

REPORT
OF
AN ENQUIRY INTO THE CONDITIONS OF
SERVICE OF THE MARINE SERVICES
OF THE PORT OF CALCUTTA

By

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MINISTRY OF TRANSPORT & COMMUNICATIONS
DEPARTMENT OF TRANSPORT
GOVERNMENT OF INDIA

1960

GOVERNMENT OF INDIA

**MARINE SERVICES ENQUIRY COMMITTEE
FOR THE PORT OF CALCUTTA.**



Sole-Member

**Shri S. N. Guha Roy, I.C.S., (Retd.),
Ex-Judge, Calcutta High Court.**

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Secretary

**Shri N. S. Ghosh,
Ex-Assistant Secretary,
Calcutta Port Commissioners.**

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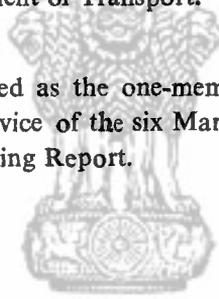
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**COMMITTEE OF ENQUIRY
INTO THE CONDITIONS OF SERVICE OF
THE MARINE SERVICES OF THE
PORT OF CALCUTTA**

To

**The Secretary to the Government of India,
Ministry of Transport and Communications,
Department of Transport.**

**I having been appointed as the one-member Committee to enquire
into the conditions of service of the six Marine Services of the Port of
Calcutta, submit the following Report.**



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CHAPTER I

INTRODUCTORY

I. The Committee, its terms of reference and how it proceeded :

A one member Committee consisting of myself was appointed by the Government of India, Ministry of Transport and Communications, Department of Transport, (Transport Wing), in Resolution No. 9-PE (1)/60 dated the 17th June 1960, published in Part 1, Section (1) of the Gazette of India dated the 25th June 1960, for enquiring into the conditions of service of the six Marine Services of the Port of Calcutta mentioned in the Resolution. These six Marine Services are :—

- (1) Assistant Harbour Masters' service,
- (2) Dredger and Despatch service,
- (3) Hooghly Pilot service,
- (4) River Survey service,
- (5) Berthing Masters' service, and
- (6) Marine Engineers' service.

2. The terms of reference of the Committee are as follows :—

- (i) To enquire into and report on the conditions of all categories of persons employed in the Port of Calcutta, which are detailed in the Schedule, and to make recommendations generally and with special reference to the following matters, keeping in mind the considerations mentioned in clause (iii) below :—
 - (a) Scales of pay ;
 - (b) Allowances and fees ;
 - (c) System of turns, hours of work and periods of rest ;
 - (d) Adequacy or otherwise of the strength of the existing cadres and the basis on which they should be fixed ;
 - (e) Desirability of adoption of an interim scheme of remuneration for abnormal work as a result of shortages in existing cadres.

(ii) To examine whether the recommendations of the Ports Marine Services Enquiry Committee, 1955, should be amended or supplemented, regard being had to the representations submitted by the various Marine Services Associations of the Port of Calcutta.

(iii) In making their recommendations the Committee will take into account the prevailing pay scales, allowances and other conditions of service in similar services at other major Ports, the recommendations of the Central Pay Commission in regard to comparable Government services and the historical background.

3. The Committee began its work with effect from the 1st July 1960 and called upon the different services to submit their memoranda. The Port Commissioners were also requested to submit written statements giving particulars of pay, allowances, strength etc. of each of the services. Accordingly, the Port Commissioners submitted a statement of facts which they considered material. The different services also, all but one of which, namely the Dredger and Despatch Service, were represented by their Associations, submitted their written statements embodying their demands. The Dredger and Despatch Service submitted their representation through the Commodore, Dredger and Despatch Service. Some of the services later submitted supplementary statements either of fresh demands or elucidating points raised in their earlier statements. After the services had submitted their written statements, the Commissioners were called upon by the Committee to submit their comments thereon and the Commissioners complied. Particulars of pay, allowances, qualifications etc. of the Marine Officers of the major Ports in India and the Merchant Navy were also obtained for finding out how far the emoluments paid to the Marine Officers of the Calcutta Port compare with those of their counterparts in other Ports and also in the Merchant Navy, due regard being had to the differing conditions of work and nature of duties at different places. The Ministry of Transport & Communications also supplied to the Committee, on request, details of pay and allowances of the officers of the Indian Navy. The demands of the different services and the Commissioners' comments thereon will be dealt with in due course so that it is not necessary to set them out here.

4. The Committee examined representatives of the different services, on behalf of the services and the Sectional Heads of the different services, and some of the Commanders and Chief Officers of the Dredger and Despatch Service. The Committee also examined on behalf of the Port

Commander C.J. Mohan, Deputy Conservator and Shri B. L. Mital, Assistant Conservator (I). The Committee further examined on its own Shri Rao, one of the Pilots who was at that time attached to the Deputy Conservator's office on special duty and who was mentioned by the representatives of the Pilot Service as the only member of the service who accepted the consolidated night pilotage fees proposed by the Commissioners, probably as they thought, on the ground of health.

5. At the end of their examination the Committee felt that without technical advice it could not proceed much further. The Government of India had decided (vide letter No. 9-PE(1)/60 dated the 20th June 1960) that the Committee should have the technical assistance of the Nautical Adviser to the Government of India and the Chief Surveyor with the Government of India in connection with the enquiry. The Committee accordingly requested these two officers to come over to Calcutta on the 29th July 1960. They accordingly came to Calcutta and after consultation with them the Committee thought that the material witnesses should be examined in a joint session with these two technical officers. This joint session was held with effect from the 29th August to the 1st September 1960 during which the representatives of the different services, the Sectional heads, Commander C. J. Mohan and the Chairman of the Commissioners, Shri K. Mitter were examined. A list of the witnesses examined on the first occasion and another list of those examined on the second are given in Appendix 'A'.

6. After the Committee had begun its work, it requested the Commissioners of the Port of Calcutta from time to time to supply it with information on different matters and the Commissioners supplied the information asked for.

7. At the end of the joint session the Committee visited the Port of Bombay from 25th September to 28th September 1960, the Port of Cochin from 2nd October to 3rd October 1960, the Port of Madras from 10th October to 12th October 1960 and the Port of Vishakapatnam from 13th October to 14th October 1960. The Committee made use of its visit to the Port of Bombay for consultations with the Chief Surveyor and the Nautical Adviser. At every port, the Committee went afloat and saw, wherever possible, the work of the pilots in the navigation of ships and had discussions with the Deputy Conservators about the work of the pilots.

8. The Committee visited at different stages of the enquiry the Calcutta Docks and Jetties and saw the movement of a ship in a dock

through a lock, the mooring and unmooring of ships and actually went afloat on several occasions to see the work of 2 dredgers and the actual piloting of ships by an Assistant Harbour Master and a pilot.

II. The Port of Calcutta proper, its approaches, the jurisdiction of the Commissioners and the field of operations of the Six Marine Services of the Port.

(i) The Port of Calcutta proper.

9. The Port of Calcutta has existed as a Port governed by different statutes long before the Port Trust was formed on the 17th of October 1870 under Bengal Act V of 1870, to which the formal beginnings of the present day administration of the Port must be traced. Section 78 of this Act empowered the Lieut. Governor to define for the purposes of the Act, the limits of the Port and to alter or vary the limits so defined and till he did so the limits for the time being defined by declaration by the Government of Bengal under Indian Act XXII of 1855 were to be the limits of the Port for the purposes of Act V of 1870. Indian Act XXII of 1855 was repealed by the Indian Ports Act of 1875, under Section 6 of which the Local Government was entitled from time to time with the sanction of the Governor General in Council, to alter the limits of any port in which this Act, namely the Indian Ports Act of 1875 might be in force. This power of the Local Government to alter the limits of the Port is not expressly stated to be for the purposes of that Act, so that it is clearly a power to alter the limits for all purposes. This Act extended to the Port of Calcutta. A Notification dated the 18th August 1879 defines the limits of the Port of Calcutta as well as the limits of the navigable river and channels leading to the Port. In view of the provisions of Section 78 of Bengal Act V of 1870, and of Section 6 of the Indian Ports Act of 1875, coupled with the definition of the word 'port' in section 3 thereof, the notification must be taken to have been one under Section 6 of the Indian Ports Act of 1875. Yet as this alteration was not limited to the purposes of the Act, it must be taken to have been effective for the purposes of Bengal Act V of 1870 also. Thus the limits of the Port of Calcutta as well as the approaches thereto were definitely fixed in 1879 for all purposes.

10. The Calcutta Port Act of 1890 which along with the Indian Ports Act of 1908 now governs this Port refers only to the Port of Calcutta without defining it. Section 5 of the Indian Ports Act of 1908 corresponds to Section 6 of the Indian Ports Act of 1875 and the alterations to be made under Section 5 are also not limited to the purposes of

the Indian Ports Act. The alterations, therefore, made from time to time under Section 5 of the Indian Ports Act of 1908 must be valid for all purposes.

11. The present limits of the Port of Calcutta proper as notified in Notification No. 13 Marine dated the 14th February 1929, issued under Section 5 of the Indian Ports Act of 1908 are as follows :—

On the North : Konnagar in the district of Hooghly on the right bank of the river.

On the South : Budge Budge on the right bank of the river.

The limits on the other bank and also on the east and the west, as set forth in the Notification are not reproduced here, as they are not necessary for our purpose.

(ii) The Port Approaches :

12. The Port proper and the approaches to the Port were at first maintained as two different units very largely on financial grounds, though from the very beginning the object of the Government of India was to entrust to the Commissioners the whole conservancy of the river Hooghly from the northern boundary of the Port right up to the Sandheads where the river falls into the Bay of Bengal. While the Port proper was administered by the Commissioners under Act V of 1870 from the very beginning, the navigable river and channels, as defined first under the provisions of Act XXII of 1855 and then under those of the Indian Ports Act of 1875 were under the jurisdiction of the Port Officer upto November 1, 1881, when under Section 95 of the Act V of 1870, they were transferred to the Commissioners and they took charge of the lighting, surveying and buoying establishments but not of the Pilot Service which continued to be under the Central Government till the 16th May 1948 when the Commissioners took it over and the Bengal Pilot Service came to be known as the Hooghly Pilot Service.

13. The present limits of the navigable river and the channels leading to the Port of Calcutta, according to Notification No. 13, Marine dated the 14th February 1929, as modified by a later notification, namely Notification No. 9-P.I(20)/51 dated the 1st of August 1951 are as follows :

On the North : Half a mile up the river Bhagirathi and Jalengi above their confluence,

On the South : The parallel of latitude 20° 45' North.

The eastern and the western limits of the navigable river and its channels are also set out in this Notification.

(III) The jurisdiction of the Commissioners of the Port :

14. As already stated, the Commissioners exercised from October 17, 1870 to 1st November 1881 jurisdiction only within the Port of Calcutta proper, the Master Attendant and then the Port Officer being the Conservator of the Port Approaches during the period. With effect from 1st November 1881, the Commissioners became the Conservator even of the Port Approaches and the relevant Notification is dated the 29th November 1881. The relevant notification under section 7 of the Indian Ports Act 1908 by which the Commissioners were appointed Conservators of the Port and the Port Approaches is Notification No. 13, Marine dated the 14th February 1929 which has been already referred to. Section 35 of the Calcutta Port Act entitled the Commissioners to carry out certain works in the Port as well as the Port Approaches and under Section 123, the money received by the Commissioners as Conservator of the Port and Port Approaches other than the fees, fines and penalties creditable to the pilotage account of the port under Section 5 of the Indian Ports Act, is to form a part of the general revenue of the Port. It is in this way that the jurisdiction of the Port Commissioners extends considerably beyond the limits of the Port proper both on the north and on the south.

(iv) The field of operations of the different Marine services.

15. Of the six Marine services which come within the purview of this enquiry, the Assistant Harbour Masters' Service, the Berthing Masters' Service and the Hooghly Pilot Service are meant for the operational side of the Port activities while the Dredger and Despatch service and the Assistant River Surveyors' service are meant for the conservancy of the river. First Class Marine Engineers and the Junior Marine Engineers are, however, attached to both the sides. The work of the Berthing Masters is confined to the Docks, where they are responsible for the berthing of ships and for their shifting from berth to berth. The Assistant Harbour Masters are responsible for the movement of vessels in the Port between the Docks and Moorings, the jetties and the Docks and the piloting of ships between Dock berths and river berths on the one hand and Garden Reach on the other. The Pilots navigate ships between Garden Reach and the Sandheads. The Dredger and Despatch Service operates on the south of Howrah Bridge and beyond the southern limits of the port proper. The Assistant River Surveyors, however, operate in the Port proper and outside its limits both on the south and on the north within the limits of the Port Approaches.

CHAPTER II

The histrocial background of the Six Marine Services of the Port.

The materials for this Chapter are taken from the notes prepared at my instance by Shri. K. N. Ganguly, Deputy Secretary to the Port Commissioners on the basis of the Annual Reports of the Port, the minutes of the proceedings of the meetings of the Port Commissioners and also reports of Committees, set up by the Port and by the Government and other records of the Port and also from the factual statements filed on behalf of the Commissioners before this Committee.

Harbour Master's Section.

2. Originally, the Master Attendant who replaced the Superintendent of Marine, an official of the East India Company, seems to have exercised the functions of the Conservator of the Port and is expressly mentioned in Section 61 of Act XXII of 1855. The Commissioners who were given by a Notification dated 1st April 1871 the powers of the Conservator of the Port Proper, took over charge of the Harbour Master's establishment with effect from the 3rd of April 1871 from the Master Attendant. From that date, the conservancy of the Port approaches continued under the Master Attendant and then under the Port Officer. In October, 1871, the duties of the Harbour Master were amalgamated with those performed by the Master Attendant and the designation of the Harbour Master was altered to Deputy Conservator and Harbour Master. At the time of the transfer in 1871 there were the following members on the Harbour Master's establishment :—

Under Government		Under the Commissioners.	
One	Assistant Master Attendant Rs. 750 plus house rent Rs. 100 per mensem.	One	Deputy Conservator and Harbour Master Rs. 500-750.
One	Harbour Master Rs. 500 plus house rent Rs. 60 per mensem.	One	Deputy Harbour Master Rs. 300-400 plus house rent Rs. 50 per mensem.
One	Deputy Harbour Master Rs. 260 plus house rent Rs. 60-10-4 per mensem and special allowance of Rs. 500 for laying down moorings.	Ten	Assistant Harbour Masters Rs. 200 per mensem.
		Eight	Assistant Harbour Masters Rs. 170 per mensem.

Ten	Assistant Harbour Masters Rs. 200 per mensem.	(N.B.—The Commissioners proposed to appoint in future Assistant Harbour Masters of the
Eight	Assistant Harbour Masters Rs. 170 per mensem.	Third Grade on a fixed pay of Rs. 150/- per mensem.)

3. It has been already said that the Commissioners took over charge of the Port Approaches as from the 1st of November, 1881. It was from this date that the River Survey and Lighting Services were placed under the Officer-in-Charge of the Port Approaches who was designated as Deputy Conservator and River Surveyor (Rs. 1000-50-1250). The Harbour Master's Department was brought under the Deputy Conservator and River Surveyor in 1883. Between 1881 and 1888 the strength of the establishment varied between 22 in 1881 and 20 in 1888, consisting of One Harbour Master, One Deputy Harbour Master and a number of First Grade Assistant Harbour Masters, Second Grade Assistant Harbour Masters and Third Grade Assistant Harbour Masters. In 1881 there was no Third Grade Assistant Harbour Master. There were only Ten First Grade and Ten Second Grade Assistant Harbour Masters. In 1882, however, when the number of First Grade and Second Grade Assistant Harbour Masters was reduced to Six each, Six Third Grade Assistant Harbour Masters and One Probationer Assistant Harbour Master appear to have been taken in. In 1902 there were altogether the following Twentyfive members on this establishment :—

One Harbour Master on a scale of pay of Rs. 800-900 plus exchange compensation plus free quarters plus bridge fee which means the fee collected by the Port for the Howrah Bridge.

