a new Floating crane of 125-ton capacity.

There is at present no shortage of locos of wagons either.

(3) The wharf side hydraulic cranes and ancillary equipment are tested and inspected in accordance with the provisions of the Indian Dock Labourers' Regulations. In regard to the electric cranes, the Dock Safety Regulations are being complied with.

(4) As regards lay-up berths, some of the existing cargo berths are utilized for this purpose whenever they are not required for cargo operations.

(5) Colliers are handled in stream, and their turn-round is now expeditious.

(6) Water to shipping in streams is supplied by the Port Trust water boats. Another water boat is shortly to be purchased.

Water supply to ships, while at berths in the Docks or at the Harbour Wall, is made through the Shore-side hydrants. Storage tanks and boosters are provided to boost the water thus stored. Some ships are however not able to obtain their supply of water as quickly as required, due to inadequate pressure in the supply mains. The position will be improved when the Bombay Municipal Corporation increases its facilities for the off-take of water, and provides full pressure for a larger part of the lay than is now the case.

(7) By increasing the number of stackers and provision of mechanical aids, considerable improvement in the stacking of cargo has been effected.

(8) As regards measures to check delayed clearance of cargoes the number of 'Free days' has been reduced to 4 Demurrage concession previously available for the period during which wagons required to move them to up-country destinations were not available, was rescinded in 1957.

(9) As the volume of import of iron and steel has dropped, there has been no necessity to set up dumps in addition to those erected in 1956.

(10) Frere Basin is being utilised for Lighter traffic. Six large sheds and shoreside cranes have been provided at this site which is rail-served and has a very large open area.

(11) The Port Trust now have an ample fleet of fork lift trucks, mobile cranes, tractors, and other mechanical contrivances, as aids to cargo handling. An adequate number of drivers is being trained in the handling of the mechanical equipment.

*This reply was received at the time of factual verification.

- (12) The moving parts of wharfside cranes are oiled in the morning before the commencement of the shift.
- (13) The cases of cranimen absenting from their posts are not now frequent, whenever they occur, action is taken.
- (14) The wharf and road surfaces are being repaired or renovated.
- (15) The handling of iron and steel, except scrap, has been brought under the piece rate system and the rate of output has risen.

The position has greatly improved as a result of the measures detailed above.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M. No. 20 PDI (17)/58 dated the 13th March, 1959*].

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

The capacity of Madras Port at the end of the Second World War was about 1.5 million tons of cargo annually (wet and dry including coal, foodgrains etc.). This has risen to 2.5 million tons as a result of the improvements since affected,

Increased traffic which the Port will have to handle. In this connection the Committee give below the observations of their Subcommittee which visited Madras :—

2. The traffic handled by Madras Port since 1956 is as follows :—

1956-57	2,665,828
1957-58	2,504,088
1958-59	1,432,695
(Upto October 1958)	

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

There was no serious strain in handling this tonnage except in the case of cargoes like iron and steel when they arrived in large quantities within a limited period.

3. The Second Plan works relating to Madras Port include the provision of separate mechanised ore and coal berths and six additional general cargo berths and more mechanical equipment like trailers, tractors, cranes, locos etc. When the works included in the Second Plan are fully executed, the capacity of the port will be stepped upto 6.5 million tons per annum. The development schemes of the Port under the Second Plan were carefully drawn up, having due regard to the pattern and volume of cargo, likely to use the Port in the light of the developments in other sectors in the hinterland of the Port. In other words, the increased capacity on the

completion of the works covered by the Plan will be quite adequate to meet the traffic demands of the future years.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M. No. 20—PDI (22)/58 dated the 27th February, 1959*].

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

43 Under the staff housing schemes at the Madras Port only 19 staff quarters of types III, IV & V have been completed during the First Plan period. The provision made for the housing scheme was only Rs. 16 lakhs as against Rs. 105.47 and Rs. 137.78 lakhs made by Bombay and Calcutta respectively. The importance of providing suitable

The fact that the Madras Port has lagged behind other ports in respect of providing quarters for its employees has been partly due to the fact that Madras is an artificial harbour with little land space behind it and its landed estate consisted of no more than 200 acres. Another more important reason is that at this City it was not difficult as at Calcutta or Bombay to find private houses. The position has, however, changed in recent years. In other words, there was very little demand from employees for housing facilities till recent years. A start has been made to provide a housing colony of 500 units by acquiring land about four miles away from the harbour. Those units are expected to be ready by the end of this year.

2. There is also a proposal to acquire more land and construct more houses.

housing facilities to the employees does not appear to have been properly appreciated by the Madras Port authorities. The Committee recommend that this question should be given greater attention during the Second Plan period.

3. As regards, the suggestions that the Madras Port Trust should send a team of senior officers to visit Bor-bay and Madras, the value of such contacts is fully appreciated. Senior officers visit the other ports periodically in the course of their duties and the Port Trust are keeping in view the objective of improving the facilities for their staff.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M. No. 20 —PDI(18)/58 dated the 21st February, 1959*].

46

164 Only 18% of the workers have been provided housing accommodations in the Madras Port. There is a proposal to build 400 units at Ton-diarpet. In this connection, the Committee refer to their observations and recommendations made earlier in paras 156 and 159.

47

169 The Committee recommend that the problems of sand menace and the "range in the Harbour" at Madras Port may be given top priority in the Research Station at Poona, as much time is likely to elapse before the results of the model study are available.

The Central Water & Power Research Station, Poona, were conducting experiments from 1950 onwards on a pilot model of the Madras Port with a view to evolve measures for reducing the "range" or wave action in the port. After a number of experiments it was found that it was possible to produce only one type of wave at a time on the model and that the findings had to be later added on to arrive at the actual conditions prevailing at the Port. But during actual ranging conditions at the Port there existed a complex

pattern of waves superimposed one upon the other. It was therefore decided that the model could not be "proved" or in other words, prototype conditions existing in the harbour could not be reproduced on the model. The experiments were therefore stopped in 1956 as no useful results could be obtained from them. The shops in the Wet Dock under construction will not be affected by wave action in the Harbour.

