



ENQUIRY INTO PAY AND ALLOWANCES
OF THE
OFFICERS OF THE MAJOR PORT TRUSTS
AND
DOCK LABOUR BOARDS

REPORT

BY
OFFICER ON SPECIAL DUTY

VOLUME-I
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GOVERNMENT OF INDIA
MINISTRY OF SHIPPING AND TRANSPORT

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C H A P T E R - I

INTRODUCTORY

1.1. I was appointed Officer on Special Duty in the Ministry of Shipping and Transport on the 18th July 1977 to inquire into the pay structure of class I and class II officers (Marine and Non-Marine Services), excluding the Chairman but including the Deputy Chairman, of the Major Port Trusts and Dock Labour Boards and to make recommendations regarding the changes necessary in the scales of their pay and allowances in consultation with the Bureau of Public Enterprises and the Ministry of Labour, and having regard, among other relevant factors, to the following:-

- (i) the obligation of port and dock undertakings to provide adequate and efficient port and dock facilities at a reasonable cost;
- (ii) the capacity of Port Authorities and Dock Labour Boards to pay the salaries and allowances keeping in view the character of the Port transport industry and the demands on the resources of the ports such as those on account of developmental works;
- (iii) the need for uniformity in the rates of emoluments and benefits of employees doing similar jobs at various Major Ports;
- (iv) the total monetary accrual to the employees inclusive of basic pay, allowances, payment of ex-gratia, etcetera;
- (v) duties and responsibilities of various posts;

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- (vi) the need for adjusting pay differentials in such a manner as to provide incentives to employees for shouldering higher responsibilities;
- (vii) the recommendations of the Wage Revision Committee for Port and Dock Workers in respect of the wage structure of Class III and IV employees and the Government's decisions thereon;
- (viii) the economic conditions in the country and all other related factors; and
- (ix) general principles relating to wage policy as formulated by the Ministry of Labour and the Bureau of Public Enterprises.

A copy of the Government of India, Ministry of Shipping & Transport (Transport Wing) letter No. PEO/71/77, dated the 19th July, 1977 is at Annexure I.

1.2 My terms of reference cover pay structure.

However, during the course of the inquiry representations were made in respect of certain matters which, though not falling strictly within the definition of pay and allowances, have in my view a bearing on them or are incidental to them. I have, therefore, dealt with such matters briefly at appropriate places.

1.3 A d.o. letter was issued on the 21st July 1977 to the Chairman of the Major Port Trusts/Dock Labour Boards calling for the requisite data by the 10th August, 1977. The Chairmen were also requested to supply a copy of the Ministry's letter No. PEO/71/77, dated the 19th July 1977

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to the Associations of Officers in their Ports/Dock Labour Boards and to advise them to forward their proposals for changes in the existing rates of pay and allowances with full justification by the 25th August 1977 in quadruplicate with copies to the respective Chairmen. It was indicated that where there were no representative associations, representations could be made by individual officers. The Chairmen were requested to furnish their comments on the various proposals by the 15th September 1977 with copies to the associations/officers concerned, so that the officers and the authorities should know their respective view points for purposes of hearing. It was indicated that after initial examination of the data and the suggestions received, all the ports would be visited to hear the parties personally and to discuss with them any points that might require clarification. Some further information was asked for on the 26th July 1977 and again on the 10th August 1977.

1.4 Later, on representations from several associations of officers, the time for submission of their proposals was extended to the 15th September 1977 and the Chairmen were requested to submit their comments by the 30th September 1977. Though time limits were laid down, I have, by and large, entertained all representations and replies thereto whenever received.

1.5 Visits to various Major Ports were undertaken for the purposes of familiarisation and examination/clarification of the data received from the Chairmen from August

to October 1977. Ports were again visited between October 1977 to February 1978 for hearing the officers and their associations who had submitted representations. A list of associations/officers who have submitted representations is at Annexure II.

1.6 I was asked to submit my recommendations within a period of six months. However, having regard to the task before me, the various procedural requirements, including consultations with the Bureau of Public Enterprises and the Ministry of Labour, the extension of time asked for by the associations of officers for submission of their representations, the slow response from the Port Trusts and the Dock Labour Boards both in regard to submission of the requisite data and their comments on the various representations, Government was pleased in the month of November 1977 to extend the time till the end of May 1978.

1.7 As comparisons with pay and allowances applicable in certain other undertakings, particularly in the shipping and ship-building industry, were likely to arise in the course of the inquiry, information in regard to the pay and allowances of the officers of various categories in such undertakings was also called for. The names of the undertakings from which this information was obtained are at Annexure III.

1.8 As required by the instructions given to me, the Ministry of Labour and the Bureau of Public Enterprises have been consulted at various stages of the inquiry and

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their policies and practices have been kept in view in formulating my recommendations.

1.9 Some reluctance was noticed on the part of authorities of certain Ports and Dock Labour Boards to express themselves fully and freely on questions of facts as well as merits. A fuller expression of views by them would have helped to simplify my task.

C H A P T E R I I
EXISTING WAGE STRUCTURE

History of Major Ports.

2.1 The legislation relating to the major ports dates back to the latter half of the 19th century. The three major ports of Bombay, Calcutta and Madras were until recently governed by their individual Acts, the Bombay Port Trust Act, 1879, the Calcutta Port Act, 1890, and the Madras Port Trust Act, 1905. Visakhapatnam was administered by the Railways until its transfer in 1956 to the Ministry of Transport. Cochin was under the direct administration of the Central Government through an Administrative Officer while Kandla, ever since its project stage in 1955, was administered through a Development Commissioner appointed by the Central Government. After the Major Port Trusts Act, 1963 (38 of 1963) was enacted and brought into force, Port Trusts were established in 1964 for the ports of Visakhapatnam, Cochin and Kandla. Mormugao which came under the administration of the Central Government after its liberation from the Portugese was brought under the Major Port Trusts Act in 1965. Paradip which came into being in 1962 was originally under the administration of the Government of Orissa; the Central Government took over its administration in 1965 and a Port Trust was set up in 1967 under the Major Port Trusts Act. The Major Port Trusts Act, 1963, was amended in 1974 in the interest of a uniform legislation for all the major ports and was applied to

the ports of Bombay, Calcutta and Madras with effect from 1st February, 1975 after repealing the relevant provisions of the older acts.

Constitution of Dock Labour Boards.

2.2 The Dock Workers (Regulation of Employment) Act, 1948 as originally enacted provided for the registration of dock workers under the schemes framed thereunder and the constitution of advisory committees to implement the schemes. The schemes were framed for Bombay in 1951, for Calcutta in 1952 and for Madras in 1954. The schemes set up tripartite committees which came to be known as Dock Labour Boards. Similar Dock Labour Boards were set up in 1959 under the scheme prepared for the ports of Visakhapatnam and Cochin. In 1962, the Dock Workers (Regulation of Employment) Act was amended and a provision was made for establishing Dock Labour Boards by the Act itself, instead of through schemes made under the Act. A Dock Labour Board was constituted in Mormugao in 1965 and in Kandla in 1967. There is no Dock Labour Board in Paradip.

Organisation of Port Trusts and Dock Labour Boards.

2.3 Under the Major Port Trusts Act, 1963, the duty of carrying out the provisions of the Act subject to the conditions and limitations contained in the Act has been vested in a Board called the Board of Trustees. The Chairman is appointed by the Central Government. The Board includes representatives of the Central and State Governments, Municipality, labour, shipowners, owners of

sailing vessels, shippers and such other interests as in the opinion of the Central Government ought to be represented on the Board. The Act provides for the appointment of a Deputy Chairman, if the Central Government deems fit to appoint one.

2.4 The Dock Labour Boards consist of an equal number of members representing the Central Government, dock workers and the employers of dock workers and shipping companies. The Chairman of the Board is nominated by the Central Government and is invariably the Chairman of the Port Trust. The rules made under the Act provide that there shall be a whole-time Deputy Chairman appointed by the Central Government in the ports of Bombay, Calcutta, Cochin, Mormugao and Visakhapatnam and that the Central Government may either appoint a whole-time or a part-time Deputy Chairman at other ports. The day-to-day administration of the various schemes framed under the Act is carried out by the Administrative Body constituted by the Central Government from among the employers of the dock workers. The officers of the Administrative Body are appointed by the Dock Labour Board.

History of Pay Scales.

2.5 Second Pay Commission: The officers of the Port Trusts by and large were prior to the 30th June 1959 on the scales of pay that were analogous to those recommended by the First Pay Commission for the Central Government servants of comparable status. There were, however, certain

deviations from the standard First Pay Commission pay scales. When the question of revising the pay scales of the Port Trusts officers in the light of the Government's orders on the recommendations of the Second Pay Commission for Central Government servants arose, Government felt that deviations from the pay structure prevailing in the different major ports should be eliminated by the adoption by all ports of the corresponding Second Pay Commission scales of pay. Early in 1963, the Ministry of Transport appointed a Committee consisting of Shri B.B. Ghosh, Chairman, Calcutta Port Commissioners, Shri T.S. Parasuraman, Administrative Officer, Mormugao Port, Shri R.S. Krishnan, Deputy Financial Adviser, Ministry of Transport and Shri M.V. Neelakanth Ayyer, Under Secretary, Ministry of Transport, to review the existing scales and to suggest suitable scales for implementing the recommendations of the Second Pay Commission. On the basis of the recommendations made by this Committee, the pay scales of Port Trust officers were brought in line with those recommended by the Second Pay Commission with retrospective effect from the 1st July 1959. In respect of dearness allowance, house-rent allowance and other allowances, the rates as applicable to Central Government servants were applied.

2.6 Lokur Committee and Guha Roy Committee: Towards the end of 1954, Government had appointed a Committee headed by Justice N.S. Lokur to enquire into the report on

the conditions of work of the categories of personnel employed in the ports of Bombay and Calcutta, which were detailed in the schedule to the order of reference with special reference to the scales of pay and allowances, systems of turns, hours of work, periods of rest, weekly off, etc. The schedule covered officers of the pilotage and berthing services in Bombay and the officers and Harbour Master's Department, Berthing Department, Dredger and Despatch Service, River Survey Service and Hooghly Pilot Service of Calcutta. The recommendations of this Committee were accepted by the Government with effect from the 1st April 1954 with modifications in certain cases. Although most of the recommendations of this Committee were accepted by the Calcutta Port and the Central Government, the marine services in Calcutta were not satisfied with some of the recommendations and started an agitation almost immediately after the recommendations were made known. This culminated in the appointment of a One-member Committee consisting of Shri S.N. Guha Roy, a retired Judge of the Calcutta High Court, to enquire into the demands of these services. The terms of reference of this Committee included the marine engineers, both first class and junior, of the Calcutta Port Commissioners though they were not within the terms of reference of the Lokur Committee. Shri Guha Roy's recommendations, as modified by the Special Committee of the Port Commissioners, were

accepted by the Calcutta Port Trust and sanctioned by Government. The various changes made in the scales of pay and allowances were made effective from the 1st January 1962.

2.7 Bombay Port Marine Services Enquiry Committee: In March 1967, Government appointed a Committee (which came to be known as the Bombay Port Marine Services Enquiry Committee), with Shri K.T. Desai as its Chairman, to enquire into and report on the scales of pay and allowances of the marine ^{services} at the port of Bombay. The Committee's recommendations with such modifications as Government made were implemented from the 1st July 1967.

2.8 Major Ports (Excluding Bombay) Marine Services Pay Committee: In April 1968, the Government appointed a Committee (which came to be known as Major Ports (Excluding Bombay) Marine Services Enquiry Committee) with Shri K.T. Desai as the Chairman, to enquire into and make recommendations on the scales of pay and allowances of Class I and Class II personnel of the marine services of the other major ports taking into account ^{Government's} decisions on the recommendations of the Bombay Port Marine Services Enquiry Committee in respect of corresponding posts at the Port of Bombay. The recommendations of this Committee with such modifications as Government made were adopted with effect from the 1st May 1968. Both the Bombay Port Marine Services Enquiry Committee and Major

Ports (Excluding Bombay) Marine Services Enquiry Committee made no change in the rates and rules governing dearness allowance, city compensatory allowance and house-rent allowance on the ground that this was an all-India question and was required to be dealt with on an all-India basis.

2.9 Non-Marine Services Pay Committee: In early May 1971, Government appointed a three-man Committee known as the Major Ports (Class I and Class II Non-Marine Services) Pay Committee (hereinafter referred to as the Desai Committee) consisting of Shri K.T. Desai, as the Chairman, and Shri N.N. Chatterjee and Shri A.A. Krishanan as Members, to go into the question of pay and allowances of Class I and Class II officers of services other than marine services of the Major Port Trusts and similar officers of the Dock Labour Boards at the Major Ports. The Committee's recommendations as accepted by Government were implemented with effect from the 1st January 1969. The appointment of this Committee marked a major departure in that the structure of pay and allowances of port officers which were till then on the lines of the structure of pay and allowances of Government servants, was completely delinked from the Central Government pattern. The structure recommended by the Committee consisted of a basic pay scale and fixed dearness allowance, related to All India Working Class Consumer Price Index Number (CPI No.) 215 (1949 = 100), an additional dearness allowance for variation in the average CPI number above 215, a compensatory allowance and a house rent allowance.

2.10 The rates of fixed dearness allowance recommended by the Desai Committee were as follows:

<u>Pay Range</u>	<u>Fixed Dearness Allowance per month</u>
Upto Rs.1,000	Rs.165
More than Res.1,000 but less than Rs.1,040	An amount by which pay falls short of Rs.1,165
Rs.1,040 and above	Rs.125

Out of the fixed dearness allowance an amount of Rs.45 was to be treated as dearness pay in respect of officers drawing pay upto Rs.1,000. The additional dearness allowance was to be revised every six months on 1st April and 1st October on the basis of the average All-India Working Class CPI No. (1949 = 100) for the preceding six months of July-December and January-June respectively at the rate of Rs.2 per point at all levels of pay. House Rent Allowance was fixed at 16 per cent of pay subject to a maximum of Rs.160 per month without production of any rent receipt in case of Bombay, Calcutta and Madras, 8 per cent of pay subject to a maximum of Rs.80 per month at Cochin, Visakhapatnam and Mormugao. However, if an officer actually paid rent at a higher rate, higher rate equal to the amount by which the rent actually paid exceeded 10 per cent of pay after a maximum of 20 per cent of pay or Rs.300 per month whichever was less, was provided. No house rent allowance was recommended for Kandla and Paradip. City Compensatory Allowance

admissible at Bombay, Calcutta and Madras was raised from 8 per cent of pay subject to a maximum of Rs.75 per month to 10 per cent of pay subject to a maximum of Rs.100 per month. Cochin and Visakhapatnam were for the first time made eligible for City Compensatory Allowance and the rate was fixed at 5 per cent of pay subject to a maximum of Rs.50 per month. In view of the revival of Goa compensatory allowance and the continuance of Paradip Compensatory Allowance, Mormugao and Paradip were not considered for the grant of City Compensatory Allowance. Kandla continued to be outside the scope of City Compensatory Allowance.

2.11 As stated in para 2.8, both Bombay Port Marine Services Enquiry Committee and the Major Ports (excluding Bombay) Marine Services Enquiry Committee made no changes in the rates of and rules governing payment of Dearness Allowance, house rent allowance and city compensatory allowance in respect of marine officers. Consequent on the adoption of revised rates and rules for these allowances for non-marine officers from 1.1.69, the same were extended to marine officers also with effect from 1st January 1969.

2.12 The pay structure recommended by Desai Committee was based on the index level of 215 of the All-India CPI No. (1949 = 100) and additional dearness allowance was to be adjusted every six months on the 1st April and the 1st October on the basis of average CPI number for the preceding six months of July-December and January-June, respectively at Rs.2 per point. The continuous pressure

exerted by the rise in prices on the cost of living was such that from 1969 to 1st January 1974 additional dearness allowance had to be revised as many as eight times and from 1st January 1974 to-date another six times. The following table shows the six monthly average index level attained from time to time and the increase in the additional dearness allowance granted in relation to that level:

Date of grant	Six monthly average index level	Increase in rate of additional dearness allowance
	Rs.	Rs.
1.1.69 - 31.3.69	215	-
1.4.69 - 30.9.69	215	-
1.10.69 - 31.3.70	289	-
1.4.70 - 30.9.70	217	4
1.10.70 - 31.3.71	219	8
1.4.71 - 30.9.71	226	26
1.10.71 - 31.3.72	225	20
1.4.72 - 30.9.72	237	44
1.10.72 - 31.3.73	288	46
1.4.73 - 30.9.73	253 253	76
1.10.73 - 31.3.74	268	106 106
1.4.74 - 30.9.74	306 306	182
1.10.74 - 31.3.75	341	252
1.4.75 - 30.9.75	397	364
1.10.75 - 31.3.76	395	339 360
1.4.76 - 30.9.76	385	340
1.10.76 - 31.3.77	353	276

Date of grant	Six monthly average index level	Increase in rate of additional dearness allowance.
1.4.77 - 30.9.1977	Rs. 367	Rs. 304
1.10.1977 - 31.3.1977	381	332
1.4.1978	400	370

2.13 Revised definition of pay for retirement benefits for Class III and Class IV employees:

In 1967, as a result of an agreement arrived at between Government and the All-India Port and Dock Workers' Federation, the definition of pay for the purposes of computation of contributory provident fund was enlarged to include, besides basic pay, dearness allowance as admissible from time to time, piece rate earnings, wherever applicable, and city compensatory allowance, in respect of Class III and Class IV employees. Later, Government accepted the wage Board's recommendation that the same definition should be applied for computing the pension and pensionary benefits of such employees. The retirement benefits of Class I and Class II officers, however, continued to be determined on the basis of basic pay alone without taking into account the components of allowances. Consequently, the retirement benefits of Class III employees work out to be much ^{higher} than those admissible to officers on the same and in many cases even higher levels of pay. The situation was remedied to some extent when the Government issued orders in 1976 that with effect from the 1st January 1973, dearness allowance, both fixed and additional, admissible to Class I and

Class II officers, relative to the index average of 200 (1960 = 100) or 243 (1949 = 100) should be treated as dearness pay. This also resulted in some increase in the quantum of house rent allowance and city compensatory allowance in the case of officers at lower levels of pay. The table below shows the amount of dearness pay admissible to officers from the 1st January 1973:

From 1.1.1973 to 31.3.1973

<u>Pay Range</u>	<u>Dearness Pay</u>
Upto Rs. 1000	Rs. 211
Rs. 1001 - 1039	Amount by which pay falls short of Rs. 1165 + Rs. 46
Rs. 1040 and above	Rs. 171

From 1.4.1973 onwards

Upto Rs. 1000	Rs. 221
Rs. 1001 - 1039	Amount by which pay falls short of Rs. 1165 + Rs. 56
Rs. 1040 and above	Rs. 181

2.14 Besides, there were some revisions affecting individual officers and small groups of officers and grant of certain concessions particularly to marine officers.

2.15 Wage Revision Committee for Class III and Class IV Employees:

Class III and Class IV employees of all the ports were by and large also on the same pay scales as prescribed by the Second Pay Commission for the corresponding employees in the Central Government. However,

in November, 1964, the Government appointed a Wage Board to examine their pay scales and allowances. The Wage Board submitted its final recommendations in November 1969 proposing revised pay scales and allowances for the different categories of Class III and Class IV employees. These recommendations were accepted and implemented from the 1st January 1969. The five year period of these recommendations having expired on 31st December 1973, the Government set up in December 1974 a Wage Revision Committee (WRC) to enquire into and recommend as to what revision was necessary in the wage structure of these employees. The Committee having found all ports equally costly, merged, besides the whole of dearness allowance and additional dearness allowance, house rent allowance and city compensatory allowance at the higher rates admissible at Bombay, Calcutta and Madras into basic pay and recommended certain other improvements in the pay scales and other benefits. The Committee also recommended a quarterly review of dearness allowance for variation in the average index number above 250 (1960 = 100) at rates varying from Rs. 1.30 per point to Rs. 2.00 per point. The federations of port and dock workers did not, however, accept the WRC recommendations. Pursuant to the discussions held between the Government and the federations, an agreement was arrived at on the 14th July 1977 whereby the rate of dearness allowance was fixed at Rs. 1.30 per point from the 1st January, 1974 at all

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levels of pay and the difference between the rates recommended by the Wage Revision Committee and Rs. 1.30 per point upto 1st July 1977 was allowed as a part of fixed dearness allowance from the 1st January, 1974.

The rate of fixed dearness allowance was also increased by Rs. 35 at all levels of pay from the 1st January 1977.

The Wage Revision Committee's recommendations as modified by the agreement of the 14th July 1977 were implemented from the 1st January, 1974.

C H A P T E R - IIISOME BASIC FACTS

3.1 It would be useful to set out here some basic facts relevant to the review of the pay structure of officers of the Major Port Trusts and Dock Labour Boards.

Employment in Ports

3.2 The table below shows the number of employees in various classes under different Port Trusts in 1969, 1974 and 1977:

TABLE - I

Year/ Class of Employee	Name of the Port Trust								Total
	Bombay	Calcutta	Madras	Visakha- patnam	Cochin	Kandla	Mormugao	Para dip	
<u>1969</u>									
I)	408	373	97	72	63	35	37	33	1825
II)		550	32	28	24	18	16	39	
III	10792	15841	4880	3080	2150	1281	860	812	39696
IV	17981	23747	7975	5435	3628	1135	1517	1564	62982
Total	29181	40511	12984	8615	5865	2469	2430	2448	10450
Percentage of officers to total	1.4	2.3	1.0	1.2	1.5	2.1	2.2	2.9	1.7
<u>1974</u>									
I)	466	447	127	118	69	46	65	54	2129
II)		490	41	43	38	29	24	72	
III	12085	15588	5338	3857	2073	1273	1126	1587	43027
IV	18003	25713	6145	6405	4615	1300	1385	1422	61989
Total	30554	39238	11751	10423	6795	2648	2601	3135	10714
Percentage of officers to total	1.5	2.4	1.4	1.5	1.5	2.8	3.4	4.0	2.0

(Table I continued)

Year/ Class of Employee	Name of Port Trust								Total
	Bombay	Calcutta	Madras	Visakha patnam	Cochin	Kandla	Mormugao	Para- dip	
<u>1977</u>									
I } 468	665	169	142	84	60	74	63	} 2293	
II }	237	58	59	44	55	36	79		
III	11768	15091	5617	4621	2951	1428	1207	1668	44351
IV	17901	21266	5306	7102	3416	1447	1564	1161	59163
Total	30137	37259	11150	11924	6495	2990	2881	2971	105807

Percentage of officers to total

1.6	2.4	2.0	1.7	2.0	3.8	3.8	4.8	2.2
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N.B. Figures in respect of Bombay relate to financial years

3.3 The position of employment under the Dock Labour Boards was as under:

TABLE II

Year/ Class of Employee	Name of Dock Labour Board							Total
	Bombay	Calcutta	Madras	Visakha- patnam	Cochin	Kandla	Mormugao	
<u>1969</u>								
I } 12	6	2	1	1		4	} 83	
II }	33	12	6	4		2		
III	260	782	234	84	102	@	75	1537
IV	8852	17433	2537	1463	1856		3165	35306
Total	9124	18254	2795	1554	1963		3246	36926

Percentage of officers to total

0.1	0.2	0.5	0.4	0.3		0.2	0.2
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@ Appointments of staff were first made in October 1969.

(Table II continued)

Year/ Class of employees	Name of Dock Labour Board							Total
	Bombay	Calcutta	Madras	Visakha patnam	Cochin	Kandla	Mormugao	
<u>1974</u>								
I)	19	16	4	8	3	1	6	127
II)		29	19	8	8	2	4	
III	335	895	303	193	119	94	95	2034
IV	9303	14104	4679	3664	1830	1832	4484	39896
Total	9657	15044	5005	3873	1960	1929	4589	42057
Percentage of officers to total	0.2	0.3	0.5	0.4	0.6	0.2	0.2	0.3

<u>1977</u>								
I)	19	17	8	9	1	2	5	137
II)		33	20	8	9	2	4	
III	346	882	328	225	122	98	115	2116
IV	8885	9609	2212	3256	1364	1907	3958	31191
Total	9250	10541	2568	3498	1496	2009	4082	33444
Percentage of officers to total	0.2	0.5	1.1	0.5	0.7	0.2	0.2	0.4

Strength of workers (registered and listed schemes) in respect of Bombay Dock Labour Board, Calcutta Dock Labour Board, Madras Dock Labour Board and Cochin Dock Labour Board relate to financial years.

Source: Dock Labour Boards

Traffic handled at Major Ports

3.4 Tables III and IV below show the volume of traffic handled by different ports in 1969-70 and from 1974-75 to 1976-77 and its composition:-

TABLE III.