One Deputy Harbour Master on a salary of Rs. 700-800 plus exchange compensation plus bridge fee.

Six First Grade Assistant Harbour Masters on a fixed pay of Rs. 300 plus exchange compensation plus fees paid for overtime and Sundays and holidays and for work done before or after 5 a.m. and 8 p.m. plus uniform allowance of Rs. 50 per annum.

Six Second Grade Assistant Harbour Masters on a fixed pay of Rs. 250 plus exchange compensation plus fees paid for overtime and Sundays and holidays and for work done before or after 5 a.m. and 8 p.m. plus uniform allowance of Rs. 50 per annum.

Nine Third Grade Assistant Harbour Masters on a fixed pay of Rs. 200 plus exchange compensation plus fees paid for overtime and Sundays and holidays and for work done before or after 5 a.m. and 8 p.m. plus uniform allowance of Rs. 50 per annum.

Two Probationers on a fixed pay of Rs. 200 only.

4. It appears that the Assistant Harbour Masters were in addition in receipt of gratuities paid by the owners' agents and the masters of the vessels and this practice appears to have received the Commissioners' recognition in a formal Resolution passed by them in 1891.

5. In the year 1902 it was decided that the Commissioners themselves should realise the gratuities that used to be paid to the Assistant Harbour Masters by increasing the rates which they charged on the shipping and remunerate the Assistant Harbour Masters by distribution of the fees earned amongst the men on duty, the Commissioners paying into the pool a sum of Rs. 17-12-0 for every certificate from the ship's master and the total amount of the pool at the end of the month being divided between the different grades of the Assistant Harbour Masters in the proportion of 450 : 375 : 225. Up to 1908 there was no change either in the strength or in the scale of remuneration except that in 1908 the Commissioners decided to pay the Assistant Harbour Masters at the increased rate of Rs. 20-6-0 on each certificate. In 1909 the pay of the Harbour Master was raised from a maximum of Rs. 900 to a fixed pay of Rs. 1000. The Deputy Harbour Master's pay was similarly raised from the maximum of Rs. 800 to a fixed pay of Rs. 950 and he was allowed a house rent allowance of Rs. 100 in lieu of free quarters. There was a consolidation of the pay and allowances of the First Grade Assistant Harbour Masters at Rs. 900 per month plus uniform allowance of Rs. 50 per annum. The pay and allowances of the Second Grade Assistant Harbour Masters were similarly consolidated at Rs. 750 per month with an annual uniform allowance of Rs. 50 and the pay and allowances of the Third Grade Assistant Harbour Masters were consolidated at Rs. 500 per month with a similar annual uniform allowance of Rs. 50. The strength in 1909 was 7 First Grade Assistant Harbour Masters, 7 Second Grade Assistant Harbour Masters and 10 Third Grade Assistant Harbour Masters apart from one Harbour Master and one Deputy Harbour Master. In 1912 there was no change in the scale of remuneration but the number of the Third Grade Assistant Harbour Masters was raised to 12. In 1913 the total strength remained unaffected and in place of 12 the number of the Third Grade Assistant Harbour Masters

was ten and there were eight First Grade Assistant Harbour Masters and eight Second Grade Assistant Harbour Masters. The scale of remuneration remained unchanged. In 1914, however, the pay of the Harbour Master was raised to Rs. 1050 plus free quarters and that of the Deputy Harbour Master to Rs. 1000 plus house allowance of Rs. 100. The pay of the First Grade Assistant Harbour Masters was raised to Rs. 950 plus house allowance of Rs. 100. The pay of the 2nd Grade Assistant Harbour Masters was raised to Rs. 800 with a house rent allowance of Rs. 100. The pay of the Third Grade Assistant Harbour Masters was raised from Rs. 500 (fixed) to a scale of Rs. 550-25-650. The strength of the establishment in 1914 was 36 including 8 Fourth Grade Assistant Harbour Masters who were taken in for work in the Docks. Up to March 1918 the strength of the establishment was 28 excluding 8 Fourth Grade Assistant Harbour Masters. The number of First Grade Assistant Harbour Masters was 8, that of Second Grade Assistant Harbour Masters 8, and that of Third Grade Assistant Harbour Masters 10. Besides the Harbour Master, there was one Deputy Harbour Master. The only changes in the scale of remuneration were that while the Harbour Master's pay still remained fixed at Rs. 1,050, instead of free quarters he was allowed Rs. 200 as house allowance ; the Deputy Harbour Master was allowed a house allowance of Rs. 150 instead of Rs. 100 and he was further allowed Rs. 100 as ferry service allowance. It appears that later on in 1918 the difficulties experienced in the recruitment of Fourth Grade Assistant Harbour Masters on Rs. 425-500 from whom recruitment used to be made to the Harbour Master's service compelled the Commissioners to do away with the gradation of the Assistant Harbour Masters, and we find that there were 26 Assistant Harbour Masters altogether on a scale of Rs. 500-40-1,100 plus a personal allowance of Rs. 100 per month for officers who had completed 19 years of satisfactory service. In this year the pay of the administrative posts including the post of the Deputy Conservator was also revised. The Deputy Conservator who was appointed on a scale of Rs. 1250-50-1500 plus free quarters before the revision was put on a scale of Rs. 1500-50-1600 plus free quarters. The Assistant Conservator who was on a fixed pay of Rs. 1100 per month plus Rs. 200 as personal allowance was put on a scale of Rs. 1000-50-1250 plus Rs.300 personal allowance for the existing incumbent. The pay and allowances of the Harbour Master were consolidated at Rs. 1500 per month, those of the Deputy Harbour Master at Rs. 1400 per month and those of the Dock Master from Rs. 950 plus Rs. 150 house allowance to Rs. 1300 per month.

6. In 1919 the pay of the Assistant Harbour Masters was revised in order to bring it in line with that of the Merchant Navy, and the revised

scale was Rs. 600-40-800-50-1300/1400 in the 20th year plus fees or allowances for work performed at night between 6 p.m. and 6 a.m. and on Sundays or gazetted holidays at rates varying between Rs. 13/- in the sixth year of service and Rs. 23/- in the 20th year and thereafter, the increase itself from Rs. 13/- to Rs. 23/- varying at some stages by Re. 1/- and at some stages by Rs. 2/- subject to a maximum of 20 per cent of the monthly pay. Such fees were not to count towards leave or pension. A half of the allowance was to be added to these rates when a night spell ran into a Sunday or holiday, provided the aggregate of the night spell and the extra detention on Sunday and holiday was not less than 8 hours, and the duty of the Assistant Harbour Masters at night changed from 8 p.m. to 5 a.m. to 6 p.m. to 6 a.m. The strength of Assistant Harbour Masters in 1919 was 28.

7. The Dock Master's pay was fixed at the pay of the Senior Assistant Harbour Master with an additional allowance of Rs. 200 and whether or not the senior Assistant Harbour Master accepted the post of Dock Master he was to be the next officer for promotion to the post of Deputy Harbour Master. The pay of the Deputy Harbour Master was raised to Rs. 1700 and that of the Harbour Master to Rs. 1800 per month. The pay of the Assistant Conservator was fixed at Rs. 1250 *plus* a personal allowance of Rs. 550 per month, and that of the Deputy Conservator was fixed at Rs. 1900 without free quarters or house allowance, and if he was occupying Port Commissioners' quarters he was to be charged rent at the rate of 10 per cent of his salary. The annual uniform allowance of Rs. 50/- per annum paid to the Assistant Harbour Masters appears to have been abolished some years before 1919 and were not paid to the officers who joined since then. In 1920 the Assistant Harbour Masters agitated for further improvement of their emoluments and when the Port Commissioners decided on the 12th July, 1920 that no alterations could be made in the pay and allowances of Assistant Harbour Masters, the Assistant Harbour Masters in their letter dated the 15th of July, 1920 held out the threat that unless their demands were accepted before 6 P.M. on the 22nd of July, 1920, all work would cease from that date. The Vice-Chairman met the Assistant Harbour Masters on the 22nd of July, 1920 and decided to refer all the points except the question of pay to a Departmental Committee. The recommendations of the Committee subject to certain modifications made by the Vice-Chairman were sanctioned by the Commissioners on the 30th of August, 1920 and the scales of pay fixed appeared to have been as follows :—

				per month
				Rs.
Deputy Conservator	..	..	..	2,100
Harbour Master	..	..	..	2,000
Deputy Harbour Master	..	..	..	1,900
Dock Master	..	..	..	1,800

39 Assistant Harbour Masters Rs. 650-50-1400 plus an allowance of 25 per cent of pay while on duty on the river in lieu of the present fees for night and holiday work which was not to count towards leave or pension plus Rs. 50 per month as house allowance, but when quarters had been provided the allowance was to be discontinued and 10 per cent of their pay was to be deducted as rent.

This house allowance was intended to cover the rent which the officers were paying at the time in excess of ten per cent of their salaries and was only granted to the officers while they remained in the docks or were doing their three months' training in the river and were consequently not drawing the 25 per cent allowance in lieu of fees for night and holiday work. In 1925 there were 32 Assistant Harbour Masters and it was decided that for futur^e recruits as Assistant Harbour Masters the scale of pay would be as follows :—

Rs. 650—30—770 (first stage)

Rs. 810—40—970 (second stage)

Rs. 1020—50—1220 (third stage)

plus night allowance of Rs. 140 at the first stage, Rs. 210 at the second stage and Rs. 280 at the third stage. In January, 1927 the Assistant Harbour Masters in a memorial demanded *inter alia* the consolidation with their salary of the night allowance of 25 per cent of the pay and the creation of additional posts. The Commissioners refused to accept any of these demands and then the Assistant Harbour Masters in their letter of 22nd August, 1927, threatened to cease work within 24 hours unless their demands were conceded. They actually went on strike on the 23rd August, 1927, and ultimately resumed their duties on the 27th August, 1927 afternoon on certain conditions which were later sanctioned by the Commissioners in a meeting held on the 29th August, 1927. The conditions were - (1) The special Committee would consider their grievances and (2) Periods of absence would be treated as periods spent on leave on no pay. The special Committee appointed by the Commissioners, recommended - (1) the creation of 5 posts of Assistant Harbour Masters on the

existing scale of Rs. 650-1220 plus night allowance, (2) The allowance of Rs. 2 payable to an officer who in the absence of a launch has to find his own way to and from Budge Budge to be increased to Rs. 5/- for each journey and (3) A working allowance of Rs. 50/- per mensem to each Assistant Harbour Master to enable him to overcome his present transport and housing difficulties and also to the Dock Master with effect from the 1st of May, 1928.

8. In 1932 the strength of the Assistant Harbour Masters was reduced to 31, and in 1938 the scale of pay of the Assistant Harbour Master was revised as follows :—

Rs. 650 for the probationary period of three months/800-50-1250-75-1400-50-1500. In this revision the night fees at the rate of 25 per cent of the pay of the Assistant Harbour Masters were consolidated into their basic pay.

9. Prior to 1946 the officers of the Assistant Harbour Masters Service were all Europeans the first Indian being appointed in that year. From 1946 onwards only Indian officers have been recruited to the service, the European officers being recruited on short-term contract occasionally to meet the acute shortage in the cadre. As the service was manned entirely by Master Mariners the supply of Indian Master Mariners fell far short of the demand after Independence. In 1949 the Commissioners granted a number of concessions to the officers of this service such as (1) the grant of two advance Grade increments to all officers of the Service except those on the maximum scale who were given a personal pay ranging from Rs. 50 to Rs. 150 per month according to the number of years' service, (2) a mess allowance of Rs. 40 per month. In 1951 the Commissioners decided to grant to fresh recruits to the service two advance grade increments on confirmation. In that year they also revised the scale of pay of officers of the service as follows :—

Harbour Master	Rs. 2,150
Deputy Harbour Master ..	.. ,, 2,000
Dock Master ..	.. ,, 1,900
Assistant Harbour Masters	.. 800-1,750

As the shortage in the cadre continued in 1951 the Commissioners introduced a scheme of overtime payment to the Assistant Harbour Masters under which they became eligible for overtime at the rate of Rs. 75 per turn in excess of 18 turns per month, a job lasting more than 12 hours being regarded as equivalent to two

turns for this purpose. The effective strength of the cadre of Assistant Harbour Masters at this time was only 32 as against the sanctioned strength of 44. In 1953, however, the position was reviewed by the Commissioners and they decided to discontinue the payment of overtime to them and also the payment of dearness allowance to officers drawing more than Rs. 1100. At the time there were nine vacancies in the service. The Assistant Harbour Masters Association protested against this decision and in September, 1953, they claimed the payment of mooring/unmooring fees for supervising the operation of mooring and unmooring of vessels in the river, on the grounds that the supervision of mooring and unmooring operation was not a part of their normal duties and that in the absence of trained mooring crew this work involved considerable additional strain.

10. The subsequent history has been already dealt with in the next Chapter and need not be reproduced here.

BERTHING MASTERS

11. The Berthing Masters constitute a service introduced as far back as 1898 for helping the Dock Master whose principal duty was to control vessels in the docks. In 1898 there were one Berthing Master and six Assistant Berthing Masters. The pay of the Berthing Master was Rs. 300 plus Rs. 50/- as house rent allowance and the pay of an Assistant Berthing Master was Rs. 250/- plus Rs. 50/- as house rent allowance. There were no special qualifications necessary for appointment as an Assistant Berthing Master one of whom was probably promoted later on to the post of a Berthing Master. In 1908-09 there were one Berthing Master and seven Assistant Berthing Masters on the same scale of pay and it appears that in June 1908 an Assistant Dock Master was appointed on a pay of Rs. 400-500 plus Rs. 50/- as house rent allowance from the cadre of Assistant Berthing Masters and Berthing Masters. In a meeting held on the 27th September, 1909, the Commissioners appeared to have decided on a reorganisation of the dock staff as follows :—

One Dock Master on a fixed pay of Rs. 900 plus house rent allowance of Rs. 100 per mensem plus uniform allowance of Rs. 50/- per annum.

One Deputy Dock Master on a fixed pay of Rs. 650/- plus free quarters and one Assistant Dock Master on a fixed pay of Rs. 500/- plus uniform allowance of Rs. 50/- per annum.

Six Assistant Harbour Masters of the Fourth grade on a fixed pay of Rs. 400/- without any allowance.