2. According to technical opinion no hydraulic laboratory in the world is yet competent to carry out satisfactory model work on the littoral drift problem. The Port Trust consider that there are no problems regarding sand travel which are to be solved by experiments in the Poona Research Station.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20—PDI (19)58 dated the 21st February, 1959.*]

The position has been improved and additional facilities provided as below :—

1. Against the existing 9 berths, there will be 17 when the works planned are completed. Two of them—the ore and coal berths—

48 70 The Committee recommend that the Ministry should give very careful and prompt attention to the suggestion for improving the working and for providing additional facilities at Madras Port Trust referred to in para 170 and take re-

medial measures on the lines suggested as far as feasible.

are under construction and 6 are under the Wet Dock Scheme on which work has begun.

Lighter capacity has been increased by 300 tons.

2. The transit shed at North Quay has been completed and brought into use. The construction of a new transit shed on the West Quay will be taken up after the offices are shifted to the new Administrative office Building. Two new warehouses have been constructed. Another is under construction.

3. A large ore yard has been brought into use. Ore is brought to the Quay side only after the berth is fixed for the ship. When the new ore berth is put into commission next year, the general cargo berths will be relieved considerably. Increased use is made of Kakinada, Masulipatam and Cuddalore for ore exports. Lighters at these ports are operated by private owners. No difficulty is being experienced for lack of lighters. There are enough of them. At Pondicherry, there is no jetty, but a new one is under construction. Facilities for reloading are being provided at Pondicherry as a part of the scheme for the construction of new jetty. As regards the dredging of the bar at Cuddalore, experiments are in progress at the

Central Water Research Station, Poona, to find out the best measures of deepening and training the bar. The results are awaited.

4. The number of mobile cranes and fork lift trucks etc., at Madras Port has been increased. The Port Trust has also acquired 2 wagon shunters and 6 tractors. Fifteen trailers are on order. There is no shortage of carts.
5. The delivery hours for import cargo were extended by one hour, during the period of congestion, but it is no longer necessary. The floors or transits sheds and west Quays have been renewed and cement concreting of the wharf is in progress.
6. Two dumps for iron and steel are in commission now.
7. The Port Trust now have enough number of tugs for towing boats to and from vessels.
8. The Piece rate system has been introduced.
9. The Floating Crane is one of the items of equipment which are to be financed under

the Loan Agreement concluded by the Madras Port Trust with the World Bank last year.

10. The Port Trust have acquired additional wagons.

11. The Customs staff at the port has been increased adequately and there is no complaint on this ground. It may be added that there has been no congestion of cargo at Madras since January 1958.

[*Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M. No. 20—PDI (23)/58 dated the 4th April, 1959.*]

192 The Committee recommended that till Kandla is fully developed, the feasibility of attracting the right type of technical personnel may be explored by giving them an extra allowance besides housing and other facilities.

53

Since the Estimates Committee made this recommendation, the main Harbour works at Kandla comprising four cargo jetties and ancillary facilities have very nearly been completed. Consequently that part of the supervisory technical staff, which has been rendered surplus, is being released for absorption in other projects. Conditions have become easier at Kandla with the establishment of the Gandhidham township and the provision of housing and other amenities.

[*Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M. No. I-PG (38)/58 dated the 5th March, 1959.*]

55 195 The number of barges at Kandla is not adequate to cope with the increase in traffic and should be substantially increased. Besides barges, the number of tugs and launches should also be increased.

Two of the four cargo berths included in the Kandla Port Project were opened to traffic in March, 1957 and the remaining two in July 1957. The total traffic handled at the port in 1957-58 was about 8.5 lakh tons while the traffic during 1958-59 is expected to reach one million tons. Since only about half the berthing capacity available for general cargo ships is being utilised at present, it is possible to handle the existing traffic at the four cargo berths and there is no necessity to unload the cargo into lighters and take the lighters to the *bunder* basin for discharge or *vice versa*.

No difficulty is experienced in handling the present traffic with the number of barges available in the port. The Development Commissioner, Kandla Port, has proposed the purchase of an additional shipping tug and a survey-cum-pilot launch. The proposals are under consideration. He has hired two towing tugs at present and it is proposed to provide in the Third Plan for the purchase of two such tugs for the port.

[Ministry of Transport & Communications—Dept. of Transport (Transport Wing) O.M. No. 17—PD II (12)/58 dated the 5th March, 1959.]

56 212 The Committee recommend that the Ministry should give very careful and prompt attention

The following comments are offered on the suggestions made by the Estimates Committee for

to the suggestion for improving the working and providing additional facilities at Cochin Port referred to in para 212 and take remedial measures on the lines suggested, as far as possible.

improving the working and providing additional facilities at Cochin Port.

(1) *Arrangements to take vessels into the Port at all times:* Formerly vessels other than tankers were being brought into the port after sunset only if the pilotage work could be completed by 9 p.m. The time limit has since been enhanced and vessels are now brought in if the pilotage work could be completed by 11 p.m. or near about. Exception is however made in the case of passenger vessels which are brought in at all times. This arrangement is working satisfactorily. The question of extending the pilotage hours still further will be considered if and when necessity arises.

39

Tankers are not at present being taken in after sunset. As soon as the lighting of the Ernakulam channel is completed the pilotage hours of this class of vessels will be extended into night as necessary.

(2) *Inadequacy of Pilots:* The strength of the Pilots in the Port has since been increased from 4 to 5 excluding the Harbour Master who also takes turn.

(3) *Additional Coal Berth:* The Port has already made provision in the Second Five Year Plan for the provision of an additional Coal Berth and

the work thereon is in progress. An adequate number of wagons is at present being supplied by the Railway and in the event of shortage of wagons, coal is dumped on shore.