(In lakh tonnes)

Port	1969-70	1974-75	1975-76	1976-77
<u>Bombay</u>				
(a) Imports	114.34	138.61	126.54	123.49
(b) Exports	36.01	38.66	41.37	50.43
(c) Total	150.35	177.27	167.91	173.92
<u>Calcutta</u>				
(a) Imports @	33.99	50.86	44.79	48.61
(b) Exports @	34.87	24.50	32.20	31.57
(c) Total	68.86	75.36	76.99	80.18
<u>Madras</u>				
(a) Imports \$	37.28	47.61	54.08	47.66
(b) Exports	29.04	31.55	27.96	30.70
(c) Total	66.32	79.16	82.04	78.36
<u>Visakhapatnam</u>				
(a) Imports \$	23.35	28.82	34.49	25.60
(b) Exports *	59.77	42.72	56.72	61.39
(c) Total	83.12	71.54	91.21	86.99
<u>Cochin *</u>				
(a) Imports \$	33.68	35.90	33.21	35.70
(b) Exports \$	14.26	12.23	9.37	11.97
(c) Total	47.94	48.13	42.58	47.67
<u>Mormugao</u>				
(a) Imports	2.41	7.24	6.75	6.18
(b) Exports	87.88	134.03	120.93	128.36
(c) Total	90.29	141.32	127.68	134.54

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1	2	3	4	5
<u>Kandla</u>				
(a) Imports	18.04	32.40	29.74	31.30
(b) Exports	3.06	3.04	2.79	1.84
(c) Total	21.10	35.44	32.03	33.14
<u>Paradip</u>				
(a) Imports	0.17	0.61	1.89	1.69
(b) Exports	17.31	25.45	31.27	31.49
(c) Total	17.48	26.06	33.16	33.18
<u>All Ports</u>				
(a) Imports	263.26	342.05	330.99	320.23
(b) Exports	282.20	312.23	322.61	347.75
(c) Total	545.46	654.28	653.60	667.98

\$- Includes Transshipment Cargo

@- Excludes I. V. W. Traffic.

*- Excludes Bunker/traffic.

Source: Annual Administration Reports of Port Trusts.

TABLE IV

Major Ports	Year	Petroleum Products.	Iron Ore	Coal	Fertilisers including raw materials.	Food grain	Other dry cargo	Total
1	2	3	4	5	6	7	8	9
<u>1. Calcutta:</u>								
	1969-70	1.49	0.38	0.97	0.20	0.80	3.05	6.89
	1974-75	2.28	0.11	0.90	0.49	1.12	2.64	7.54
	1975-76	2.89	0.12	0.92	0.40	1.09	2.28	7.70
	1976-77	3.07	-	0.81	0.43	1.03	2.68	8.02
<u>2. Bombay</u>								
	1969-70	8.53	0.01	-	0.51	1.25	4.74	15.04
	1974-75	10.29	-	-	1.06	1.88	4.78	18.01
	1975-76	8.79	-	-	1.08	2.15	4.92	16.94
	1976-77	8.82	-	-	0.70	1.49	6.28	17.29
<u>3. Madras</u>								
	1969-70	2.24	2.08	0.16	0.83	0.95	0.68	6.44
	1974-75	3.23	2.23	0.15	0.72	0.51	1.18	8.02
	1975-76	3.35	2.01	0.16	0.34	1.20	1.20	8.26
	1976-77	3.08	2.21	0.02	0.43	0.88	1.21	7.83
<u>4. Cochin</u>								
	1969-70	3.56	-	0.01	0.18	0.22	0.82	4.79
	1974-75	3.53	-	0.07	0.29	0.21	0.71	4.81
	1975-76	2.87	-	0.11	0.26	0.36	0.65	4.25
	1976-77	3.44	-	0.18	0.35	0.15	0.63	4.75

1	2	3	4	5	6	7	8	9
5. <u>Kandla</u>	1969-70	0.98	-	-	0.38	0.53	0.22	2.11
	1974-75	1.75	-	-	0.71	0.69	0.37	3.52
	1975-76	1.44	-	-	0.52	0.93	0.39	3.28
	1976-77	1.56	-	-	0.67	0.60	0.49	3.32
6. <u>Visakhapatnam</u>	1969-70	1.95	4.40	-	0.55	0.23	1.18	8.31
	1974-75	1.72	3.60	-	0.75	0.47	0.68	7.22
	1975-76	1.42	4.77	-	0.69	0.71	0.93	8.52
	1976-77	1.50	5.02	-	0.63	0.39	1.16	8.70
7. <u>Mormugao</u>	1969-70	0.15	8.03	0.01	0.05	0.03	0.71	9.03
	1974-75	0.60	12.16	-	0.06	0.04	1.25	14.11
	1975-76	0.55	11.55	-	0.06	0.07	0.54	12.77
	1976-77	0.57	12.18	-	-	-	0.70	13.45
8. <u>Paradip</u>	1969-70	-	1.68	-	-	-	0.07	1.75
	1974-75	-	2.20	-	-	-	0.41	2.61
	1975-76	-	2.74	0.01	-	0.16	0.38	3.29
	1976-77	-	2.32	0.22	-	0.14	0.63	3.31
<u>All Ports</u> <u>Total</u>	1969-70	18.90	16.63	1.15	2.20	4.01	11.47	54.36
	1974-75	23.40	20.30	1.12	4.08	4.92	12.02	65.84
	1975-76	21.31	21.19	1.20	3.35	6.67	11.29	65.01
	1976-77	22.04	21.73	1.23	3.21	4.98	13.78	66.67

Number and size of ships calling at Ports:

3.5 The number of ships which entered the major ports in 1969, 1974-77 their lengths and tonnage are shown in the tables below:

Table V(a)

Name of Port	1969	1974	1975	1976	1977 (Up to 30.6.1977)
Bombay	2576	2303	2491	3286	1792
Calcutta	1563	1240	1140	1055	489
Madras	1144	885	939	924	464
Visakhapatnam	677	574	555	575	238
Cochin	1070	836	902	852	472
Kandla	293	308	311	298	157
Mormugao	537	676	540	551	284
Paradip	73	85	139	153	94
Total	7933	6908	7017	7804	3990

Of the above, lash and container vessels accounted for as follows:

Table V(b)

Name of Port	1969		1974		1975		1976 (upto 30.6.77)			
	Lash	Cont- ainer vesse ls	Lash	Cont- ain- er vessels	Lash	Cont- ain- er vess- els	Lash	Cont- ain- er Vess els	Lash	Con- ta- in- er Ve ss els
Bombay	-	-	*3	23	11	32	*12	29	NA	17
Calcutta	-	-	3	-	10	-	10	-	9	-
* Madras	-	-	4	-	11	-	9	3	NA	NA
Cochin	-	-	1	22	2	27	-	25	-	22
Visakhapatnam	-	-	-	-	-	-	-	-	-	-
Mormugao	-	-	-	-	-	-	-	-	-	-
Kandla	-	-	2	-	-	-	2	-	-	-
Paradip	-	-	-	-	-	-	-	-	-	-
Total	-	-	13	45	34	59	37	57	9	39

*Data relates to financial year.

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TABLE VI (a)

Lengthwise

Length of Ships	1969		1974		1975		1976		1977 (Up to 30.6.1977)	
	No. of Ships	Per cent- age to Total	No. of Ships	Per cent- age to total	No. of ships	Per cent- age to total	No. of ships	Per cent- age to total	No. of ships	Per cent age to total
Less than 350'ft.	551	11	495	11	603	13	566	13	187	11
350 ft. to 399 ft.	288	5	245	5	236	5	220	5	86	5
400 ft. to 449 ft.	936	18	378	9	326	7	290	6	97	6
450 ft. to 499 ft.	1481	28	1201	26	1178	26	1101	24	390	24
500 ft. to 549 ft.	1239	24	1091	24	1044	23	1220	27	452	28
550 ft. to 599 ft.	337	6	570	12	449	10	384	9	141	9
600 ft and above	405	8	599	13	698	16	737	16	287	17
Total	5237	100	4599	100	4534	100	4518	100	1640	100

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TABLE VI(b)

GRT - Wise

GRT	1969		1974		1975		1976		1977 (Upto 30.6.77)	
	No. of ships	Percent age to total	No. of ships	Per- cent- age to total	No. of ships	Per- cent- age to total	No. of ships	Per- cent- age to total	No. of ships	Per- cent- age to total
Less than 10000GRT	6009	75.8	4567	66.1	4625	65.9	5260	67.4	2662	66.8
Between 10000 to 20000 GRT	1452	18.3	1730	25.0	1647	23.5	1760	22.6	895	22.4
Between 20000 to 30000 GRT	416	5.2	399	5.8	466	6.6	436	5.6	229	5.7
Between 30000 to 50000 GRT	55	0.7	155	2.3	181	2.6	180	2.3	112	2.8
50000 GRT and Above	1	Neg.	57	0.8	98	1.4	168	2.1	92	2.3
Total	7933	100.00	6908	100.00	7017	100.00	7804	100.00	3990	100.00

Neg:Negligible
Source: Port Trusts

TABLE VI (c)

Draughtwise	1969		1974		1975		1976		1977 (upto 30.6.77)	
	No. of ships	Per-centage to Total	No. of ships	Per-centage	No. of ships	Per-centage Total	No. of ships	Per-centage Total	No. of ships	Per-centage Total
Less than 20 ft.	3687	50	2953	44	3368	48	3465	48	1180	42
20 ft. and above but less than 25 ft.	1883	26	1502	23	1449	21	1707	24	654	23
25 ft. and above but less than 30 ft.	1079	15	1107	17	1100	16	1179	16	487	17
30 ft. and above	649	9	1072	16	1024	15	857	12	491	13
TOTAL	7298	100	6634	100	6941	100	7238	100	2812	100

NOTE: 1. Figures in respect of Paradip Port not available for 1969

2. Figures in respect of Bombay Port relate to financial years.

SOURCE: Port Trusts.

Developmental Works

Bombay Port

3.6.1 The execution of the Dock Expansion Scheme during the period 1965-70 added four deep-water berths, three medium deep tidal cargo berths to the Indira Dock system and provided a modern passenger terminal at Ballard Pier. Electrification of the system for impounding water in the dock improved the drafts available in the Indira Dock basin to 10.4 metres.

3.6.2 A groupage shed was completed in 1976 for providing facilities to container traffic at Indira Dock. A fortnightly container service is operating at the port. The ships use their own handling equipment. Government have sanctioned the construction of a fourth oil berth at Butcher Island at an estimated cost of Rs. 24.48 crores and connecting pipelines to handle Bombay High crude. The construction of a satellite port at Nhava Sheva to relieve pressure at Bombay is under consideration.

3.6.3. The port is acquiring a grab hopper dredger (Rs. 2.29 crores), an additional floating crane of 60-ton capacity (Rs. 4.71 crores) and two Voith Schneider/Schottel propulsion tug boats (Rs. 4.11 crores) to facilitate handling of World Bank tankers ~~for container handling~~ at all times of the year. Acquisition of shore equipment for container handling is also under consideration. Facilities for unloading fertiliser and fertiliser raw material have been substantially mechanised.

Calcutta Port

3.7.1 The bends and bars in the river Hooghly place severe restrictions in regard to the length and drafts of ships that can call at the Port of Calcutta. The maximum permissible length is 172 metres and the maximum draft is 7.9 metres which is available only for about 60 days in the year. To overcome the limitations imposed by these constraints, the execution of a major dock complex at Haldia, 56 miles down stream from Calcutta, was undertaken. The Haldia Dock System consists of six berths: a coal berth, an iron ore berth, a fertiliser berth, a container berth, a general cargo berth and a finger jetty for handling salt. A river side oil jetty outside the dock system has also been constructed to receive oil tankers bringing crude oil for Haldia and Barauni refineries. The Oil jetty was commissioned in 1968 and is capable of receiving tankers of 87,500 DWT. The dock system can receive vessels of the length of 262 metres, width 37.2 metres and draft 10.1 metres. The coal berth and the iron ore berth are fully mechanised and are backed by conveyor belts, reclaimers, stackers, and other facilities. The salt and fertiliser berths will be equipped with grabs and other connected facilities.

3.7.2 The dock became operational from February 1977 when trial loading at coal and ore berths were started.

Equipment at the remaining berths is still being erected. The shipping channel leading to Haldia is being deepened to accommodate vessels with drafts upto 10.7 metres.

3.7.3 Corrective works in the Bhagirathi and the Hooghly rivers are being executed so that full benefit of the Farakka Barrage project is derived by the Port from the Hooghly river system.

3.7.4 Another river training project in the Hooghly below Diamond Harbour is in progress.

Madras Port

3.8 The ^{Madras} Port Trust has completed an outer harbour consisting of an oil berth and an ore berth capable of receiving vessels with drafts upto 12 metres. There is a proposal to deepen it further to 14.9 metres. The oil berth which provides facilities for oil tankers of 87,500 DWT, except during north-east monsoon, was commissioned in September 1972. An iron ore handling plant in the Bharati Dock consisting of stackers, reclaimers, shiploaders and connected conveyor system were commissioned in July 1977 and the first iron ore vessel was loaded from the outer harbour in October 1977. The iron ore handling facility has a designed capacity of loading ore at 8000 TPH. In order to provide tranquil conditions during the monsoon period in the outer harbour, the construction of an outer arm has also been approved by the Government.

Visakhapatnam Port:

3.9 The notable development at Visakhapatnam port is the completion of the outer harbour project. The outer harbour is designed for handling ore carriers upto 1,00,000 DWT initially and 2,00,000 DWT ultimately. It is provided with a mechanical ore loading plant with a rated capacity of 8000 TPH which can be stepped up to 16,000 TPH ultimately. The plant has facilities for wagon ^{toppling} , stacking, reclaiming, conveying and ship loading. The conveyor system is about eight kilometres long.

Cochin Port:

3.10 A new open berth in the Ernakulam channel for handling bulk commodities has been completed. The construction of a supertanker oil terminal has been proposed. Container ships have started calling at the port.

Mormugao Port:

3.11 The Mormugao Port development project envisages the provision of an ore berth with modern ore handling facilities, a mineral oil berth and improvement to the existing facilities. The ore handling facilities are designed for handling 10 to 12 million tonnes of iron ore a year at a rated capacity of 8000 TPH. The port would be able to handle ore carriers upto 60,000 DWT in the initial stage and 100,000 DWT ultimately. The facility is nearing completion and is expected to be commissioned in 1978. The oil berth has been commissioned in 1976.

Kandla Port:

3.12. A fifth berth has been constructed and put into commission in 1973. A diaphragm wall has been constructed in front of the fifth berth to facilitate dredging. Works relating to modification of the oil jetty at old Kandla have been completed. The mechanical facilities put up by the Food Corporation of India at the fifth berth for handling fertilisers in bulk are ready for operation. To step up the loading of salt for export, a technical economic report has been submitted by the consultants. The proposal for the construction of a steel floating dry dock of about 2250 tons , lifting capacity in replacement of the existing RCC floating dry dock has been approved and award of the contract is under consideration. In connection with the offshore oil terminal near Safaya being set up for servicing very large crude carriers (VLCCs) bringing crude for the Mathura Refinery and the expanded Koyali Refinery, the port has been entrusted with the work of construction of infra-structural facilities.

Paradip Port:

3.13 Paradip Port has a mechanical ore handling plant which was initially designed to handle two million tonnes of iron ore per annum. With the addition of some equipment, the capacity has been increased to three million tonnes. Modifications to step up the capacity to four million tonnes are in progress. A general cargo berth has been constructed and commissioned. There is a proposal for the construction of a second general cargo berth,

Income and expenditure

3.14 The position of income and expenditure of the major ports in 1969-70, 1973-74, 1976-77 and 1977-78 was as follows:

Table VII

(Rs. in lakhs)

Port	Year	Operating income	Operating expenditure	Operating Surplus (+) Deficit (-)	Finance & Misc.		Net Surplus (+) Deficit (-)
					(+) Income	(-) Expenditure	
1	2	3	4	5	6	7	8
Bombay	1969-70	1988.94	1765.14	(+)223.80	328.91	384.19	(+)168.52
	1973-74	2915.28	2450.57	(+)464.71	417.59	621.93	(+)260.37
	1976-77	4977.04	3576.89	(+)1400.15	969.96	336.16	(+)2033.95
	1977-78	4905.37	4290.13	(+)615.24	1206.45	1442.88	(-)378.81
Calcutta	1969-70	2205.34	2732.47	(-)527.13	619.14	550.77	(-)458.76
	1973-74	2423.10	3605.19	(-)1182.09	672.00	692.98	(-)1203.07
	1976-77	5297.23	4382.07	(+)616.66	616.66	1182.00	(+)351.81
	1977-78	5749.66	5583.65	(+)166.01	663.00	898.37	(-) 69.36
Madras	1969-70	903.04	677.01	(+)226.33	36.55	126.12	(+)136.76
	1973-74	1235.39	1007.01	(+)228.38	44.79	277.00	(-) 3.83
	1976-77	2279.79	1538.28	(+)742.76	92.18	415.18	(+)419.76
	1977-78	2243.56	1756.26	(+)487.30	134.36	996.92	(-)375.36
Visakhapatnam	1969-70	821.05	500.01	(+)321.04	26.82	90.23	(+)257.43
	1973-74	1016.18	729.30	(+)286.88	1.87	126.18	(+)162.57
	1976-77	1715.08	1446.03	(+)269.05	8.08	781.12	(-)503.99
	1977-78	1191.41	1218.32	(-) 26.91	55.44	802.79	(-)774.26

Port	Year	Operating income	Operating expenditure	Operating Surplus (+) Deficit (-)	Finance & Misc.		Net Surplus (+) Deficit (-)
					(+) Income	(-) Expenditure	
1	2	3	4	5	6	7	8
Cochin	1969-70	370.06	281.73	(-) 88.33	44.49	83.92	(+) 48.90
	1973-74	391.15	429.13	(-) 37.98	24.65	127.32	(-) 140.65
	1976-77	1171.68	651.89	(+) 519.79	107.81	294.10	(+) 333.50
	1977-78	1228.38	863.43	(+) 364.95	96.28	521.20	(-) 59.97
Mormugao	1969-70	198.01	161.12	(+) 36.89	23.94	12.40	(+) 48.43
	1973-74	342.43	245.86	(+) 96.57	14.51	32.06	(-) 79.07
	1976-77	583.38	307.21	(+) 276.17	23.68	142.85	(+) 157.00
	1977-78	592.79	413.89	(+) 178.90	66.08	234.51	(-) 10.47
Kandla	1969-70	201.38	194.92	(+) 6.46	59.25	58.64	(+) 7.67
	1973-74	299.69	291.10	(+) 8.59	50.25	57.56	(+) 1.23
	1976-77	737.16	444.61	(+) 292.55	110.61	258.00	(+) 145.16
	1977-78	843.62	584.04	(+) 259.58	113.84	434.25	(-) 70.83
Paradip	1969-70	138.85	119.66	(+) 19.19	8.07	25.20	(+) 2.06
	1973-74	188.15	485.93	(-) 297.78	58.35	105.20	(-) 344.63
	1976-77	785.67	738.73	(+) 46.94	81.20	234.00	(-) 105.86
	1977-78	839.67	813.82	(+) 25.85	94.67	337.41	(-) 216.89
Total	1969-70	6826.97	6432.06	(+) 394.91	1146.97	1331.47	(+) 210.41
	1973-74	8811.42	9244.09	(-) 432.67	1284.01	2040.23	(-) 1188.89
	1976-77	17549.03	13085.71	(+) 4463.32	2032.79	4057.93	(+) 2439.18
	1977-78	17594.46	15523.64	(+) 2070.82	2420.12	5668.33	(-) 1177.29

Note:- Figures for 1977-78 are revised budget estimates.

Capital Base of Major Ports

3.15 The capital base of the major ports has registered a substantial increase from Rs. 355 crores in 1969-70 to Rs. 837 crores in 1976-77, as detailed below:-

TABLE VIII

(Rupees in crores)

Items	1969-70	1973-74	1976-77
Loans from Government	137.42 (38.66%)	282.78 (50.74%)	520.27 (62.18%)
Loans and advances from World Bank and other foreign countries.	33.16 (9.33%)	23.20 (4.17%)	18.36 (2.19%)
Debentures and loans from other sources	37.28 (10.49%)	52.82 (9.48%)	43.09 (5.15%)
Capital Liability (only in case of Mormugao Port.	1.51 (0.43%)	1.51 (0.27%)	1.51 (0.18%)
Self Financing	146.05 (41.09%)	196.91 (35.34%)	253.52 (30.30%)
Total Capital Base	355.42 (100.00%)	557.24 (100.00%)	836.75 (100.00%)

Balance Sheet Cost

3.16 The combined balance sheet of the major

ports presents the following picture:

TABLE IX (a)

(Rs. in crores)

Sl. No.	Assets	1969-70	1973-74	1976-77
1.	Capital Assets at original cost	355.42	557.24	836.75
2.	Investment	54.04	72.18	115.79
3.	Current Assets	<u>83.83</u>	<u>110.79</u>	<u>179.56</u>
	(a) Stores & Material	9.17	13.34	16.56
	(b) Sundry Debtors	12.45	20.96	41.75
	(c) Advances and Deposits	11.21	26.35	20.84
	(d) Bank & Cash	51.00	50.14	85.93
4.	Others	<u>8.35</u>	<u>40.12</u>	<u>41.31</u>
	(a) Deficit	8.35	39.63	39.40
	(b) Deferred Revenue Expenditure (Paradip Port)	-	0.49	1.91
Total:- (501.64	780.33	1173.41

NOTE:-The figures under "1969-70" include 1970-71 figures of Paradip Port since comparable for 1969-70 are not amount available.

TABLE IX (b)

(Rs. in crores)

Sl. No.	Liabilities	1969-70	1973-74	1976-77
1.	Reserves & Surplus	<u>157.89</u>	<u>201.31</u>	<u>283.59</u>
	(a) Capital Reserve	112.60	146.76	183.01
	(b) Revenue Reserve	42.83	53.09	84.94
	(c) Reserve for repayment of loans from Government (Bombay Port only)	2.30	1.30	6.28
	(d) Other Reserve i.e. Liability Reserve (Calcutta Port only)	0.16	0.16	4.19
2.	Depreciation of Capital Assets.	75.04	103.74	130.40

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Sl. No.	Liabilities	1969-70	1973-74	1976-77
3.	Capital Debts	209.37	360.33	594.05
4.	Pension & Provident Fund	20.23	39.14	46.64
5.	Current Liabilities	39.11	74.81	114.47
6.	Others	-	1.00	4.26
	(a) Bombay Port Trust Centenary Commemoration Fund	---	1.00	4.26
	Total	501.64	780.33	1173.41

NOTE:- The figures under "1969-70" include 1970-71 figures of Paradip Port since comparable accounts for 1969-70 are not available.

Establishment Cost

3.17.1 The establishment cost has risen sharply over the years. The table below shows the cost at different ports:

TABLE X

(Rs. in lakhs)

Year	Bombay	Calcutta	Madras	Cochin	Visa- kha- patnam	Mormu- gao	Kand- la	Para- dip	To- tal
1969-70	1554	1794	468	182	321.35	86	122	33	4560
1973-74	2064	2539	607	264	491.03	145	158	112	6200
1976-77	2847	2733	824	412	635.25	200	227	179	8057

3.17.2.

However there was a declining trend in the establishment cost as a percentage of total revenue expenditure. The wage bill as a percentage of revenue receipts also shows a declining trend. The position will be clear from

the table below:

(Rupees in lakhs)

TABLE XI

Year	Revenue		Establishment cost		Establishment costs as percentage of	
	Total Revenue Receipts	Total Revenue Expenditure	Amount	Revenue receipts %	Revenue expenditure %	
1969-70	7973.94	7763.53	4560	57.2	58.7	
1973-74	10095.43	11284.32	6200	61.4	54.9	
1976-77	19581.82	17143.64	8057	41.1	47.0	
1977-78	20014.58	21191.87				

*Revised budget estimates.

3.18 The salary bill of officers and its percentage to the total establishment cost in 1968-69 and 1976-77 were as under:

TABLE XII

(In Lakhs)

Name of Port	1968-69			1976-77		
	Class I & II officers	Total Estab-lishment.	Percentage of Class I & II to total.	Class I & II officers	Total Estab-lishment.	Percentage of Class I & II to total.
Bombay	66.10	1193.91	5.54	104.00	2847.00	3.65
Calcutta	135.66	1548.10	8.76	212.10	2733.06	7.76
Madras	-Not available --			43.23	823.53*	5.25
Visakhapatnam	11.43	224.83	5.11	30.60	635.25	4.82
Cochin	11.08	147.80	7.50	26.40	411.77"	6.41
Kandla	6.64	85.26	7.79	18.23	227.37	8.02
Mormugao	6.26	77.79	8.05	22.97	281.94%	8.15
Paradip	6.16	30.59	20.14	20.96	190.29	11.01

* Excluding project staff expenditure

" Provisional

% Including arrears from 1.4.74 to 31.3.77 recommended by Wage Revision Committee.

& Includes arrears due to revision of pay scales.

Source: Condensed Financial Review of Port Trusts.