12. The qualification for appointment as Fourth grade Assistant Harbour Master was the possession of the Board of Trade Master's Certificate. The unqualified Assistant Berthing Masters were either prematurely retired or were served with usual notice terminating their services. The result of this decision was that Berthing Masters and Assistant Berthing Masters disappeared as such from the Dock establishment from about the end of 1909 right up to 1919. In 1920, however, Berthing Masters reappeared in the Dock establishment of the Port for we find Berthing Masters on a scale of Rs. 425-25-500 plus free quarters and these Berthing Masters were to be recruited from retired petty officers of the Navy. In 1922 the Commissioners sanctioned uniform allowance of Rs. 50/- per annum to each Berthing Master and three additional posts of Berthing Masters on a new scale of Rs. 400-30-550 were sanctioned during the period 1928-30. The scale of pay of the post of Berthing Masters was revised from Rs. 400-30-550 to Rs. 300-20-460 with effect from the 15th of October, 1930 for new entrants. Prior to September 1927 there were twelve Berthing Masters on a scale of Rs. 300/400-25-500, Rs. 300/- being the pay during the period of training. With effect, however, from the 1st September, 1927, the pay of the Berthing Master came up to Rs. 400-30-550. But as already stated, with effect from the 15th October, 1930, there was a reduction of this scale to Rs. 300-20-460. With effect from the 1st April, 1940, there was a revision of the scale of pay of Berthing Masters. Up to 1st April, 1940, there were fifteen Berthing Masters on two scales of pay, namely, Rs. 400-30-550 for the pre-1930 entrants and Rs. 300-20-460 for the post 1930 entrants. The revision took effect from the 1st April, 1940. The scale of pay of the Berthing Masters under this revision was Rs. 300-20-640 and out of the fifteen Berthing Masters there were four Senior Berthing Masters on a pay of Rs. 460-20-640. They were selected from amongst officers who passed examinations to undertake movements of vessels through bridge openings, a duty now carried out by Assistant Harbour Masters and the remaining eleven Berthing Masters were on the time scale as revised with effect from the 1st of April, 1940. In 1942 also there were fifteen Berthing Masters on a scale of pay of Rs. 300-20-700 i. e. an increase of Rs. 60/- to the maximum pay. In addition, there were three Apprentice Berthing Masters on a scale of Rs. 100-20-140. From 1898 to 1909 Berthing Masters appeared to have been recruited without any special qualifications. Then from 1909 to 1919 there were no Berthing Masters or Assistant Berthing Masters at all. From 1920 up to about 1941 they appeared to have been recruited from amongst retired petty officers of the Navy or from persons with some marine qualifications. In 1942 however, the Commissioners introduced a new training scheme under which boys fresh from school or college could

be trained for a period of three years and at the end of this period they could be entrusted with the handling of ships within the docks provided they passed the requisite departmental tests. This is the system which is now in vogue and the present Berthing Masters are all the products of that system.

13. In 1949 there were 6 probationary Berthing Masters on a scale of pay of Rs. 100-20-140 and 18 Berthing Masters on a scale of pay of Rs. 300-30-900. The Lokur Committee recommended, as already stated, an increase of the initial salary of a Berthing Master to Rs. 420/- but that was not accepted in toto by the Commissioners who confined this increase to Berthing Masters with the qualification of Second Mates and there is only one of them now who has the qualification of a Second Mate.

PILOT SERVICE :

14. The present Hooghly Pilot Service was previously known as the Bengal Pilot Service. Prior to 1807, the pilots were generally common sea-men. In 1807, the East India Company started recruiting lads from Christ's Hospital for the Pilots Service which was then controlled by the Master Attendant, corresponding to the late Port Officer. The administration of the service and of marine matters generally was in the hands of a Marine Board. About 1835, this Board complained that while prior to 1807, the pilots were of the baser sort, they had by then become "too superior for the work they were expected to do". Evidently, the pilots of the time who were then on a fixed salary, the branch pilots getting Rs. 300 (presumably sicca rupees) plus "presents" probably of considerable value from master of ships were in the habit of bringing pressure on the Court of Directors through influential friends and relations for sanctioning concessions which the Board thought uncalled for. The Marine Board appears to have thought of recruitment of suitable young men of seafaring experience and of Mates and Second Mates from ships visiting the port to the Pilot service.

15. About 1860, orders were passed that no pilot must directly demand a present or gratuity from the Master of a ship and must not cavil at the smallness of a gratuity offered to him. The Master Attendant and later the Port Officer appear to have tried mostly to make most of the pilots' case, but the Marine Board evidently was much more critical of the service than the Port Officer or the Marine Department of say, 1925 when Mr. R. Douglas, Deputy Secretary, Marine Department, Government of Bengal wrote his report on the Revision of pay of the Bengal Pilot Service to which the Committee is indebted for these facts. In 1856, the Court of Directors reverted to the scheme of local recruitment and sanctioned

the establishment of the Licensed Pilot Service, the members of which then were paid a percentage of the pilotage fees beyond which they had no claim on the Government, even in the shape of leave pay or pension. Upto 1865, the Pilot Service and the Licensed Pilot Service were kept separate but in 1865 they were amalgamated. The licensed Pilots appear to have been at one time quite as efficient as the Bengal Pilots, if not more efficient, for the licensed Pilot generally passed the (Master's) examination in a much shorter time after he had entered as a Leadsman than the service Pilot took to pass it after his appointment as a volunteer. There appears to have been a bitter jealousy between the two services. From Resolution No. 340 dated 29th January, 1877, it appears that the Bengal Pilots appear to have claimed the whole number of twelve appointments in the Branch Pilots' grade and 30 out of 34 appointments in the Master Pilots' grade on the strength of an alleged understanding or rule which the Government repudiated by saying that there was never any such rule or understanding and that "all ranks must do what they are ordered to do and no other rule ever existed". In 1876, the Licensed Pilot Service was closed to future entrants and the last member of that service appears to have retired about 1902. There was only one service, namely the Bengal Pilot Service thereafter. The position of the Service was reviewed in 1912 by the Public Service Commission which did not recommend any reorganisation of the Service except throwing it open to Indians but made certain recommendations regarding pay and the conditions of admission. In 1922, there was another Committee which recommended the transfer of the service to the Port, though there was a note of dissent from Mr. Chase, a Branch Pilot representing the Bengal Pilot Service on the Committee. The Committee found the existing pay scales to be as follows :—

Leadsman Apprentice	...	Rs. 200	per mensem	} plus 50% lead money.
Second Mate Leadsman	...	250	.. ..
First Mate Leadsman	...	300	.. ..
.. .. (passed for Mate Pilot).	...	350	.. ..

As Chief Officers and Second Officers of pilot vessels, the rates for Leadsman Apprentices were Rs. 300 plus mess allowance of Rs. 50/- plus shore allowance of Rs. 30/- per month and Rs. 250/- plus mess allowance of Rs. 50/- per month respectively.

16. There were at this time four higher grades of Pilots, namely Branch Pilots, Senior Master Pilots, Junior Master Pilots and Mate Pilots and there were two systems of pay for them, one regulating their

remuneration when they were on the running list and the other when they were on leave or on special duty. While on the running list, they did not receive any fixed salary but were remunerated by 50 per cent of the pilotage fees subject to the following minimum :—

Branch Pilot	...	...	Rs. 1,800	per mensem.
Senior Master Pilot	...	...	„ 1,200	„ „
Junior Master Pilot	...	...	„ 800	„ „
Mate Pilot	...	...	„ 600	„ „

The average monthly earnings of these four grades in 1922-23 and 1921-22 appear to have been :—

	1922—23	1921—22
	(11 months' average)	(12 months' average)
Branch Pilot	Rs. 2,028/-	Rs. 1,980/-
Senior Master Pilot	„ 1,188/-	„ 1,326/-
Junior Master Pilot	„ 698/-	„ 852/-
Mate Pilot	„ 536/-	„ 880/-

The leave and special duty pay were as follows :

Branch Pilots	...	Rs. 2,000/-	per month
Senior Master Pilot	...	„ 1,400/-	„
Junior „ „	...	„ 900/-	„
Mate Pilot	...	„ 600/-	„

In addition, from 16th May 1919 these four grades were allowed to draw night navigation fees.

17. The Committee of 1922 accepted as reasonable, the proposals of the Port Commissioners regarding the terms and conditions of transfer of the Service. As there was no transfer of the Service at the time, these terms are not reproduced here. In 1925, Mr. R. Douglas prepared a note on the Revision of pay of the Bengal Pilot Service and in this he suggested the following scales :—

Mate Pilot	...	Rs. 700/-
Junior Master Pilot	...	„ 925-1,075
Senior Master Pilot	...	„ 1,150-1,750
Branch Pilot	...	„ 1,825-2,600

In addition, an overseas pay varying from £ 25 to £ 30 per month according to the length of service was also suggested. These proposals, however, do not appear to have been implemented.

18. Up to the middle of 1927, recruitment to the Service was made by the Secretary of State for India, from 1928 to 1931 by the High Commissioner for India and thereafter by the Government of India. The third stage really marks the complete Indianisation of the Service. Up to the 16th of May, 1948, when the Service was transferred to the Port Commissioners, it was a Service under the Central Government although from time to time proposals were seriously considered for the transfer of the Service to the Port Commissioners. Prior to the taking over of the service by the Port Commissioners, there was a conference attended by the representatives of the Government of India, the Calcutta Port Commissioners and the officers of the Bengal Pilot Service. Under the Central Government, prior to the transfer, there were three scales of pay. The scale 'A' was from Rs. 400 to Rs. 2,200 plus an overseas pay and the Port Pilotage Officer's pay in scale 'A' was Rs. 2,750/- plus an overseas pay. The scale 'B' was from Rs. 400 to 1,800 plus an overseas pay and the Port Pilotage Officer on that scale was paid Rs. 2,150/- plus an overseas pay. The scale 'C' was Rs. 350-1,300 for Pilots and for Leadsman Rs. 250-275. I am told that the First Pay Commission of 1947 recommended reduction of the maximum of the 'C' scale of pay to Rs. 1,250/- from Rs. 1,300/-. Before the revision in accordance with the recommendation of the First Pay Commission could be given effect to, the Service was transferred to the Commissioners. The Commissioners took over the service without any change in the 'A' and 'B' scales.

19. There was a change, however, in the emoluments of the Pilots and Leadsman on the 'C' scale. The Leadsman were put on a scale of Rs. 275-350 and the Pilots on a scale of Rs. 350-1,400. The Port Pilotage Officer was put on a scale of Rs. 1,600-1,800. The Commissioners also gave the Hooghly Pilot Service, as the Bengal Pilot Service was renamed after the Commissioners took it over, the option of drawing a transport allowance of Rs. 100/- per month or using the Commissioners' transport free of charge on official duty. The officers of the Bengal Pilot Service were eligible for night pilotage fees on the following scales for piloting ships at night :-

Ships' Capacity.

Up to 3,000 tons - Rs. 18/-

3,000 to 5,000 tons - Rs. 31.50

5,000 tons and over - Rs. 54/-.

This privilege was not withdrawn by the Commissioners.

20. In 1949-51 the Commissioners revised the scales of pay and allowances of the various Marine Services but they did not consider it necessary to revise the scales of pay of the Pilots or otherwise increase their emoluments, but in 1951 they offered the officers of the Pilot Service the option of compounding their night fees for a consolidated sum of Rs. 200/- per month in the case of Mate Pilots and Rs. 350/- per month in the case of Master and Branch Pilots. The officers who opted for the consolidated special pay were to draw this amount irrespective of the number of ships handled by them and the special pay would also count towards leave and retirement benefits. Only one of the Pilots then in service has accepted this offer of consolidation of night fee, but the night fee consolidated in the structure of the pay is effective for all recruits to the service from 1955.

Assistant River Surveyors

21. It appears that although the Commissioners became the Conservator of the Port proper with effect from 1871, they had no River Survey Department of their own even for surveying the portion of the river within the Port proper till November, 1881 when the Port Commissioners became the Conservator of the Port Approaches also. During these ten years, the survey of even that part of the river which lay within the Port proper was carried out by the Surveyors under the Master Attendant and then the Port Officer under the Government who was the Conservator of the Port Approaches. With effect from the 1st November, 1881, however, the River Survey Service headed by the River Surveyor was placed under the control of the Port Commissioners as Conservator of the Port.

22. In 1881 the establishment consisted of altogether 8 members including the River Surveyor whose pay was Rs. 600-800 and one Assistant River Surveyor on a pay of Rs. 300-450, one Commander on a pay of Rs. 300-400, one Chief Officer on a pay of Rs. 200-250 and another Chief Officer on a fixed pay of Rs. 175/-, two Second Officers on a pay of Rs. 150-200 and one Third Officer on a pay of Rs. 90-120. In 1882 the staff was increased by the addition of an Assistant River Surveyor and in 1883 by an Apprentice. In 1885 the scale of pay of the River Surveyors was Rs. 650-850, the scale of pay of the Assistant River Surveyor, First Grade, was Rs. 350-500 and the three Assistant River Surveyors, Second Grade, were on a scale of Rs. 250-350, two Assistant River Surveyors of the Third Grade on a scale of Rs. 175-250 and three Assistant River Surveyors of the Fourth Grade on a scale of Rs. 100-150 and one Apprentice on a fixed pay of Rs. 100 only. In 1905 the scales of pay

of the different categories did not improve but there were two Assistant River Surveyors of the First Grade, three Assistant River Surveyors of the Second Grade, three Assistant River Surveyors of the Third Grade and three Assistant River Surveyors of the Fourth Grade and two Apprentices, the total strength of the establishment being thus 14. In 1906 the Commissioners abolished the four different grades of Assistant River Surveyors and revised the scales of pay as follows :—

Rs.	100—	100—	100—	150—	10—	180—	20—	300—
	25—	375—	30—	465—	35—	500—	500—	500—
	500—	500—	550—	550—	550—	550—	550—	600—
	600—	600—	600—	600—	650.			

23. With effect from the 1st of April, 1907, the initial pay of the Assistant River Surveyors was increased to Rs. 125/-, the maximum remaining unaltered. There were also some changes at the intermediate stages of the scale. The officers in addition continued to draw mess allowance of Rs. 30/- per month and were provided with free accommodation on board the Commissioners' vessels or at Hooghly Point. A special shore allowance of Rs. 120/- per month was sanctioned for Surveyors attached to the Head Office and also for Surveyors of the Town Party. They also continued to enjoy free quarters at Hooghly Point or on vessels like the rest. With effect from the 1st of April, 1915, the initial salary of the Assistant River Surveyors was increased to Rs. 150/- and the maximum also was raised to Rs. 700/- with certain changes at the intermediate stages. The strength of the staff in 1915 was raised to 18 posts including a temporary post but excluding the River Surveyor. In 1915 it was decided to recruit to the Survey Department passed cadets of the training ships in the United Kingdom but in 1918 recruitment was more or less confined to the principal schools in India. In 1918 the mess allowance was increased to Rs. 45/- per month and the maximum of the scale was raised to Rs. 750/- in place of Rs. 700/-. The charge allowances also were sanctioned for certain officers at the following rates :—

- (1) Rs. 150/- per month for the Officer-in-Charge of the Lower Reaches Survey; and
- (2) Rs. 125/- per month for the Officers-in-Charge of the Upper Reaches Survey, the Hooghly Point Survey and the Town Party Survey.

24. In 1918 it was decided to constitute a small separate cadre of six Indian Surveyors for survey work required on the Commissioners' dredgers on a scale of Rs. 40/- per month plus Rs. 30/- as mess allowance

during the probationary period and thereafter at Rs. 50—10—150 plus a mess allowance of Rs. 40/- per mensem. In 1918 the officers of the Service tendered mass resignation on the question of revision of their pay but this was withdrawn later. But even thereafter, they again stopped work without notice. The Commissioners then decided to appoint an Arbitrator to adjudicate on all the matters at issue between themselves and the Assistant River Surveyors. Sir Norcot Warren was the Arbitrator and under his award the scale of pay of the Assistant River Surveyors was revised as follows :—

- (a) Revision of the scale of pay of Assistant River Surveyors as follows :—

Rs.150-175-200/250-30-520-40-710-30-860-900-30-960-1,000.

- (b) Payment of charge allowance to Assistant River Surveyors on completion of the probationary period of 3 years upto 9th year of service as Assistant River Surveyor on the following scale :—

Rs. 120-120-120-100-80-60-40-20-10.

- (c) Payment of Mess allowance as follows :—

Rs. 45/- per mensem (previously sanctioned).

- (d) Revision of pay of the River Surveyor—

Rs. 1,250/- (fixed).

- (e) Strength of cadre to be—

22 .. (Assistant River Surveyors)

1 .. (River Surveyor).