(4) *Working of all hatches of colliers in items* : This is a matter for the Railway authorities to consider as the coal is mostly consigned to them. The views of the Ministry of Railways (Railway Board) have been invited and they are awaited.

6

[Ministry of Transport & Communications—Dept. of Transport (Transport Wing) O.M. No. 20-PDI (25)/58* dated the 27th February, 1959.]

62 234 The Committee recommend that the question of encouraging and extending the cold storage facilities at Kozhikode and Cochin on the coast line may be investigated, so that the trade in fish may increase.

Attention is invited to the note sent by the Ministry of Food & Agriculture with their O.M. No. F. 23-24/58-Adm. Coord., dated the 13th February, 1959, to the Lok Sabha Secretariat (Appendix II).

[Ministry of Transport & Communications—Dept. of Transport (Transport Wing) O.M. No. 20 PDI (5)/58 dated the 19th March, 1959.]

CHAPTER IV

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

S. No. of recommendation	Reference to Para. No. of the Report	Summary of Recommendations	Reply of the Government	Comments of the Committee
1	2	3	4	5
4	39	<p>The Committee also recommend that the question of setting up Port Trusts for some of the intermediate ports should be carefully examined in the light of the experience gained at Mangalore and Tuticorin.</p>	<p>The State Government concerned have been asked to consider the recommendation. [Ministry of Transport & Communications—Deput. of Transport (Transport Wing) O.M. No. 17-PD II (7)/59 dated the 5th March, 1959.]</p>	<p>As the subject 'Minor Ports' is in the concurrent list, the Committee feel that the Central Government can itself take initiative to introduce the reform recommended by them. Further the Committee recommended in para 44 of their 51st Report that the feasibility of transferring the subject 'Minor Ports' from the</p>

Concurrent List to the Union List should be carefully considered and that in the meantime the development of eighteen intermediate ports should be taken over by the Centre. They, therefore, feel, that the question of setting up Port Trusts for the intermediate ports might better be considered by the Central Government instead of being referred to the State Govts. They, therefore, reiterate the recommendation & suggest that early action be taken thereon, in consultation with the State Government concerned.

42

The Committee recommend that action may be taken to present the Annual Reports and Audit Reports of the Port Trusts to the Parliament, so that the Parliament may have an opportunity to scrutinise them.

40

5

This is being considered by the sub-Committee on Public undertakings. A further Report will follow.

for their libraries. It is not considered necessary to present the reports formally to Parliament, nor is there any rule or provision of law for doing so.

As regards the audit reports on the accounts of the Port Trusts, a suggestion has been made by the Comptroller & Auditor General that they should be placed before Parliament. The matter is under correspondence with the Comptroller and Auditor General.

[*Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M. No. 1-PG(10)/59 dated the 25th February, 1959.*]

Please see para 1 of Chapter I.

The Committee recommend that the decision taken by the National Harbour Board at the first meeting to meet ordinarily once in six months should be implemented, as otherwise it affects the practical utility

of the Board. However, Government have considered the suggestion that the National Harbour Board should meet ordinarily once in six months. They feel that it will not be feasible to follow a rigid timetable for meetings of the Board.

9

47

of the National Harbour Board.

they will keep in view the desirability of having meetings of the Board as frequently as possible.

The last meeting of the Board was held at Madras towards the end of October, 1958. It has been provisionally decided to convene the next meeting of the Board in August, 1959.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 17-PDII (2)/59 dated the 1st March, 1959.]

19 58 The Committee are not quite sure that the increased capacity of the Ports at the end of the Second Five Year Plan will suffice to meet the country's requirements adequately.

Please see para 2 of Chapter I.

The total traffic handled by major ports in 1955-56 was 24 million tons which is the level of the peak performance of the past. The minor ports handled a tonnage of 4.15 million tons during 1954-55. The year 1956-57 showed an appreciable rise in the traffic

load at all the major ports. The quantum of traffic handled was about 31 million tons as shown below :

	(In million tons)
Calcutta	10.15
Bombay	13.10
Madras	2.50
Cochin	1.79
Kandla . . . . .	.84
Vizag.	2.49
	<hr/>
	30.87 or 31 million tons

In 1956 and in 1957, considerable congestion prevailed at the ports of Bombay, Calcutta, Madras and Vizagapatam. This led to a reassessment of the short-term and long-term requirements of the ports and some projects were revised mainly to include a greater degree of mechanisation in cargo-handling.

2. On the basis of the latest assessments, it is expected that the execution of the schemes now included in the Second

1	2	3	4	5
---	---	---	---	---

Five Year Plan will enhance the cargo-handling capacity of major ports to 40.8 million tons as shown below :

(Million of tons)

Calcutta	12.50
Bombay	13.00
Madras	4.50
Cochin	4.00
Vizagapatam	5.00
Kandla	1.00
	40.80

To this may be added the potential capacity of the minor ports which is estimated at 5 million tons.

3. Thus the total capacity of major and minor ports together will be about 46 million tons as a result of the execution of the development works contemplated in the Second Plan. This will enable the

ports to handle the volume of trade that passes through them without any difficulty and also meet the country's expanding needs. If, however, there is still any short fall, this will be taken care of at the time of formulation of the development schemes for inclusion in the Third Plan.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No 20-PDI (15)/58 dated the 4th March, 1959.*]

22 The Committee attach considerable importance to the Vasisst Committee Report from the point of view of improving the efficiency and welfare of the Dock Workers at Bombay, Calcutta and Madras and suggest that various recommendations may be implemented expeditiously. They would also suggest that the feasibility of implementing some of these recommendations at the other three major

78 The recommendations of the Estimates Committee in respect of the Vasisst Committee are being acted upon as far as the Ports of Bombay, Calcutta and Madras are concerned; and for the Ports of Cochin and Vizagapatam draft schemes based on the Madras model are in the course of finalisation.