3.19 The salary bill of officers and its percentage to revenue income and revenue expenditure is as under:-

TABLE XIII

Port/ Year	Cost (in lakhs) Rs.	Cost as percentage of Revenue Income.	Cost as percentage of Revenue expenditure.
<u>Bombay</u>			
1969-70	72	3.1	3.4
1975-76	106	2.1	2.7
1976-77	104	1.7	2.7
<u>Calcutta</u>			
1969-70	139	4.9	4.2
1975-76	231	4.1	4.3
1976-77	212	3.6	3.8
<u>Madras</u>			
1969-70		-----Not applicable-----	
1975-76	37	1.6	2.0
1976-77	43	1.8	2.1
<u>Visakhapatnam</u>			
1969-70	14	1.6	2.3
1975-76	24	1.4	1.4
1976-77	31	1.8	1.4
<u>Cochin</u>			
1969-70	11	2.6	3.0
1975-76	24	2.4	2.9
1976-77	36	2.0	2.7
<u>Kandla</u>			
1969-70	6	2.3	2.4
1975-76	16	2.0	2.6
1976-77	18	2.1	2.6

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(Table XIII continued)

1	2	3	4
<u>Mormugao</u>			
1969-70	8	3.6	4.6
1975-76	28	5.0	7.6
1976-77	23	3.8	5.1
<u>Paradip</u>			
1969-70	8	5.4	5.5
1975-76	19	2.5	2.6
1976-77	21	2.4	2.2

Disparity Ratio

3.20 The disparity ratio (before tax) computed on the basis of pay and dearness allowance of the lowest paid employee and pay and dearness allowance of highest paid head of the department in a port like the Bombay port, declined from 39.1 on 1.1.1947 to 25 on 1.7.1959, and 1 to 13.24 after the implementation of the Desai Committee's report. The disparity ratio after implementation of the report of the Wage Revision Committee for Class III and Class IV employees has come down further to 8.43.

Rise in CPI Number

3.21 The price rise since the Desai Committee submitted its report has indeed been phenomenal. The average All India Consumer Price Index Number for Working Class (1949=100) which stood at 215 when the recommendations of that Committee were implemented has reached 400 in April, 1978. In terms of the

1960 series, the rise was from 175 to 330. Given below are the yearly averages of CPI numbers with 1960 as base.

TABLE XIV

Year	General Index		Food	
	Index	Percentage increase.	Index	Percentage increase.
1968-69	174	-	193	-
1969-70	177	1.7	193	-
1970-71	186	6.9	202	4.7
1971-72	192	10.3	205	6.2
1972-73	207	19.0	223	15.5
1973-74	250	43.7	279	44.6
1974-75	317	82.2	358	85.5
1975-76	313	79.9	342	77.2
1976-77	301	73.0	317	64.2
1977-78	324	86.2	N.A.	N.A.

3.22 The guidelines given to me require me to take into account among other things, the general economic conditions in the country. In this context, the rise in the gross national income and per capita national income acquire relevance. The index of Gross National Product which stood at 127.7 when the Desai Committee's recommendations were implemented in 1969 reached 165.5. in 1975-76. The index of per capita national income has risen from 107.0 to 119.7

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during the same period. The table below shows the behaviour of indices:

TABLE XV.

Year	National Income		Per Capita Income		Index Numbers 1960-61=100	
	National Income (Rs. crores)	Per- centage in- crease over 1968-69	Per Capita National Income (Rs.)	Per- centage in- crease over 1968-69	Nation- al Income	Per Capita Nation- al Income.
1968-69	16939	-	327.0	-	127.7	107.0
1969-70	18016	6.4	340.6	4.2	135.8	111.5
1970-71*	19096	12.7	353.0	8.0	144.0	115.5
1971-72*	19298	13.9	349.0	6.7	145.5	114.2
1972-73*	19048	12.4	337.1	3.1	143.6	110.3
1973-74*	20143	18.9	349.1	6.8	151.9	114.2
1974-75*	20183	19.2	343.2	5.0	152.2	112.3
1975-76@	21952	29.6	365.9	11.9	165.5	119.7
1976-77						

*:- Provisional

@:- Quick estimates

Source:- Economic Survey 1977-78.

3.23 Marine officers occupy a key position in the port operations. They are drawn from the same source as the officers in the merchant navy. The pay committees in the past have refused to accept the suggestion that the pay and allowances of marine officers in ports should be at par with those of the officers in the merchant navy. However, they have, because of their common background, taken them into consideration in reviewing the pay and allowances of the officers in ports. Since the Desai Committee reviewed the pay structure of the marine officers in 1967-68, the pay and allowances of the officers in the merchant navy have been revised several times by agreements.

TABLE XVI

S. No.	Date of Effect	Basic Pay Scales	Percentage increase over 1.1.1966	
			Maximum	Minimum
1.	1.1.1965	1450-20-1850-30-2300 100-2600	-	-
2.	1.1.1968	1550-30-1950-40-2400- 100-2700	3.25	6.90
3.	1.1.1970	1700-2970	14.23	17.24
4.	1.1.1972	1975-35-2230-100-2533- 115-2768-125-3325	30.19	36.21
5.	1.1.1975	2600-115-2945-130-3335- 150-3635-165-4460	61.54	79.31
6.	1.1.1977	2980-130-3370-150-3820- 175-4170-190-5120.	97.23	105.52

3.24 In addition to basic pay, these officers who are entitled to overtime which under the current agreement is equal to 11 days wages in a month. The officers are also entitled to free food on board, house rent allowance at 12 per cent of pay, uniform allowance of Rs. 200 per month and certain other benefits when overseas.

Contd....45b...

3.25 Over the years complexity of port management and operations has increased considerably. There has been a distinct shift from the traditional items of imports and exports to non-traditional items. With increasing industrialisation in the country, the share of essential raw materials, semi-finished products, sophisticated and heavy capital equipment in imports has been increasing. On the export side also, the share of manufactures particularly of engineering goods—both light and heavy—has been going up. The ports have been called upon to handle—both in imports and exports a variety of heavy lifts of various shapes and sizes in increasing numbers. The percentage of vessels with longer lengths, deeper draft and bigger tonnage has been going up. There is also the ^{the} advent of container ships as well as LASH vessels in ports. Changes in cargo mix and in shipping technology have necessitated corresponding changes in port facilities and installation of sophisticated equipment for efficient handling of traffic and quicker turn-round of ships. Mechanical ore handling plants of a highly and sophisticated type have been erected at Mormugao, Madras, Visakhapatnam and Haldia. The ore handling plant at Paradip has been upgraded. Kandla has a new marine unloader for handling fertilisers in bulk. The Haldia dock complex is being equipped with container handling equipment. These developments have called for greater and newer skills,

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technical as well as managerial, on the part of
of port
officers/as well as other operatives in all fields of
port operations-navigation, cargo handling, engineering
both civil and mechanical as also management in general.
In the creation of new facilities to suit the changing
conditions, the port cadres have been called upon to
make large investment decisions, plan and design
equipment and other facilities and organise their
implementation, in many cases, without the assistance
of foreign consultants. The demands on the officers
have been equally heavy where changing pattern of
trade and shipping has had to be handled within the
limited port facilities which were created to cater
to the requirements of much smaller vessels and
different type of cargo.

3.26 Since the 1st January 1969, the date from
which the scales recommended by the Desai Committee
became effective, the revenues of ports have gone up
by 146% in 1976-77. The increase works out to 151%
on the basis of revised budget figures for 1977-78.
Since 1968-69 the consumer price index number has risen
by 86% as on 1st April 1978. Over the same period,
the emoluments of officers have risen by 9 to 36% as
against the rise of about 42 to 142% in the case of
Class III and Class IV employees. The emoluments of
the various Major Port Trusts, therefore, merit a fresh
look within the general limits imposed by national
policy and social acceptability.

CHAPTER - IV

GENERAL CONSIDERATIONS

4.1 The general principles and practices for the determination of pay structure have been discussed on many occasions in the past in the reports of the various commissions/committees set up by the Government for the review of the pay structure of its own employees. The latest of such discussions is available in the report of the Third Pay Commission which made a complete reappraisal of the general principles and practices having regard to the changed circumstances of the day. Briefly stated, some of the important principles and practices that emerge from the discussion in the said report are as follows:

- i. The Pay structure should take into account
 - a) the nature of duties and responsibilities attached to the post;
 - b) the education, training and skills required for it; and
 - c) the difficulties and complexities of the task, its importance, hazards, etc.
- ii. It should be adequate to attract recruits of the right stamp and to retain them in a reasonable state of satisfaction in a competitive situation.
- iii. Beyond the level of minimum wages, forces of supply and demand have relevance and cannot be ignored. Where personnel of a particular type are in short supply relatively to the existing and prospective

demand, the pay structure and service conditions have to be made more attractive.

- iv. At the start of the career, the emoluments and other conditions under the Government should approximate fairly closely to what persons with similar qualifications, aptitude and training can obtain from a good employer in the private sector. It is at the higher level rather than at the recruitment stage that a greater degree of divergence in emoluments in the private sector and under the Government should be feasible. Otherwise, it would be difficult for the best talent available.
- Govt. to attract a fair share of the
- v. In the intermediate ranges which involve a large number of employees, limit is set by what the economy can afford. In the upper ranges where the number is small and the financial implications of high salary not so significant, the limit is set by considerations of social acceptability.
- vi. Vertical relativities should be recognised by differences in the rates of remuneration so that there are incentives and rewards for accepting greater responsibility.
- vii. There should be incentive for the acquisition of greater degree of skills.

4.2 The general principles and practices relating to pay structure have also been touched upon in the reports of the various Committees/Wage Boards set up by the Government from time to time to go into the question of

the pay and allowances of the employees of the Major Port Trusts. The reports of the Lokur Committee, the Guha Roy Committee, the Desai Committee and the Wage Revision Committee for Class III and Class IV Employees, are of special relevance to the present enquiry. The principles, practices and other considerations in the report of the Third Pay Commission as also in the reports of the said committees, have been kept in view by me in formulating my recommendations. However, it has to be recognised that the port employment is industrial employment and in industrial relations it is neither enough nor practicable to measure and determine a pay structure on the basis only of some general principles ignoring practical considerations. Also where a job requires qualifications and experience which have a world-wide marketability, its evaluation with reference to the usual factors such as duties and responsibilities, conditions of work, etc. becomes difficult. A reasonable balance has to be struck having regard to all the relevant factors including practical considerations.

4.3.1 The major ports are administered by statutory autonomous bodies known as Major Port Trusts constituted under the Major Port Trusts Act, 1963. Their funds are maintained and accounted for separately from the Consolidated Fund of India. Though legally they are local authorities with their own regulations, they function more like public utility services. Though there is no profit motive as such, they are supposed to function as

economically viable units, generating sufficient funds of their own for renewal, replacement and modernisation.

4.3.2 In view of the character of port transport industry and the special features of its functioning, it would be appropriate to consider the pay structure of its officers in the light of their own conditions of work and not to attempt to link it with the Government pattern. The wage Revision Committee for the Class III and Class IV Employees of the Major ports also took the view that the port industry was unique and no one industry or a group of industries could compare with it.

Therefore, the wage structure of the port and dock workers had to be devised with reference to the nature and conditions of work in the port industry itself. It saw no compelling reason to establish parity between the wage structure of the port and dock workers and that of the Central Government employees. I have followed a similar approach. With the implementation of the report of the Desai Committee with effect from the 1st January 1969, the pay structure of the officers of the major ports was in fact delinked from the Government pattern and has continued to remain so since then. However, while viewing it separately from the Government pattern care has been taken to see that the pay structure is reasonably consistent with the prevailing national standards and is not seriously out of line with what is admissible in the

other public sector undertakings and the Government. At the same time, it is balanced with the necessity to give reasonable satisfaction to the officers in a sensitive employment, such as the port employment, in order to maintain its smooth functioning in the interest of the national economy. The ports being gateways to external trade, any impediment in their smooth functioning can have national as well as international repercussions. Again, the marine qualifications, which are essential for some of the port operations like piloting and marine engineering, have a ready market abroad at rates of emoluments which are considerably higher than what the ports have been offering. The impact of international standards on such categories cannot be ignored.

4.4 . It has also to be noted that there is considerable public contact both national and international, in the port operations, with interests that are highly affluent and have very heavy financial stakes. The standing cost of a ship ranges from Rs. 25,000 to Rs. 50,000 per day. Port officers have to function in an operational and social environment which is in common with such interests. Quite often comparisons are drawn with emoluments offered by such employers.

4.5 I have been asked to make my recommendations having regard inter alia to the obligation of Port and Dock Undertakings to provide adequate and efficient port

and dock facilities at reasonable cost. The ports have to compete with other employing agencies including the private sector and the nationalised industry for the available talent. It has been stated during the hearing that port services are becoming increasingly unattractive. The quality of recruits to port services has been on the decline. Though there has been no definite movement from the ports to other employment in most of the categories, there has been a significant diversion in the marine categories, both on engineering and navigation sides. There are ¹²⁹ vacancies of officers on the navigation sides and ⁶² on the marine engineering side at the various major ports. While the ports have been unable to attract suitable candidates for the vacancies already existing, they are also faced at the same time with the increasing number of resignations from officers. It has been urged before me that these officers are leaving for better emoluments available in the merchant navy. The ports are thus unable to attract and retain officers on the pay and allowances that they offer. There have been persistent demands from the officers for the revision of their pay and allowances and the ports have had to face agitations in various forms seriously disrupting port operations. The third Pay Commission has observed that the pay structure has to be adequate and that the test of adequacy in the final analysis would be whether suitable candidates are available at the proposed scales and are content to

1/2 as on
1.1.1977.

remain with the employer at a reasonable level of satisfaction. Apparently, the test of adequacy is not satisfied in the present case, and the pay structure of the officers of the ports calls for a fresh look so that the port and dock undertakings can fulfil their obligation to provide adequate and efficient port and dock facilities.

4.6 As regards reasonableness of the cost of providing these facilities, the wage bill of the officers constitutes only about 2.8 per cent of the total revenue expenditure of the ports. Its incidence is so small that a reasonable improvement in the emoluments of officers is not likely to increase the cost of services provided by the Ports and Dock Labour Boards to an unreasonable level. During my discussions with the Chairmen of the ports, it was indicated that it should be possible to accommodate the extra cost within the existing framework of the port charges.

4.7 In making my recommendations, I have been asked to bear in mind the capacity of Port Authorities and Dock Labour Boards to pay the salaries and allowances keeping in view the character of the port transport industry and the demands on the resources of the ports such as those on account of developmental works. The capacity to pay was analysed and examined by the Wage Revision Committee as recently as in 1976-77 and discussed extensively in Part D of Chapter V of its report which was submitted to the Government in January, 1977. In paragraph 5.35 in that chapter the committee stated that it was satisfied that

the wage structure which they were recommending would not be beyond the means of the major ports, and that the finances of the major ports had improved considerably after the revision of rates and charges in July 1975. The total revenues of the Port Trusts as a result went up from Rs. 126.6 crores in 1974-75 to Rs. 178.8 crores in 1975-76. The position discussed and presented by the wage Revision Committee has not changed significantly since then. In fact some further increases in charges have since been authorised. In my discussions with the Chairman I have been assured that the increases coupled with the earlier revision should be adequate to take care of any extra expenditure that may arise as a result of the revision of pay scales of officers. The incidence of salaries and allowances of the officers on the total expenditure on salaries and wages is only about 6 per cent. It is, therefore, evident that the revision will not make any significant impact on port finances.

4.8 In formulating my proposals I have also to bear in mind the need for uniformity in the rates of emoluments and benefits of employees doing similar jobs at various major ports. For this purpose, I have considered similarity not only in terms of the nature of duties and responsibilities, qualifications and skills required, conditions of work, hazards involved etc., but also the extent and degree of responsibility and the complexities of the job. While there has been little

difficulty in establishing similarity on the basis of the usual criteria in the case of lower categories in which the duties and responsibilities are more or less similar in all the ports, difficulties have arisen in determining similarities and equivalence at higher levels. It has been urged before me that uniformity in pay and allowances should be based mainly on the similarity in the nature of duties and responsibilities, qualifications, etc. and not with reference to the degree and extent of responsibility or the size of operations. It has been argued by the officers at certain ports that where the size of operations and, therefore, the degree of responsibility is comparatively large, the Heads of Departments or other officers discharging the responsibility are assisted by a large number of subordinate officers and staff and that, therefore, this factor should not lead to dissimilarity in pay and allowances, I have not been able to accept this contention. A large operation means a greater degree of responsibility and it is in fact for the reason that the Head of Department or his deputy is given the assistance of a large complement of officers and staff. The larger number of officers itself is an index of the greater degree of responsibility that he shoulders and discharges. Also, a larger size of operations means a greater variety, complexity and number of problems which the officer has to tackle. Similarity cannot, therefore, be determined merely on the basis of the nature of duties and responsibilities.

4.3.2 The complexity of work as also the working conditions vary from port to port. There are differences in the organisation and methods of work, which have an impact on the extent of responsibility. As for instance, the traffic Manager in Calcutta is responsible for the management of port railway in addition to shipping, whereas in Bombay there is a separate Manager for the port railways. The Director, Marine Department, in Calcutta is responsible not only for pilotage under the Indian Ports Act, but also for dredging and despatch, river survey, etc, whereas in Bombay and ~~some~~ other ports his counterparts have a different jurisdiction. Again, whereas the Marine Department in Calcutta is responsible for the conservancy and maintenance of a long navigational channel of over 200 kilometres, the area under the jurisdiction of the Deputy Conservator in other ports is considerably limited. In Haldia, the level of posts is far higher and their number far greater than of those for comparable work ... in certain other ports. There can be no similarity in rates of emoluments even for similar work where there are basic differences in the organisational structure for doing that work. And such differences cannot be removed in the process of a review of pay structure. The kind of traffic handled and the nature of operations involved in it are also relevant to the degree of responsibility. In a mono commodity port where the traffic is handled

predominantly in bulk, the responsibility of the Traffic Department and of the Accounts Department would be comparatively less than in ports handling a large volume of break bulk cargo. All these factors have to be taken into consideration, bearing in mind at the same time that they cannot be measured in exact terms.

4.9 There have also been difficulties in reaching uniformity in the rates of emoluments, total monetary accrual and other benefits. Where operational conditions differ, as for instance the length of navigation channel in Clacutta and for that matter even in Kandla, is much greater as compared to other ports, it has not been possible to suggest uniform rates of allowances. These allowances must necessarily vary in their nature as well as rates to suit the local conditions and peculiarities. Therefore, the total monetary accrual must also necessarily vary. Benefits are even more difficult to quantify. The provision of housing at some ports is much less as compared to other ports. Medical benefits and transport facilities also vary from port to port. In Paradip they are practically non-existent. In Cochin, officers are expected to stay on the Willingdon Island through civil and other amenities are in Ernakulam. There is no private housing available on the island itself. As has been observed by the Wage Revision Committee in paragraph 5.73 of Chapter V of its report, the more important benefits are by and large uniform in all the ports but there are variations in the nature and extent of some

of the benefit. The Committee observed "While we are not in favour of reducing the larger benefits enjoyed by the workers in some ports, we hesitate to recommend that such larger benefits should, to achieve uniformity, be extended to workers in other ports also for the reason inter-alia that a few of them, e.g. medical and housing facilities, cannot be ensured in the immediate future." For these reasons the committee did not take into account the benefits for purposes of evolving the wage structure. I am in agreement with the Committee and have taken a similar view.

4.10 In the circumstances, it has not been possible to suggest uniformity in the rates of emoluments and benefits. Revised scales have been suggested having regard to the existing scales and relativities with a few exceptions. Local peculiarities have been taken care of by recommending special pays and allowances suitable to them instead of rearranging the pay scales themselves.

4.11 Total monetary accrual has been kept in view as far as possible in suggesting the revised rates of pay and allowances. Ex gratia payment is a contingent benefit. It is not possible to foresee the amount of ex gratia which would be admissible to the officers of the ports and its conditions. The possibility of Government deciding not to sanction any ex gratia payment

stall cannot be ruled out. It has, therefore, not been possible to take into account the ex gratia payment in formulating the pay structure. It has also not been always possible to take into consideration allowances such as overtime payment which are of a variable and contingent nature, in working out the total monetary accrual.

4.12 Incidentally, as the practice now is, ex gratia payment in lieu of bonus is made only to those whose emoluments, inclusive of dearness allowances and city compensatory allowances, do not exceed Rs. 1600 per month. Therefore, it has much less relevance to the pay structure of the officers than to that of the other employees of the ports.

4.13.1 I am also expected by my terms of reference to take into account the duties and responsibilities of various posts. It has been urged before me by several officers and their associations that a detailed job evaluation should be undertaken to establish comparability on the basis of duties and responsibilities. It is contended that some of the ports are in the process of development. For instance, Kandla has been recently equipped with a marine unloader; Mormugao has a new ore berth and ore handling equipment; Paradip is modernising and upgrading its existing ore handling equipment and has plans to add to its berth capacity. These changes should be taken into consideration in reviewing the pay structure. In certain other representations a contrary

approach has been advocated. It has been urged that the existing relativities, both vertical and horizontal, intra-port as well as inter-port, should not be disturbed.

4.13.2 In the time at my disposal, it has not been possible to undertake a detailed evaluation such as has been suggested. I have, by and large, assumed that the established relativities have grown on good considerations and have left them undisturbed except where significant changes in the duties and responsibilities and other relevant factors have taken place as a result of development schemes since they were last reviewed by a pay Committee. In such cases, I have had to disturb the relativities in line with the changed conditions. I must also observe here that duties and responsibilities cannot be considered in isolation from other factors such as the qualifications and skill required, degree of supervision exercised and received, etc. I have considered the duties and responsibilities together with these and other relevant factors.

4.14 As I have stated above, historical relativities, inter-port or intra-port, vertical or horizontal, have not been disturbed except where there are significant changes calling for a review. There has been an expression of grievance against the seemingly preferential treatment accorded to the marine services compared to other and a plea has been made for the restoration of parities which existed some years back. It is true that the marine services have had the benefit not only

of pay scales which are comparatively higher but also of a variety of allowances and other fringe benefits which have raised their emoluments significantly above those of other services. However, the availability of particular categories in the market and the price at which they are available, cannot be ignored. There is a known shortage of marine officers - both engineering and navigating. The ports have to step out of line with the emoluments of other services and bid in a competitive market for them in a reasonable manner if they have to maintain their services. Shortage in a specific category which gives rise to improvements in emoluments of that category, cannot be an adequate reason for a similar and competitive improvement in the emoluments of other categories.

4.15 Another guideline given to me is the need for adjusting pay differentials in such a manner as to provide incentives to employees for shouldering higher responsibilities. While it has been generally possible to keep to this guideline in view in formulating my recommendations, I have run into some difficulty at the top levels. In the past the wage disparities between the lowest and the highest levels of employment were distinct and large. However, while over the years the emoluments at lower levels have risen at the higher levels they have neither remained static or have risen only marginally. This has resulted in a considerable narrowing of differentials at the higher levels. In

some cases, they have been reduced to as little as Rs. 50. Again, while incomes on the marine side of the operational categories have increased due to grant of a variety of allowances related to operational requirements, the emoluments of administrative posts at senior levels have not seen any improvement. The result is that the already small differentials at higher levels have not only disappeared entirely but in some cases there is an equal actual loss in earnings on assumption of higher administrative responsibilities. It can be argued that it is the basic pay that is material for such comparisons; allowances are given in consideration of performance of certain duties. They have no relevance in positions where those duties do not arise or are performed in different conditions. Therefore, there would be no anomaly if the emoluments in the lower categories exceed those in the higher categories so long as the basic pay structure of the latter is superior to that of the former. However, the fact remains that if there is a drop in earnings as a result of promotion, there would be a reluctance to accept assumption of higher responsibilities. It has been urged before me that the ports are finding it increasingly difficult to man higher administrative positions, and that such a situation can be remedied only if differentials can be enlarged to absorb a part of the loss on promotion. In Calcutta an increase of Rs. 200 to 300 by way of special

pay or some other form has been suggested for administrative positions.

4.15.2 I have kept the problem in view in proposing the revised pay structure. However, for reasons of general policies in regard to incomes at higher levels, it has not been possible to make suggestions that would eliminate such anomalies altogether.

4.16 It is also pertinent to state here that the proposed pay structure of marine services has been strongly influenced by considerations of demand and supply and its level does not by itself reflect the superiority or seniority of any service or position.

4.17.1 The Desai Committee has classified the major ports into the following three groups: depending upon the volume of traffic handled, the size of employment, the number of ships calling, the size of revenue and expenditure, the size of the fleet held, the number and variety of equipment etc.:

- i. Bombay and Calcutta;
- ii. Madras, Cochin, Visakhapatnam and Mormugao;
- iii. Kandla and Paradip.

4.17.2 I have found that a rigid classification of this kind gives rise to difficulties. The duties and responsibilities of a post in a port may be more onerous and responsible than those of the corresponding post in another port in the same group. However, a demand for parity in

pay scales of the two posts is made merely on the ground that they are in the ports belonging to the same group. Therefore, I have refrained from making any such classification but have generally kept in view the comparative values assigned by the Desai Committee to various posts in the various ports.