25. In 1920 there was a further revision of the scale of pay of Assistant River Surveyors under which the maximum of the scale was raised to Rs. 1,200/- in place of Rs. 1,000/- and there were certain changes at intermediate stages also, for example, from Rs. 250/- the annual increments were Rs. 30 up to Rs. 400 and from Rs. 400 the annual increments were Rs. 50/- right up to the maximum of Rs. 1,200. The pay of the River Surveyor was fixed at Rs. 1,500. The Mess allowance was increased to Rs. 75 per mensem in place of Rs. 45/-. There was free accommodation on board the vessel or at Hooghly Point or a town allowance of Rs. 150 per mensem. There was a charge allowance as follows :—

'A' charge allowance from the 4th to the 9th year of service for taking charge of two survey vessels, the work of the Chart Superintendent and the Town Survey Party and Hooghly Point—Rs. 260-230-200-150-100-50.

'B' charge allowance from the 1st to the 9th year of service as Assistant River Surveyor for officers in charge of the dredger survey—Rs. 150-140-130-120-110-100-100-80-60-30.

26. In 1922 it was decided to recruit Indians as Probationers in the River Survey Service. In 1927 the pay of the future recruits as Assistant River Surveyors was decided on as follows :—

Rs. 100-125-150-200-250-310-30-400/450-50-1,200.

27. In 1938 the River Surveyor whose pay had already been fixed at Rs. 1,500/- in 1920 was paid in addition a sum of Rs. 50/- per month as transport allowance, but a Deputy River Surveyor appears to have been appointed this year on a pay of Rs. 1,100 plus Rs. 200 per mensem as local allowance. The strength of the service in 1938 was 20 Assistant River Surveyors including Probationers, one River Surveyor and one Deputy River Surveyor, *i.e.* 22 in all. In 1939 the pay of the Assistant River Surveyors was Rs. 75-1,200, Rs. 75 being the pay at the probationary stage. There was a mess allowance of Rs. 75/- per month, a working allowance of Rs. 50/- per month and a local allowance of Rs. 200/- per month. The working allowance and the local allowance were paid only to those officers who were placed in charge of certain specific jobs. The pay of the River Surveyor and the Deputy River Surveyor continued to be the same as in 1938. In 1945 the pay of Assistant River Surveyors was raised to a scale of Rs. 100-1,250. In addition there was a command pay of Rs. 200/- per month for certain senior officers in charge of certain Survey Parties. There was a working allowance of Rs. 50/- per month and a local allowance of Rs. 200/- per month for doing certain specific jobs, a mess allowance of Rs. 4/- per diem and a uniform allowance of Rs. 50/- per annum. The pay of the River Surveyor was raised to Rs. 1,800/- from Rs. 1,500/- with the transport allowance of Rs. 50/- remaining unchanged. The Deputy River Surveyor's pay was raised from Rs. 1,100/- to Rs. 1,600/- and the local allowance of Rs. 200/- was left unchanged. In 1948 there was a further addition, the scale of pay of the Assistant River Surveyors being now Rs. 275-1,200. In addition, there were a mess allowance of Rs. 4/- per diem, uniform allowance of Rs. 25/- per month, motor car allowance of Rs. 150/-, for the Officer-in-Charge, Port Dredging, a command pay of Rs. 200/- per month for Commanders of Survey Vessels, for those in charge of certain survey parties, a local allowance of Rs. 200/- per month and a conveyance allowance of Rs. 100/- per month for the Commanders and the Chief Officers of the River Survey Parties. The pay and allowances of the Deputy River Surveyor continued to be the same as in 1945. But while the pay of the River Surveyor re-

mained unchanged, he was allowed a motor car allowance of Rs. 150/- in place of a transport allowance of Rs. 50/- only. In 1949 the scales of pay of all the categories remained the same but the mess allowance was increased to Rs. 5/- per diem. In 1951 the scale of pay of Assistant River Surveyors was changed to Rs. 275-1,400, only the maximum of the scale having been raised. The Deputy River Surveyor was also placed on a scale of Rs. 1,600-1,700 and the River Surveyor on a scale of Rs. 1,800-1,900, the allowance remaining unchanged.

DREDGER AND DESPATCH SERVICE :

28. The first dredger was acquired by the Port at the beginning of February, 1874 and Jetties Nos. 2 and 3 to start with and then Jetties Nos. 1 and 4 which had been shoaling in very rapidly were first cleared in April, 1874. The vessel was then attached to the Harbour Master's department. The D.V. "Undaunted", a crew steamer was employed in the Port Approaches Department and in 1883 D.V. "Resolute", a twin crew vessel, was purchased to carry on buoy work. In 1902 the Commissioners resolved that the Chief Engineer be placed in charge of the dredging at the Jetties and alongside the Wharves and actually the dredgers and Hopper Barges engaged in ordinary maintenance work within the Port were under the control of three departments, viz. (1) the Engineering Department which regulated the dredging work to be done, (2) the Mechanical Department for the control of the engine room staff and (3) the Marine Department for the control of the deck crew and navigation. The handling of steamers and Bucket Dredgers was under the control of the Harbour Master and Deputy Conservator who was in charge of the dredging in the Port Approaches. By a resolution dated the 22nd May, 1933, the Commissioners transferred the dredging staff to the control of the Deputy Conservator with effect from 1st May, 1933.

29. The first Suction Dredger, viz. "Sand Piper" was put into commission in March, 1907 when the question of improving the navigable channels of the river Hooghly by dredging was already assuming considerable importance. This dredger was used mainly for removing a bar which had formed in the Eastern Gut (James and Mary Sands) and also for similar other operations. A survey party was always in attendance on the dredger to take careful observation of results of this bar. Prior to 1913, as the Commissioners could not obtain trained and qualified officers for commanding their Dredgers & Despatch vessels, they were compelled to engage seamen holding certificates entitling them to command any class of vessels and thereafter to employ them in such a manner as to enable them to obtain the necessary local certificates and experience.

30. In 1907 the dredger establishment consisted of the following officers :—

One Commander (Master)—Rs. 650-20-750 plus mess allowance of Rs. 30 and a night allowance (in lieu of overtime and commission on results) of Rs. 75 per month for working on the river during night and day tides for 20 days and over in a month, and half the allowance for working any period between 10 and 19 days (inclusive). The Commander of the Dredger "Sand Piper", however, was paid only Rs. 600 per month plus the allowances.

One Mate (Chief Officer)—Rs. 150-200 plus night allowance of Rs. 40 plus mess allowance of Rs. 30 per month.

One Gunner (Second Officer)—Rs. 100 and night allowance of Rs. 25 and mess allowance of Rs. 30 per month.

One Chief Officer (D.V. "Retriever")—Rs. 350 or 400 when passed for river *i.e.* with Tug Master's certificate.

In 1913 there were the following officers :—

Two Commanders—Rs. 650-40-850 plus a night allowance of Rs. 100 per month on the same conditions as in 1907.

Two Mates (First Officer)—Rs. 150-200 plus night allowance of Rs. 40 and mess allowance of Rs. 30 per month.

Two Gunners (Second Officer)—Rs. 100 and night allowance of Rs. 25 and mess allowance of Rs. 30 per month.

One Chief Officer (D.V. "Retriever")—Rs. 350 or 400 per month when passed for river.

In 1915 it was decided that night allowance should be paid only for the actual nights on which dredging was carried on the basis of 22 days a month as full allowance and night work was defined as any dredging work done between sunset on one day and sunrise on the next, whether it was performed in one or two periods, as for instance midnight to 5 a.m. or in the case of two periods 4 p.m. to 9 p.m. and again from 4 a.m. next morning to 8 a.m.—this earning only one night allowance. In 1917 the mess allowance was increased to Rs. 45 per month. With effect from October 1918 the scales of pay of the officers were revised. The strength in that year prior to October was—

Two Commanders on a pay of Rs. 650-40-850 plus night allowance of Rs. 100 for 22 days and mess allowance of Rs. 45 per month.

One supernumerary Commander on the same pay and allowances.

One Commander on Rs. 350 per month.

One Commander (D. V. "Retriever")—Rs. 500-20-600.

Two Chief Officers (uncertified)—Rs. 200-20-300 plus mess allowance of Rs. 45 and night allowance of Rs. 40 per month for 22 days.

One Chief Officer (uncertified)—for D.V. "Retriever"—Rs. 350 or 400 when passed for river plus mess allowance of Rs. 30 per month.

Two Second Officers—Rs. 150-10-200 plus mess allowance of Rs. 30 and night allowance of Rs. 25 per month for 22 days' dredging.

One Second Officer (D.V. "Retriever")—Rs. 150 per month plus mess allowance of Rs. 30 per month.

31. On the 1st of October, 1918, when the revision of the emoluments came into effect the strength was just the same. The pay of two Commanders and one Supernumerary Commander was raised to a maximum of Rs. 1,050/-, the allowances remaining the same. The scale of pay of one Commander (D.V. "Retriever") was changed from Rs. 500-20-600 to Rs. 650-40-1,050 and he was also allowed a mess allowance of Rs. 45 per month. The pay of the two Chief Officers remained unaltered. The pay of one Chief Officer (D.V. "Retriever") from Rs. 350 or Rs. 400 when passed for river, was increased to Rs. 450 or Rs. 500 when passed for river and the mess allowance was increased to Rs. 45 per month and the night allowance to Rs. 40 per month. The scale of pay of the two Second Officers was increased from Rs. 150-10-200 to Rs. 200-15-270. The mess allowance was also increased from Rs. 30 to Rs. 45 per month and the night allowance remained unchanged. The pay of one Second Officer (D.V. "Retriever") was changed from Rs. 150 to Rs. 200-15-275 and his mess allowance of Rs. 30 was also increased to Rs. 45 per month. The Commander of D.V. "Retriever" was allowed in lieu of night allowance granted to the Commanders of the Dredgers, a towing charge of Rs. 50 for every vessel towed and Rs. 32 for each of those assisted. The assisting charge of Rs. 32 was also allowed to the Commanders of the Dredgers. The Commander and the Chief Officer of the D.V. "Retriever" were also allowed to draw a special shore allowance at the rate of Rs. 200 per month.

32. There was a further revision of the pay of the Commanders with effect from the 1st of November, 1919, and the scale was Rs. 600-40-800-50-1,200 plus night allowance up to a maximum of 20 per cent of pay for 20 nights. Under this revision the minimum salary of a Commander appears to have been reduced from Rs. 650 per month to Rs. 600 although the maximum was raised from Rs. 1,050 to Rs. 1,200. There was another change that instead of a fixed night allowance, night allowance became permissible up to a maximum of 20 per cent of pay and the number of nights for earning the full allowance was reduced from 22 to 20. In 1920 the maximum night allowance was raised to 25 per cent. In 1921 the strength was increased to 3 Commanders, on a scale of Rs. 600-1,200 plus night allowance, plus mess allowance of Rs. 75 per month, 2 Supernumerary Commanders on the same scale ; 3 Chief Officers with Master's certificates on Rs. 450-50-500 on passing for the river, plus mess allowance of Rs. 75 and night allowance in the case of Dredgers, and 2 Supernumerary Chief Officers on the same scale.

33. In 1922 there was a further revision. The strength before the revision was—5 Commanders, on a pay of Rs. 600-1,200 plus Rs. 25 a night when the vessel worked at night provided there was no Chief Officer with a Pilot's Certificate, and mess allowance of Rs. 75 per month, 2 Supernumerary Commanders on the same scale of pay, 3 Chief Officers on Rs. 450-500 on passing for the river, plus a mess allowance of Rs. 75 per month and night allowance, 2 Supernumerary Chief Officers in the same scale, and 3 Second Officers on Rs. 200-10-250 plus mess allowance and night allowance. Under the revision the posts of two Supernumerary Commanders were abolished and the scale of the pay of 5 Commanders was raised to Rs. 750-50-1,200 plus Rs. 25 a night when a vessel actually worked at night, and a mess allowance of Rs. 75 per month. The number of Chief Officers was raised to 5 from 3 and the new scale was Rs. 450-500-50-800 plus mess allowance of Rs. 75 per month and night allowance of Rs. 15 a night when the vessel actually worked at night, 2 Supernumerary Chief Officers in the same scale and 3 Second Officers on the old scale of Rs. 200-10-250 with a night allowance of Rs. 10 per night when the vessel actually worked, and a mess allowance.

34. In 1922 with effect from the 9th July, 1920 when an incumbent of the post of the Supernumerary Commander on a fixed pay of Rs. 350 passed his final examination qualifying him for the duty as Commander, the pay of the Supernumerary Commander on a fixed pay of Rs. 350 was revised to Rs. 600-1,200. There was another revision in 1938 and it took effect from the 1st May, 1938. The strength before the revision was 5

Commanders, 7 Chief Officers and 3 Second Officers. The number of Commanders and of Second Officers remained unchanged under the revision but the number of Chief Officers was raised from 7 to 9. There was no change in the scale of basic pay of the Commanders but they were allowed a command pay of Rs. 200 per month, which, as far as can be made out from the extract from the proceedings of the meeting of the Port Commissioners held on the 30th May, 1938, replaced the night allowance. The two seniormost Commanders who were each drawing the maximum of Rs. 1,200 were allowed a command pay of Rs. 300 per month and it was expressly stated to be in lieu of the fixed night allowance of Rs. 300. The mess allowance of Rs. 75 remained unchanged but the night allowance appears to have been withdrawn. In addition there was a shore allowance of Rs. 200 per month to Commanders and Rs. 170 per month to Chief Officers in lieu of messing on shore. The scale of pay of the Chief Officers was raised from Rs. 450-500-50-800 to Rs. 750-50-900-EB-1,050-50-1,200 plus mess allowance of Rs. 75. The night allowance in their case and in the case of Second Officers appears to have been withdrawn. In 1943, while the basic pay of Commanders and Chief Officers remained the same the mess allowance was raised to Rs. 90 and the shore allowance of Commanders to Rs. 210 and that of Chief Officers' to Rs. 180. In 1944 there was a further revision of the basic pay to Rs. 800-50-1400 plus a command pay of Rs. 200 per month when in command, and a mess allowance of Rs. 4 per diem. The shore allowance continued unchanged and there was a uniform allowance of Rs. 50 per annum. In 1946 while the pay and allowances remained the same, the uniform allowance was raised to Rs. 25 per month in place of Rs. 50 per annum. In 1947 the officers of the Dredger and Despatch Service formed an Association of their own but the Association somehow or other ceased to function after 1953. This Service is administered directly by the Deputy Conservator and the two Assistant Conservators. In 1948 the basic pay, the mess allowance and uniform allowance remained unchanged. The shore allowance was raised to Rs. 300 per month and in addition there was a conveyance allowance of Rs. 100 per month. A command pay of Rs. 300 per month was sanctioned for the seniormost Commander whose designation was also altered to Commodore. In 1949 while the pay and other allowances remained unaltered the mess allowance was increased to Rs. 5 per diem. In 1951 there was a further revision of the scales of pay of the Commodore, the Commanders and the Chief Officers with Master Mariners' Certificates, to Rs. 800-50-1,650 plus a command pay of Rs. 300 per month for the Commodore and a command pay of Rs. 200 per month for the Commanders. The pay of Chief Officers with First Mate's Certificates was Rs. 720-40-960. The allowances remained un-

altered. In 1955 all the officers were given what is known as "Away from Base Allowance" at the rate of Rs. 5 per diem for those drawing Rs. 1,000 or more per month, and at the rate of Rs. 3.50 nP for those drawing below Rs. 1,000 per month.