Intermediate Ports are administered by the State Governments and in respect of them

47 The Committee accept first para of the reply.

In the case of the second para, reference is invited to para 44 of the 51st Report of the Committee on Intermediate and Minor Ports.

ports, e.g. Vizagapatam, Cochin and Kandla should also be examined. Later on, some of these recommendations may be extended to some of the more important Intermediate Ports also.

the Estimates Committee recommendations are being communicated to the State Governments concerned.

[*Ministry of Transport & Communications—Deptt. of Transport (Transport Wing). O. M. No. 23-PLA (20)/59 dated the 10th March, 1959.*]

24 The report of the Port and Shipping Statistics Committee was apparently kept to cold storage for fifteen months till it was considered as the fifth meeting held on 8-11-1955 by the National Harbour Board.

88 The report of the Ports and Shipping Statistics Committee was received in August, 1954. As the Committee was set up by the National Harbour Board, the report had to be submitted to the Board for consideration. The previous (Fourth) meeting of the Board had taken place in April, 1954, i.e. before the submission of the report of the Committee.

The report had to be printed and this took some time. For various reasons the next (Fifth) meeting of the Board had to be postponed from time to time and it was ultimately

Reference is invited to para 7 of the 38th report of the Committee on the Ministry of Transport and Communications (Department of Transport).

held in November, 1955 only. The report of the Committee could, therefore, be submitted to the Board only in November, 1955.

[*Ministry of Transport & Communications—Deptt. of Transport (Transport Wing) O.M. No. 17-PD II (5)/59 dated the 5th March, 1959.*]

89 The Committee have noticed that there is no uniformity now in regard to maintenance of figures even in Major Ports.

Reference is invited to para 7 of the 38th Report of the Committee on the Ministry of Transport and Communications (Department of Transport).

(i) Annual administration reports.

(ii) Statistical data in respect of traffic and accounts.

The Traffic Managers and the Chief Accountants of the Major Ports, who meet periodically, have also been asked to work this out in greater detail.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 1-PG(50)/58, dated the 12th March, 1959.*]

26 The Committee suggest that in view of the abnormal delay that has already occurred in implementation of the recommendations made by the Port and Shipping Statistics Committee, high priority should be given to the implementation of the various recommendations.

After the issue of the instructions referred to in para 89 of the Committee's report, the question of setting up a Central agency for the collection and compilation of the data was taken up. Considerable spade work was done in working out the details, preparing proformas and staff estimates and in straightening out difficulties by discussions with the Port Authorities, the Director General of Shipping, the Directors-General of Commercial Intelligence and Statistics, etc.

Reference is invited to para 7 of the 38th Report of the Committee on the Ministry of Transport and Communications (Department of Transport).

In 1957, this Ministry were on the point of setting up a statistical organisation for proceeding with the work when, in view of the high costs involved, the Ministry of Finance questioned the very need for such elaborate statistics and suggested that the possibility of entrusting the whole

work to the Director General of Commercial Intelligence and Statistics should be explored. At the instance of the Ministry of Finance, the Statistical Adviser to the Cabinet was also consulted. While confirming the need for the compilation of the statistics as recommended by the Ports and Shipping Statistics Committee, he suggested that the possibility of using the sampling method for this purpose should be examined with a view to reduce costs.

The Ministry of Finance was accordingly approached for the necessary staff for conducting pilot studies as to the feasibility of employment of the sampling method. After prolonged discussions, they agreed some time back to the creation of one post only in the scale of Rs. 800—1150. As no suitable officer could be obtained for the post, the

matter was discussed with the Cabinet Secretariat. The Cabinet Secretariat have now tentatively agreed, on the understanding that the statistics will be of use to a number of Ministries and Departments, to take over the work of sifting the data regarding cargo statistics only and compiling them for a period of one year provisionally. From then, the cargo statistics will cover only the six major ports and a few of the minor ports and would be collected on a sampling basis, and the work of collection of passenger statistics, shipping statistics, and freight statistics should, for the present, be deferred to a later date.

Every effort will be made to implement the recommendations of the Port and Shipping Statistics Committee in full with the least delay.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O. M. No. 17-PD II(S)/59, dated the 5th March, 1959.]

27

101

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

(i) Simplification of customs formalities for quick removal of goods ;

In reply to S. No. 2 of the Estimates Committee Report on Major Ports, the present arrangements for co-ordination and planning of traffic at Ports have already been set out.

2. As regards the simplification of customs formalities for quick removal of goods, the Ministry of Finance (Revenue Division) have stated that the present customs procedure was recently examined by a committee and their recommendations are now under examination.

3. Double shift system was introduced at Bombay, Calcutta and Madras Customs houses from 5-7-1957.

4. As regards free time allowed to consignees for removal of goods from sheds, the posi-

Para 101(i), (ii) and (iii). Govt. have accepted the recommendations.

Para 101(iv), (v) and (vi). The Committee consider that with a view to secure uniformity, the free time allowed in Bombay should also be reduced to three days as has been done in Calcutta.

(ii) Customs authorities should work in regular shifts where the labour is engaged to work in shifts ;

(iii) Free time allowed to consignees for removal of goods from sheds should be reduced and heavy penal rates provided for quick clearance of cargo. If this does not solve the problem then the goods should be removed to outside dumps at the importer's cost ;

(iv) Steel cargoes should be adequately marked and imported in full loads as far as possible.

The Committee suggest that measures may be adopted by the Bombay Port on the same lines as suggested by them for Calcutta Port in the previous Chapter so that it could easily handle the increased traffic

tion at Calcutta has been tightened from 1st February, 1957. Before that date the free time allowed was three days after the common landing date or the date on which the vessel completed discharge at a berth. Since 1-2-1957, the free time allowed is only 3 clear working days from the actual date of landing. The Commissioners are also levying penal rent on cargo not removed from the Commissioners' premises within a specified time. Dumps have also been opened for storage of cargo such as steel pending clearance and the cost of removal of goods from the sheds to dumps is recovered from the respective importers.