4.18 Another guideline given to me is that I should bear in mind the recommendations of the Wage Revision Committee for Port and Dock Workers in respect of the Wage structure of Class III and Class IV employees and the Government's decisions thereon. One of the conclusions reached by the Wage Revision Committee was that the cost of living in all the ports was more or less the same. Therefore, it took the view that the employees in all the ports should be eligible for a compensatory allowance at a uniform rate. (Para 5.83, Chapter V). It also came to the conclusion that in view of the overwhelming evidence regarding high rents, scarcity of houses and consequential hardships, all major ports deserved to be treated alike in the matter of house rent allowance. The committee stated that if all major ports had to be on the same level in regard to the house rent allowance and city compensatory allowance as it thought they should be, the Committee was not in favour of treating them as separate and distinct elements and preferred to merge them into basic pay. This conclusion of the Wage Revision Committee and the recommendations based on it have been

accepted by the Government. The merger of city compensatory allowance and house rent allowance into the basic pay has certain implications, particularly in the case of officers whose pay structure is and has to be comparatively higher than that of the class III and class IV employees.

Firstly, such a merger has not been done in any other case either in the Government or in any public sector undertaking. Therefore, by merging house rent allowance and city compensatory allowance in the basic pay of officers, the pay scales can by comparison appear to be out of line with those obtaining in the Government or in public sector undertakings though in effect it may not be so. Secondly, while in the case of class III and class IV employees, house rent allowance, before revision, was admissible at a prescribed rate without production of rent receipts, in the case of officers it is admissible at specified rates without production of rent receipts and above that, upto a maximum of 20 per cent of pay, but not exceeding Rs. 300 per month on production of rent receipts. Therefore, the merger of house rent allowance to the full extent and its discontinuance entirely as a separate element in the case of officers presents practical problems. It has the effect of reducing the benefit to those who may be in receipt of the allowance at a higher rate on production of rent receipts. Again, such a merger places those who are in occupation of port quarters and do not thus have to pay house rent beyond

a fixed percentage of their basic pay and allowances at an advantage vis-a-vis those living in rented accommodation. In the case of officers, the percentage of those who are occupying port accommodation is comparatively high. It is about 35 to 40 in the case of officers as against 12 to 16 in the case of other employees. Thus such a merger places a large number of officers in a position of benefits which might not otherwise be justified on considerations of merits or requirements. However, its exclusion by departure from the mode adopted by the Wage Revision Committee renders the fixation of pay of class III employees on promotion to class II or class I difficult. I have attempted to minimise the anomalous effect of this measure by merging only such portion of the house rent allowance with pay as is absolutely necessary to avoid a distortion in the pay structure of the officers vis-a-vis that of the class III employees.

4.19 In regard to the merger of house rent allowance the officers have expressed divergent views. One view is that it should be merged as has been done by the Wage Revision Committee and that in doing so it should be computed at the highest level of Rs. 300. Some have even suggested raising the present level to a still higher figure before merger. The suggestion has been made on the ground that this will improve the retirement benefits for them in terms of contributory provident fund, gratuity and pension. So far as gratuity and pension are concerned I doubt whether it will make any significant

difference because there are already ceilings in regard to the maximum gratuity and pension admissible. The benefit will accrue only to those who are on a providend fund scheme and theirs is a dwindling number. In any case, as I have discussed earlier, merger of house rent allowance cannot be justified on merits except to the extent it may be necessary to do so for practical considerations. I have, therefore, not been able to support the suggestion.

4.19.2 The other view is that it should not be merged at all. The reasons stated are that it may attract a higher incidence of income tax and may also deprive the officers of the escalation in house rent allowance to which they would ordinarily be entitled by reason of increases in their pay on earning increments if it were a separate element. That view also contests the conclusion that all ports are equally costly in the matter of residential accommodation and desires that the rates of house rent allowance should be adjusted for each port having regard to its own conditions. As I have said earlier, I have proposed merger of only such minimum portion of the house rent allowance as I have considered absolutely necessary. Over and above the amount that has been merged, a variable house rent allowance has been suggested on production of rent receipts. The point made by the officers has thus been substantially met. Considering the decision of the

Government on the recommendations of the Wage Revision Committee it is not possible for me to support the contention that all ports are not equally costly.

4.20.1 Another guideline requires me to take into consideration the economic conditions in the country and all other factors.

4.20.2 The Economic Survey 1977-78, Government of India, observes with satisfaction that the Indian economy is placed in an exceptionally favourable situation currently and the medium term prospects are also very good. The performance of the economy during the current year has been satisfactory in many respects. The growth of GNP has been high; the harvest has been plentiful; the price level has been relatively stable and the balance of payments has continued to display strength. Decline in the imports of food and fertilizers to negligible levels because of satisfactory production at home, high growth rate in exports resulting in favourable balance of trade and large volume of invisible receipts from abroad, have pushed up foreign exchange reserves to an all time high of Rs. 3959.3 crores at the end of January 1978. Abundant stocks of foodgrains and high level reserves of foreign exchange, have removed some of the constraints on the growth of economy. The country is now in a position to liberalise imports to meet legitimate requirements of industry for raw materials and components for increasing production both for

domestic use and exports, giving further fillip to industrial growth. Sharp rise in the prices of particular commodities which undermine the overall price stability can now be taken care of by liberalising imports of such commodities. Strained industrial relations and reappearance of power shortages have affected the rate of industrial growth, which during the year fell to 6 percent as compared to 10.4 per cent in 1976-77, the highest for a decade. The survey goes on to say that if these restraints can be taken care of satisfactorily, the economy can look forward to the growth rate stepping up reasonably.

4.20.3 It is observed that though there has been a relative price stability during the year, the overall level of prices during 1977-78 has been higher than it was a year earlier. As table XIV at page 41 shows, there is no definite sign yet of the reversal in the rising trend of All India Consumer Price Index. The true impact of the recent hike in excise duties and the proposed deficit financing of the order of about Rs.1000 crores is yet to be seen. The continuing erosion in their real incomes remains a matter of serious concern to the salaried groups and they do not see any signs of the pressure slackening off.

4.20.4 In the context of the liberalised import policy and the likely growth in the export trade, the ports can expect a sizeable expansion in the volume of traffic passing through them.

4.21 Another guideline given to me is that I should have due regard to the general principles relating to wage policy as formulated by the Ministry of Labour and the Bureau of Public Enterprises. As I have stated earlier, in formulating my proposals I have been in close consultation with the Ministry of Labour as well as the Bureau of Public Enterprises and their views in regard to the policies and practices relating to wages have been taken into consideration.

4.22./ It has been urged that the pay revisions in the past have not been satisfactory. The application of the scales suggested by the First Pay Commission in fact resulted in a disadvantage to some officers. There was no improvement as a result of the recommendations made by the Second Pay Commission. The Commission merely merged a part of dearness allowance into pay. The Desai Committee also did not revise the pay scales in a scientific manner taking into account the duties, responsibilities and other relevant factors. The recommendations of the Desai Committee merely involved addition of Rs.75 to Rs.100 at the minimum and Rs.100 at the maximum, except in the case of certain heads of departments who got Rs.200 at the maximum. Considering the erosion in the value of salaries, a much greater benefit should have been given. It has been suggested that in framing my recommendations I should take into consideration the inadequacies of the past revisions and make up their deficiencies in the new scales.

4.22.2 It has also been stated that the port industry is a specialised industry and not comparable to Government or any industrial or commercial organisation. In fact, as has been held by the Wage Revision Committee, it is really a co-operation of industries. It has accordingly been urged that the pay scales should be totally delinked from those of Government and should be revised having regard to the rise in the cost of living since the revision by the First Pay Commission, changing pattern of consumption and consistently rising standards of living and expectations.

4.22.3 As far as I have been able to ascertain, the Desai Committee had taken a note of the claim that the pay structure of port employees should not necessarily be linked with the pattern of Government scales. That position had also been accepted by the Government in setting up that committee. However, in accepting this position, the committee had also taken due note of the scales obtaining in other public sector undertakings and the private sector. It has also taken into account the erosion in real values of emoluments that had taken place and the trends in respect thereof in revising the pay structure. It had taken the view that an addition of Rs. 75 to Rs.100 coupled with six monthly revision of dearness allowance and other increases by way of fitment suggested by it should sufficiently take care of this erosion.

4.22.4 I have not been able to accept the proposition that the pay structures should be reviewed de novo with reference to the position that obtained in 1949 and that the shortfalls in it should be made up at this juncture. I have assumed that the pay scales which were recommended by the various committees from time to time were appropriate to the conditions then prevailing. It is not for me to go into them again to examine their adequacy and to make up the deficiencies that, it is alleged, exist in them. I have based my proposals on the existing scales with due consideration of other relevant factors. In doing so, I have also borne in mind the approach of the Wage Revision Committee that port industry is not comparable to any other industry and that it is really a conglomeration of industries and that the wage structure of the port industry should be reviewed having regard to its own conditions. At the same time it has also been borne in mind that it is a public service which though run on quasi-commercial lines, does not have a profit motive as such. It is expected to provide efficient service at a reasonable cost and that its smooth and efficient functioning is vital to the national economy. As I have said earlier, it has also been borne in mind that though the pay structure of the ports has been delinked from the Government pattern, it should not be seriously out of line with the pay scales obtaining in the Government and the public

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sector undertakings. The scales obtaining in some of the private sector industries have also been kept in view so that the competitive position of the port industry is maintained and it is able to attract a reasonable talent.

4.23 Some of the officers/associations have requested for restructuring of the departments and creation of new posts/upgradation of the existing posts. I do not think it is within ^{the} purview of my terms of reference to restructure the departments or suggest creation of new posts or upgradation of existing posts. These are administrative matters which are to be considered by the port administrations themselves. In doing so they may adopt one of the standard scales as may be appropriate.

4.24.1 It has been urged that there has been a considerable increase in the cost of living since the pay scales were last revised. Also, it is pleaded that the All India Consumer Price Index Number for Working Classes is not suitable for adoption in the case of officers as it does not reflect their consumption pattern. The price rise should, therefore, be evaluated in terms of the All India Urban Non-Manual Employees Consumer Price Index.

4.24.2 I understand that the percentage rise in the case of the two indices is more or less of the same order. The Consumer Price Index for Working Class has been consistently adopted in the past as the basis

for determining the dearness allowance both in Government and public sector undertakings. There are no strong reasons for departing from this practice. The Urban Non-Manual Employees Consumer Price Index relates to employees drawing salaries not exceeding Rs.750. This in fact has greater relevance to class III employees than to officers. No departure has been made in the case of class III employees and, therefore, there is even less reason to do so in the case of officers. The difference in the pattern of consumption of the officers and the rise in the cost of living have been suitably taken into consideration in evolving the new pay structure.

4.25.1 It has been urged that the class III and class IV employees have derived considerable gains in pay and allowances as also in their retirement benefits as a result of the implementation of the recommendations of the Wage Revision Committee and that the officers should get benefits of the same order and in proportion to their pay scales. The disparity ratio that existed between the lowest class III employee and the lowest level of Junior officers prior to revision by the Wage Revision Committee should be maintained in revising the pay structure.

4.25.2 The values of class I and class II posts have to be considered on their own merits and the factors relevant to them. The pay structure cannot be based

merely on arithmetical proportions and disparities as in that case the results would be grossly distorted. Even in the case of class III and Class IV employees, the increases recommended and accepted by Government at the higher levels in those categories, are proportionately less than the benefits received by the class IV employees. However, reasonable consideration has been given to the general question of disparities, comparative benefits, the Government's policy in regard to maximum emoluments, the disparity ratios followed by the Third Pay Commission, etc. along with other relevant factors. Also, the benefits received by the class III employees have been suitably kept in view in restructuring the pay scales in order that anomalies do not arise and incentives for acceptance of higher responsibilities are maintained.

4.26 It has also been urged before me that the minimum of the pay scale of the officers in the lowest category should be higher than the maximum of the highest pay scale in the class III. I have not been able to accept this plea. While in the case of class III employees, higher scales are promotional scales and are normally attained at the peak of their career, in the case of class I officers, the lowest scales are generally direct entry scales and are meant for fresh recruits. It would not be anomalous if the pay of an officer at the lowest level is for that reason less than the pay of his class III subordinate.

4.27.1 It has been urged that the number of scales should be reduced; the scales should be integrated and elongated for the first three levels to obviate the possibility of stagnation and to provide for time-bound promotions and that stagnation increments should be allowed.

4.27.2 I have considered all these pleas. As observed by the Third Pay Commission, reduction in the number of pay scales may result in the curtailment of promotional opportunities. Granting of promotion is one of the few effective instruments left with the management for rewarding good performance and thereby improving efficiency. A relatively larger number of grades is, therefore, necessary to provide adequate promotional opportunities. Integration of a number of scales would result in the elimination of differentials on account of assumption of higher responsibilities. I cannot accept the plea that as long as an employee is fit to discharge the duties of a higher post, he should be paid the pay of that higher post, irrespective of whether he performs the duties of that post or not. An employee is paid for performing the duties of a post and not merely for being qualified to perform them. The integration of the pay scales in the manner suggested would mean an employee being paid only for his ability to work and not for the actual work expected of him in a higher post. The public services exist for the furtherance of public interest and not

merely for the benefit of those manning the services. Reduction in the number of grades merely for the purpose of tidying up the pay structure is, therefore, neither desirable nor necessary.

4.28.1 A request has been made for the grant of stagnation increments. It is urged that stagnation is highly demoralising particularly in a situation of rising costs. Stagnation may be due to want of promotional opportunities or on account of the maximum of the scale having been reached. There are no annual increments thereafter take care of even a part of the rising cost.

4.28.2 The pay structure of officers of the ports is reviewed periodically. Also, at senior levels reaching of the maximum some day is inevitable. Provision cannot be made for grant of increments or promotions indefinitely. I have, therefore, not found it necessary or desirable to support a scheme of stagnation increments for officers.

4.29 It has been stated that the port services are multi-disciplinary. Though their scale of operations and employment is large it is mostly labour intensive. Because of the multi-disciplinary and labour intensive character of the operations, the officer cadres in the various disciplines are small. Therefore, the opportunities for promotion and advancement, particularly at levels comparable with middle and higher levels in Government or large undertakings are small. The lowest and middle levels have, therefore, to be made comparatively

attractive. Where promotional opportunities are lacking or inadequate, provision has to be made for longer scales, selection grades or integrated scales.

4.29.2 There is validity in this plea. Each port is a self-contained unit so far as officer cadres are concerned. Therefore, there is need to make the service conditions within each unit attractive. The disadvantage experienced in certain ports, as for instance, Kandla and Paradip, have also to be sufficiently compensated in devising the pay structure to enable these ports to attract officers of reasonable talent in competition with ports which have better facilities. Otherwise, the operations and services in these ports will suffer. I have taken into account these factors in suggesting the revised scales.

4.30 Comparisons have been made by the officers with other undertakings in the public and private sector, particularly the Shipping Corporation of India, Nationalised Bank, Life Insurance Corporation of India, etc. The latter undertakings are not comparable with the Major Port Trusts in the nature and size of their operations. A comparison with them would be inapt. I have seen the pay structure of some of the other undertakings in the public as well as private sector and have kept it in view in framing my recommendations.

4.31.1 It has been urged that there has been a considerable change in port activities both qualitatively and quantitatively, as for instance new and more sophisticated equipment has been installed at certain ports. This should be taken into consideration.

4.31.2 I have dealt with this aspect at some length elsewhere and have borne this in mind appropriately.

4.32 It has been urged that the time taken to acquire the qualifications and experience required for a post should be taken into consideration in determining the pay scales. As for instance, it has been suggested that the officers of the Engineering Department should have a higher minimum in view of the longer time that is required to obtain the minimum qualifications and experience necessary for the posts in that department. In another case, it has been suggested that where the length of time and experience required for acquiring the qualifications for more than one post are similar, the minimum pay of such posts should also be similar irrespective of other factors. I have given due consideration to these pleas. Where the time taken for acquiring qualifications and experience for a certain post is significantly higher, it has been duly considered along with the duties and responsibilities and other relevant factors. However, it cannot be considered in isolation from other factors. The monetary value of one experience need not necessarily be equal to the value of another experience. Therefore,

the argument that equal experience should be equally computed in fixing the minimum of the scales, cannot be accepted. There are more than one factor which go into the determination of pay structure. It is not possible to attempt a fine differentiation in the rates of remuneration based on consideration of differences in respect of each of these several factors. Assessment has to be made broadly on the basis of the significant elements taken together and not singly.

4.33 It has been urged before me that living and working conditions in the ports should also be taken into consideration, as for instance, inadequacy of housing, transport, education and recreation facilities, social amenities, etc. in Paradip and Kandla. The wage Revision Committee for class III and Class IV Employees has taken the view, and this has been accepted by the Government, that all ports are equally costly and having taken that view, it recommended that the city compensatory allowance and house rent allowance should be merged into basic pay at a uniform rate for all the ports. Having accepted that all ports are equally costly and that the rates of city compensatory allowance and house rent allowance should be the same for all the ports, it recommended the abolition of special allowance admissible at Paradip. The principle that has been accepted in the case of class III and class IV employees is equally applicable

to the officers also. The presence or absence of facilities is taken into consideration in assessing the costliness or otherwise of a place. Inadequacies of certain facilities cannot, therefore, be given weightage separately from this assessment. I have, therefore, not been able to recommend continuance of allowances such as the Paradip Allowance, which has been demanded in the hearing before me. Nor am I able to recommend any special allowance of a similar nature for Kandla for the same reason.

4.34 In some of the representations made before me, it has been suggested that class II scales should be abolished by being merged with the class I junior scales. In this connection, the Third Pay Commission has observed (para 6, Pl 32) that "while direct recruitment is made to the junior scales of the organised class I services (or to the lower segment of the integrated scales in certain cases), the well-understood intention is that these direct recruits will spend only a relatively short period in the junior scale or the lower segment of the integrated scale, as the case may be. During this period, which is usually 6 years or so, the direct recruit undergoes a period of in-service training and acquires considerable experience, as he is continuously called upon to meet fresh challenges and encouraged to take responsibility. The career grade is the senior scale. The intention is to build up the direct recruit so that he can hold the top administrative posts while he is still young, and to develop his qualities of drive and initiative.

On the other hand, the Class II services often mark the culmination of the career of efficient class III employees though direct recruitment also does take place as indicated earlier. While the Class II officer often exercises similar statutory powers as a Junior Class I officer, the responsibilities he is called upon to discharge, however, are somewhat more routine, and there is greater degree of supervision. We are of the view that having regard to the different roles assigned to these services, and to the need for building up cadres to man the senior administrative posts, the existing division into Class I and Class II services should be retained."

4.34.2 The Commission has also added that the merger of class II services with the Junior Class I cadre would amount to an addition at the base of a very large number of posts, most of which have been filled by lower standards of recruitment and promotion. This vastly expanded base would, by considerably reducing the further promotion prospects of the directly recruited Class I officers, render that service very unattractive. The Class I service would thus fail to attract candidates of the right calibre. To the extent class II posts are filled by direct recruitment, instead of by promotion, the avenues of promotion now available for class II would shrink. Therefore, conversion of class II and class I Junior scale would be ill advised.

4.34.3 I have not been able to support the suggestion for similar reasons.

4.35.1 The marine services, both navigating and engineering, have urged before me that their training and background are common with the officers of the merchant navy at sea and that, therefore, their pay structure should be evolved having regard to the emoluments admissible at sea. Some of the officers have pleaded that they should be enabled to earn as much as they would have earned had they been in service at sea. Others while concerning that the service on shore, have asked for due consideration being given to the pay and allowances admissible at sea so that the ports can attract and retain personnel of the right calibre. [at sea cannot be compared with the service

4.35.2 The demand for parity with the emoluments at sea in the merchant navy has been made by the marine services of the ports time and again before the pay committees in the past and has not been accepted. In considering the scales of marine officers of the ports, the Lokur Committee observed as follows:

"Life at sea cannot be compared with life ashore with its amenities and facilities, its opportunities for social contacts, relaxation, amusement and recreation. The demands on discipline and self-restraint are more exacting and constant at sea and the Masters' responsibilities are varied, heavy and continuous. He is, amongst other things, responsible for the safety of the ship, the crew and the passengers and also the cargo and equipment. He can be said to be on duty all the twenty-four hours."

"..... there is little doubt that shore appointments carry advantages and are more attractive to the majority than sea-going appointments. We do not, however, wish to convey the impression that we consider the port services to be of less importance or involving less responsibility, or that they do not require a high degree of professional ability. Our visits to the various ports and contacts with the officers concerned both on and off duty have impressed upon us the importance and responsible nature of their specialised duties. A balance should, therefore, be struck between sea emoluments and shore emoluments, after all these aspects of the question have been taken into account".

"We think it right that any attempt to claim parity between scales of pay at sea and in the Marine Services on shore ought to be discouraged, since the question of pay cannot be isolated from all other conditions of service. We, however, agree that the ports must offer an adequate remuneration having due regard to the general demands for this category of personnel and to the terms offered by the shipping companies."

4.35.3 The Bombay Port Marine Service Enquiry Committee, 1967 observed as follows:

"In our view there cannot be parity between the scales of pay at sea and the scales of pay for shore jobs. Though the qualification for recruitment to both the services is the same, there are various advantages attached to shore

jobs which have been already recognised in the past. The scales at sea, however, have to be considered while prescribing scales of pay for pilots and for the promotional posts available to pilots."

4.35.4 For the reasons already discussed by the committees in the past, I have also not been able to accept the claim for parity with emoluments at sea in the merchant navy. During hearings, the officers also, by and large conceded that the conditions at sea could not be compared with those on shore and that 'Parity' did not mean full equivalence with the emoluments at sea. In the various proposals placed before me, 65 per cent to 85 per cent of the wages at sea were suggested as reasonable for the shore jobs.

4.35.5 Some of the allowances admissible at sea are not relevant to shore work in the ports. The Masters at sea are eligible for an overtime equal to 11 days wages per month. I have been given to understand that the overtime of floating officers at sea takes into account four hours of actual work on Saturdays, some work on Sundays as a weekly shut down on a ship is not possible and about one or $1\frac{1}{2}$ hours extra per day while attached to a ship. If converted into consolidated overtime, it works out to about 11 days a months. These conditions are not relevant to the conditions in ports. In fact in one of the discussions it was conceded that the wages at sea were really wages for 24 hours duty, partly active and partly

captive, apart from the conditions in which these wages were given and they could not justifiably be demanded for work on shore.

4.35.6 While parity with wages at sea cannot be conceded, it cannot also be ignored that the marine services in the ports are by and large recruited from the same sources as marine officers in the merchant navy and that they have a common background and training. It has also to be borne in mind that the disparity between the wages at sea and the emoluments in the ports has been steadily widening resulting in a diversion of personnel from the shore to sea jobs. Therefore, as has been observed by the committees in the past, due consideration has to be given to the emoluments admissible at sea. It is not possible to quantify in monetary terms the differences in working conditions at sea and on shore to arrive at any pre-determined percentages on the basis of which the pay and allowances could be built up. I have broadly taken into consideration the emoluments admissible at sea, the working conditions at sea and on shore, the need for smooth functioning of the ports, increases given to the officers at sea from time to time and the desirability of securing a reasonable measure of satisfaction among the officers of the ports. The proposed scales have been devised taking all these factors into consideration. Wherever conditions in the ports so require, I have in addition suggested allowances of various types to suit those conditions.

4.35.7 During the hearings it was also mentioned that the officers of the Dredging Corporation of India were in receipt of pay and allowances based on agreements signed by the shipping companies with the Maritime Union of India and that the conditions of work at least in some of the ports such as Calcutta, were not different from those in the Dredging Corporation of India. It was urged that, therefore, a parity with the emoluments of the officers of the Dredging Corporation of India in such ports would be justified. In this connection, it may be pertinent to mention that the Dredging Corporation of India has plans for training its own officers for a dredging service and the ports are participating in that training programme. The present arrangements under which the pay structure of the Dredging Corporation of India is linked up with the agreements with the Maritime Union of India are of a transient nature. It will not, be appropriate to base the pay structure of the officers of the ports on such temporary arrangements. Nor are the work and working conditions in the two undertakings quite similar. The features which provide similarity with the services at sea or in the Dredging Corporation of India such as length of voyages on which the officers have to go, the size of their vessels, deprivation of family comforts, the captive/^{time}spent on board, etc. have been duly taken into consideration where appropriate, in suggesting the pay structure.

4.35.8 During the hearings it was stated that in addition to the pay and allowances, the officers in the merchant navy were entitled to four months annual leave as against 30 days permissible in the port services and that this benefit should not be ignored in devising the pay structure. I am informed that the annual leave of 120 days represents 30 days of privilege leave, 52 days of compensatory leave on account of Sundays lost at sea and in ports, 26 days on account of halfday's extra work on Saturdays and 16 national/bank holidays minus Saturdays, Sundays and Bank holidays falling in the leave period. The condition in the ports are different and a reference to leave admissible at sea is not relevant to them. An appropriate allowance for work on Sundays and holidays has been made in suggesting the revised pay structure.