35. It appears that the strength of the Dredger and Despatch Service continued to be 17 up to about 1953 since when with the acquisition of new dredgers the strength of the Service has been progressively increasing, the existing strength being 24 against a sanctioned strength 28. A second-hand dredger "Maitena" has just been put into commission and a new dredger is nearing completion in the United Kingdom and the construction of another additional dredger is under active consideration. When all these dredgers are put into commission the total strength of the service will be 33 as shown in the Commissioners' statement before the Committee.

MARINE ENGINEERS.

36. From 1871 the Engineers-in-Charge of Dredgers were under the immediate control of the Deputy Conservator and Harbour Master.

37. When the dredgers or barges were laid up for repairs, the Engineers-in-Charge together with the entire staff of the vessels, were during the time when the vessels were laid up, under the orders of the Superintendent of Machinery, a Sectional Head under the Chief Engineer.

38. The Commissioners took over the charge of the Port Approaches as from the 1st November, 1881 and the Officer-in-Charge of the department was designated as Deputy Conservator (and River Surveyor).

39. In 1883 the Harbour Master's Department together with Engineers (Marine) was brought under the administrative control of the Deputy Conservator.

40. In 1902 the dredging in the Port was placed under the control of the Chief Engineer and the control of the Engine room staff was brought under the Superintendent of Machinery. Any change in the establishment, as regards the Engineers (Marine) was, however, effected in consultation with the Deputy Conservator.

41. With effect from the 1st April, 1931, the Superintendent of Machinery's section became a separate department and the designation of the post was altered to Chief Mechanical Engineer. The Chief Mechanical Engineer then became the Head of Engineers (Marine).

42. With effect from the 1st May, 1933 the control of the Port dredging was made over by the Chief Engineer to the Deputy Conservator. The Chief Mechanical Engineer however continued to be the Head of the Engine room staff. The Deputy Conservator was already in charge of dredging in the Port Approaches.

43. Under the above arrangements, the responsibility for the operational control of vessels was divided between the Deputy Conservator to whom the navigating or the Deck staff were subordinate and the Chief Mechanical Engineer who subject to the fulfilment of statutory requirements, appointed and controlled the engine room staff from the Chief Engineer downwards. In 1951 the Commissioners considered this system of dual control detrimental to maintenance of discipline and the proper upkeep of the vessels. The Commissioners accordingly created a post of Engineer Superintendent, the incumbent of which was placed under the administrative control of the Deputy Conservator. Since then the Engineer Superintendent has been made responsible for recruitment and training of personnel.

44. Prior to 1918 there was no uniformity in the pay scales of the Marine Engineers. The pay scales varied from officer to officer and according to the ships they handled, although these officers possessed the same qualifications. For example, while the Chief Engineer attached to Dredger "Sandpiper" used to draw Rs. 450/- plus Night allowance of Rs. 70/- and mess allowance of Rs. 30/- per month, the Chief Engineer of Dredger "Balari" drew Rs. 500/- as pay, Rs. 70/- as night allowance and Rs. 30/- as mess allowance per mensem. With effect from the 1st October 1918, the Commissioners classified their vessels according to Horse power. Vessels between Horse power 1800 and 2692 were classified as Class I Vessels. Dredger 'Balari', Dredger 'Sandpiper', D. V. 'Retriever' and Dredger 'Boxer' were treated as Class I Vessels. Class II vessels were those which had Horse power between 1400 and 1509 and they were Tug 'Rescue', Dredger 'Bully', Dredger 'Bruiser', Dredger 'Lindon Bates' and Hopper Barges Nos. 4 and 5. Vessels of Horse power between 250 and 1000 were classified as Class III vessels and they were Tugs 'Active', 'Chapala', Ferry Steamer 'Howrah', C.V. 'Samson', Fire Float 'Hooghly' and R.S.V. 'Industry'.

45. There were three grades of Officers with First Class B.O.T. certificate. The First Grade Officers were on Rs. 500-25-600, Second Grade Officers on Rs. 400-20-500 and Third Grade Officer on Rs. 300-10-350. Officers with Second Class B.O.T. certificate had two grades, the First grade having been on Rs. 250-10-300 and the Second on Rs. 200-10-

250. Officers with lower certificates were on the scale of Rs. 150-10-200 and those without any certificate on Rs. 100-5-125. There were 39 posts of Marine Engineers under the Commissioners at that time. From 1920 the gradation of the Officers was abolished and the following scales of pay were introduced :—

<u>Designation :</u>	<u>Scale of pay as from 1. 4. 1920.</u>
<u>Class I Vessels.</u>	
	Rs.
Chief Engineer (1st Class B.O.T.)	600-40-1,000
Second Engineer (1st Class certificate)	450-25-575
Second Engineer (2nd Class certificate)	400/-
Third Engineer (2nd Class certificate)	350-10-390
Third Engineer (No certificate)	250/-
Fourth Engineer (2nd Class certificate)	280-10-310
Fourth Engineer (without certificate)... ..	200/-
<u>Class II Vessels.</u>	
Chief Engineer (1st Class)	500-40-900
Second Engineer (2nd Class)	350-10-390
Second Engineer (No certificate)	250/-
Third Engineer (2nd Class certificate)	280-10-310
Third Engineer (No certificate)	150/-
<u>Hopper Barges Nos. 4 and 5.</u>	
Chief Engineer (1st Class)	400-40-720
Second Engineer (2nd Class)	280-10-310
Second Engineer (No certificate)	200/-
<u>Class III Vessels.</u>	
Second Class B. O. T.	300-12-360
Driver	90-10-130

In addition to pay the officers attached to certain vessels were eligible for night allowances and mess allowances.

46. In 1926 the vessels were reclassified and the scales of pay of Class I, II and III Officers attached to the vessels were revised. It will be seen that these scales of pay were revised downwards but the revision was made effective for the new entrants.

<u>Designation.</u>	<u>Scale of Pay.</u>
<u>Class I Vessels.</u>	
	Rs.
Chief Engineer	500-30-800
Second Engineer (1st Class B.O.T.)	380-20-480
Second Engineer (2nd Class B.O.T.)	330-10-390
Third Engineer (1st and 2nd Class B.O.T.)	280-10-310
Third Engineer (Without certificate)	240/-
Fourth Engineer (With certificate)	220-10-260
Fourth Engineer (Without certificate)	180/-
Fifth Engineer	160/-
Sixth Engineer	160/-
Supernumerary Engineer (With certificate)	280-10-310
Supernumerary Engineer (Without certificate)	160/-

Class II Vessels.

Chief Engineer (1st Class B.O.T.)	420-20-700
Chief Engineer (2nd Class B.O.T.)	400/-
Second Engineer (With certificate)	300-10-350
Second Engineer (Without certificate)	220-10-270
Third Engineer	140/-

Class III Vessels.

Chief Engineer (1st Class B.O.T.)	340-20-500
Chief Engineer (2nd Class B.O.T.)	320-20-400
Second Engineer (2nd Class B.O.T.)	230-10-280
Second Engineer (Uncertified)	180-10-250

47. In 1929 the scale of the Second Engineer, Class I vessels was revised from Rs. 380-20-480 to Rs. 380-20-500. In 1938 the scales of pay were revised further taking into account the night fee that was paid to the officers of certain vessels.

<u>Designation.</u>	<u>Scale of pay as from 1938 (Consolidated)</u>
	Rs.
Chief Engineer (1st Class B.O.T.)	750-50-1,100
Chief Engineer (2nd Class B.O.T.)	550-50-900
Second Engineer (1st Class B.O.T.)	480-40-680
Second Engineer (2nd Class B.O.T.)	430-30-580
Third Engineer (With certificate)	300-10-350
Third Engineer (Without certificate)	230-10-280
Fifth Engineer	200- 5-230
Sixth Engineer	100- 5-140

Hopper Barges Nos. 4 and 5. Atlas, Alpha and Guide.

<u>Designation.</u>	<u>Scale of pay Rs.</u>
Engineer-in-Charge (With certificate)	430-30-580
Second Engineer	230-10-280
 <u>Jet Dredger.</u>	
Engineer-in-Charge	300-10 -350
 <u>Tug Engineer</u>	
Tug Engineer (With certificate)	395-20-475 (With no shore allowance but with Motor car al- lowance of Rs. 30/-

The officers attached to the three Suction Dredgers viz. Ganga, Balari and Sand Piper were to continue to draw a mess allowance of Rs. 75/- per mensem.

48. In 1945 the scales of pay were revised as follows :—

<u>Designation.</u>	<u>Scale of pay. Rs.</u>
Chief Engineer (1st Class B.O.T. certificate) ...	500-1,000 plus Rs. 200 p.m. plus
Mess allowance ...	Rs. 75 p.m.
Second Engineer (1st class B.O.T. certificate) ...	500-1,000
Chief Engineer (1st class B.O.T. certificate) for Class II and III vessels. ...	
Relieving Engineer (1st class B.O.T. certificate) ...	500-700

Class I Vessels.

Chief Engineer (2nd Class B.O.T.)	420-40-700 plus Rs. 200 p.m.
Second Engineer (2nd Class B.O.T.)	420-40-700

Class II Vessels.

Engineer-in-Charge with certificate.	420-40-700
Relieving Engineer (With 2nd Class B.O.T. certificate).	420-40-580

(N.B.—Scales of pay in respect of other officers remaining the same).

49. In 1949 further revisions were made which were as follows :

Chief Engineer (1st Class B.O.T. certificate).	...	...	700-1,250
			plus Rs. 200/-
Transport Allowance	...	...	Rs. 100 p.m.
Uniform Allowance	...	...	„ 25 p.m.
Mess Allowance	...	...	„ 75 p.m.
Second Engineer (1st Class B.O.T. certificate).	}	...	700-1,250
Chief Engineer (1st class B.O.T. certificate). for Class II and III vessels.			
Transport Allowance	...	...	Rs. 100 p.m.
Uniform Allowance	...	...	„ 25 p.m.
Relieving Engineer	...	...	700-1,250
Transport Allowance	...	...	„ 100 p.m.
Uniform Allowance	...	...	„ 25 p.m.

Designation.

Scale of pay.
Rs.

Class II Vessels.

Engineer-in-Charge (With certificate) ...	...	420-40-700
		plus a charge allowance of Rs. 100 p.m.
Relieving Engineer (2nd Class B.O.T.)	...	420-40-700
Third Engineer (With certificate)	...	420-20-500
Fourth Engineer (With certificate)	...	325-15-400
Fifth Engineer (With certificate)	...	230-10-280

(N.B.—Scales of pay in respect of other officers remaining the same.)

50. In 1955 all Marine Engineers were made eligible for payment of "Away from Base" allowance at the rate of Rs. 3.50 nP. per day for all whose pay did not exceed Rs. 1,000 and @Rs. 5 per diem for those whose pay exceeded Rs. 1,000. In 1958 the following revisions were made :—

Designation.

Scale of pay.
Rs.

Chief Engineer (1st class certificate of competency)	700-1,250
	plus Rs. 200 p.m.
Second Engineer (1st class certificate of competency)	700-1,250

Transport Allowance	...	...	Rs. 50 for Second Engineer and Mess allowance @ Rs. 5 per diem for Relieving Engineers.
Uniform allowance	...	...	Rs. 25/- p.m.
Third Engineer, Fourth Engineer and Fifth Engineer (With or without certificate)	...	}	250-20-320-
(designation altered to Junior Marine Engineers).	...		25/400-20-
Engineer-in-Charge, Class II Vessels.			500/E.B.-40-740.

N.B.—

- (i) The possession of a recognised certificate to be an essential pre-requisite to crossing the efficiency bar.
- (ii) The Engineer-in-Charge, Class II vessel would continue to draw the special pay of Rs. 100 p.m.
- (iii) Payment of Mess allowance of Rs. 5 per diem to Relieving Engineers attached to vessels under repair for the days they have to stay on board for 12 hours or more on duty.

51. In 1949, the Commissioners introduced classification of services. Officers on scales of pay rising up to Rs. 1,000 and above, were classified as Class I officers. Those on scales of pay rising up to Rs. 500 and above are Class II officers. Officers on the scale of pay the maximum of which is less than Rs. 500, are classified as Class III officers. The Marine Engineers with 1st Class certificate, by virtue of their pay scales having been fixed at Rs. 700-1250, attained the status of Class I service from 1949.

CHAPTER III

The immediate background of the present enquiry.

On the 16th of December, 1954, a Committee was appointed to enquire into and report on the conditions of work of certain categories of personnel employed in the Ports of Calcutta and Bombay. This committee was presided over by Mr. Justice Lokur. The Services scheduled in the order appointing the Committee included all the Marine Services the conditions of which are now under enquiry, except the Service of the first-class Marine Engineers and the Junior Marine Engineers. The report of the Committee is dated the 16th of February, 1955. The recommendations of the Committee, even though most of them were accepted by the Port Commissioners and the Central Government, did not all satisfy the different services concerned. An agitation was started almost immediately after the recommendations were made known. For example, the Lokur Committee made the following specific recommendations in respect of Assistant River Surveyors' Service :—

- (1) Payment of 'Away from Base' allowance.
- (2) Weekly day of rest or compensatory leave in lieu and twenty days' casual leave in a year.
- (3) Restoration of the post of Officer-in-Charge, Port Dredging Surveys.
- (4) The claim of some officers of the service for refixation of their pay in view of the revision in 1948 and also in view of the benefit given to one officer, namely Shri G. S. Paul, was to be re-examined.

Of these, the first two recommendations were accepted by the Commissioners, but owing to shortage in the cadre, the recommendation for a weekly day of rest could not be implemented. As regards the restoration of the post of Officer-in-Charge, Port Dredging Surveys, the Commissioners decided to post a junior officer to assist the Deputy River Surveyor and the Deputy River Surveyor was permitted to continue to enjoy rent-free quarters and a car allowance which had been sanctioned for him when the duty of the Officer-in-Charge, Port Dredging Surveys, was allotted to him in addition to his normal duties. As to the fourth recommendation the decision of the Commissioners was that the benefit of the revision

should be extended only to those officers drawing lower pay than Shri G.S. Paul. Not satisfied with the recommendations of the Committee the Assistant River Surveyors' Association submitted various memoranda reiterating those demands of theirs which had been rejected by the Lokur Committee and at the same time adding new ones. They also complained about the non-acceptance by the Commissioners of the Lokur Committee's recommendation regarding the restoration of the post of the Officer-in-Charge, Port Dredging Surveys and their non-implementation of the recommendation regarding the grant of a weekly day off. The Commissioners considered the various demands of the service but could not persuade themselves to accept any of them nor could the Government.

2. In December 1959, amongst other things, the Chairman told the representatives of the Service that if Dufferin cadets were not readily available, Second Mates or candidates with sea service might have to be recruited, and accordingly applications were invited on February 28, 1960 from candidates with one year's sea experience as cadets for the vacancies in the service. On February 29, 1960, the Hooghly River Surveyors' Association served a strike notice to be effective from March 1, 1960 on the ground that no concrete steps had been taken for the settlement of their grievances and they actually struck work with effect from 1.3.1960. They went back to work on 4.3.60 after a series of meetings between the Chairman and the members of the Association, the Chairman having advised the Association in his letter dated 4.3.60 that—

- (i) there would be no victimisation and the absence during the strike would be treated under the ordinary leave rules ;
- (ii) recruitment of non-Dufferin cadets would not be resorted to if a sufficient number of Dufferin cadets were available this year, and
- (iii) the question of restoration of the post of Officer-in-Charge of Port Dredging would be dealt with in the quickest possible manner.

When the matter was taken up with the Government of India, the Commissioners were advised that the questions of restoration of the post of the Officer-in-Charge, Port Dredging Surveys, of the appointment of two Relieving Commanders and two Relieving Chief Officers and of payment of a charge allowance to Assistant River Surveyors in charge of survey parties attached to Dredgers should be placed before the present Committee ; and this was communicated to the Hooghly River Surveyors' Association.