5. The Calcutta Port Commissioners have also stipulated

and thereby prevent congestion in the Port.

that consignments of steel should be bundled properly and adequately marked.

6. As regards Bombay, the present free period allowed to consignees to remove their goods without payment of demurrage is 4 days following the declaration of General Landing Date exclusive of Bombay holidays and days on which the customs duty is not assessed or recovered on dutiable goods. The Trustees have not considered it necessary to reduce the free period to 3 days. There is no congestion at Bombay now.

7. In Bombay, iron and steel cargo was removed to dumps at Haji Bunder during the period of congestion, the cost of removal being recovered from the consignees. However from 1-2-1958, iron and steel cargo is not being removed to the dumps as there has been a fall in the volume of import of iron and

steel, coupled with expeditious clearance. At the instance of the Bombay Port Trust, the Karmaham Conference have requested overseas suppliers of iron and steel to improve the distinguishing marks on iron and steel consignments and to bundle them strongly.

8. The suggestion that steel cargoes should be imported in full loads as far as possible has been brought to the notice of the Department of Iron and Steel.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O. M. No. 1 PG(1)/59 dated the 24th April, 1959.*]

The Committee hope that the question of providing adequate dredging facilities at Calcutta Port will be constantly kept in view.

105

29

The Committee recommend that the augmentation of dredging fleet at Calcutta Port should be expedited.

ment's attention. Towards this objective, the Calcutta Port Commissioners have under active consideration the question of augmenting their dredging fleet by the addition of two dredgers one of which is earmarked for dredging the Balari Bar in the Lower Reaches of the River Hooghly.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing)*
O. M. No. 20-PD I (10)/58
dated the 21st February,
1959.]

30 109 The Committee were informed that the problem of siltation in river Hooghly at Calcutta could be efficiently served only by arranging free flow of upland water in the river by taking up the Farakka Barrage scheme.

A statement was made by the Minister of Irrigation and Power in Parliament on the 2nd September, 1958 regarding the construction of the Ganga Barrage Scheme. It will be observed therefrom that in view of the magnitude and importance of the project, its execution has to be preceded by collection of the

The Committee recommend that the Farakka Barrage scheme be expedited.

technical, financial and other data. This is being done.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PD I (9)/58 dated the 21st February, 1959.]

35

The Committee have noted that the estimated cost of the Marine Oil Terminal Project at Bombay increased from Rs. 4·3 crores to Rs. 9·82 crores, the former being the estimate when details were not available. Such a wide variation in the original and revised estimates is defective and needs to be improved.

128

The observations made by the Estimates Committee have been brought to the notice of the Bombay Port Trust, so that they may take note of them and prepare preliminary estimates in future on as complete data available as possible. The Bombay Port Trust have stated that the variation in the case of the Marine Oil Terminal Project between the original estimate and the revised estimate is due to exceptional circumstances. The Project was a scheme of unusual complexity and magnitude. It had to be completed in time for

Please see para 3 of Chapter I.

the new Oil Refineries set up at Trombay to function.

The Consulting Engineers of the Bombay Port Trust were unable to prepare detailed estimates within the time available. The Bombay Port Trust therefore prepared a skeleton estimate in 1952 for Rs. 4.49 crores, which was later revised to Rs. 9.82 crores in November, 1954 by the Consulting Engineers when they had the full and detailed picture of all the component parts of the Project.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PD I (2)/58 dated nil.*]

36 129 It was proposed to construct 928 houses for labour during the First Plan period by the Bombay Port Trust but only 368 units were completed and the work is in progress in respect of 272 units. The Committee consider it rather

The recommendation is accepted. Out of the 928 units of quarters to be constructed under the First Five Year Plan for housing labour at the Bombay Port, the construction of 368 units was completed in 1955. Information has been furnished with regard to construction of houses for which provision was made originally in the First Five Year Plan. Information with regard to the No. of houses which were to be built during the Second Five

1

2

3

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

4

addition, 176 units were completed and occupied in March, 1958. The construction of a further 96 units of quarters is nearly completed, and will be available for occupation shortly. It will thus be seen that 640 units of quarters have been practically completed. The construction of the remaining 288 units is held up as the site on which the quarters are to be constructed *viz.* Terminal IB continues to be under the occupation of the Defence Ministry. As soon as the Defence Ministry vacates the site the construction of the remaining units will be commenced. If there is indefinite delay in their vacation of the site, another will be selected soon for the construction of the remaining unit of houses.

5

Year Plan, if any, over and above those which were carried over from the First Five Year Plan may also be furnished.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PDI (8)/58 dated the 21st February, 1959.]

37

The electrification of cranes under the First Five Year Plan has progressed fairly well. Out of 34 cranes, 28 have been installed and 6 are going to be installed.

Noted.

The electrification of all the 34 cranes has since been completed.

[Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 20-PDI (14)/58 dated the 16th February, 1959].

34 cranes were to be installed under the First Five Year Plan. It is pointed out in para 133 that 54 more cranes were to be installed in the Second Five Year Plan. While it is stated that the electrification of 34 cranes has been completed no information has been furnished with regard to the progress envisaged in the Second Five Year Plan in this respect. In this connection the Committee would stress that Government should give greater attention to providing mechanised facilities in all the major ports in an increasing degree.

38

During the tour of the Sub-Committee the Chairman, Bombay Port Trust, informed that there were six Europeans and 160 Pakistani Nationals working as officials in the Bombay Port Trust. The Committee would like the Ministry to

There are at present two Europeans and 148 Pakistani Nationals employed in the Bombay Port Trust. One of the two Europeans will retire this year and the other early next year on attaining the age of superannuation.