4.35.9 A reference to the emoluments admissible to the marine officers in shore jobs in the shipping companies and other private and public sector undertakings was also made. It has been urged before me that while the pay and allowances admissible to these categories in shore jobs are relevant, the relevancy is not total inasmuch as the officers in these employments have much greater freedom and opportunity to alternate between sea and shore jobs. Also, the shore jobs in those employments do not involve ship handling which is involved in the ports. Therefore, it would not be appropriate to review the pay structure

of the marine officers of the ports by comparison with emoluments in those employments. There is some validity in this plea and I have taken it into consideration suitably.

4.35.10 As I have said earlier, in suggesting the proposed pay structure for the marine officers, I have been strongly influenced by considerations of demand and supply. In my discussions with the officers of the Directorate General of Shipping, I have been given to understand that the shortage in the marine categories may continue for at least three years more after which it is hoped, the pressure may ease. The pay structure has been so designed as to permit of adjustments being made to suit changing conditions.

4.36 Representations have also been made at various ports relating to the under-mentioned matters:

- (i) Invalidation compensation.
- (ii) Accident insurance.
- (iii) Leave encashment
- (iv) Leave travel concession.
- (v) Ex gratia payment.
- (vi) House building advances
- (vii) Motor car advances
- (viii) Holiday homes

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- ix) Retirement benefits
- x) Medical benefits
- xi) Change in designations
- xii) Organisation and structure
- xiii) Telephone facilities
- xiv) Reimbursement of membership fees for professional studies

These matters fall outside my terms of reference.

I have, therefore, not dealt with them.

CHAPTER V

Revised Pay Structure

I - Pay Scales

5.1 The general considerations which have gone into the revision of pay structure in the present enquiry have already been discussed in some detail in the preceding chapter. They have also been touched upon appropriately in discussing the representations submitted by the officers and their associations at the various ports. It is not necessary to restate them here.

5.2 In the representations submitted to me by the various associations, it has been stated that in the past revisions, the pay structure of officers of the Major Ports Trusts has not received a scientific look having regard to the serious erosion in the value of money, the changing pattern of consumption and the rising expectations of officers. It has been urged by some associations that in the present enquiry, the pay structure should be given a fresh look and at least lowest at the lowest level provision should be made for a 100 per cent neutralisation for rise in the cost of living so that they can maintain a reasonable standard of living.

5.3 Various formulae have been suggested for the determination of the minimum of the lowest scale of Rs.475-1100. One suggestion is that the

minimum of the lowest pay scale should be based on the disparity ratio between the minimum of the pay scale of class IV employees and the minimum of the pay scale of class I officers implied in the recommendations of the Third Pay Commission. Some have referred to the pay scales obtaining in the public sector undertakings such as the Life Insurance Corporation of India, nationalised banks and the Shipping Corporation of India and have asked for emoluments based on comparisons with them. Another suggestion that has been made is that the officers should be given an increase in their emoluments of the same order or in the same proportion as has been given by the Wage Revision Committee to the Class III and Class IV employees.

5.4 The resultant minimum arising from the various suggestions made by the officers and their associations range from Rs.1,000 per month to Rs.1,500 per month at the lowest level, but most of them have placed it at around Rs.1,300 per month.

5.5 In framing my recommendations, I have considered the various submissions made by the officers and their associations and have borne in mind the levels of emoluments obtaining in other public sector undertakings, the order of improvement in the emoluments derived by class III and class IV employees of the major ports as a result of the recommendations of the Wage Revision Committee, as modified by the Government,

as also the differentials that the officers of the ports had vis-a-vis the Central Government servants after their Pay structure was delinked from that of the Government pattern with effect from the 1st January, 1969. I have also given due regard to the need to enable the major ports to attract personnel of the right calibre and to retain them in a reasonable state of satisfaction.

5.6 In the case of marine services, as I have said earlier, I have been influenced by the considerations of demand and supply in formulating their pay structure. In view of the fact that the major ports have to compete with the merchant navy and other employers in recruiting marine officers with Certificate of Competency as Master (Foreign Going) or Certificate of Competency as First Class/Second Class Engineer and the present shortage of such categories, I have taken due note of the emoluments obtaining in the merchant navy together with the advantages of the jobs ashore disadvantages of the jobs afloat. As I have said earlier, the pay structure having been evolved on a different basis, for the marine officers, it does not necessarily reflect the superiority or seniority of any marine service or position vis-a-vis the other services or positions.

5.7.1 In the case of medical services, there are certain special features which I have kept in view in framing my proposals. As observed by the

the Third Pay Commission, the basic medical course (MBBS) is longer and more expensive than the other professional courses. Further one or two years' experience is essential for admission to a post-graduate degree or entry into the profession.

As a result, the average age of entry of the direct recruits into the medical service of the major ports is somewhat higher, generally around 28/29 years. Since the age of retirement is the same as for other services, the effective period of service available to them is lower than that available for other services. The career prospects of the medical services are also relatively inferior as the cadres are small and the officers cannot move up except in their respective specialities. The staffing pattern caters primarily to the treatment of common ailments; the posts of specialists are few or part-time. In view of these special considerations, I have proposed the Junior class I scale for the medical services, in place of the existing class II scale. This is in line with the recommendations that the Third Pay Commission has made in respect of the Central Health Services.

5.7.2 In order to improve the promotion prospects of medical officers I also suggest that 20 per cent of the posts in the Junior time-scale of Rs.950-1630 should be converted into selection grade posts on the time scale of Rs.1000-1900. These 20 per cent posts should be inclusive of other posts that might have been otherwise sanctioned on that time scale.

5.8 Barring class I junior and class II scales and their truncated forms, the existing scales do not make adequate provision for efficiency bars. There is need for providing some linkage between performance and pay. I have, therefore, provided for efficiency bars at the appropriate stages in the entry scales and the scale next above.

5.9 The pay structure has to be related to a Consumer Price Number in a selected series. Third Pay Commission and the Wage Revision Committee for class III and class IV employees of the major ports have adopted the All India Consumer Price Index Number for Industrial workers (1960-100) Though since then, 1970-71 series have also been finalised, I am of the view that it should be conducive to general administrative convenience if in the case of officers also, the same series, viz., the 1960 series, are adopted.

5.10 As regards the selection of an index number to serve as the base, the Wage Revision Committee has taken into account the average of the three months of August to October 1973, which is 250 in the 1960 series. In doing so, it has taken into account the fact that the revised wage structure would come into force with effect from the 1st January 1974. As stated by the Committee, in a quarterly revision of dearness allowance that it recommended, a gap of two months would enable the

employer and the workers to know precisely the published figure of the index number on the basis of which dearness allowance would be payable with effect from the start of the next quarter. Another reason for selecting that index number was that the Committee was of the view that the index number would not fall below 250. Many of the class I and class II posts in the major ports are filled by promotion from class III services. Since the wage structure of the class III services has been related to 1st January 1974 and Consumer Price Index number 250 of the 1960 series, it is appropriate that the pay structure of class I and class II officers is also related to the same date and the same series and index number, as otherwise there would be distortions in the pay and allowances of class III employees on their promotion to class I or class II posts. I have, therefore, related the pay structure of the officers also to 1st January 1974 and Consumer Price Index number 250 of the 1960 series.

5.11 The pay scales of class III and class IV employees were evolved by the Wage Revision Committee by merging into the revised scales, dearness allowance and additional dearness allowance, as admissible on the 1st January 1974, house rent allowance and city compensatory allowance together at 26 per cent of basic pay and a compensatory amount to make up for the difference between index number 268 of the

1949 series (additional dearness allowance already paid being related to that number) and index number 303 of the 1949 series, which corresponds to index number 250 of the 1960 series to which the revised scales were related. In order that there are no difficulties in fixing the pay of class III employees on promotion to class I and class II posts, it would appear necessary that the pay scales of the officers also are structured on similar lines and dearness allowance, city compensatory allowance, house rent allowance, as admissible on 1st January 1974, are merged into the pay scale. I have discussed the implications of the merger of house rent allowance and city compensatory allowance at a uniform rate into the pay scales in paragraph 4.18. For the reasons discussed in that paragraph, I have not considered it desirable to merge these elements into the pay scales fully. I have included a part of these allowances in the fixed dearness allowance that I have proposed for payment separately.

5.12 My proposed scales relate to index number 250 of the 1960 series, which corresponds to index number 303 of the 1949 series. However, on 1st January 1974, the officers were actually in receipt of dearness allowance related to index number 268 of the 1949 series, and not to index number 303 of that series. They would, therefore, in fairness be entitled to this loss of dearness allowance on 35 points amounting to Rs.70 per month being made up in the formulation of the revised pay scales. This has been provided for accordingly.

5.13 The revised scales that I have proposed have been set out in the schedules to the respective chapters in which I have dealt with the various Port Trusts. The pay scales that I have proposed for the Dock Labour Boards have been set out in the schedule to the chapter on the Dock Labour Boards.

II DATE OF EFFECT

5.14 The revised pay scales of class III and class IV employees recommended by the wage Revision Committee were given effect to from the 1st January 1974. I suggest that in the case of class I and class II officers also, the revised pay structure may be given effect from the same date, viz., 1st January 1974. As I have observed earlier, a number of class I and class II posts in major ports are filled by promotion from class III categories. Unless the revised pay scales of the officers also are given effect to from the same date as that of class III and class IV employees, namely the 1st January 1974, difficulties will arise in the fixation of the pay of class III employees who have been promoted to class I and class II posts. I understand that at present they have been allowed to draw their pay and allowance in their own class III scales pending finalisation of this enquiry.

5.15 City compensatory allowance (including Goa Compensatory Allowance) having been merged in pay and dearness allowance in full in the proposed pay

structure it will cease to be admissible as a separate element with effect from the date on which the revised pay structure is implemented. The Paradip Compensatory Allowance which was granted on considerations similar to those for the grant of city compensatory allowance and house rent allowance will also cease to be admissible from the date on which the new pay structure takes effect. This is in line with the decision taken by Government on the recommendations of the Wage Revision Committee in respect of class III and class IV employees.

5.16 The fixed dearness allowance will be payable at the rate of Rs 230 per month as discussed in paragraphs 5.20 to 5.22.

5.17 Variable dearness allowance will be admissible for rise or fall in the index number above 250 of the 1960 series in accordance with the formula discussed later in this chapter in paragraph 5.23.

5.18 No house rent allowance will be admissible except in accordance with the terms and conditions stated later in paragraph 5.31 to 5.34.

III-Fixation of pay in Revised Scales

5.19 Pay in the revised scales should be fixed in the following manner:

- 1) To the pay (excluding dearness pay and special pay, if any) in the existing scale on the 1st January, 1974, will be added the appropriate amount as mentioned below. If the total thereof (herein-after referred to as the "aggregate") is equal to

a stage in the corresponding revised scale., the pay will be fixed at that stage and, if there is no such stage, at the stage next above:-

Pay in existing scale Rs.	Amount to be added Rs.
Upto 700	500
701 -1500	525
1501 -2000	575
2000 -and above	525

- ii) If the minimum of the revised scale is higher than the aggregate the pay will be fixed at the minimum of the revised scale;
- iii) Where pay in the revised scale happens to be fixed at the minimum of the scale and the officer has put in as on the 1st January 1974, three or more years service in the existing scale, he will be given one increment in the revised scale for every three completed years of service subject to a maximum of three increments;
- iv) If the aggregate happens to be more than the maximum of the revised scale, pay will be fixed at the maximum of the revised scale and the amount above such maximum will be treated as personal pay to be absorbed in future increases in pay and it will count as a pay for all purposes;
- v) After fixing pay in the revised scales in the above manner, (next increment will) be drawn on the anniversary of the last increment in the existing scale subject however to the condition that the date of next increment will be the 1st of the month in which the increment falls due;
- vi) If two or more officers in the same cadre and drawing pay at different stages in the same existing scale happen to be fixed at the same stage in the revised scale and the date of the next increment of the senior happens & and fall after the date of increment of the junior, the date of the senior will be advanced to the date of increment of the junior;
- vii) If the total of existing pay, dearness pay, dearness allowance, city compensatory allowance, house rent allowance (when drawing without production of rent receipts) and Paradip Compensatory Allowance drawn by an officer on the date of issue of Government's orders on this report happens to be more than this pay in the revised scale,

fixed dearness allowance and variable dearness allowance on that date, the difference will be paid as personal pay to be absorbed in future increases in pay and allowances;

- viii) The pay of an officer appointed to any grade or promoted to a higher grade after the 1st January 1974, will be fixed in accordance with the normal rules relating to fixation of pay;
- ix) If an officer has officiated in a post prior to the 1st January 1974, but was not holding that post on that date pay fixed in the revised scale on his reappointment of that post should not be less than the pay that would have been fixed had he held the post on that date;
- x) While pay will be allowed at the appropriate stage in the revised scales as fixed in the manner stated above, payment of arrears (after adjustment of house rent out before adjustment of contribution to Provident Fund) on account of pay, fixed dearness allowance, variable dearness allowance and overtime allowance due upto the date of Government orders on this report will not exceed an amount calculated at Rs.250 per month in all.

IV- Dearness Allowance

A Fixed Dearness Allowance

5.20 As I have said earlier, I have merged only a part of the amount of dearness allowance, city compensatory allowance and house rent allowance (payable without production of rent receipts) into pay. I propose that the balance of the amount may be paid in the shape of fixed dearness allowance.

5.21 At present, the officers are eligible for dearness allowance calculated at the rate of Rs.2 per point of the 1949 series (equal to Rs.2.43 per point of the 1960 series) for rise or fall in the consumer price index number. Later in this chapter, I have proposed that in future, variable dearness allowance be paid at the rate of Rs.1.30 per point of rise or fall in the consumer price index number of the 1960 series. As the officers have already drawn dearness allowance at the higher rate of Rs.2.00 per point since 1st January 1974, it will be necessary to protect the amount already drawn upto the date of the Government's orders on this report. This protection may also be provided by inclusion of the difference between the dearness allowance calculated at Rs.2.00 per point of the 1949 series and at Rs. 1.30 per point of the 1960 series in the fixed dearness allowance.

5.22 I have accordingly recommended a fixed dearness allowance of Rs. 2.30 per month, payable at all levels with effect from 1st January 1974 on both these counts.

B(i) - Variable Dearness Allowance

5.23 As stated above, the officers are at present in receipt of a variable dearness allowance calculated at Rs.2 per point of rise or fall in consumer price number of the 1949 series, equal to Rs.2.43 per point of the 1960 series. In the case of Class III and class IV employees, the Government has decided that the dearness allowance should be calculated at the rate of Rs.1.30 per point of the All India Consumer Price Index Number for Industrial Workers (1960=100). The same rate has been adopted by a vast majority of the undertakings in public sector as a matter of national policy. I, therefore, recommended that variable dearness allowance in the case of Class I and Class II officers of the major ports should also be paid on the basis of Rs. 1.30 per point of rise or fall above index number 250 of the 1960 series.

B(ii) - Periodicity of adjustment

5.24 Referring to the recommendations made by the Wage Revision Committee and the decisions of the Government thereon, it has been forcefully urged before me by a large majority of officers and their associations that as in the case of class III and class IV employees, there should be a

quarterly review of dearness allowance, instead of six monthly review now obtaining. I think that a common basis for all port employees would make for greater administrative convenience. I, therefore, recommend that the review should be quarterly and the months which should constitute the quarters should also be the same as in the case of Class III and Class IV employees. That is to say, the review should be made as follows:

<u>For review of dearness allowance in respect of quarter commencing</u>	<u>Months for Computation of average index number</u>
Ist January	August-September-October Preceding
Ist April	November-December-January Preceding
Ist July	February-March - April preceding
Ist October	May-June-July preceding.

5.25 The Wage Revision Committee did not favour the review of dearness allowance unless there was a change of five or more points in the quarterly average after the last adjustment. Government, however, modified this recommendation and agreed to adjustment being made for a change of every point in the index number. I think that it will be appropriate if in the case of officers also, adjustment is made on the lines agreed to in the case of Class III and Class IV employees and I recommend accordingly.

5.26 In computing the quarterly average, fractions of 0.5 and above should be rounded off to the next highest integer and fractions below 0.5 should be ignored.

B(iii) - Limit of Variable Dearness Allowance

5.27 At present, dearness allowance is admissible to all port officers irrespective of the level of their pay. In the case of employees of the Central Government, as also of most of the public sector undertakings, no dearness allowance is admissible where pay exceeds Rs.2400; in the case of those drawing pay less than Rs.2400, pay plus dearness allowance is subject to a ceiling of Rs.2400.

5.28 As stated above, in the case of officers of the major Ports, there is no limit in regard to pay for the admissibility of dearness allowance. In the case of most of the senior officers, the sum of pay and dearness allowance already exceeds Rs.2400. The imposition of a ceiling on the same basis as obtaining in Government would therefore, amount to considerable deliberalisation and may not be expedient. However, as a step in that direction, I propose that no escalation in dearness allowance may be permitted beyond the level obtaining on the date of Government's orders on this report in the case of officers drawing pay and dearness allowance exceeding Rs.2660.

5.29 I have suggested the limit of Rs. 2660 instead of Rs.2400, because, as already explained earlier, the city compensatory allowance and house rent allowance admissible without production of rent receipt amounting to Rs.260 in all have been merged into pay or fixed dearness allowance. The limit of Rs.2400 obtaining in Government does not include these elements. That limit has to be adjusted suitably.

5.30 To re-state, fixed dearness allowance of Rs.230 per month and variable dearness allowance calculated at Rs.1.30 per point of rise or fall above consumer price index number 250 of the 1960 series will be admissible to officers at all levels. However, when the sum of pay and dearness allowance of an officer exceeds Rs.2660, the amount of variable dearness allowance will not exceed the level at which it obtains on the date of Government's orders on the recommendations contained in this report. Variable dearness allowance, which is likely to be about Rs.101, if there is no further rise in the consumer price index number, will be admissible to all officers at all levels including those drawing pay exceeding Rs.2660. However, when the officer's pay plus fixed dearness allowance Plus variable dearness allowance exceeds Rs.2660, no further escalation in the variable dearness allowance would

be admissible on account of the rise in the consumer price index number beyond the number obtaining on the date of the Government's orders on this report. The level at which the variable dearness allowance is likely to be frozen would be Rs. 101. However, if there is a fall in the consumer price index number, suitable adjustment on account of variations upto that number will be admissible, but limited to that level.

V - House Rent Allowance

5.31 At present, officers of major ports except Kandla and Paradip are eligible for house rent allowance at the following rates:

Without production of rent receipt

<u>Port</u>	<u>Rate of house rent allowance p.m.</u>
Bombay, Calcutta and Madras.	16 per cent of pay, subject to a maximum of Rs.160 per month.
Cochin	10 per cent of pay subject to a maximum of Rs.100 per month.
Visakhapatnam and Mormugao.	8 percent of pay, subject to a maximum of Rs. 80 per month.

On Production of rent receipt

All Ports except Kandla and Paradip. Amount by which the rent actually paid exceeds 10 percent of pay limited to 20 per cent of pay or Rs. 300 per month, whichever is less.

5.32 Since the house rent allowance merged in pay and fixed dearness allowance does not include house rent allowance

admissible on production of rent receipt, it is necessary to retain a provision for the grant of house rent allowance at suitable rates subject to production of rent receipt. Since all the ports have been held to be equally costly, such a provision would have to apply to all of them including Kandla and Parasip. I recommend that house rent allowance should be paid on production of rent receipts to officers at all the ports at the following rates:

<u>Revised Pay</u> RS.	<u>Rate of House Rent Allowance p.m.</u>
Pay upto 1250	8 per cent of pay
1251 to 1500	10 per cent of pay
1501 to 1750	12½ per cent of pay
1751 and above	15 per cent of pay subject to a ceiling of Rs.400.

5.33 As at present, of the total rent paid by an officer, he should himself meet a sum equal to 10 per cent of his pay; it is only the balance which should be reimbursed as house rent allowance upto the limits indicated above. *

5.34 A complaint has been made in certain ports that officers residing in accommodation owned by them are unable to avail of the benefit of house rent allowance as in their case there are no rent receipts that can be produced. The existing instructions in some ports provide that officers residing in houses, owned by them are entitled to house rent allowance and for this purpose, the annual rental value

*At present the officers of Kandla Port Trust stationed at Jamnagar for COT project work are allowed reimbursement of house rent on production of rent receipt and subject to certain other conditions. I recommend that the system of re-imbusement be discontinued and claim for house rent allowance re-granted in accordance with the recommendations in para 5.32 and this para.

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assessed by the local municipal authorities for the purposes of municipal taxes should be taken as the basis for computing the notional monthly rent of the premises and determining the house rent allowance that would be admissible. The Port Trust/Dock Labour Boards may look into such cases and regulate the claims accordingly.

VI - Recovery of rent for Port Quarters

5.35 The rules for the recovery of rent for port quarter provide that rent shall be the lesser of the two amounts, namely, (i) standard rent as calculated under FR-45-A (or corresponding rule in the port) or (ii) 10 per cent of the emoluments as defined in FR 45-C (or the corresponding rule in the port). Prior to the revision based on the Wage Revision Committee's report, similar rules applied to Class III and Class IV employees except that in their case, emoluments for this purpose consisted of pay alone. The Wage Revision Committee has, however, done away with the concept of standard rent. The considerations that weighed with Committee in doing so were the (i) all employees would receive the benefit of the element of house rent allowance merged in pay; (ii) employees should be encouraged to build more houses for the employees and for this purpose, they be enabled to recover a reasonable amount by way of rent at least to cover maintenance and other recurring expenses; and (iii) as the wage structure has made a complete departure from that

obtaining in Government, the concept of standard rent as determined under the Fundamental Rules has no relevance to port and dock employees. Basically, I do not consider it right that an employer should recover rent for the accommodation provided by him at a rate which may be higher than the real value of the accommodation. It would be quite a different matter if the method of calculation of standard rent itself is changed to include in/the value of land which is not included at present. /it But it would appear illogical to charge for the accommodation a rent higher than what it really should be;

5.36 However, since the pay structure of Class I and Class II officers has been revised on the same lines as that of Class III and Class IV employees and as the reasons given by the Committee apply equally to them, I recommend that rent should be recovered from the allottees of port quarters at 10 per cent of the revised pay without limiting it to standard rent as heretofore.

5.37 In the case of Class III and Class IV employees, there is a provision that where an employee is not in occupation of the accommodation of the type for which he is eligible and occupies accommodation of a lower type, the rent payable by him should be the rent payable on the maximum of the pay range for which the lower type of accommodation is admissible. In the course of the hearings, officers and their associations have urged for a similar

provision in their case also. It has been pleaded that when the accommodation is grossly sub-standard, it would be inequitable to charge rent as for standard accommodation.

5.38 I think there is validity in this plea. I recommend that where the scale of accommodation provided by the port administration, whether owned or hired by it, is less than 70 per cent of the scale to which the officer is entitled according to the rules currently in force, the recovery of rent should be limited to the maximum rent that might be payable by an officer eligible for that reduced scale of accommodation. It is possible that some of the ports have not adopted any such scales of accommodation in this behalf. Where it has not been done they should do so taking into account the guidelines laid down by the Bureau of Public Enterprises in this behalf.

VIII-Rent Free Quarters.

5.39 The following officers are at present entitled to the concessions of rent free quarters in Port Trusts and Dock Labour Boards

<u>Bombay Port Trust</u>	<u>No. of Posts</u>
1. Port Safety and Fire Officer	1
2. Assistant Port Safety and Fire Officer.	1

3. The present incumbents of the following posts are allowed free quarters as a personal concession so long as they hold these posts:-

(i)	Medical Officer (Dispensary)	10
(ii)	Boiler Maker Foreman	1
(iii)	Shipwright and Carpenter Foreman	1
(iv)	Junior Shipwright Foreman	1
(v)	Senior Shipwright Foreman	1
(vi)	Loco Foreman	1

Calcutta Port Trust

Marine Department

1.	Superintendent, Dry Dock	1
2.	Superintendent, Boat Registration	1
3.	Shipwright	4

Chief Mechanical Engineer's Department

1.	Senior Shipwright	1
2.	Shipwright	6
3.	Engineer Incharge, Central Transport (Post created from 1.6.1977.)	1
4.	Garage Superintendent (Post abolished from 1.6.1977).	1

Traffic Department

1.	Security Officer (Fire Fighting)	1
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Medical Department

1.	Medical Officers (on existing scales of Assistant Medical Officer or Senior Medical Officer),	15
2.	Matron	1.

Madras Port Trust

- | | | |
|----|------------------------------|---|
| 1. | Deputy Chief Medical Officer | 1 |
| 2. | Resident Medical Officer | 2 |

Cochin Port Trust

- | | |
|--------------------------|---|
| Resident Medical Officer | 1 |
|--------------------------|---|

Visakhapatnam Port Trust

- | | | |
|----|---|---|
| 1. | Chief Vigilance Officer | 1 |
| 2. | Fire and Assistant Safety Officer | 1 |
| 3. | Railway Manager (according to deputation terms) | 1 |

Kandla Port Trust Nil

Mormugao Port Trust Nil

Paradip Port Trust Nil

Calcutta Dock Labour Board

- | | | |
|----|----------------------------------|---|
| 1. | Chief Medical Officer | 1 |
| 2. | Surgical Specialist | 1 |
| 3. | Medical Specialist | 1 |
| 4. | Medical Officer (Administration) | 1 |
| 5. | Senior Medical Officer | 4 |
| 6. | Marion | 1 |

Madras Dock Labour Board

- | | | |
|---|-----------------|---|
| 1 | Medical Officer | 1 |
|---|-----------------|---|

Bombay Dock Labour Board Nil

Visakhapatnam Dock Labour Board Nil

Cochin Dock Labour Board Nil

Kandla Dock Labour Board Nil

Mormugao Dock Labour Board Nil

5.40 The primary consideration for the grant of rent free residence is that the officer concerned is required for the proper discharge of his duties to reside on or near the premises where he works and nature of the duties to be performed are such that a higher scale or a special pay would have to be granted but for the concession of rent free residence. The Third Pay Commission has endorsed the above criteria laid down by the Second pay Commission.