3. As regards the Assistant Harbour Masters' Service the Lokur Committee's recommendations were as follows :—

- Assistant Harbour Masters' Service.** (i) The Port Commissioners should maintain a sufficient number of specially trained mooring crew to be put on board ships for each operation of mooring and unmooring and that engagement of such special crew should be made a condition for all mooring and unmooring operations. Until such time as this is done, a fee of Rs. 25/- per ship should be paid to the Assistant Harbour Masters in respect of any ship for which no special mooring crew are engaged.
- (ii) For every turn in excess of 18 per month, an allowance should be paid to the Assistant Harbour Masters at the rate of Rs. 50/- per additional turn.
- (iii) They should be allowed one day off in every week and twenty days' casual leave in a year.

4. All these recommendations were accepted by the Commissioners. The Assistant Harbour Masters' Association, however, not satisfied with the recommendations pressed for their demands for a mooring fee of Rs. 25/- for each operation of mooring and unmooring irrespective of whether trained mooring crew were supplied or not. They also claimed the payment of such mooring fees with retrospective effect from the 1st of April, 1954, and repeated some of their demands which had been placed before the Lokur Committee but rejected by it. These demands of the service were discussed in a Conference in New Delhi where the Minister of Shipping and the Transport Secretary to the Government of India, the Chairman of the Port Commissioners, the Deputy Conservator of the Port and the representatives of the Assistant Harbour Masters' Association were present, but no agreed settlement could be reached. In September, 1956, the Association served a strike notice. The Government of India then referred the dispute to the Industrial Appellate Tribunal and after this reference declared on the 7th of September, 1956, the Assistant Harbour Masters' Service as an essential service under the Essential Services Maintenance Ordinance. On the 6th of September, 1956, i.e., just one day before this declaration 24 Assistant Harbour Masters served notice of resignation, but on the 10th of September, 1956, the officers went back to work after a discussion with the representatives of the Administration on the following understanding :—..

- (i) There should be no victimization of any of the members of the service for stopping work from the mid-night of the 7th of

September, 1956 and the period of their absence from work was to be debited against their leave.

- (ii) The authorities would not oppose requests from the Assistant Harbour Masters to the Adjudicator for retrospective effect being given from the 1st of April, 1954, to his award, if any, for the payment of overtime.
- (iii) The Commissioners would have no objection to concede before the Tribunal that an offer was made inter alia in March, 1956, in Delhi by the Government to the Assistant Harbour Masters that Rs. 20 per act of mooring and unmooring irrespective of the attendance of the mooring crew would be paid, and that they would not oppose before the Tribunal a prayer from the Assistant Harbour Masters for the grant of fees for mooring and unmooring in accordance with the Government offer.
- (iv) The Government would be prepared to reconsider its decision to reject the proposal for the grant of proportionate retirement benefits to the European officers applying for retirement, if such officers desire that that should be done.
- (v) The Commissioners and the Government noted the request of the Assistant Harbour Masters for setting up an Enquiry Committee to go into the question of excluding the Harbour Masters' Service from the administrative control of the Deputy Conservator and of creating a separate department under the Harbour Master and of the desirability of the Harbour Master holding marine enquiries instead of by the Deputy Conservator.

5. The Tribunal's award confined itself only to the demand of the Assistant Harbour Masters' Association for mooring and unmooring fees and its award on the point was that a mooring or un-mooring fee of Rs. 20/- for each act of mooring or unmooring irrespective of the question whether special mooring crew were supplied or not, should be paid to the Assistant Harbour Masters with effect from the 16th of March, 1956. This also is obviously an award in terms of the agreement between the parties, so that the Tribunal had little or nothing to decide even on this issue. On the other demands of the service the Tribunal did not make any recommendation whatsoever but noted that the Commissioners had agreed to upgrade the three posts of Assistant Harbour Masters on special duty as follows :—

	<u>Proposed pay</u>
Mooring Master	Rs. 1,850/-
Assistant Mooring Master, Officer-in-Charge of Port Dredging	Rs. 1,800/-

6. The Assistant Harbour Masters' Association filed an appeal in the Supreme Court against the award of the Tribunal. They also submitted various representations to the Commissioners and the Government during the pendency of the Court proceedings. They contended that the normal work of Assistant Harbour Masters in the Port of Calcutta was much heavier than what it was for their counterparts in the Port of Bombay, and asked for a different norm being fixed for them for the purpose of overtime. There was also delay in implementing the award of the Tribunal owing to certain difficulties. While discussions with the Association were in progress in 1957 the representatives of the Service Association met the Minister of Shipping, and in consequence of his advice to withdraw the case they had filed in the Supreme Court, the Association withdrew it on the 27th October, 1958. The Commissioners, after reviewing the matter, agreed to grant mooring fees recommended by the Tribunal with effect from the 1st April, 1954. Soon after the question of payment of mooring/unmooring fee from 1st April, 1954 had been settled, the service started making representation for the settlement of other demands, old and new.

7. As regards the Dredger and Despatch Service the recommendations of the Lokur Committee were as follows :—

- | | |
|-------------------------------------|---|
| Dredger and Despatch Service | (1) Two Chief Officers should be posted on the larger Suction Dredgers ; |
| | (2) New recruits to the service should be offered two advance grade increments till the recruitment position improves ; |
| | (3) An "Away from Base" allowance should be granted to these officers ; |
| | (4) These officers should be given a day off in a week or special compensatory leave in lieu, and they should be eligible for 20 days casual leave in a year. |

8. All these recommendations were accepted by the Commissioners, but in view of the shortage in the cadre it had not been possible for them to implement the recommendations relating to the grant of a weekly day off or special compensatory leave in lieu. The Commissioners recommended to the Government that the officers who could not be granted a weekly day off or compensatory leave in lieu should be permitted to accumulate such compensatory leave. The Government instead of deciding the matter suggested that this should be placed before this Committee.

9. It is clear from this that the Dredger and Despatch Service was satisfied with the recommendations of the Lokur Committee and did not start any agitation after the recommendations of the Committee were known.

10. The specific recommendations of the Lokur Committee as regards the Hooghly Pilot Service were as follows :—

- Hooghly Pilot Service**
- (1) The pay of the Port Pilotage Officer on the "C" scale should be Rs. 1900 per month ;
 - (2) The officers should be granted an "away from base" allowance at the rate of Rs. 3/8/- for those whose pay is less than Rs. 1,000 and of Rs. 5/- for those whose pay is Rs. 1,000 or over, for the number of days they have to stay away from their headquarters ;
 - (3) A mess allowance of Rs. 40 per month should be granted to all Pilots ;
 - (4) Overtime at the rate of Rs. 75 per ship in excess of nine ships in the case of Branch Pilots and eight ships per month in the case of Mate and Master Pilots ;
 - (5) A weekly day off or special compensatory leave in lieu ;
 - (6) Casual leave up to 20 days a year instead of 15 days in a year ;
 - (7) Extension of pensionary benefits to pilots who were in Government service.

11. The Committee did not recommend any revision of the pay of the Pilots. It took the view that night fee should not be paid separately but should be consolidated with the pay of the Pilots. It accordingly found that the Commissioners' decision to consolidate night fees at the rate of Rs. 200 per month for Mate Pilots and Rs. 350 per month for Master and Branch Pilots was a step in the right direction.

12. The Commissioners accepted the recommendations of the Lokur Committee and, in fact, in certain matters went further than these recommendations. These were :—

- (i) The pay of the Port Pilotage Officer should be Rs. 2,150 per month whereas the recommenda-

tion of the Committee was that the pay of the Port Pilotage Officer on the "C" scale should be Rs. 1,900 only per month ;

- (ii) The posts of Assistant Port Pilotage Officer and Commanders of the two pilot vessels should be regarded as administrative posts, their pay being fixed at Rs. 1,800 per month ;
- (iii) The consolidated night fees should be merged with the pay of the Pilots and the scale for future recruits should be Rs. 800-1,750 per month without any separate night fees.

13. The Government of India accepted all these recommendations of the Commissioners except that for the enhancement of the pay of the Port Pilotage Officer which the Government of India fixed at Rs. 1,900 per month as recommended by the Lokur Committee. All the recommendations of the Lokur Committee except the one relating to the grant of a weekly day off or compensatory leave in lieu thereof have been implemented.

14. The Hooghly Pilot Service Association was not satisfied with the recommendations and felt particularly aggrieved over the pay of the administrative officers such as the Port Pilotage Officer, Assistant Port Pilotage Officer and the Commanders of pilot vessels, and over the question of parity in pay with the other Marine Services of the Port. The second of these two claims of the Association, viz. the claim of parity in pay with the other Marine Services of the Port, was based on an assurance said to have been given by the then Chairman of the Port Commissioners Shri N.M. Ayyar. On this issue the Association filed a case in the Calcutta High Court in 1956. This case was, however, withdrawn by the Association shortly after this Committee began its work viz., on the 11th July, 1960. In April, 1958, as appears from an extract from the report of the Director of Operations to the Port Co-ordinating Committee on 1st May, 1959, and the extract from the Minutes of the Meeting held by the Chairman with the representatives of the Hooghly Pilot Service Association on 13th April, 1959, 21 Pilots suddenly reported sick on the 9th April, 1959 and they were absent from duty upto the 11th. The Pilots on the running list at the time were 42. The representatives of the Association of course, assured the Chairman that the officers who had reported sick were genuinely ill, they were over-worked and exhausted, 34 Pilots having cleared 394 ships in March, 1959. The Chairman though pleased to hear that the sudden illness of so many pilots had nothing to do with

the Association's demands relating to scale of pay etc. observed that it would be difficult for the shipping interests and others to accept the statement that 21 officers accidentally fell ill in two days and that the reputation of the Hooghly Pilots was at stake. The incident speaks for itself and hardly needs any comment beyond this that the illness of so many at the same time which happened to coincide with the end of the spring tide so as to cause probably the maximum inconvenience to shipping lends colour to the suspicion implied in the Chairman's observation.

15. The specific recommendations of the Lokur Committee as regards Berthing Masters' Service were as follows :—

- Berthing
Master's
Service.**
- (1) The starting pay of the Berthing Master should be raised from Rs. 300 to Rs. 420 per month, i.e., the scale should be revised from Rs. 300-30-900 to Rs. 420-30-900, and the rate of conveyance allowance should be increased from Rs. 75 per month to Rs. 100 per month;
 - (2) The payment at the rate of a day's basic pay for work on Sunday should continue ;
 - (3) These officers should be granted 20 days casual leave in a year.

16. The Commissioners accepted the last two recommendations in toto but modified the first as follows :

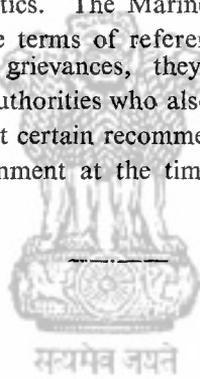
The higher starting pay of Rs. 420 per month should be given only to persons possessing Second Mate's Certificate and that in the case of those trained by the Commissioners the starting pay should continue to be Rs. 300.

17. The Berthing Officers' Association protested against the Commissioners' decision and represented further that not only should the starting pay of the Berthing Master be Rs. 420 per month but that the pay of all existing officers should be re-adjusted according to their length of service. The Commissioners considered these representations but stuck to their original decision.

18. It is clear from this that with the exception of the Dredger and Despatch Service and the Berthing Master's Service all the Marine services which came within the purview of the Lokur Committee began to agitate against the decisions of the Commissioners accepting the recommendations either in toto or subject to certain modifications which they considered necessary. One of these services, viz. the Assistant Harbour Masters'

Service went to the length of serving a strike notice which was followed by a mass resignation of 24 officers and then when the matter was referred to a Tribunal the Assistant Harbour Masters' Service Association practically obtained from the authorities an assurance that they would not oppose certain demands of the Association which really meant that the Tribunal would not be called upon to record any decision on what had already been agreed to between the parties although in form the assurance did not amount to any withdrawal of those demands from the Tribunal. The Assistant River Surveyors actually struck work from 1st March, 1960 to 3rd March, 1960 and 21 Pilots all at once reported sick on 9th April, 1960 towards the end of the spring tide and were actually absent on the 9th, 10th and 11th.

19. This Committee has been appointed to investigate the demands of six Marine Services of the Port, two of which adopted clear pressure-tactics, another adopted a device smacking of similar tactics and two, namely the Dredger and Despatch Service and the Berthing Masters kept themselves above such tactics. The Marine Engineers, First Class and Junior were not within the terms of reference of the Lokur Committee and though they had their grievances, they represented them in a constitutional manner to the authorities who also looked into them and made to the Central Government certain recommendations which were pending before the Central Government at the time when this Committee was appointed.



CHAPTER IV

I. General Principles to be followed in examining demands for enhancement of emoluments.

The Second Pay Commission has laid down certain general principles to be followed in securing the undisputed objective of so designing the structure of emoluments and conditions of service as to ensure recruitment at different levels of persons with the requisite qualifications and ability and to keep them efficient.

2. In doing so it first refers with approval to the Fair Wages Committee's criteria for determining a fair wage which are :—

- (i) that almost at any level of the national income, there should be a certain level of minimum wages which the society can afford ; what it cannot afford is a minimum wage fixed at a level which would reduce employment itself and thereby diminish the national income :
- (ii) that a minimum wage must provide not merely for the bare sustenance of life but for the preservation of the efficiency of the worker and include therefore provision for some measure of education, medical requirements and amenities ; and
- (iii) that between the lower limit set by the Minimum Wage and the upper by the capacity of an Industry to pay, the actual wages should depend on a consideration of—
 - (a) the productivity of labour,
 - (b) the prevailing rates of wages in the same or similar occupations in the same or neighbouring localities ;
 - (c) the level of the national income and its distribution ; and
 - (d) the place of the industry in the economy of the country.

The Commission has further said that when the Government is the employer, its capacity to pay cannot be assessed in the manner in which the capacity of an industry to pay can be assessed, the part of profit and loss being normally not there. Nor can productivity of labour be a suitable criterion in Government employment except within certain limits.

This is equally true of any other national institution such as a Port, in the functioning of which the question of profit and loss or the question of a quantitative measurement of the fruits of labour cannot arise. The Commission thinks that while a fair comparison with outside as a principle suitable for full and detailed application, cannot be adopted in view of certain practical difficulties, it is an important factor to be taken into consideration in a broad way and with discrimination.

3. The Commission sums up its conclusions by saying that in determining the minimum wages and the maximum salary, social as well as economic considerations are admissible. The social considerations in the case of minimum wages tend to push up the floor while in the case of maximum wages they operate to lower the ceiling of the salary structure. Once the minimum and the maximum are determined on these principles, sound and equitable relativities should be the most important single principle to be followed in the determination of the intermediate salaries.

4. That the basic salary and the allowances payable at present to the officers of the six Marine Services concerned in this enquiry are much above the subsistence level is a fact beyond dispute. There is thus no question of their emoluments being raised on the purely humanitarian ground that every one must be granted a living wage. An attempt was made by some of the officers to justify an increase in their basic salary or certain allowances on the ground of a rise in the cost of living. While one must admit that the gradual rise in the cost of living is bound to hit hard every one with an inelastic income, one cannot at the same time ignore the facts, first that an employer particularly one like the Port of Calcutta, a non-profit-making body, the earnings of which in the shape of Port dues ultimately come out of the pockets of the consumers, cannot possibly compensate its employees fully for a rise in the cost of living, because the rise affects the employer as much as the employee and the employer cannot raise his earnings without taxing the consumer who is also affected by the general rise, and secondly, that the Port has from time to time revised the scales of pay and allowances of their officers so as to compensate them in part at least for the rising cost of living. While persons in the lowest income groups can legitimately claim full compensation for this rise in the cost of living, because without it, it may well fall below the subsistence level, those in the higher income groups are hardly entitled to make such a claim, because they are expected to share the burden of this increased cost of living with the rest of society. This is reflected in the policy of continuing the payment of a dearness allowance to those earning Rs. 1000 a month or less and of discontinuing it for those earning more. The Second Pay Com-

mission has recommended the merging of the existing dearness allowances with the basic salary and a special dearness allowance for those drawing Rs. 300 or less per month with marginal adjustments upto Rs. 400/-. The services also did not lay quite as much stress on the increased cost of living as on other grounds for justifying their demands. The questions therefore, which this Committee has to consider are somewhat different from those that normally arise when the employees of a concern ask for an enhancement of their emoluments and the general principle which the Second Pay Commission has enunciated, are not likely to be of much practical help in solving these questions but they will certainly be borne in mind along with the scales of pay etc., the Commission has recommended for comparable services under the Central Government.