No reply has been given to the suggestion that the Ministry should devise suitable measures to replace the Pakistani Nationals with Indian Nationals. The Committee reiterate that early steps be taken to replace them. They would also sug-

devise measures to replace them by Indian nationals, wherever possible, at an early date.

As regards the Pakistanis, the Government of India accept the desirability of progressive employment of more Indian nationals.

gest that in future recruitment of non-Indians might, as far as possible, be avoided.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 1-PG. (48)/58 dated the 13th March, 1959.*]

49 180 The Committee are of the opinion that with the development of the major port of Kandla and the intermediate ports of ex-Saurashtra, a state has now been reached when more or less clearly demarcated hinterlands should be demarcated for Kandla and the intermediate ports of ex-Saurashtra, so as to relieve pressure on Bombay which is getting congested with the increasing tempo of traffic.

All the four cargo berths included in the Kandla Port Project are in commission from July, 1957. The total traffic handled at the port in 1956-57 and 1957-58 was 4.73 lakh tons (3.28 lakh tons of imports and 1.45 lakh tons of exports) and 8.47 lakh tons (6.71 lakh tons of imports and 2.36 lakh tons of exports) respectively. The traffic in the current year is expected to reach about 1 million tons.

It is needless to reiterate the need for relieving the congestion in the Bombay Port. The Committee feel that if the traffic is allowed to take its natural channel and no positive step is taken to divert the traffic from Bombay to other ports the congestion in Bombay might not be reduced and it might on the other hand create a bottleneck impeding the progress of the Plan. In this connection they suggest that the question of providing neces-

sary transport facilities for attracting traffic to Kandla should be expeditiously examined. They strongly feel that the construction of a broad gauge link to the port should be given high priority in the Third Five Year Plan.

50 161 The Committee suggest that the question of handling facilities by the Railways at Kandla should be jointly reviewed by the Ministries of Transport and Railways and necessary action initiated at an early date.

The facilities provided at a port for the handling of any particular traffic, its rates, the proximity of industries, the availability of road and rail transport and of labour and the railway rate structure are some of the factors which condition the flow of traffic through the port and its pattern. The demarcation of definite hinterlands for Kandla and the intermediate ports of Saurashtra will not, therefore, be of any practical assistance and it is considered that the traffic should be allowed to take its natural channels. At present whatever traffic is offered for Kandla, is catered for by the metre gauge railway link.

With the future growth of traffic anticipated in the near future

and in the Third Plan period, the existing railway facilities will not be adequate. The Ministry of Railways have, therefore, been requested to complete the planned crossing stations on the metre gauge link between Kandla port and Palanpur and to arrange for additional locos. The construction of a broad gauge link to the port in the Third Plan period is also under consideration.

[*Ministry of Transport and Communications—Deptt. of Transport (Transport Wing) O.M. No. 17-PD II (7)58 dated the 28th February, 1959.*]

136 The progress of work at Kandla Port has been somewhat behind the schedule.

The construction of the Major Harbour started in March, 1954 and all the works were to be completed in three years.

The Bundar was opened to traffic in October, 1954 though it was completed in all respects only in October, 1955, and Oil Berth was completed in April, 1955. The Cargo Berths

The Committee would like to know whether the existing port facilities at Kandla would be adequate to meet the growing traffic.

with ancillary facilities were brought into commission in March, 1957 and the other two berths were completed in July, 1957. During 1955-56, the port handled a total traffic of 3.08 lakh tons. In 1957-58 which was the first incomplete year in which all the four berths were brought into commission the total traffic aggregated 8.29 lakh tons as against the estimated expectation of 8 lakhs tons. During 1958-59 the traffic handled is expected to cross one million mark, whereas according to the traffic estimates of Kandla Port originally compiled, the port was expected to handle about 1.2 million tons only in 1963. Only a few minor items of work remain to be completed and considering that the re-orientation of established trade channels take time, the performance of the Kandla Port has been satisfactory.

[*Ministry of Transport and Communications—Department of Transport (Transport Wing) O. M. No. 17-DII(9)/58 dated the 12th March, 1959.*]

57 222 The Committee recommend that the Ministry should give very careful and prompt attention to the suggestion for improving the additional facilities at Vizagapatam Port referred to in para 222 and take remedial measures on the lines suggested as far as possible.

The congestion referred to in sub-para (1) of para 222 of the Committee's Report does not exist now. There are four berths available for ore loading, two along-side the Quay-wall, one at the Jetty and the fourth at the Moorings. Sufficient lighters to work the ships at the Moorings have been acquired. The present facilities available at the Port are adequate to handle the current traffic in Manganese and Iron Ores. There is a proposal to construct four more quay berths out of which two will be used exclusively for the shipment of 2 million tons of Iron ore per annum to Japan. The loading of the ships at these new berths will be handled by a Conveyor Belt System.

The Committee recommend that the feasibility of setting up a permanent wireless station might be considered by Government urgently in the light of experience gained by the temporary wireless station already set up.

There are at present 4 N. G. Locomotives and an order has been placed for two N. G. Diesel Locomotives which are expected to be received shortly. All available open space is being used for stocking ores.

The facilities for handling general cargo have been increased considerably by the acquisition of a number of mobile cranes, tractors and trailers, forklift trucks, auto-shunters and a 30-ton floating crane. Two ten-ton quay-side electric cranes are being installed and two six-ton are on order. The number of lighters has also been increased and the present fleet is sufficient to handle at least three ships in the morning. A towing tug has been constructed and put in commission for towing lighters. The Port is working round the clock (*i.e.*, three shifts) and the cranes etc. are manned accordingly.

At present, navigation of ships in the channel is restricted to day time, but shiftings of ships in the inner harbour

are carried out upto 9 P. M. Government have sanctioned a scheme for the installation of night navigation aids and the Director General of Lighthouses has been entrusted with the execution. On completion of the scheme, which is expected to take about two years night navigation will be introduced.