5.41 In the past a view has been expressed that in such circumstances it should be enough to provide accommodation near the place of work but on payment rent. Some Port Trusts have also expressed the same view. However, experience has been that this arrangement does not work. Officers are not willing to accept extra demands on their time and responsibility that such residence entails without some compensation. It, therefore, seems necessary and desirable to allow the concession in selected cases where the criteria above are reasonably satisfied.

5.42 The study made in the course of the enquiry suggests that the concession of rent free unfurnished accommodation should be attached to the undermentioned posts: and I recommend accordingly:

Calcutta Port Trust

1. Resident Medical Officer Centenary

2.	Officer-in-Charge, Medical Ward, Centenary Hospital	1
3.	Resident Surgeon Centenary Hospital	1
4.	Officer-in-Charge, Surgical Ward, Centenary Hospital	1
5.	Registrar, Centenary Hospital	1
6.	Anaesthetist (Senior) or Anaesthetist (Junior.) Centenary Hospital	1
7.	Matron, Centenary Hospital	1
8.	Registrar, Dock Hospital	1
9.	Officer-in-Charge, Out-Patient Department and External Services, Dock Hospital	1
10.	Officer-in-Charge Medical (Indoor) Dock Hospital	1
11.	Superintendent, Dry Docks	1
12.	Shipwright, Dry Dock	3
13.	Senior Shipwright, Chief Mechanical Engineer's Department	1
14.	Shipwright, Chief Mechanical Engineer's Department.	6
15.	Engineer-In-Charge, Central Transport	1
16.	Security Officer (Fire fighting)	1
17.	Vigilance & Security Adviser	1
18.	Security Officer	3
19.	Assistant Security Officer	1

Bombay Port Trust

1. Medical Officers including specialists not exceeding three in all and designated to do duties such as night rounds, emergency attendance etc., ordinarily assigned to Resident Medical Officers in hospitals.

2.	One Medical Officer each attached to a dispensary and required to reside on the premises to be available for medical attention outside the normal dispensary hours.	
3.	Matron	1
4.	Port Safety and Fire Officer	1
5.	Assistant Port Safety and Fire Officer	1
6.	Port Department Inspector	1
7.	Staff Officer, Civil Defence	1
8.	Senior Shipwright Foreman	1
9.	Junior Shipwright Foreman	1
10.	Shipwright and Carpenter Foreman	1
11.	Station Engineer Grade II	1
12.	Pumping Foreman, Hughes Dry Dock Engine House	1
<u>Madras Port Trust</u>		
1.	Deputy Chief Medical Officer	1
2.	Resident Medical Officer	2
3.	Fire Officer and Assistant Safety Officer	1
<u>Mormugao Port Trust</u>		
1.	Fire Officer	1
2.	Resident Medical Officer	1
<u>Visakhapatnam Port Trust</u>		
1.	Chief Vigilance Officer	1
2.	Fire and Assistant Safety Officer	1
<u>Cochin Port Trust</u>		
1.	Security Officer	1
2.	Vigilance Officer (Full time)	1
3.	Resident Medical Officer	1
<u>Kandla Port Trust</u>		
1.	Security Officer	1
2.	Senior Medical Officer	1
<u>Paradip Port Trust</u>		
1.	Security Officer	1
2.	Senior Medical Officer or Medical Officer	1

Madras Dock Labour Board.

1. Medical Officer

5.43 (1) The concession will be admissible only for so long as the officer holds the post to which it is attached. It will cease to be admissible on transfer/promotion to a post in which it is not admissible.

(2) Officers holding posts other than the posts specified above, in which they are at present entitled to the concession either as attached to the post or as personal to them may continue to enjoy it as personal to them so long as they hold these posts. It will cease on transfer/promotion to another post not carrying the concession.

(3) When the concession has been granted as a part of the terms and conditions of **deputation**, it will continue to be admissible in accordance with those terms and conditions.

(4) When the concession has been allowed as personal irrespective of the post held, it may continue as such.

5.44 In the absence of adequate data, I have not been able to examine the need for attaching free quarters to certain posts in the Calcutta Dock Labour Board on merits. I suggest that the Dock Labour Board/may review the matter on the basis of the criteria mentioned above.

VIII. CONVEYANCE ALLOWANCE

5.45 Motor car allowance/motor cycle allowance/conveyance allowance is granted to officers who are required to travel extensively on official work at or within a short distance of their place of work. In the case of marine officers like Pilots, there is also the consideration that they have to report at and are relieved from duty at odd hours of the day and night when public transport is not easily available at reasonable cost. Also, many of the officers have to move around both during the day and during the night within the dock areas which are extensive and where no public transport is ordinarily available being within the customs enclosure.

5.46 Port Administrations have stated that the nature and rates of the allowances depend on the average quantum of travel required to be done on official work and the mode of conveyance. The principal rates presently in force in different ports are as follows:

<u>Motor Car Allowance</u> Rs.	<u>Motor Cycle Allowance</u> Rs.	<u>Conveyance Allowance</u> Rs.
300.00	100.00	166.67
291.67	83.33	150.00
250.00	67.67	125.00
180.00	60.00	90.00
166.67	50.00	83.00
150.00		75.00
		50.00

5.47 In the case of non-marine officers, the Desai Committee had recommended that the prevailing rates should be increased by 66 2/3 per cent subject to the condition that the maximum amount of increase should not exceed Rs. 125 per month. The recommendation was implemented with effect from the 1st January, 1969. In the case of marine officers the rates of moto car allowance and conveyance allowance were first increased by the Desai Committee. The increased rates were applicable from the 1st July 1967 in Bombay and the 1st May, 1968 in other ports. Subsequently, when the Desai Committee for Non-Marine Services recommended an increase of 66 2/3 per cent on the existing rates for non marine officers, a similar increase was allowed for marine officers also. In addition, the ports have revised the rates in the case of individual officers according to requirements. The main demands are

- i) the allowance should be paid to all officers;
- ii) the maintenance of log book should not be insisted upon; and
- iii) the rates of allowance should be substantially improved in view of the steep rise in the cost of motor cars/ other types of conveyance and of their maintenance.

5.48 I cannot accept the claim that the allowance should be given to allofficers. The allowance is related to travelling required to be done on duty and should be admissible for journeys on duty as at present. There

has been some departure from this concept in the case of Pilots and certain other marine categories. The consideration is that they have to report for or are relieved from duty at odd hours of the day and night when public transport is not available at reasonable cost. Also, they have no fixed place of duty. These circumstances do not obtain in all cases.

5.49 As regards maintenance of log books, I find that at present there is no uniformity at different ports. In some ports, a log book is required to be maintained at all but only a certificate needs to be given that the officer has maintained the car and has used it for official work. In the case of marine officers in all the ports, the Desai Committee provided that no log book need be maintained.

5.50 I think it is desirable that the rate of the allowance as also its necessity is assessed and reviewed periodically on the basis of recorded movements. The initial rate should be determined on the basis of entries in the log book for a period of three calendar months. The assessment thus made should be valid for a period of two years whereafter it should be reviewed afresh on the basis of entries for a period of three months. The log books need not be maintained for the entire period for which the allowance is drawn. This procedure need not, however, apply to marine officers who have been specifically exempted from the maintenance of log book on the recommendations of the Desai Committee. I recommend accordingly.

/for initial fixation of the allowance as well as its continuance beyond two years. In others, a log book is maintained only for initial fixation of the allowance. In some ports, log book is not required to be maintained.

5.51 As regards the claim for an increase in the rates of allowance, I recommend that having regard to the rise in the cost of vehicles and of their maintenance, the existing rates may be increased by 50 per cent in all cases subject to the condition that the maximum allowance does not exceed Rs. 400 per month. The allowance should be admissible on the same terms and conditions as hitherto except in regard to the maintenance of the log book which may be regulated as suggested in the preceding paragraph.

5.52 A demand has been made that the allowance should not be denied during periods of leave as officers continue to incur expenditure on the maintenance of their conveyance although on a reduced scale. I recommend that the allowance should be paid at 50% of the rates applicable to those maintaining a car or motor cycle. This would not be admissible to those entitled to a conveyance allowance, but not maintaining a conveyance.

5.53 Junior Officers on the scale of Rs. 950 - 1630 or lower scale should be discouraged from maintaining motor cars; they may be encouraged to use two wheeler transport like motor cycles and scooters and given conveyance allowance accordingly. Those among them who are in receipt of a motor car allowance may be allowed to retain it as personal so long as they hold posts in which the car allowance is considered necessary.

5.54 Demands have been made by several individual officers that the nature of their duties require them

to travel extensively on duty and they too should be granted a conveyance allowance. In the absence of reliable data, it has not been possible for me to consider such demands on their merits. I suggest that the requests may be examined by the Chairman themselves having regard to the criteria so far followed and the rates suggested above.

5.55 Actual expenses incurred by officers who are not in receipt of conveyance allowance for journeys performed by them on official duty are re-imbursed in certain ports. In some cases, these re-imbursments are subject to a monthly ceiling. Demands have been made that the ceiling should be suitably raised. If re-imburement is on an actual basis, there should normally be no ceiling on the re-imburement. However, in the interest of better control, the ports should determine a reasonable ceiling in each case having regard to the needs of duty.

5.56 I understand that in Calcutta quite a few officers have been sanctioned motor car allowance without due regard to the nature of their duties and the distance that they have to travel in the course of their work. It was stated that such an arrangement makes for administrative flexibility in effecting of transfers from one post to another. Whatever be the justification that the Port Trust may urge, it cannot be disputed that the arrangement is not in consonance with ordinary criteria for the grant of motor car allowance. I recommend that the same should be reviewed.

The revised rates that I have recommended should apply from the date of the Government's orders on the recommendations in this report.

IX - Non-Practising Allowance to Medical Officers.

5.57 At present, except at Visakhapatnam, doctors who are in the whole time employment of Port Trusts and Dock Labour Boards are not allowed private practice. Instead, they are entitled to non-practising allowance. The rate of non-practising allowance is 40 per cent of pay subject to a maximum of Rs. 500 per month. The doctors in the Visakhapatnam Port Trust and Visakhapatnam Dock Labour Board are permitted practice and do not get non-practising allowance.

5.38 The Medical Officers and their associations at some ports have asked for non-practising allowance at the rate of 50 per cent of pay for all grades with the maximum amount between Rs.800 and Rs.1000 per month. At others, the demand is for 50 per cent of pay without ceiling. Some associations have stated that if for any reason it is not possible to concede the rate claimed, they should be permitted private practice. The Medical Officers of the Visakhapatnam Port Trust have not asked for any change in their present arrangements, but two medical officers of the Visakhapatnam Dock Labour Board have submitted representations in support of the prohibition of private practice and grant of non-practising allowance.

5.59 I do not think that a higher rate than the rate now obtaining is really called for. In fact even at the existing percentage, there would be an appreciable

increase in the amount of non-practising allowance in view of the improved scales suggested by me . However, there is a case for raising the ceiling from the present level of Rs.500 to Rs.600 per month. Accordingly, I recommend that the non-practising allowance should be given at the rate of 40 per cent of pay subject to a maximum of Rs.600 per month with effect from the 1st January, 1974.

5.60 As regards the demand that doctors should be permitted private practice, it is an administrative matter to be decided by the Port authorities themselves. I must, however, observe that apart from the fact that the private practice results in deterioration in port work due to doctors tending to devote more time and energy towards private practice, the practice itself is attracted primarily because of the special position that the doctors hold under the Port Trusts and Dock Labour Boards. Therefore, it would be proper as also in the interest of the Port, to prohibit practice and allow non-practising allowance in lieu. I suggest that the Visakhapatnam Port Trust and Visakhapatnam Dock Labour Board may review the present arrangements on merits. In case they decide to prohibit private practice, non-practising allowance should be allowed to the doctors at the rate recommended by me.

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X Design Allowance

5.61 On the recommendation of the Desai Committee, a Design Allowance, in the nature of special pay, is paid to engineers working in the design office of the Civil Engineering Department in Bombay, Calcutta, Madras and Kandla Ports, at the following rates:

Deputy Chief Engineer	⊖	Rs. 100 per month
Superintending Engineer	⊖	
Senior Executive Engineer	⊖	
Junior Executive Engineer	⊖	Rs. 75 per month
Executive Engineer	⊖	
Assistant Executive Engineer	⊖	
Assistant Engineer	⊖	Rs. 50 per month

5.62 In the written representations submitted to me as well as at oral hearings, an increase ranging from Rs.100 to Rs.200 in the rate of the allowance and its extension to ports where it is not paid at present, have been demanded. It has been stated that on the recommendations of the Badkas Commission, officers of the Maharashtra State Government have been given a Design Allowance at the rate of Rs.200 per month for Deputy Chief Engineer's/ Superintending Engineers, Rs.150 per month for Executive Engineers and Rs.80 for Engineer holding posts which correspond to those of Assistant Executive Engineer and Assistant Engineer.

5.63 Design work is specially arduous and responsible and calls for a greater degree of mental contribution than is normal in the cadre.

Economy in designs is a means of effecting savings in construction works and it would be in the interest of the ports to attract superior talent to design work. The Third Pay Commission has also endorsed the propriety of giving a design allowance to engineers exclusively engaged in design work. Taking all the factors into account, I recommend that design allowance should be revised as follows with effect from the 1st January, 1974:

Deputy Chief Engineer	Rs. 200 per month
Superintending Engineer	
Senior Executive Engineer	Rs 150 per month
Junior Executive Engineer	
Executive Engineer	
Assistant Executive Engineer	Rs. 80 per month
Assistant Engineer	

The recommendations will also apply to ports where the allowance is not being paid at present.

However, it should be admissible only to such officers as are employed on design work exclusively and do not combine it with other work such as calculation of quantities or construction.

XI- Non-Practising Allowance to Engineer, Law Officers and Chartered Accountants.

5.64 A demand has been made in certain ports for the grant of a non-practising allowance to Engineers, Law Officers and Chartered Accountants on the ground that medicine, engineering, law and accountancy are all professions and if a non-practising allowance is paid to doctors, there is no reason why it should be

denied to other professional categories. A similar demand was made before the Desai Committee also, but was not accepted by it. The Third Pay Commission has expressed the view that it would not be correct to extend the concession to any other category. I am in agreement with the view taken by the Desai Committee and the Third Pay Commission that the grant of an allowance to engineers, law officers and accountants on this account is not justified.

XII - Professional Allowance/Re-imbusement of fees for Membership of Professional bodies.

5.65 A professional allowance has been demanded for the engineers of various grades on grounds of their technical qualifications and also to enable them to make a continuous study of their subjects so as to keep abreast of the latest developments by becoming members of professional bodies. In some ports, the demand is for assistance to defray the expenditure involved in becoming members of professional bodies. The demand fails to recognise the fact that the officers are recruited to public service for the practical application of their specially acquired skills and the pay attached to their posts has duly taken this factor into account. As for the need to keep abreast of the latest developments, the existing library facilities can be availed of and if these facilities are inadequate, the port administrations can improve them. No grant of an allowance on this account is justified.

XIII - Post Graduate Allowance

5.66 An allowance has been demanded for members of the engineering services who acquire an Associate Membership, a post-graduate diploma, a M.E. or M.Tech. In some ports, the allowance has been claimed for those who acquire a non-technical post-graduate qualification such as M.B.A. In some representations advance increments have been asked for, instead of a fixed allowance. I am of the view that unless the job requires these higher qualifications specifically or they serve definite and identifiable public purpose, it will not be appropriate to grant the allowance. The demand for a post-graduate allowance cannot be supported. The present practice of granting four advance increments for holding a post-graduate degree and two advance increments for holding a post-graduate diploma to the medical officers should, however, continue.

XIV - Field Duty Allowance/site Allowance/Occupational Allowance.

5.67 A field duty allowance/site allowance/occupational allowance has been demanded for the engineers of all grades in several ports. It is stated that the engineers have longer working hours, perform arduous duties including on the spot inspection of site, etc. It is also argued that if a design allowance could be paid to the engineers employed on design work in the drawing office, there is justification for attaching an allowance in consideration of arduousness of the duties performed by the engineers at site.

5.68 Field duty and inspection are not peculiar to the engineering profession alone. Executive Officer in various other departments in the ports are also engaged in field duties. The obligation to go out on inspection of sites, etcetera is a part of the normal duties of such officers and cannot, therefore, be made a ground for grant of an allowance. The conditions in which they work are taken into consideration in determining their pay scales. Elsewhere, I have explained the considerations on the basis of which Design Allowance has been granted and continued in the case of engineers engaged on designs. These considerations do not apply to other categories of engineers.

XV - Project Allowance.

5.69 A project allowance has been demanded by the engineers at certain ports in order to compensate for the additional responsibilities they have to shoulder in project work. It is claimed that the project works call for greater effort and longer hours of work and should be adequately compensated. At one port, the allowance has been claimed at 30 per cent of pay; in others, no specific rate has been mentioned.

5.70 The Project allowance is granted to employees working in underdeveloped and out of the way place in connection with the construction of major projects which involve the establishment of large construction organisation and where the construction is spread over a number of years.

It is intended primarily to compensate the employees for the lack of amenities such as housing, schools, markets, dispensaries, etcetra at the project site. The allowance is withdrawn in a phased manner as and when the various amenities become available. These considerations do not hold good in the case of projects such as Fisheries Harbours at Madras, Cochin, Visakhapatnam or Bombay, or even in the case of the project for the construction of a fourth oil berth at Butcher Island in Bombay. The demand for a project allowance cannot therefore, be supported generally. It would have to be examined by the Ports on the merits of each case having regard to the criteria stated above.

XVI - Daily Allowance on Tour.

5.71 The orders governing travelling allowance and daily allowance of officers of port Trust and Dock Labour Boards are by and large similar to those applicable to Central Government servants. The Desai Committee favoured the continuance of this arrangement and recommended that the Central Government pattern should be followed. On the basis of the recommendations made by the Third Pay Commission, the Central Government have effected

several changes in their travelling allowance rules and increased the rates of daily allowance. However, with the exception of the Port Trusts of Madras, Visakhapatnam and Paradip which are applying the revised rates of travelling allowance and daily allowance, others continue under the rates which obtained prior to their revision by the Third Pay Commission.

5.72 At almost all the ports, a complaint has been made about the inadequacy of a daily allowance to officers while on tour. It has been stated that although the ports maintain guest houses, accommodation available is limited and officers have frequently to make their own arrangements either in Marine Clubs, where available, or in hotels or lodging or boarding houses. It has been suggested that as in Government, two rates should be prescribed, one for officers who make their own private arrangements or who avail themselves of the guesthouse facilities and one for those stay in hotels or other establishments providing for board and lodging at scheduled tariffs.

5.73 There is validity in the plea that the existing rates of daily allowance are inadequate and should be improved. Having regard to the cost that the officers have to incur while on tour and the rates of daily allowance admissible in some of the public sector undertakings, I consider that the

following rates of daily allowance would be appropriate for the officers of Port Trusts and Dock Labour Boards.

Fay Range in Revised scale (RS)	All ports cities Delhi, Simla, J&K and Hyderabad (Rs)	Other localities (Rs)
900-1799	50	28
1800 - 2499	60	35
2500 and above	65	40

Officers who stay at hotels which have fixed tariffs for board and lodging may claim reimbursement of actual expenses on production of vouchers subject to a maximum of 50 per cent over the above rates.

The revised rates may come into force on the date of Government's orders on this report.

XVII . Uniform Allowance.

5.74 Uniform Allowance is admissible to marine officers in the ports as also to few selected non-marine categories. The main rates of uniform allowance are Rs.50 and Rs.20 per month. In their representations as well as during the oral hearings, the officers have urged that the allowance should be increased substantially having regard to the increase in the cost of making the uniforms and maintaining them. Reference has also been made to the rates of Rs.1,200 per year towards uniform making and of Rs.200 per month towards uniform washing admissible to

officers in the merchant navy under the latest agreement between the shipping companies and the Maritime Union of India.

5.75 While I agree that the existing rates which were fixed in 1967 - 68 are inadequate and should be improved, the claim for a uniform making allowance of 1,200 per year and uniform washing allowance of Rs.200 per month is excessive. Having regard to the present pay costs, however, a 100 per cent increase over the present rates would be appropriate and I recommend accordingly.

5.76 The Deputy Conservators in certain ports and the Director, Marine Department, sectional heads and certain senior of the Marine Services of Calcutta are not being paid a uniform allowance now. It has been urged that the distinction is unwarranted and that these officers would also be made eligible for uniform allowance like the other officers in the marine services, I consider that it is desirable that officers controlling a uniform cadre or coming in frequent contact with uniformed officers, like the officers manning ships, are also in uniforms while on duty. Accordingly I recommend that uniform allowance at the rate of Rs.100 per month should be given to these officers also.

5.77 On the recommendation of the Desai Committee, the medical officers at Madras are being paid a uniform allowance of Rs. 150 per year . I recommend

that the allowance be raised to Rs. 300 per year.

5.78 The Matron at the Bombay Port Trust Hospital is in receipt of a uniform allowance of Rs. 250 per year. The Matrons at the Calcutta Port Trust Hospital and the Calcutta Dock Labour Board Hospital are getting Rs. 125 as uniform allowance and Rs. 75 as Dhobi Allowance per year. I consider that a consolidated allowance of Rs. 400 per year would be appropriate in all these cases and recommend accordingly.

5.79 In some ports, instead of a cash allowance, uniforms are being supplied to eligible non-marine categories, such as traffic officers, fire officers, etcetera at the port's expense. I make no change in these arrangements and recommend that the same may continue.

5.80 The officers of the Ore Handling Plant at Madras, Visakhapatnam, Paradip and Haldia have to work in dusty and disagreeable conditions. The nature of their work is such that they need clothing made of hard wearing material, rain coats and gum boots. I consider that the grant to these officers of a uniform allowance of Rs. 150 per month, which should cover making as well as washing charges, would be appropriate and recommend accordingly.

5.81 In the absence of adequate data, I am unable to specify the officers to whom the allowance as above should be admissible. As I have mentioned

elsewhere, the port authorities may themselves identify the categories and persons to whom the uniform allowance should be admissible having regard to their duties and the conditions in which they have to work. The ore handling plant at Mormugao is likely to be commissioned shortly and that port may also extend the benefit to the concerned officers on the same basis.

5.82 The revised rates of uniform allowance I have recommended here would apply prospectively.

XVIII - Overtime.

5.83 Though the principle of overtime has been accepted in the case of class III and class IV employees it has so far not been extended to class I and class II officers except in certain categories of marine and engineering officers. Overtime in such cases is paid either on a job basis or on a consolidated monthly rate or on an hourly basis.

5.84 In their representations and at the hearings, officers at various ports have requested for monetary compensation for overtime work beyond or outside their normal working hours. Grant of overtime to officers is difficult to support as a general proposition. System of payment of overtime work cannot be reconciled with managerial and administrative positions.

The officers occupying these positions are largely free to organise their work in their

own fashion and set the pace for it. They are not subject to the kind of supervision which ensures that if they work beyond the normal hours it is only when it is absolutely necessary to do so. Also those who are supposed to control overtime working of others should not themselves participate in it. Also, officers carry their position and responsibility with them all the 24 hours of the day; they do not shed their position and responsibility outside the normal working hours. Work outside normal working hours is, therefore, not really in the nature of an overtime; it is inherent in their position and responsibility.

5.85 However, while work of an occasional or intermittent nature may not call for any monetary compensation in the nature of overtime allowance, work beyond the usual hours which is of a regular or well defined feature, such as part of an extended shift, does need recognition. In the past, a view has been expressed that where overtime work is a regular feature, it should be taken note of in determining the pay scale itself and should not be paid separately. I am unable to subscribe to this view. If the pay scales are structured in this fashion, the relativities, both horizontal and vertical, will be seriously disturbed. Administrative flexibility will also be lost. Officers who are liable to transfer from one post to another would in that event carry the loaded pay scale to a post where

overtime work might not be involved. Overtime allowance can be justifiably paid only when overtime work has been actually done. It would not be right to pay the allowance where overtime has not been actually worked. Therefore, it would be inappropriate to build overtime into the pay scales on the ground that it is a regular feature.