5. The essential qualification for recruitment as Assistant Harbour Masters and Commanders and Chief Officers of the Dredger and Despatch Service is a Masters' (foreign-going) certificate of competency and the upper age limit is 35. The period of training of the candidates selected varies from 4 to 6 months.

6. The Assistant River Surveyors have been recruited since 1948 from amongst candidates passing out of the Training ship "Dufferin", with a first class certificate, though upto that time they were also recruited from amongst boys fresh from school or college. The upper age limit there is now 19. The selected candidates undergo a training for five years during which they have to pass certain departmental tests before confirmation as Assistant River Surveyors.

7. The members of the Hooghly Pilot Service, transferred from the Central Government to the Port Commissioners with effect from the 16th May 1948, are ordinarily recruited from amongst men with Second Mate's (foreign-going) certificates, though during the last war recruitment was made to the Bengal Pilot Service as it was known at that time as an emergency measure, from amongst boys passing out of the Training ship "Dufferin" with First Class Certificates. The age limits are between 20 and 23. The selected cadets are given practical training for four years, during which they have to pass certain departmental examinations, before they become a Mate Pilot. A Pilot, as defined in Section 3(3) of the Indian Ports Act is one authorised by the Government, in the case of this Port, the Central Government, to pilot vessels. Section 4 of the Calcutta Port Pilotage Act prohibits the appointment as a Pilot by the Commissioners of any one not authorized by the Central Government under the provisions of the Indian Ports Act to pilot vessels. As far as

I could make out, this authority from the Central Government which would be necessary for all Pilots appointed by the Commissioners, as distinct from those whose services were transferred from the Central Government to the Commissioners does not exist. This seems to have been due to a misunderstanding and should at once be rectified.

8. The Marine Engineers, Class I, are recruited from amongst men with First Class B.O.T., M.O.T. or Colonial certificates. The candidates have to be preferably under forty. Amongst the Junior Marine Engineers of the Port, there are three categories of persons :

- (i) persons with approved Second Class certificates of competency,
- (ii) persons with Inland Engineer's certificates, and
- (iii) persons without any certificates.

The upper age limit for such recruits is 35.

9. The Berthing Masters with the exception of one who has a Second Mate's certificate have been recruited since 1944 from amongst boys fresh from school or college and without any initial technical qualification. The age limit is between 18 and 21 and boys with Second Mates' certificates are preferably to be below 28. They are given three years' training, during which they have to pass certain departmental examinations.

10. In the Merchant Navy there are Officers with qualifications similar to those of the Assistant Harbour Masters, Chief Officers and Commanders of Dredgers and Despatch Vessels and Marine Engineers, Class I and Junior, though their duties may be different from those of their counterparts in the Port. The scales of pay and allowances which different shipping concerns in this country pay to their officers with similar qualifications would thus furnish a very good yardstick for measuring the sufficiency or otherwise of the basic salary and allowances payable to the Officers of three at least of the six Marine Services of the Port. For the Berthing Masters, however, no such external standard is available and the sufficiency or otherwise of their scales of pay etc. has to be judged on the general considerations of the emoluments which boys of such general qualifications, supplemented by the training they undergo in the Port can legitimately claim, regard being had to the demand and supply of such candidates and the general conditions of employment in the country.

11. As regards special pay or allowances, the following observations of the Second Pay Commission are important : "The central idea of a special pay is that it is the most satisfactory way of compensating such

addition to work or responsibilities or such greater arduousness of duties, as is recognizable enough to merit additional remuneration, but not so considerable or in some cases, of such a permanent nature as to justify placing the post in a higher grade. In other words, it is, broadly speaking, a flexible system of differentiated remuneration between two grades. In some cases, of course, other factors also come in.....However, if special pay is granted too freely, or the amount of the special pay is large in relation to the scale of pay of class of employees concerned, the effect may be a distortion of the pay structure—not toning down of its rigidity.”

12. I think another test which may reasonably be applied to cases of special pay or allowance is whether a duty or responsibility for which such a pay or allowance is claimed is such as the officer concerned is called upon to undertake in the discharge of his official functions. If the answer is affirmative, the claim has to be negatived, but if it is negative, a special pay or allowance may be justly claimed. In applying this test, due note must be taken of duties or responsibilities which though occasional, form part of the normal duties or of responsibilities of an officer.

13. The claim of the different services for higher emoluments must thus be examined from the following points of view, viz.—

- (i) Whether the existing pay scale of a service is adequate having regard to,
 - (a) general academic background,
 - (b) technical qualifications,
 - (c) age of entry into the service,
 - (d) pay scales of comparable or identical posts in the Merchant Navy,
 - (e) pay scales of such posts in Government service,
- (ii) Whether the nature of a particular duty justifies an increased allowance, particularly when the officers join the service with the full knowledge of the nature of their duties.
- (iii) Whether there is any ground for higher pay to facilitate recruitment of the right type of men.
- (iv) Whether the paucity of suitable candidates for a particular service would justify the grant of a higher scale of pay to attract men, particularly if the paucity is not likely to continue for more than a few years, or in other words, whether it will be reasonable to burden the future because of the present state of affairs.

II. The demands of each of the services and of the Lighting Officer under the heading "Scales of pay, allowances, fees including overtime"; the comments of the Commissioners thereon and the findings of the Committee.

14. Assistant Harbour Masters :

Assistant Harbour Masters want that—

- (a) Night fees at the rate of 25 per cent of the basic salary which used to be paid to them before should be paid again to them, or if night fees are not paid, the existing overtime system should be amended either by reducing the duration of a turn to 6 hours as in Bombay or reducing the number of turns in a month to 14 for purposes of overtime.
- (b) Compensation to an Officer placed on special duty when he is deprived of opportunities for earning overtime or mooring fees by paying either a deputation allowance or special pay or any remuneration on the basis of the number of turns per day.

15. The Commissioners in their comments pointed out that prior to 1938 the Assistant Harbour Masters were in receipt of a night fee at the rate of 25 per cent of their pay and that in 1938 this was merged in their pay so that the element of compensation for night work already exists in the structure of their pay. The claim of the Assistant Harbour Masters for night fees was considered by the Lokur Committee which rejected it. The Lokur Committee did not consider the payment of a night pilotage fee to the Pilots a satisfactory arrangement and on their recommendation night fee has been abolished for new recruits and a higher scale of pay has been introduced instead.

16. As regards the claim of the Assistant Harbour Masters for due compensation being made to officers placed on special duty for the loss of certain special allowances, the Commissioners' comments are that special fees are payable to officers of the service for special duties and overtime also is payable to them for performance of more than 18 turns in a month. But when an officer is placed on special duty he does not do any items of special work entitling him to a special allowance, nor does he work overtime so as to be entitled to overtime allowance.

17. The Assistant Harbour Masters, as already stated, are recruited from foreign going Master Mariners and after a training in the Port for a period of three or four months they are confirmed as Assistant

Harbour Masters on a scale of Rs. 800-1750, and on confirmation they get two advance grade increments so that only four months after the commencement of their service they are entitled to a salary of Rs. 900. The other allowances including overtime and mooring fees in respect of which the average earnings during the last 3 years are here taken into consideration amount to over Rs. 750 so that the total emoluments of an Officer only four months after his entry into the service amount to Rs. 1683.91 nP. as will appear from the comparative statement Appendix 'B' II. In order to obtain a foreign-going Master's certificate one has to put in from 8 to 10 years at sea and that is why in the comparative statement in Appendix 'B' I against the first nine years, column 6, where the Assistant Harbour Master's emoluments are shown, is left blank. In the comparative table it has been assumed that a Master Mariner becomes the Master of a foreign-going ship in the 17th year of his service. It is however just possible that a man becomes a Master Mariner after about 8 years of service at sea and that after being Chief Officer for about a couple of years he becomes the Master of a ship in the 10th year of his service. No one can reasonably expect to be the Master of a ship before the 10th year of his service at sea, but normally this is not the position. The Scindia Steam Navigation Co. Ltd., in their letter No. O/GFS/3001 dated 3.9.60 informed the Committee that in existing conditions a Chief Officer with a Master's certificate can expect promotion to the rank of Master of a ship after about 3 years from the date of his promotion as Chief Officer with a Master's certificate. On this basis, if a man can become a Master Mariner after about 8 years at sea, he would be the Master of a ship at the end of his 11 years' service at sea. I am, however, assuming something still more favourable for a Master Mariner at sea, namely that he becomes the Master of a ship in the 10th year at sea. If a man becomes the Master of a ship in the 10th year of his service in the Scindia Steam Navigation Company he would be getting exactly Rs. 1477.50 nP including bonus whereas in the first year of his service in the Port or after having qualified himself by putting 10 years at sea a Master Mariner on his entry into the service of the Port as an Assistant Harbour Master would be drawing Rs. 1683.91 nP. It is therefore, clear that on entry into the Port Commissioners' service as an Assistant Harbour Master a Master Mariner receives about Rs. 206.41 nP. more than the Master of a ship holding a foreign-going Master's certificate. A Chief Officer of a ship with a Master's certificate in the 10th year draws Rs 1254.34 nP. and so he gets Rs. 429.57 nP. less than an Assistant Harbour Master on entry into the Port Commissioners' service. If, therefore, a Master Mariner instead of entering the service of the Port as an Assistant Harbour Master had continued to serve as Chief Officer in the

Merchant Navy he would be drawing Rs. 1254.34 nP. instead of Rs.1683.91 nP. which he draws in the Port as an Assistant Harbour Master. Similarly, in the 17th year of his service the Master Mariner as Assistant Harbour Master in the Port would be drawing, as appears from the comparative statement Appendix 'B' II Rs. 1963.91 nP. including overtime and mooring and unmooring fees at an average rate, whereas as Master of a ship in the Scindia Steam Navigation Co. he would be drawing Rs. 1477.50 nP. including bonus or if he becomes the Master of a ship in the 10th year, Rs. 2008.36 nP. on the assumption that bonus paid is equivalent to two months' basic salary, though in the Scindia Steam Navigation Co. Ltd. bonus varies with the dividend per share. In the 26th year of service the Master of a ship in the Scindia Steam Navigation Co. would be drawing Rs. 2071.67 nP. or if a Master Mariner be assumed to become the Master of a ship in the 10th year of his life at sea, his emoluments would come to Rs. 2498.34 nP. whereas in the Calcutta Port he would be drawing Rs. 2538.91 nP. as an Assistant Harbour Master. That is really the maximum an Assistant Harbour Master would draw. The Master of a ship in the 30th year of his life at sea would draw a maximum of Rs. 2498.34 nP. in the Scindia Steam Navigation Co. or in other words the Master of a ship in the 30th year of his service in the company will be drawing less than what an Assistant Harbour Master in the Port of Calcutta would be drawing from the 26th year of his service (which means 16 years of service in the Port and 9 years of service at sea). The calculations so far do not include the overseas allowance payable to the Master of a ship in the Scindia Steamship Navigation Co. when Indian Officers serve on vessels plying overseas except on India-Pakistan, India-Burma, India-Ceylon, India-Malaya and India-Singapore routes. This overseas allowance is fixed at $7\frac{1}{2}\%$ of the basic salary. Thus if a Master Mariner becomes the Master of a ship in the 10th year of his life at sea his overseas pay at the beginning of his career as Master of a ship would be $7\frac{1}{2}\%$ of his basic salary *i.e.* Rs. 1125/- or Rs. 84.37 nP. Such an officer would earn an overseas allowance of $7\frac{1}{2}\%$ of Rs. 1580/-, in the 17th year of his life at sea or in the 8th year as Master of a ship, the pay of the Master of a ship in the 8th year of his service as Master or in the 17th year of his life at sea being Rs. 1580/-, so that his overseas pay would be Rs. 118.50 nP. and such an officer in the 14th year of his service as the Master of a ship or, in other words in the 23rd year of his life at sea, would earn an overseas allowance of $7\frac{1}{2}\%$ of Rs. 2,000, *i.e.* Rs. 150/-. Thus if a Master Mariner becomes the Master of a ship in the 10th year of his life at sea, his total emoluments, including overseas allowance, would come up to Rs. 1561.87 nP. whereas, as already stated, the emoluments of an Assistant Harbour Master would be Rs. 1683.91 nP. *i.e.* the latter would

be earning about Rs. 120/- per month more than the Master of a ship at sea at the corresponding stage. If a Master Mariner becomes the Master of a ship in the 10th year of his service, then his emoluments in the 17th year of his life at sea or in the 8th year of his service as the Master of a ship would be Rs. 2008.36 nP. plus Rs. 118.50 nP. or Rs. 2126.84 nP. whereas the emoluments of an Assistant Harbour Master in the corresponding year would be Rs. 1963.91 nP. In the 26th year of his service at sea, on the assumption that a Master Mariner becomes the Master of a ship in the 10th year of his life at sea, as Master of a ship, he would earn, as already stated, Rs. 2498.34 nP. and if to this is added Rs. 150 as overseas pay, his total emoluments would come to Rs. 2648.34 nP. but, as already stated, the emoluments of an Assistant Harbour Master in the corresponding year comes to Rs. 2538.91 nP. Even in the 30th year of his life at sea, a Master Mariner, as Master of a ship from the 10th year of his life at sea, would be earning only Rs. 2648.34 nP. whereas the Assistant Harbour Master would be earning Rs. 2538.91 nP. Thus on the most favourable computations, Master Mariners at sea as Masters of ships draw from about Rs. 163 to Rs. 110/- per month including overseas allowances more than Assistant Harbour Masters from the 17th year. As this little excess is entirely due to the overseas allowance payable on certain overseas voyages which Assistant Harbour Masters have never to undertake such allowances should, I think, in all fairness be left out of account.

18. It is thus clear that the scale of pay and other allowances payable to the Assistant Harbour Masters in the Port of Calcutta at present compare very favourably with what a Master Mariner gets in the Scindia Steamship Navigation Co. as the Master of ship, if overseas allowances are left out of account. Yet, there is no denying the fact that life at sea is much harder than shore life such as an Assistant Harbour Master in the Port of Calcutta leads. An Assistant Harbour Master in the Port of Calcutta has of course, to go out on duty at irregular hours according to the hours of arrival and departure of ships and their duties involve a certain amount of night work also. The piloting of ships between the river berths and the dock berths on the one hand and Garden Reach on the other also involves a good deal of skill and a certain amount of mental and physical strain during the actual pilotage. An Assistant Harbour Master has also to hold himself in readiness for going out on duty according to the turn system under which the first on turn has to go out on duty first and so on. As against this may be taken into consideration the fact that an Assistant Harbour Master comes back home at the end of his duties and is not separated from his family for a long period. A Master

Mariner at sea has, however, to be away from his family for 3 or 4 months at a stretch and during these 3 or 4 months his responsibility for the ship continues.