There has been no demand from Shippers for the provision of facilities for the shipment of vegetable oils in bulk through this Port. If traffic is offered, the Port will consider the question of providing the necessary facilities such as shore tanks, pipe-lines and pumping facilities. Facilities for the shipment of molasses in bulk have, however, been provided.

The P & T Department have not been able to set up a re-

gular wireless station so far because of shortage of funds and foreign exchange difficulties. A temporary short-range station with equipment available in a dredger belonging to the Port, is expected to be installed shortly.

With the provision of the foregoing facilities, the port will be in a position to handle a traffic of nearly 5 million tons annually as against a load of 2.5 million tons taken in 1957-58.

[*Ministry of Transport and Communications--Deptt. of Transport (Transport Wing) O.M. No. 20-PDI (24)/58 dated the 23rd February, 1959*].

58

The Committee, are, however, not quite sure that the anticipated increase facilities at Indian Ports will be adequate to meet fully the requirements of increased import and export traffic during the second Plan.

229

Please see para 4 Chapter I.

Attention is invited to the comments of the Department of Transport on recommendation No. 19 in the 48th Report (Chapter IV pages 48-51) and recommendation No. 35 in the 51st Report of the Committee (Appendix III).

The State of Chronic congestion at important ports and the hold-ups to ships that have occurred during the last few years are a pointer in this connection. The Committee therefore, recommend that from now on measures should be adopted to rationalise the traffic and utilise the facilities of all the Intermediate Ports to the maximum extent. Dispersal of export and import traffic through the various ports and along the coast line would be an effective way of relieving pressure on three major ports *viz.*, Calcutta, Bombay and Madras. If this is to be done, then prompt action to increase further the facilities of the Intermediate ports should be initiated at an early date.

[Ministry of Transport and Communications—Department of Transport (Transport Wing) O.M. No. 20-PDI(X)/59 dated the 1st May, 1959].

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES
OF THE GOVERNMENT HAVE NOT BEEN RECEIVED.

Serial No. of the recom- menda- tion	Reference to para No. of the Report	Summary of Recommendations
11	47	(iii) The Committee suggest that the recommendation of the National Harbour Board regarding the creation of a Central Ports Organisation to secure and coordinate technical advice, should be implemented on a proper scale without further loss of time.
14	47	(vii) At the Fourth Meeting of the National Harbour Board, it was pointed out that loading and unloading facilities for country-craft at Calcutta were unsatisfactory. It was further stated that the same was more or less the case at Bombay in regard to the sailing vessels and that in particular there was no slipway or other repair facilities for such vessels. The Board also recommended that the matter should be brought to the notice of the major Ports. It appears that both the Calcutta and Bombay Port Trusts have brushed aside these suggestions, while crores are being spent for providing facilities for big ships. The Committee consider that to be a wrong approach. They recommend that these suggestions should be sympathetically considered and suitable schemes should be formulated for providing the necessary facilities to the sailing vessels in consultation with the representatives of the local interests concerned.
60	232	The Committee suggest that the question of making some suitable payment for the handling of the hazardous cargo should be considered sympathetically at an early date.

APPENDIX I

Serial Nos. 7 and 8 of the recommendation of the Fifty-first Report of the Estimates Committee on Intermediate and Minor Ports

S. No. of the Recommendation	Reference to Para No. of the Report	Summary of Recommendations	Reply of the Government	Remarks
1	2	3	4	5
7	19	<p>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.</p>	<p>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</p>	

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.

- 8 22 The Committee hope that in future, unlike in the past minor ports will receive more adequate attention by the Ministry of Transport.
- 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.

The State Governments concerned accepted the necessity for improvements on the lines recommended by Shri Nanjundiah 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

Col. 4—*contd.*

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 Nanjundiah, 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 surveyship 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 and further inspections by the Officer on Special Duty of such of these 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.

APPENDIX II

No. F. 23-24/58-Adm. Coord.

GOVERNMENT OF INDIA

MINISTRY OF FOOD & AGRICULTURE

(Department of Agriculture)

New Delhi, the 13th February 1959

OFFICE MEMORANDUM

SUBJECT : *Forty-eighth Report of the Estimates Committee (1956-57) on Major Ports—Action taken on the recommendations.*

The undersigned is directed to refer to para 234 of the 48th Report of the Estimates Committee (1956-57) on Major Ports and to enclose a note indicating the action taken thereon by this Ministry.

Sd/- B. R. KAPOOR,
Under Secretary to the Government of India.

MINISTRY OF FOOD & AGRICULTURE

(Department of Agriculture)

SUBJECT : *Forty-eighth Report of the Estimates Committee (1956-57) on Major Ports—Action taken on the recommendation.*

The Estimates Committee has recommended to encourage and extend facilities regarding cold storage plants to enable fish preserving industry to increase fish trade. The present position regarding the cold storage plants is indicated below :—

It is estimated that India produces over 1 million tons of fish which by no means can be considered to be adequate and various development programmes are afoot to increase the production during the Second Plan period. Our present sea fish production is in the order of 7 to 8 lakh tons per annum and it is estimated that another 3 lakh tons of fish are produced in inland waters. The national income from fish and fishery products is computed to be over Rs. 60 crores per annum and the overseas trade in fish and fishery products account for about Rs. 3 to 5 lakhs in foreign exchange. A recent development in foreign trade is the export of considerable quantities of frozen prawn to America. A number of exporting concerns have sprung up along the West Coast particularly in the Kerala State. But lack of adequate freezing facilities impede rapid development of this industry.