5.86 I am of the view that where an officer is required to work overtime for a well-defined, predetermined and pre-assessed period as a part of an arrangement or as a regular feature beyond 8 hours of effective duty, he may be given the benefit of overtime. Requests for overtime made in the various representations from the officers have been considered by me on the above lines and I have made recommendations on them at the appropriate places.

5.87 The mode of calculating the rate of overtime differs from port to port. At some ports, it is computed at single rate of pay and dearness pay. In others, besides pay and dearness pay, dearness allowance and city compensatory allowance are also taken into account. In one case, even house rent allowance is taken into account in addition^{to} pay, dearness pay, dearness allowance and city compensatory allowance. The pay structure that I have proposed comprises mainly two elements, viz., pay and dearness allowance. I recommend that hourly rate should be paid by dividing monthly pay and dearness allowance by 240, as has been

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recommended by the Wage Revision Committee in the case of Class III and Class IV employees. In recommending inclusion of dearness allowance for computation of overtime allowance, I have been guided by the consideration that it would be anomalous to reckon overtime payment on a less advantageous basis than the payment for normal hours.

XIX. Work on weekly day of rest or holiday.

5.88 Demands have been made for compensation for work done on weekly days of rest and holidays at various ports, particularly by the marine officers. In some ports, categories of officers are compensated for work on their weekly days of rest by a cash payment equivalent to one day's pay and dearness pay. The Kandla Port has recently approved a proposal to make to Pilots a payment of Rs. 50 per day for working on a weekly day of rest or normal holiday, in addition to a compensatory day off, and of Rs. 100 per day for working on a closed holiday, in addition to a compensatory day off. The Government has not accorded its approval to this proposal, and has desired me to examine it.

5.89 In the case of Class III and Class IV employees, based on the recommendations of the Wage Revision Committee, payment for work on a weekly day of rest or holiday is made at the rate of $1\frac{1}{2}$ times the daily rate and a compensatory off is given in addition. If it is not possible to give a compensatory off, the rate applicable is $2\frac{1}{2}$ times the daily rate. The daily rate is computed by dividing the basic pay in the revised scale and revised dearness allowance by 30. Since a day's pay and dearness allowance is already included in the monthly pay and allowances, an employee gets an additional $\frac{1}{2}$ day's or $1\frac{1}{2}$ day's wages, as the case may be.

5.90 By the very nature of the port operations, which in most cases are carried on round the clock and throughout the year, many officers have to work on their weekly days of rest or holidays. Because of shortages in certain categories, it has not always been possible for the port administration to grant them compensatory off days. For certain functions for which not more than one or two officers are needed, provision for the grant of compensatory off by rotation or some such adjustment is not always practicable. Taking into account all the relevant factors, I recommend that subject to the qualifications mentioned in paragraphs 5.91 to 5.93 below, where an officer is required to work on his weekly day of rest as a part of a pre-determined arrangement for a full day or more than a full day of 8 hours, he should be w allowed a compensatory day off and should, in addition, be granted half a day's basic pay and dearness allowance. If it is not feasible to grant a compensatory off, he should be given $1\frac{1}{2}$ days' basic pay and dearness allowance. It is, however, suggested that where administratively or ^{technically} feasible manning strengths should be adjusted suitably to permit weekly off days being allowed to the officers. Work on such days should be ^{an} exception and not the rule.

5.91 No compensation would be admissible for work of an occasional or intermittent nature on a weekly day of rest. That should be regarded as a part of officers position and responsibility and adequately covered by his pay

scale.

5.92 No compensation would be admissible to marine officers for whom overtime at specified rate per act in excess of a monthly norm, has been proposed. The per act rate has been determined after allowing inter alia for weekly days of rest.

5.93 The marine officers of Calcutta who go down the river in the discharge of their duties are governed by a special arrangement in regard to weekly days of rest. It assumes that out of the 52 weekly days of rest in a year, the officer avails himself of 26 days while he is in Port. The 26 days not availed of because of his being on duty down the river is compensated by grant of additional leave which can be ^{availed of} in combination with his regular leave. The recommendations made above will not, therefore, apply to the officers in Calcutta, who may continue on the existing arrangements.

5.94 In the matter of holiday entitlement, there are marked disparities in different ports. While in some ports all officers are entitled to the same number of holidays, in others, entitlement differs between different sections of officers. It is not for me to go into the holiday entitlements of officers, as that is outside my terms of reference. However, as stated earlier, the question of compensation for work done by officers on holidays to which they are entitled has been raised and needs to be considered. I feel that a distinction could be made between a weekly day of rest and festival holiday, as weekly day of rest unlike a holiday, is of a mandatory

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5.95 Having regard to all the relevant factors I consider that if an officer is required to work as a part of a pre-determined arrangement on the three national holidays namely, 26th January, 15th August and 2nd October, he should be treated and compensated as though he has worked on his weekly day of rest and I recommend accordingly.

5.96 As regards work on festival holidays to which the officers may be entitled under the rules, the Administration may arrange to give them a compensatory off in lieu subject to the exigencies of service. It is not considered necessary to grant any monetary compensation for work on such holidays.

5.97 In Calcutta certain categories of Marine Officers are allowed five days' extra casual leave for loss of festival holidays. This arrangement may continue.

5.98 The above concessions will be admissible from the date of the Government's orders on this report.

XX - Special Allowances to Marine Officers:

5.99 The remuneration of marine officers carries a system of allowances and benefits related to the special requirements of the marine services. Certain allowances are common to some ports, while some apply only to particular ports.

Common to some ports:

- (i) Overtime allowance
- (ii) Night allowance
- (iii) Tonnage allowance
- (iv) Length allowance.
- (v) Mess allowance.
- (vi) Outstation allowance.

Applicable to particular ports:

- (i) Away from base allowance.
- (ii) Continuous dredging allowance.
- (iii) Overstay down the river beyond the norm.
- (iv) Allowance for berthing ships at Haldia Jetty and Saugor Roads.
- (v) Detention allowance.
- (vi) Allowance for being in charge of Mother ships when discharging foodgrains into daughter ships at saugor Roads.
- (vii) Harbour duty allowance.

5.100 In the proposals received from the officers and their associations, the continuance of all or most of these allowances has been pressed and suggestions have been made for the grant of certain new allowances.

A - Overtime Allowance to Pilots

5.101 Shipping movements are dependent on tide timings, seasonal and other factors which may fluctuate from day to day. The time of their arrival or departure is also liable to change. Because of their very nature acts of pilotage are performed individually and not collectively. Also in most of the ports, the port facilities do not permit of more than one or two pilotage acts being performed at a time. It is, therefore, not necessary for all the pilots to report for duty together at a pre-determined time. Also the work of the pilots being dependent on the pilotage jobs, it is not continuous; it is intermittent. Therefore, the arrangement of working in a shift, as it is commonly understood, viz., all officers arrive collectively at a pre-determined time and leave after eight hours with a rest-break in between has not been found suitable. It is for this reason that the ports have been following the practice of what has come to be known as 'turn system' under which work is allotted to pilots according to their turn on a roster during a pre-indicated period of time. In view of this, in none of the ports is overtime paid on an hourly basis. Broadly, there are at present three systems in vogue for the payment of overtime, namely -

- a) a consolidated monthly rate;
- b) a rate per act if performed outside shift hours; and
- c) a rate for each act in excess of a specified number of acts in a month, which is treated as the norm.

In some parts, a combination of these system is followed.

5.102 The position-obtaining in different ports is as follows:

BOMBAY

5.102.1 The Pilots work under a system of "24 hours on and 24 hours off". For this purpose, the strength of pilots is divided equally into two groups. Within the 24 hours, Pilots work according to their turn on the roster. Untill April 1975, they were paid a fixed amount of Rs. 200 per month as overtime allowance. From April 1975, a Pilot is paid overtime at the rate of Rs. 40 for each additional act above 33 acts in a month. This payment is in addition to the fixed overtime of Rs. 200 per month which is reckoned as payment for five acts over the norm of 28 acts in a month.

CALCUTTA

5.102.2 The Pilots in Calcutta are divided into two groups: (a) Harbour Pilots; and (b) River Pilots. The Harbour Pilots handle ships between Garden Reach and the docks/moorings. Their system of working is more or less similar to that of the Bombay Pilots. Prior to June, 1973 they were on a monthly norm of 18 acts and were paid Rs. 50 for each act in excess of 18 acts in a month. Since June 1973, however, the system of monthly norms has been done away with and a consolidated overtime of Rs. 200 per month has been introduced, assuming that they do four acts above the norm of 18. River Pilots handle ships between Garden Reach and Sandheads, a

distance of about 121 miles or between Haldia and Sandheads, a distance of about 70 miles. Their overtime is regulated on the basis of a monthly norm of 8 acts. They get Rs. 100 for each act in excess of the monthly norm.

MADRAS

5.102.3 The working time is divided into two periods of eight hours each - 0600 hours to 1400 hours and 1400 hours to 2200 hours. The Pilots are allotted to these two periods during which they work on a turn system. Though described as a shift system, it does not in fact operate as such. The Pilots do not remain on duty for the entire period; they are only available and can be called out for duty. Also a Pilot is not allotted jobs as they arise even if he is otherwise free to undertake them; he is allocated jobs only according to his turn on the roster. He is thus not on duty continuously; he is on duty intermittently according to his turn. The hours between 2200 and 0600 are worked as an overtime period. The Pilots who handle ships during these hours are paid overtime at the rate of Rs. 100 per act. From April 1977, a monthly norm of 15 acts has been prescribed and Pilots are paid Rs. 50 per act for each act in excess of 15 acts in a month even if some of such acts are done during their normal work period. The payment per act over and above the norm of 15 acts per month is in addition to the payment for the acts performed between 2200 hours and 0600 hours. The implication is that for an act, in excess of 15 acts in a month, which is performed between

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2200 hours and 0600 hours, the Pilot receives Rs. 100 as well as Rs. 50 making a total of Rs. 150 and not Rs. 100 or Rs. 50 only.

COCHIN

5.102.4 The arrangement in Cochin is somewhat similar to that in Madras. For the acts performed after the work period to which they are allotted the Pilots are paid Rs. 100 per act for a normal ship or Rs. 200 per act if it is a ship of 600 feet length or over or a tanker. If such an act is performed after 1800 hours, the rate is Rs. 200 per act, irrespective of the type of the ship. An act which commences during the "shift" hours but is completed half an hour after the close of the "shifts", is treated as having been done after the "shift" and qualifies for the extra payment. Similarly, if an act after the "shift" hours which commences during day light hours, but is completed half an hour after 1800 hours is treated as having been done after 1800 hours and qualified for the rate applicable to night acts.

MORMUGAO

5.102.5 Pilots do not work in shifts. They are available for work at any time during the day light hours and within that period they work on a turn system. They have a daily norm under which payment is made at the rate of Rs. 30 for the 5th act of the day and at the rate of Rs. 50 per act for the 6th and subsequent acts of the day.

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KANDLA

5.102.6 The Pilots are on a turn system under which they are available for work for 6 days at a stretch, the 7th day being their weekly off. They do not at present undertake pilotage work at night if it involves going over the bar during the hours of darkness. The pilotage act can commence at, or extend into, the night provided the time at which the bar is to be negotiated falls during the day light hours. They have a monthly norm of 26 acts. Prior to 1st April 1977, for each act in excess of the norm, the rate of payment was Rs. 40. From that date, the rate has been raised to Rs. 65 per act. In addition, they get an allowance at the rate of Rs. 75 per act in respect of acts performed during or extending into the period between 1900 hours and 0700 hours.

VISAKHAPATNAM

5.102.7 There are three shifts of eight hours each round-the-clock for the Pilots. In addition, there is a general shift. However, they revert to the turn system if the number of Pilots on duty at a time is less than four. There is no system of overtime payment.

PARADIP

5.102.8 There is one Pilot and he works only during the day light hours. There is no system of overtime payment.

5.103 The Bombay Port Pilotages Services Association has in its written memorandum, asked for an increase in the consolidated overtime allowance from Rs. 200 to

Rs. 500 and rate per act in excess of 33 acts in a month from Rs. 40 to Rs. 100. During the hearing, it was demanded that Pilots should be paid on an hourly basis, instead of on an act basis, as is the practice at present. However, after the hearing, by a letter dated 26th February, 1978, the Association intimated that compensation for extra work should be on the basis of acts, and not hours, and the present act-wise compensation should be enhanced and graded according to the tonnage of the ship handled, i.e. Rs. 50 per act for a vessel upto 2000 GRT, Rs. 60 for a vessel upto 4000 GRT, Rs. 75 for a vessel upto 8000 GRT, Rs. 100 for a vessel upto 12,000 GRT, Rs. 125 for a vessel upto 18,000 GRT and Rs. 160 for all full tonnage jobs.

5.104 The Calcutta Pilot Service Association has demanded that the Harbour Pilots should be placed on a shift system and for the pilotage acts done beyond or outside normal shift hours they should be paid at the rate of Rs. 100 per act, irrespective of whether any act is done during the shift or not. On behalf of the River Pilots, it has been claimed that the present system of payment based on a norm of eight ships a month, is not rational and that payment for overtime should be incorporated in every job involving pilotage and the rate should be Rs. 150 for each act of 20 hours' duration, Rs. 300 for each act the duration of which exceeds 30 hours and Rs. 300 for each subsequent period of 20 hours or part thereof.

5.105 The Madras Port Marine Officers' Association has not asked for any change in the existing arrangements.

5.105.2 The Kandla Port Marine Officers Guild has on behalf of the Pilots at Kandla, asked for a fixed overtime of Rs.200 per month and Rs.100 per act in excess of 24 acts in a month.

5.106 The Cochin Port Master Mariners' Association has stated that while the present arrangements should continue, the rate per act should be raised from Rs. 100 to Rs. 150 for handling ships below 600 feet length during day time and from Rs. 200 to Rs. 250 for handling tankers and ships of 600 feet length and above and for jobs done during hours of darkness.

5.107 The Marine Officers of Mormugao Port Trust have in a memorandum tendered during the hearing stated that marine Officers who are asked to work regular or fixed hours beyond eight hours of work should be paid a suitable compensation and that there should be uniformity in this respect not only between the different marine services in the same port, but also between similar services in different ports.

5.108 The memorandum submitted by the officers of the marine services of the Visakhapatnam Port Trust states that they have quite often to work beyond the shift of eight hours where a movement commences during the shift but extends beyond it. They have requested they should be paid in respect of any work done beyond normal working hours overtime on an hourly basis at single rate.

5.109 The memorandum of the officers of the Marine Services of the Paradip Port Trust has suggested Rs. 100 per act done outside or beyond normal hours.

5.110 The question as to which of the two systems, shift system or turn system, is more suitable for pilotage services has been a subject of much debate. As I have ^{said} earlier, since pilotage service depend on circumstances such as tidal conditions which fluctuate from day to day and arrivals and departures of ships which are often subject to change, since work is intermittent and cannot be continuous and since jobs are performed by officers individually and not in groups, the arrangements of working in a shift, as is commonly understood, viz., all officers arrive and leave at a pre-determined time after eight hours, is neither suitable nor conducive to port efficiency, shipping convenience or optimum utilisation of working time. It may create situations of idleness and surplus manpower in one shift or part of the shift and overwork and shortage of manpower in the other part of shift. Both the Lokur Committee and the Desai Committee have taken the view that on the whole "turn system" is the most appropriate to port operations. However, the work being intermittent, the "turn system" has to be related to a sufficiently long spread of time.

5.111 In actual practice, however, most of the port administrations have veered away from the turn system. They have introduced arrangements, in which turn system operates within a shift system of fixed hours. In a shift system, turn system has no validity. The officer allotted to a shift is expected to be available on duty during the entire period of the shift, work being allotted to him

according to availability and not on the basis of his turn. Working of a turn system within a shift has resulted in apparent shortage of officers and bunching of jobs and their extension into succeeding shifts with incidence of overtime. If for any reason a shift system is preferred to a turn system as is the position in some of the ports, the shift system would need to be varied having regard to the requirements of port operations and the fact that duties are performed individually and not collectively. It should be possible to stagger the shifts having regard to the port requirements and call different officers at different points of time. Once an officer reports for duty, he remains on duty for eight hours. Jobs should be allotted as they arise and as the officers become free to handle them and not on the basis of turn system. If a job allotted to an officer takes him beyond eight hours in connection with some other job, there would be a case to pay overtime computed on hourly basis. Computation of overtime on a job or output basis would be incongruous to the concept of shift system.

5.112 The officers of pilot service at some of the ports have represented that their pay scales should be treated as having been related to 8 hours work. Eight hours work is a universally accepted norm and any departure from it is open to question and dispute. However, eight hours work does not mean merely eight hours presence; it means eight hours actual work. Mere presence cannot be regarded as duty and availability even less so. The arrangement under which the officers at some of the ports

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are available for work for eight hours even though no work may arise or may be actually done during those eight hours does not satisfy the criteria for which eight hours wage should be admissible. In fact where work is not of a continuous nature, the eight hours wage has to be related not to the period of eight hours^{but to an output for eight hours.} It is for this reason that historically or traditionally, and rightly so, overtime in the case of pilots is related to acts above a monthly norm and not to time. Since the quantum of work fluctuates, the norm has to be related to a fairly long time spread; it cannot be paid on the basis of short period such as a week. Such short periods do not reflect the eight hours output adequately. Since the pilotage conditions differ from port to port, the norms also necessarily differ from port to port.

5.113 The following alternative arrangements emerge from the above discussion in the order stated:

- i. A turn system related to a period of time not less than 24 hours and overtime on the basis of payment for every act performed over a specified monthly norm.
- ii. A shift system, staggered and varied according to job requirements, both in respect of officers and in regard to its times. Different officers may also change from time to time. Once an officer reports for duty, he remains on duty for the

entire period 152 -

- /of eight hours. Jobs are allotted to him as they arise and as the officer is free to handle a job and not on the basis of turn system. In this arrangement overtime may be paid either on hourly basis for actual time spent on duty beyond the shift or on the basis of acts of pilotage done after the shift hours. However, where a jobs commences during the shift hours but is completed after the shift hours, the time in excess of the shift hours should be paid for on hourly basis. Where overtime is paid on hourly basis, it should be paid at single rate of pay and dearness allowance.
- iii. A fixed shift which, though staggered, is not varied from time to time. Jobs are allotted not on the basis of turns but as they arise and as the officers are free to handle them. Overtime can be paid either on hourly basis or on the basis of acts performed outside the shift hours.
- iv. Fixed shifts which are not staggered or varied. Jobs are allotted as they arise and as the officers are free to handle them. Jobs done beyond shift hours are paid for on hourly basis or on the basis of acts of pilotage.

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v. Fixed shifts in which officers do not have to be actually present at the place of duty during the shift hours. The jobs are allotted according to their availability but on a turn system. Jobs performed beyond or after the shift hours are paid for on the basis of acts and not on hourly basis.

5.114. The various alternatives above have been stated in the order of suitability. The last alternative is the most unsuitable to the character and requirements of shipping and ports operations and it is to be deprecated and discouraged.

5.115 Choice of an appropriate system is an administrative matter for the Port Trust to consider and decide having regard to their local conditions and requirements. Where ports adopt the first alternative, the officers should be paid a fixed overtime at the rate of Rs. 200 per month in consideration of the inconvenience and the long spread-over involved in that system. If the ports consider that a fixed but an extended shift system is more appropriate to their requirement, they may adopt it and pay overtime for the extended period on hourly basis. However, as I have said earlier in any fixed shift system whether of eight hours or an extended 12 hours, it would be desirable and more conducive to efficiency if jobs are allotted as they arise and as the pilots are free to handle them and not on the basis of their turns.

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5.116 Having indicated the various alternative systems that can be considered, it is also necessary now to suggest appropriate monthly norms of pilotage acts and the rate of overtime for every additional act above the norm where overtime is payable on the basis of acts instead of hourly basis. Some of the ports already have norms based either on the recommendations of earlier Committees or adopted their own assessment. Though some of the existing norms are lower than what could be regarded as reasonable, I do not think it would be expedient to make any change in them. Where the norms do not exist I have made my own assessment for this purpose having regard to all the relevant factors. The norms and rates of overtime per act are indicated in the table below in respect of each port and I recommend them for adoption for the purposes of payment of overtime.

Port	Monthly Norm.	Existing rate per act above norm.	Proposed rate per act above the norm.
		Rs.	Rs.
Bombay	28	40	60
Calcutta Harbour Pilots	18	*	60
Calcutta River Pilots	8	100	125
Madras	15	50	50
Visakhapatnam	40	-	50
Cochin	30	-	60
Kandla	20	65	80
Mormugao	50	-	50
Paradip	50	-	50

*Harbour Pilots of Calcutta are in receipt of a consolidated overtime of Rs. 200 per month.

5.117 Where a shift system with overtime payment on an act basis is adopted, the payment per act will be the same as the payment proposed for an additional act above the norm.

5.118 Having regard to the systems as they obtain now at the various ports and my observations above, I recommend as Under: Bombay:

5.118.1 The consolidated overtime of Rs. 200 per month may continue on the existing terms and conditions, except that the compensation for additional acts would be admissible at the revised rate for every act above 28 in a month, instead of 33.

Calcutta:

5.118.2 The Harbour Pilots of the Calcutta Pilot Services may continue on the consolidated overtime payment of Rs. 200 per month, compensation being admissible in addition at Rs. 60 recommended for every act above the norm of 18 per month.

5.118.3 The River Pilots may continue on the existing norm of eight acts a month but overtime over the norm may be reckoned at the enhanced rate at Rs. 125 per additional act suggested by me above.

MADRAS

5.118.4 The system prevailing in Madras of paying Rs. 100 for each act between 2200 hours and 0600 hours in addition to the payment at the rate of Rs. 50 per act in excess of 15 acts in a month is inconsistent. It amounts to making a double payment for certain acts above the norm. Overtime should be reckoned on the basis of the monthly norm and at the rate per act suggested above. For acts between 2200 hours and 0600^{hours} night allowance would be admissible in addition

at the rate suggested later. Concurrently, the payment at Rs. 100 per act in respect of acts between 2200 hours and 0600 hours should be discontinued.

Cochin:

5.118.5 If the Cochin Port Trust decides to continue the present system, acts performed after the shift hours should be paid for at the rate Rs. 60 as suggested above and not at the rates presently in force. Night allowance, tonnage allowance and other allowances as suggested later will, however, be admissible in addition.

Mormugao:

5.118.6 The pilots should be paid Rs. 50 for each additional act over and above the norm of 50 acts per month that I have suggested above. If the Port adopts a turn system related to a period of not less than 24 hours, they may also draw a consolidated overtime of Rs. 200 per month in addition. The practice of following a daily norm is not suitable in the case of Pilots and should be discontinued.

KANDLA:

5.118.7 Pilots may be given a consolidated overtime of Rs. 200 per month and in addition paid at the rate of Rs. 80 for each additional act over the monthly norm of 20.

Vishakhapatnam:

5.118.8 The Pilots may be paid at the rate of Rs. 50 for each additional act of pilotage over the norm of 40 per month. If the port adopts a turn system related to a period of not less than 24 hours, they may also draw a consolidated overtime of Rs. 200 per month in addition.

Paradip

5.118.9 The Pilot may be paid Rs. 50 for each additional act over the norm of 50 acts per month. If the Port adopts a turn system related to a period of not less than 24 hours, the Pilot may draw a consolidated overtime of Rs. 200 per month in addition.

5.118.10 The recommendations made above are in relation to the present arrangements obtaining at the Ports. As I have said the Ports are at liberty to review them in the light of the observations made by me earlier. In case some other system is adopted in preference to the existing arrangements, the mode of payment of overtime and its rate including the consolidated overtime should be reviewed and suitably varied in accordance with recommendations made earlier.

5.118.11 The rates and conditions governing the overtime payment, as proposed above, will take effect from the date of the Government's orders on this report.

B - Consolidated overtime allowance to Berthing Masters

5.119 A Berthing Master in Bombay is required to work in rotation on a turn system and is liable to be called as and when required depending upon the number of vessels to be moved on any particular day. However, for some time now, Berthing Masters have been working between 0600 hours to 1800 hours only following a unilateral decision of their own. I understand that they have since agreed to work between 0600 hours and 2100 hours.

5.120 In their representation the Berthing Masters have stated that under the turn system they are tied down for 24 hours and have demanded introduction of shift system of 8 hours a day with overtime for work beyond eight hours.

5.121 The earlier discussion in respect of overtime working of Pilots applied equally to the Berthing Masters.. It is, however, for the Bombay Port Trust to consider and decide whether the work should be organised under a shift system or a turn system, and if it considers that there should be a shift system, whether the shift should be collective or staggered, If the Bombay Port Trust considers that the turn system is more appropriate and convenient and should, therefore, be continued, the Berthing Masters may also be given a consolidated overtime at the rate of Rs. 200 per month as recommended in the case of Pilots. I accordingly recommend that if Berthing Masters work under a turn system with a spread over of not less than 24 hours, they may be given a consolidated overtime of Rs. 200 per month.