The hot climate of the country necessitates careful handling and proper storage of the highly perishable fish and adequate ice and cold storage facilities would help to avoid spoilage and provide more fish for consumption. Due to lack of Ice and Cold Storage facilities, fish which can not be distributed to the interior towns are either sold up profitably around the landing centres or converted into manure. In addition to cold storage facilities that are to be provided in the landing centres, storage has to be provided in the important consuming centres as well. Ice and Cold storage plants are not yet manufactured in India and they have to be imported from abroad which involves foreign exchange. The Govt. of India has set up in 1951 an ice-cum-cold storage plant in Bombay with 20 tons of ice, 20 tons of fish storage at 20° F, 15 tons freezing capacity and 250 tons frozen fish storage capacity at 0°F. Encouraged by the success of the above storage plant, 11 more ice and cold storage plants procured under T.C.M. Fishery programme have been distributed to different State Govts. as follows :—

Bombay	. . . . .	4
Madras	. . . . .	2
Orissa	. . . . .	2
Kerala	. . . . .	2
Andhra	. . . . .	1

Bombay : Apart from the Govt. of India plant at Bombay, one T.C.M. Plant each at Satpatj and Versova with a capacity for 10 tons ice and 150 tons cold storage and quick freezing facilities have also been made available and installation is almost complete. In the Bombay city itself there are 4 more private owned cold storages with the total storage capacity of 800 to 900 tons.

In the Saurashtra and Kutch region of the Bombay State, 2 T.C.M. ice and cold storage plants are being installed at Porbundar and Kandla. In addition to these, the State Govt. is putting up three more plants one each at Veraval, Mangrol and Jam Nagar. Those at Veraval and Kandla have 12 tons ice and 15 to 60 tons cold storage capacity whereas those at Porbundar and Mangrol have 5 ton ice and 30 ton cold storage capacity. The plant at Jam Nagar will have the capacity of 5 ton ice and 30 tons cold storage. All these factories would start functioning shortly.

Mysore : One ice-cum-cold storage-cum-freezing plant has been installed at Mangalore with a capacity of 5 ton ice and 30 ton cold storage.

Kerala : Ice and cold storage plants exist at Trivandrum, Kozhikode, Cochin and Quilon. The Cochin plant has the capacity for 24 ton ice, 400 tons cold storage and 5 ton quick freezing and the one at Quilon constructed by the Indo-Norwegian Project has a capacity of 25 ton ice, 100 ton fish storage and 125 ton frozen fish storage and 6.7 ton freezing capacity. 2 more plants with 5 ton ice and 30 ton cold storage capacity procured under T.C.M. are being installed at Vizhingam and Kayamkulam. M/s. Cochin & Co. and Southern Fisheries Corporation have put up plants in Cochin. The State Govt. is also putting up a large ice and storage plant at Cochin.

Madras : 2 ice and cold storage factories each with 5 ton ice and 15 ton cold storage capacity are being installed at Mettur Dam and Tuticorin and the work would be complete shortly.

Orissa : One ice-cum-cold storage plant has already been set up at Kujang and another is being installed at Balugan on the Chilka Lake.

Andhra : One plant is to be installed in Vizagapatnam harbour and the construction of building is in progress.

In addition to the above cold storage plants, we have procured under the T.C.M. Aid Programme insulated vans for transport of fish and storage cabinets for keeping fish and these have been distributed to State Governments. The Govt. of India also propose to run 6 refrigerated rail vans on some selected routes for transport of fish from producing to consuming centres. Order for these vans has already been placed and it is expected that these will become available by the end of 1959.

The combined cold storage capacity of all the above plants is far below the minimum requirements and hence it is essential that greater efforts are made to procure more ice and cold storage plants to be installed at important landing, consuming and exporting centres. The estimated requirements of these plants exclusively for fish industry during the year 1958-59 was estimated at 20 plants of 3-5 ton capacity at a total cost of about Rs. 15 lakhs. Ten more plants will be required in 1959-60 and 1960-61. As no more plants would be available under T.C.M. or any other foreign Aid programmes the demand for foreign exchange for this item was Rs. 15 lakhs in 1958-59 against which the Ministry of Commerce & Industry agreed to the release of foreign exchange of Rs. 5 lakhs for import of ice and cold storage plants. Licences have been issued to the actual users of these stores and it is expected that a few more plants will be shortly put up. Another provision of Rs. 5 lakhs during the licencing period October-April 1959 has been asked for issue of licence for this period. Action will be initiated for provision of similar amounts in the next licencing period for the import of ice and cold storage plants.

From the above, it would appear that the question of providing cold storage plants for fishing industry is already receiving attention.

APPENDIX III

Fifty-First Report of the Estimates Committee on the Ministry of Transport—Intermediate and minor ports

Serial No. of the recommendation	Reference to Para No. of the Report	Summary of Recommendation	Reply of the Government	Remarks
1	2	3	4	5
35	178	<p>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 reviving a few additional facilities. The Committee, therefore, recommend that the Ministry of Transport should</p>	<p>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 1956, it was decided that these</p>	

give top priority to the rationalisation of traffic amongst different Major, Minor and Intermediate 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.

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, Nagapattinam, Masulipatnam and Kakinada and ports of the Saurashtra region, when completed, will increase the handling capacity of these 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.

APPENDIX IV

Analysis of the Action taken by Government on the Recommendations contained in the Forty-eighth Report of the Estimates Committee (First Lok Sabha)

1.	Total number of recommendations	62
2.	Recommendations accepted fully by Government (<i>vide</i> recommendations in Chapter II)	
	Number	18
	Percentage to total	29%
3.	Recommendations accepted partly (<i>vide</i> recommendations Nos. 8, 13, 16, 21, 32, 34, 41, 42, 43, 45, 46, 48 and 62 in Chapter III)	
	Number	13
	Percentage to total	21%
4.	Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee (<i>vide</i> recommendations Nos. 7, 10, 28, 33, 47, 53, 55 and 56 in Chapter III).	
	Number	8
	Percentage to total	13%
5.	Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>vide</i> recommendations in Chapter IV)	
	Number	20
	Percentage to total	32.2%
6.	Recommendations in respect of which replies/final replies of Government have not been received. (<i>vide</i> recommendations in Chapter V)	
	Number	3
	Percentage to total	4.8%