5.122 The Berthing Masters in Calcutta are at present on a fixed shift of eight hours each. If the Calcutta Port Trust also finds the turn of duty system more appropriate and adopts it, subject to the same conditions, the Berthing Masters may also be given a consolidated overtime of Rs. 200 per month.

5.123 The Berthing Masters at Bombay and Calcutta should also be paid overtime at the rate of Rs. 40 for each additional act performed above a norm of 40 acts per month.

5.124 The concessions above will be admissible from the date of the Government's orders on this Report.

C - Night Allowance

5.125 Untill recently weightage for night duty was not a generally recognised practice in the case of marine officers. However, for some time now, the port of Cochin has been allowing weightage for night work in the case of Pilots. The weightage prescribed is Rs. 200 per act performed between 1800 hours and 0600 hours. There is, however, some inconsistency in the arrangement at Cochin in that the payment of Rs. 200 for a pilotage act between 1800 hours and 0600 hours is allowed only if it is performed by a pilot outside his shift hours. Visakhapatnam has also introduced the system of extra payment for night pilotage. The rate admissible is Rs. 60 per act subject to a maximum of Rs. 300 per month and is applicable only to acts done between 2200 hours and 0600 hours. The Government have recently approved a proposal made by the Kandla Port Trust to grant to the Pilots in Kandla an allowance at the rate of Rs. 75 per act in respect of acts between 1900 hours and 0700 hours. In the case of Class III and Class IV employees, weightage has already been given at the rate of 10 minutes per hour for the period between 2200 hours and 0600 hours and it is computed at single rate of pay and allowances.

5.126 In their representations and at the hearings, officers of all the ports have asked for weightage for work at night on the ground that night work causes inconvenience and hardship and requires greater degree

of alertness. The Pilots have in particular stressed that the navigation of ships during night demands a greater degree of skill and assumption of more than ordinary risks.

5.127 The principle of night weightage, the definition of night as the period between 2200 hours and 0600 hours and a weightage of 10 minutes per hour during these hours have already been accepted by the Third Pay Commission, though the same have not been extended to Class I and Class II employees in the Government service. By the very nature of port operations, the officers have to be on duty during night as a regular feature. A view has been expressed that the officers work is a mixture of jobs performed during the day time and at night and the pay scale should be deemed to have taken this factor into account. I feel that this view needs reconsideration. So far as the amount of inconvenience involved in the night work is concerned, it is impossible to distinguish the case of officers from that of Class III and Class IV employees working with them at night and getting the benefit of night weightage. It is also difficult to measure the inconvenience of night work, the greater degree of skill required and the greater responsibility shouldered in such jobs as pilotage done at night, and to quantify it for inclusion in the pay scales. It can receive proper recognition only if it is allowed as a separate element. While I would hesitate to recommend the extension of benefit of night weightage to non-marine officers as the same is not being allowed to similar

~~officers in other public sector undertakings~~, I am of the view that there should be no objection to night weightage being permitted in the case of marine officers, and recommend its acceptance in their case.

5.128 The next question that arises is the rate at which weightage should be granted. Having regard to the inconvenience greater degree of skill and all other attendant factors involved in the night work performed at various ports, I consider that the following scheme of night weightage for marine officers at the various ports would be appropriate and recommend its adoption:

i. Where the officers work in regular and continuous shifts and are not eligible for night allowance under (ii) below, compensation for night work should be regulated by the general night weightage formula of 10 minutes per hour for the period between 2200 hours and 0600 hours. This will not apply where there is already a built-in-weightage in the shape of reduced working hours e.g. officers working on dredgers in Bombay. This will also not apply to marine officers who live on board a vessel e.g. officers on river dredgers in respect of the period they are not on active duty but are merely on call duty. No weightage would be admissible to officers who may be called upon to perform duties during night occasionally.

ii. Compensation for night work done by Pilots and Berthing Masters should be regulated as under:

a) The payment will be admissible only in respect of acts performed or extending

into the period between 2200 hours and 0600 hours.

- b) An act for this purpose will have the same meaning as an act for the purpose of overtime payment in excess of the prescribed monthly norm.
- c) The payment will be admissible irrespective of whether the night act performed is within the monthly norm or outside it.
- d) The payment for overtime work and the payment for night work are two separate benefits. When a night act is an additional act over the monthly norm, the night weightage in respect of that act will be in addition to the overtime payment admissible for that act.
- e) The rate of payment for night acts at different ports for the Pilots should be as follows:—

Bombay	}	Rs. 30 per act.
Calcutta(Harbour Section)		
Kandla)	Rs. 50 per act.
Madras	}	Rs. 25 per act.
Visakhapatnam		
Cochin		
Mormugao		
Paradip)	
- f) The River Pilots of Calcutta should get a consolidated payment of Rs. 200 per month on account of night weightage.
- g) In the case of tankers of 60,000 DWT, or above, or vessels with a length of 600 feet, or above, the night weightage for acts of pilotage will be admissible at the rate of Rs. 50 per act.

This will not apply to River Pilots of Calcutta Port Trust.

- h) The rate of payment for night acts performed by Berthing Masters at Bombay and Calcutta will be Rs. 20 per act. If the act relates to a ship with a length of 575 feet, or above, the rate of night allowance would be Rs. 30 per act.

5.129 The concessions above will be admissible from the date of the Government's orders on this Report. Any benefits of a similar nature received in the past will be allowed to be retained by the officer in full without any adjustment against arrears.

D - Mess Allowance

5.130 Mess Allowance is paid to certain categories of marine officers who because of the nature of their duties have to stay on board the vessels and cannot make their own arrangements for meals. The present rates of mess allowance, where it is admissible, are as follows:—

Calcutta:

Harbour Pilots and certain senior officers of harbour section of Pilot service	Rs. 45 per month (paid individually)
River Pilots	i. Rs. 45 per month (paid individually) ii. Rs. 80 per month (paid to Sandheads Mess)
Officers of the Pilot Boat, Dredger and Despatch service, River Survey Service, Marine Engineering Service	Rs. 10 per day (paid to vessels' Mess for the days officers are messed on Board.)

BOMBAY

Pilots and Marine Engineers on the Pilot Vessel	Rs. 75 per month (Paid to the mess) (Upto 31st May, 1977) Rs. 125 per month (paid to the mess) (From 1st June 1977)
Deck Master (Butcher Island)	Rs. 225 per month payable collectively for both the Deck Masters at Butcher Island.

MORMUGAO:

Officers on dredgers Rs. 50 per month

The mess allowance is generally paid to the account of the mess on behalf of the officers and not to the individual officers, except where indicated otherwise.

5.131 It has been urged that because of the rise in the cost of food and other articles of consumption, since the rates were last fixed, they should be enhanced.

5.132 Taking into account the rise in costs I recommend that the rates of mess allowance be revised as follows:—

CALCUTTA

Harbour Pilots and Senior Officers of Harbour Section of Pilot Service Rs. 60 per month (to be paid individually)

River Pilots i) Rs. 60 per month (to be paid individually)

ii) Rs. 120 per month (to be paid to Sandheads Mess)

Officers of the Pilot Vessel, Dredger and Despatch Service)
River Survey Service)
Marine Engineering Service)
Rs. 15 per day (to be paid to the vessels)
Mess for the days the officers are messed on board.

BOMBAY

Pilots and Marine
Engineers on the
Pilot Vessel:

Rs. 125 per month
(To be paid to the mess)

Dock Master
(Butcher Island)

Rs. 350 per month
(To be paid
collectively for both the
Dock Masters at Butcher Island)

5.133 Officers on dredgers in Mormugao are in receipt of a mess allowance of Rs. 50 per month. The necessity for this allowance in the case of these officers has not been established during the enquiry. However, as they are already in receipt of it, I do not recommend its withdrawal. It may continue at the present rate.

5.134 The above concessions will be admissible from the date of Government's orders on this Report.

E - Tonnage Allowance:

5.135 At Bombay and Madras, Pilots are eligible for a tonnage allowance at the rate of Rs. 75 per operation when they handle giant tankers of 60,000 DWT or over. In Cochin, an allowance of Rs. 200 per tanker is allowed for handling tanker after shift hours irrespective of the DWT of the tanker. It has to be admitted that handling of ships of 60,000 DWT and over calls for much greater skill than that required for handling ships of smaller tonnages. Demands have been made for a tonnage allowance at the ports where the allowance is not being paid at present and an increase in the rates of allowance has been sought at Bombay, Madras and Cochin. Having regard to the revised pay structure, I recommend that the allowance may be enhanced from Rs. 75

to Rs. 100 per operation when pilots handle ships/ tankers of 60,000 DWT or over and made admissible at all the ports, with effect from the date of the Government's orders on this report.

5.136 As at present, the DWT should refer to the carrying capacity of the tanker and not the load actually carried. If the pilotage act is performed between 2200 hours and 0600 hours, the pilot should get besides the tonnage allowance of Rs. 100, the night weightage referred to in para 5.128 above, except in the case of River Pilots of Calcutta Port Trust for whom I have recommended a consolidated night allowance of Rs. 200 per month. The practice obtaining in Cochin of paying tonnage allowance for movement of all tankers irrespective of their size or DWT should be discontinued.

F - Length Allowance:

5.137 In Cochin, Pilots are now eligible for Rs. 200 per movement if they handle a ship with length overall of 600 ft or over after their "shift" hours. It has been claimed by Pilots at other Ports that long ships impose greater strain and require greater skill in handling them and that, therefore, some special allowance should be given in respect thereof.

5.138 I agree that handling ships of larger lengths does need recognition. I accordingly recommend that for every act of pilotage of a ship with overall length of 600 ft. and above, an allowance of Rs. 100 may be paid. If the movement falls between 2200 hours and 0600 hours a night allowance of Rs. 50 per movement should be

given in addition except in the case of River Pilots of Calcutta Port Trust for whom I have recommended a consolidated night allowance of Rs. 200 per month. However, when tonnage allowance has been drawn in respect of a vessel, length allowance would not be admissible in addition.

5.139.1 Berthing of ships of larger length, particularly in congested dock basins some of which were designed for much smaller vessels, also require greater degree of skill.

Berthing Masters in Bombay and Calcutta may be paid a fee of Rs. 50 per act of berthing a ship with an overall length of 575 feet or above.

5.139.2 Allowances recommended for Berthing Masters in respect of acts of berthing will not be admissible to Pilots who berth, unberth or shift vessels as part of their ordinary duties or acts of pilotage.

5.140 The above concessions will apply from the date of the Government's orders on this report.

G -- Cold Move Allowance:

5.141 This allowance is not paid at any Port now.

Demands have, however, been made by the Pilots and Berthing Masters from all the ports for the grant of this allowance.

It is stated that ships are allowed to be immobilised for repairs and in the interest of shipping, the vessels are required

to be moved for repairs to dry docks or at repair berths without the aid of engine power. The movement of ships without engine power demands a higher degree of concentration and alertness which needs to be recognised. It is understood that cold move jobs cannot be easily created since except where it is unavoidable, the master would not allow his ship to be moved without the engines working. I recommend that the Pilots at all the Ports and the Berthing Masters at Bombay and Calcutta be granted a cold move allowance at the rate of Rs.25 per act, whenever they perform cold move jobs, with effect from the date of Government's orders on this report.

H. - Grant (Pilotage Allowance / Tonnage Allowance/ Length Allowance/ Cold Move Allowance/ Night Allowance/ Berthing Allowance to Administrative Officers in Pilotage and Berthing Services.

5.142 Due to shortage of marine officers, administrative officers in the pilotage services like Dock Masters and Harbour Masters in certain ports are required to pilot ships.

Except in the port of Madras, they are at present not eligible for any extra payment. In Madras, the Harbour Master and Dock Masters are eligible for Tonnage Allowance if they handle giant tankers and Dock Masters are eligible for an allowance at the rate of Rs. 50 per act if they pilot a ship. This rate of Rs. 50 is the same as the rate per act applicable to pilots who perform pilotage acts in excess of their monthly norm. Dock Masters are also eligible for Rs. 100 per act if they pilot a ship between 2200 hours and 0600 hours like pilots.

5.143 Demands have been made in certain ports that the Administrative Officers who perform pilotage acts should get allowance admissible to pilots. There is validity in this demand. It is desirable to encourage administrative officers to undertake pilotage as well as Berthing acts. This will not only help to keep them in training but also relieve the pressure on pilots and berthing Masters caused by shortages.

Extra payment to them on this account will to some extent also improve the emoluments of the administrative officers vis-a-vis the pilots. There is a general complaint that

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on promotion to administrative posts, such as Dock Master and Harbour Master, there is considerable drop in the total emoluments and that, therefore, officers are reluctant to accept such appointments.

5.144 I recommend that Administrative Officers of the Pilotage and Berthing Services in all the ports may be paid for acts of pilotage and berthing done by them at the rates admissible to Pilots and Berthing Masters for additional acts performed over and above the monthly norms at the respective ports. They may also be given tonnage allowance, length allowance, cold move allowance and night allowance in respect of the acts of pilotage and berthing performed by them at the same rates and subject to the same conditions as are applicable to Pilots and Berthing Masters.

5.145 The concessions recommended above shall be admissible from the date of the Government's orders on this Report and should be in supersession of the arrangements that may be existing at present at some of the ports. The past cases need not be reopened.

I— Outstation allowance when port crafts are sent for dry docking/repairs to other ports:-

5.146 In the ports of Cochin, Kandla, Madras, Mormugao and Paradip there are no drydocking facilities for the larger port crafts. Ports have, therefore, to send them for dry docking and repairs to Bombay or Calcutta. The Desai Committee recommended that the officers concerned should be given the under-mentioned emoluments during the periods for which they were deputed to other ports on board the Port crafts for dry docking/repairs.

- (i) Normal pay and all allowances (including motor car allowance/Conveyance allowance, where admissible);
- (ii) 33-1/3% of basic pay from the date of departure to the date of return to home port; and
- (iii) free accommodation and messing on board the craft and where this was not possible, daily allowance in accordance with the normal rules of the port. Where either free lodging or free messing only is provided, daily allowance should be at 50% of the normal rates.

The Committee also recommended that if any officer was required to travel by train for this purpose (on account of lack of accommodation on board the port craft), the normal rules should apply for the journey period but he should be entitled to the other benefits recommended for the period of stay during the repairs at the other port.

5.147 While the basis of payment is still generally followed, Cochin has made a departure in that it makes an ex gratia payment of Rs. 200 per month to the officers during the period they are at the other port. Madras has also paid Rs. 200 per month on one occasion in 1977.

5.148.1 In their written memoranda as also during the oral hearings, the officers have represented that the present rate of compensation is inadequate and that it should be substantially improved. They have put forward various suggestions. In some ports three days' wages for each day at sea during the voyage and 50 per cent of basic pay for the days spent at the outstation in addition to daily allowance have been demanded. In other ports a voyage allowance at 50 per cent of the basic salary and a victualling allowance at Rs. 22.50 per day have been asked for. Claims have also been made that the port should bear the cost of stay in a marine club or pay Rs. 40 per day as victualling allowance plus a lump sum of Rs. 500 per month.

5.148.2 The outstation allowance equal to 33-1/3% of pay is in the nature of overtime, as when the port crafts are in dry dock for repairs or survey, the work generally goes on round the clock and the officers are expected to supervise it for extended hours during the day as well as night. I have separately proposed enhanced rates of daily allowance while on

tour. The pay scales that I have now proposed are ^asubstantial improvement over the existing scales. As the outstation allowance is calculated as a percentage (33-1/3 per centage) of pay, its amount will also improve substantially because of the improvement in the scale. Therefore, no change is necessary in the present terms and conditions.

Allowances peculiar to ports.

J- Away from base allowance.

5.149 In Calcutta, on the recommendation of the Lokur Committee, an allowance known as Away from Base Allowance was granted to marine officers. The allowance is paid to compensate the officers and their families for the hardship that they suffer when the officers are away from home. The Port has with effect from 1st June 1977, increased the rate of this allowance from Rs. 5 to Rs. 10 in the case of officers on a pay of Rs. 1,000/- or more and from Rs. 3.50 to Rs. 7 in the case of others.

5.150 The officers have demanded that the disparity in the rate of allowance according to pay ranges should be done away with and a flat rate should be prescribed. The hardships which the allowance is supposed to compensate are not quantifiable in monetary terms. The rate has recently been revised by the Port Trust with the sanction of the Government. It is, not, therefore, necessary to recommend any further increase or change in this allowance. The allowance may continue at the existing rates except

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that the rate of Rs. 7 per day should apply to those on revised pay of less than Rs. 1,500 and the rate of Rs. 10 per day to those on a pay of Rs. 1500 or above.

K- CONTINUOUS DREDGING ALLOWANCE.

5.151 The officers on the dredgers working round-the-clock in Calcutta are eligible for an allowance known as Continuous Dredging Allowance at the rate of Rs. 3.50 per day for those whose pay is below Rs. 1,000 per month and Rs. 7 per day for those on a pay of Rs. 1000 and more. The allowance was granted in 1961 in consideration of the disturbance to which officers on board the dredger are subjected when they are off duty on the dredger. The Calcutta Port Trust has recently approved of a proposal to revise the rate of this allowance to Rs. 10 per day. The Government has not yet accorded sanction to the proposal.

5.152 I recommend that the rate of allowance may be enhanced to Rs. 7 per day in the case of officers on a pay below Rs. 1,500 per month in the revised scale and to Rs. 10 per day in the case of officers on a pay of Rs. 1,500 per month or more in the revised scale. The revised rates will apply from the date of the Government's orders on this report.

L- OVERSTAY DOWN THE RIVER BEYOND THE NORM.

5.153 The norms for the dredgers of Dredger and Despatch Service of Calcutta has for a long time been ten days down the river and 5 days in town. Following adverse criticism from the Public Accounts Committee the Calcutta Port Trust appointed a Special Committee of Trustees to review the utilisation of the dredgers. Based on the Committee's recommendations, the port decided that the norm should be 15 days down the river and 3 days in town to optimise the dredger utilisation. Since the officers were reluctant to go down the river for such a long stretch at a time, the Special Committee of the Trustees recommended that while the cycle should be retained as a 15 days down the river and 3 days in Port, the officers should be compensated for the days spent down the river in excess of ten days at the rate of one day's pay for each such day. The Government has, however, not accorded its approval to this recommendation pending its examination by me in this capacity.

5.154 The conditions in which the officers of the dredger service in Calcutta work are particularly difficult compared to similar services in other Ports. Considering that they have to remain down the River for long stretches they are more ship-borne than others and this feature of their work requires special recognition. I recommend that the proposal made by the Calcutta Port Trust may be approved. I understand that the Calcutta Port Trust has already implemented it in anticipation of the approval of the

Government. It is recommended that the approval may be accorded effective from the date from which the concession has been actually implemented.

M- DETENTION ALLOWANCE

5.155 In Calcutta, River Pilots are eligible for a detention allowance at the rate of Rs. 37.50 for 24 hours or part thereof for the first 48 hours and Rs. 50 for 24 hours or part thereof thereafter. The allowance is paid when pilots are detailed during double banking operations in lightening grains or oil ships at Saugur Roads or Haldia Oil Jetty.

5.156 A demand has been made that this rate was fixed when the overtime rate was Rs. 75 per ship and since the overtime rate has been revised to Rs. 100 for pilotage upto 20 hours and Rs. 200 per pilotage act extending 20 hours and above, the rate of detention allowance should also be revised in the same proportion.

5.157 The allowance was fixed in 1968 and it would be adequate if the present rate is enhanced from Rs. 37.50 to Rs. 50 for 24 hours or part thereof for the first 48 hours and Rs. 65 for every 24 hours or part thereof thereafter, and I recommend accordingly. This will take effect from the date of Government's orders on this report.

N-ALLOWANCE FOR BERTHING AND UNBERTHING SHIPS AT HALDIA AND SAUGOR.

5.158 River Pilots of Calcutta are in receipt of berthing and unberthing fees of Rs. 50 for each operation of placing and casting off a ship alongside the mother tanker or the Haldia Oil Jetty. It is stated that in Calcutta it is not a part of their normal duties; the River Pilots are not required to do berthing and unberthing operations. A demand has been made that this allowance should be revised to Rs. 200 per ship of less than 20,000 GRT, Rs. 300 for ships of over 20,000 D GRT and Rs. 400 for ships of over 50,000 GRT.

5.159 During the hearing, it was stated that the Port Trust had offered Rs. 150 for each act of bringing a ship up to the lock in Haldia and piloting it away from the lock. The matter, has, however, not been settled. In Calcutta warping into the lock is done by Harbour Pilots and berthing in the docks by the Berthing Masters. Therefore the River Pilots do not regard such acts as part of their normal duties and have demanded extra payment for them.

5.160 In Calcutta, Pilots are trained in berthing and unberthing and mooring and unmooring operations. Pilotage distance up to Haldia is about half the distance to Calcutta. The channel and draft conditions are also better. In other Ports, berthing and unberthing, mooring and unmooring except in the dock basins in Bombay and Calcutta where ships are berthed and unberthed by Berthing Masters, are done by Pilots as part of pilotage

acts. River Pilots and Harbour Pilots are now members of one and the same service. Ordinarily, therefore, there would be no case for a separate fee for berthing at the Oil Jetty, or placing and casting off a vessel alongside a mother tanker. However, this practice has been in vogue since 1968 and it may not be expedient to disturb it. The concession may continue at the present rate of Rs. 50 per act.

5.161 As regards bringing a ship from berth to the lock and taking it to stream and vice versa at Haldia, the berthing operations in Calcutta are done by a Berthing Master who takes charge of the ship in the lock. Bringing the ship from stream into the lock or taking it from the lock to the stream is done by the Harbour Pilots. As I have said earlier, the River Pilots are trained to do all these acts and belong to the same service as the Harbour Pilots. Such artificial divisions have, therefore, hardly any validity.

5.162 Dividing the operation into three parts is also wasteful of manpower and is not necessary. However, considering the past practice, it may have to be recognised that it is an additional operation that a pilot has to do. It should be enough if the entire operation is regarded as an extra act of pilotage for purposes of overtime, and I recommend accordingly.

Q- ALLOWANCE FOR BEING INCHARGE OF MOTHER SHIP WHEN DISCHARGING FOODGRAINS INTO DAUGHTER SHIPS AT SAUGER ROADS

5.163 River Pilots at Calcutta are eligible for an allowance at the rate of 20 per cent of basic pay for 24 hours or part thereof when they are placed in charge of a mother ship discharging foodgrains into daughter ships. The allowance was introduced when foodgrains tankers used to be lightened at Sauger Roads. The incidence of this operation is now small. No change is, therefore, required.

P- MOORING AND UNMOORING FEES

5.164 Commanders of the River dredgers of Calcutta Port are in receipt of an allowance at the rate of Rs. 30 per act of mooring and unmooring their own vessels in the Port if a harbour pilot is not available for the purpose. The allowance has recently been extended to Commanders of despatch vessels also with effect from 1st June 1977 with the sanction of Government. Demands have been made since the port crafts are comparable in size and tonnage to average sea-going vessels, the rate of allowance should be enhanced to Rs. 100 for each act of mooring/unmooring.

5.165 There are only two despatch vessels; their lengths are 240 feet and 241 feet. Mooring and unmooring his own craft should be a part of the normal duties of a Commander. The contention that the dredger and despatch vessels are comparable to average size sea-going vessels is not correct; the despatch vessels in

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particular are much smaller. However, its having been in existence for a long time and its having been extended to the despatch vessels with the sanction of the Government, it may not be expedient to review its admissibility. It may continue at the present rates.

Q- SHORT HANDED ALLOWANCE

5.166 Demands have been made by some marine officers at certain ports that where the actual strength is short of the sanctioned strength, officers should be given short-handed allowance by distributing among them the pay and allowances of the officers short in strength. It is claimed that a similar practice obtains in the merchant navy at sea.

5.167 I have not been able to support this demand. In my view, considering such a request it would first be necessary to examine whether the manning scales themselves need a review. Secondly, if the officers are short in strength, shortage would generally be reflected in overtime work which is compensated by a separate provision. Conditions at sea are totally different from those in the ports.

XXI Review of manning strength.

5.168 The The emoluments of pilots and other marine services, for that matter, all services, and the capacity of the ports to pay are closely related to manning scales. In view of the substantial improvements in the emoluments of the marine services that my recommendations envisage, it would be desirable for the ports to undertake a review of the sanctioned strengths of pilots and other marine services on some scientific basis, such as the number of acts arising per annum, the pilotage/berthing time per act and the pilot's working hours, namely, eight hours. In this connection, I must also place on record that the norms that I have indicated above have been assessed for purposes of emoluments. They are not appropriate for calculating the manpower requirements.

General

5.169 Some of the matters which I have dealt with in this Chapter are also subject of individual representations. In view of the recommendations that I have made in this Chapter I do not consider it necessary to refer to them again in dealing with the individual representations in the later chapters.