19. That shore appointments are preferred to appointments at sea would appear from the fact, referred to by the Lokur Committee at page 12 of its report, that between the years of 1949 and 1954, 41 out of 59 officers who obtained foreign-going Master's certificate of competency either took or applied for shore appointments as shown in Appendix 'B' to that report. The Lokur Committee quite rightly from this fact drew the conclusion that shore appointments carried advantages and were more attractive to the majority than sea-going appointments. The position in regard to the employment of men, who obtained Master Mariner's certificates during the period from 1955 to 1959 is shown in the statement at Appendix 'C'. It will be seen from the statement that out of 160 candidates who became Master Mariners during 1955-59, 55 have obtained shore appointments and 76 are employed at Sea. No information about 26 persons is available. The percentage of Master Mariners taking up sea jobs has undoubtedly risen during the years. The possible explanation for this is that there was probably a lesser number of vacancies in shore job and that there was at the same time an expansion of the Merchant Navy. The higher percentage of appointments at sea, does not therefore disprove the Lokur Committee's view that shore jobs have charms of their own and are preferred to sea appointments. If further proof of it is needed, the following facts will provide it. In response to a recent advertisement by the Port Commissioners for one post of Chief Officer in the Dredger and Despatch Service, as many as 17 applications from the Master Mariners serving at sea including one from a Captain of ship were received. Similarly a few months ago for one vacancy in the post of Assistant Harbour Master, 31 Master Mariners serving at sea applied. In spite of the fact that the shore appointments are more attractive the Assistant Harbour Masters in the Port of Calcutta were allowed higher emoluments than their counterparts at sea as Masters of ships, it is at once obvious that the Assistant Harbour Masters of the Port of Calcutta may well congratulate themselves on the generous treatment in the matter of emoluments they have received from the Port.

20. The Assistant Harbour Masters' Association and the Hooghly Pilot Service Association have also complained before me that the Lokur Committee have done an injustice to the Calcutta services by introducing a parity in pay between the service of the Pilots in Bombay on the one hand and the services of the Assistant Harbour Masters and of the Pilots in Calcutta on the other. But this is hardly correct. The Assistant

Harbour Masters in the Port of Calcutta were already drawing a basic salary of Rs. 800-900-50-1,250-75-1,400-50-1,750 when the Lokur Committee was appointed. The Lokur Committee did not increase their basic salary. The Bombay Pilots who correspond to the Assistant Harbour Masters in the Port of Calcutta and also to the Pilots of the Hooghly Pilot Service, were at the time when the Lokur Committee was appointed on the scale of pay of Rs. 800-50-1,500. What the Lokur Committee did was to recommend an increase of the scale of pay of the Bombay Pilots to Rs. 800-50-1,250-75-1,400-50-1,700. Or, in other words, the Lokur Committee while keeping the minimum at the same figure raised the maximum from Rs. 1,500 to Rs. 1,700. Even then there was a difference of Rs. 50/- between the maximum salary payable to the Assistant Harbour Masters in the Port of Calcutta and to a Pilot in the Port of Bombay. It appears from the Chart Appendix 'D' that the Bombay Pilots on confirmation draw altogether a sum of Rs. 1,425/- per month inclusive of house rent allowance whereas an Assistant Harbour Master draws on confirmation a total amount of Rs. 1,566/- including house rent allowance. In the earnings of the Assistant Harbour Masters in the Port of Calcutta mooring and unmooring fees have been calculated on the monthly average for the last 3 years. Overtime has not been counted either in the case of the Assistant Harbour Masters in Calcutta or in the case of the Pilots in Bombay. There is thus shortly after the commencement of their service, *i.e.* on confirmation a difference of Rs. 141/- in the total emoluments of the Assistant Harbour Masters of the Port of Calcutta and the Pilots in the Port of Bombay. It further appears from the Chart that this difference is further increased to Rs. 169/- per month when these officers reach the maximum of the scale. It is clear, therefore, that there is still a gap between the total emoluments of Assistant Harbour Masters in Calcutta and of Pilots in Bombay. Of course it must be pointed out here that the mooring and unmooring fees actually drawn by the Assistant Harbour Masters in Calcutta are more than what the Lokur Committee envisaged, because the Lokur Committee recommended such fees only at Rs. 25/- per act when special mooring crew were not provided. But in circumstances already referred to, the authorities had to accede to the terms of the Assistant Harbour Masters that mooring and unmooring fees at Rs. 20/- per act should be paid to them irrespective of the question whether special crew were supplied or not. In any event there being still a certain amount of difference between the total emoluments of the Assistant Harbour Masters in the Port of Calcutta and those of the Pilots in the Port of Bombay, the Assistant Harbour Masters have really no just cause for any grievance in this matter. As to their complaint that the work of navigation in this Port requires more skill and alertness than

the navigation of ships in the Port of Bombay, all that I need say is that after having seen the work in both the Ports, I consider the navigation of ships in the Port of Calcutta certainly difficult and requiring considerable skill and alertness on the part of the Assistant Harbour Masters and the Pilots. The work of handling ships in the Port of Bombay is also difficult but the difficulties in the two cases are of two different orders. As pointed out by the Lokur Committee, in Bombay the type and size of the ships are of a wide range and include vessels upto 30,000 tons gross and may even exceed this tonnage and their draughts may be as much as 30 feet. The present position, however, is that still bigger ships of draughts upto 35 feet call at Bombay. As said in the Report of the Lokur Committee, "Bombay is also an open harbour so that during the South-west monsoon from the end of May to the end of September boarding of vessels and disembarkation from them in the open sea are not without risk and demand strong nerves and quick decision on the part of Pilots. Within the harbour itself currents and tides have to be contended with and in addition during the South-west monsoon poor visibility and a swell from seaward adversely affect the manoeuvring and berthing of ships calling for good judgement and skill in ship handling particularly when approaching dock entrance and exposed berths." In Calcutta also at the Sandheads where the river falls into the sea, boarding of vessels and disembarkation by Pilots of the Hooghly Pilot Service carry similar risks and demand equally strong nerves and quick decisions, and within the harbour itself where the Assistant Harbour Masters have to handle ships the currents and the tides constitute a factor to be reckoned with. In Calcutta there is also the phenomenon known as bore tides which affect even ships at anchor but as bore tides are forecast with reasonable accuracy, there is no movement of ships during the progress of a bore, apart from such movements as may be necessary for ensuring the safety of the ship in such tides. The Pilots or Assistant Harbour Masters, however, in charge of ships at anchor have to be on the watch even though the ship is at anchor lest the ship should be swept off its anchorage by the force of the tide.

21. The poor visibility in the Port of Bombay during the South-west monsoon is not as bad as the poor visibility on the Hooghly, particularly in the winter months. The bars and shoals in the Hooghly provide a challenge to the skill of the Pilots and the Assistant Harbour Masters which are not paralleled in any way in Bombay. The navigable channel in the Hooghly is also very narrow in some places so as to make the Pilot's work extremely difficult. Consequently, difficult as the work of the Assistant Harbour Masters and the Pilots in the Port of Calcutta

in handling ships is, the work of the Pilots in the Port of Bombay is also difficult, but the conditions from and in which the difficulties of each Port arise being different, it is hardly possible to make a comparison between the difficulties of the two Ports and to say that the work of the Pilots and Assistant Harbour Masters in the Port of Calcutta is more difficult than the work of the Pilots in the Port of Bombay. In any event, there is a difference between the total emoluments of an Assistant Harbour Master in the Port of Calcutta and those of a Pilot in the Port of Bombay, both at the initial stages and towards the end.

22. It appears from the Second Pay Commission's Report at page 174 that the pay of the Nautical Adviser to the Government of India and of the Chief Surveyor of the Government of India, the two highest paid Officers of the Marine Department, has been fixed at Rs. 2,250, the Officers below them drawing between Rs. 900 and Rs. 2,000. In addition, the Nautical Adviser is allowed by way of house-rent the difference between the actual rent for a house paid by him and his 10% of pay, subject to a maximum of 12½% of his pay and a compensatory allowance of Rs. 75/- under the Second Pay Commission's recommendation. Assuming, therefore, that he is allowed to draw house-rent allowance at the maximum rate of Rs 280/- his total emoluments come to Rs. 2,605/-. The same remark holds good as regards the Chief Surveyor also. It must, however, be noted that both these officers have Extra Master's certificate and extra 1st Class Engineer's certificate respectively—qualifications higher than those required for an Assistant Harbour Master. In this connection, a reference may also be made to the table at page 17 of the Ministry of Defence publication of 1957 showing that the pay of the Admiral of the Indian Navy is Rs. 3,000 per month and of a Rear Admiral Rs. 2,250. The work, of course, of the Marine Officers, viz. the Nautical Adviser and the Chief Surveyor as well as the Officers of the Navy does not at all compare with the work of the Assistant Harbour Masters or the Pilots in the Port of Calcutta. But I refer to the emoluments of these Officers just to illustrate the accepted policy of our State in the matter of emoluments. If their emoluments are compared with the scale of emoluments paid to other categories of civil servants or even other technical staff in the country, one would be justified in saying that the Assistant Harbour Masters are really luckier than most and it is impossible to recommend any further increase in their emoluments on the basis of a comparison of their emoluments with those in comparable services elsewhere.

23. It is now necessary to examine their specific demand for a night fee at the rate of 25% of their total emoluments. I have already said

in the Chapter dealing with the historical background of the services that at the instance of the Assistant Harbour Masters themselves, the night fee at 25% of their pay was merged in the structure of their pay so that the increase in their emoluments in 1938 represented not merely the basic salary but also night fee, *i.e.* fee for night work at 25% of their pay.

24. Their pay in 1925 was Rs. 650-1,220 and their night allowance was raised ranging from Rs. 140/- to Rs. 280/-. In 1938 when their night fee was made part of their pay, their pay was raised to Rs. 800 to Rs. 1,500/-. Clearly then the night fee became a part of their basic salary. It was contended on behalf of the Assistant Harbour Masters' Association that while after 1938 other services had a revision of their basic salary there was no revision of their basic salary except as regards the maximum. This is not quite correct. It appears from the Proceedings of a meeting of the Port Commissioners held on the 25th April, 1949 that all existing Officers on the time-Ocale of Rs. 800-1,500 who had not reached the maximum of the scale were granted an advance increment with effect from 1st April, 1949 without affecting the dates of their normal increments. This is Resolution No. 592 of 1949. This was subsequently modified by Resolution No. 1267 of 1949 under which the Officers were granted a minimum of two advance increments, some of them having been granted even 3 increments. Then in a meeting held on the 12th March, 1951 when there was a revision of the pay of the Assistant Harbour Masters it was decided that Officers recruited after the 1st April, 1949 and then in service should be granted two advance grade increments with effect from 1st April, 1949 or with effect from their confirmation in service whichever was later and the maximum of the scale was also raised from Rs. 1,500 to Rs. 1,750. There was thus between 1949 and 1951 an increment by two and sometimes by three advance grade increments all along the line so that the complaint of the Assistant Harbour Masters' Association that the lower rungs of the ladder did not get the benefit of the revision of 1951 is not at all correct. Some of them have got the benefit of a similar revision from 1949 onwards.

25. In this connection, it is not out of place to mention that this demand had been unsuccessfully made before the Lokur Committee and the Industrial Tribunal. At pages 400 and 401, the Second Pay Commission spoke of a weightage of 10 minutes per hour of night work with the result that six hours' night work would be equivalent to seven hours' day work. Here the question of weightage hardly arises, because as already pointed out, night fees have been incorporated in the basic pay of Assistant Harbour Master. In Bombay also, there is night work

for Pilots but they are not given any allowance for that. Having considered the question in all its aspects, I am sorry I cannot recommend the grant of a night fee to the Assistant Harbour Masters. As the Assistant Harbour Masters' demand for night fees is found untenable their suggested alternative to it, is on the face of it untenable as an alternative to night fees. Whether, however, that is tenable as an independent claim though the service does not put it forward as such, appropriately belongs to the Chapter on Turns etc. and will be dealt with in that connection.

26. The other demand of the Assistant Harbour Masters' Association as regards their emoluments is compensation to officers placed on special duty when they are deprived of special fees such as mooring and unmooring fee or overtime allowances. It is certainly true that when an officer is placed on special duty he cannot earn either any overtime allowance or any mooring or unmooring fee. As against this must be set the consideration that he is not called upon to work overtime or to take the additional responsibility of mooring and unmooring and as these payments are for special work done, the officers on special duty cannot legitimately claim any of these allowances. If officers are entitled to claim special payment for special work done the employer should on a parity of reasoning be entitled to demand that an officer when he is not doing any particular work which carries a special allowance should not be paid for the work which he is not doing although it might mean a reduction in his total emoluments. I do not think that any reduction of total emoluments of an officer on being placed on special duty, when he is deprived of the opportunity to earn special fees for special work, should be compensated by any special allowance.

Hooghly Pilot Service :

27. The demands of the Hooghly Pilot Service Association under the heading 'Pay and other allowances' are as follows :—

- (a) The pay scale of the Hooghly Pilot Service should be increased suitably and its suggestion is that it may be done either by giving two advance increments at the start and five further increments at the top of their pay scale, *i.e.* by adoption of the pay scale of Rs. 680-40-1,000-50-1,250-1,350-50-1,650 and also night fees as earned at present or by offering the service a reasonable consolidated pay scale which in any case should not be less than the present pay of the Assistant Harbour Masters inclusive of the amount earned in mooring fees.

- (b) A more equitable system of calculating overtime for the Pilots than what prevails at present should be adopted and for this purpose Pilots, whether Branch, Master or Mate should be treated on the same footing, *i.e.* the standard should be the same for Mate, Master and Branch Pilots, viz. 8 ships per month for Mate and Master Pilots and 9 ships per month for Branch Pilots.
- (c) In case of a Pilot who cannot work for the whole month on account of absence on leave, the number of ships for the purpose of overtime should be reduced.
- (d) Transport allowance should be raised to Rs. 175 per month as given to the Assistant Harbour Masters.
- (e) Messing allowance of Rs. 40 per month sanctioned from 1955 as a result of the recommendations of the Lokur Committee should be given from 1951.
- (f) The existing Sandheads mess allowance of Rs. 40/- should be increased to Rs. 60/- per month.

28. The Commissioners have not made any comments on the first three of these demands. As regards the fourth demand, namely, for the increase of the transport allowance of the Pilots to Rs. 175 per month as given to the Assistant Harbour Masters, the Commissioners say that the Pilots are away from the town for nearly a half of a month and they have necessarily to perform smaller numbers of trips ashore than the Assistant Harbour Masters, so that they are not entitled to the same transport allowance as the Assistant Harbour Masters. The Commissioners say as regards the fifth demand that messing allowance of Rs. 40/- given to them from 1955 on the recommendation of the Lokur Committee should be given from 1951, that the Assistant Harbour Masters have been in receipt of such a messing allowance from 1951, and that because of this, this was extended to the Pilots with effect from 1955. They further say that the demand of the Pilots for this being given retrospective effect from 1951 is not justifiable, because this is an expendable allowance not meant to be a source of profit. As regards the sixth demand for raising the existing Sandheads mess allowance of Rs. 40 to Rs. 60 per month, the Commissioners say that the diet allowance for the Officers of the Commissioners is Rs. 5 per day and Rs. 40 is fixed as the Sandheads mess allowance for Pilots on the basis of their spending 8 days in Pilot Vessels at the Sandheads, so that according to the Commissioners there is no justification for raising this allowance.

29. Before I proceed to deal with the actual demands of the Hooghly Pilot Service Association it is necessary to look into their general grievances out of which arise their specific demands . The first contention on behalf of the Hooghly Pilot Service Association is that prior to 1948 the Pilot Service was better paid than any other of the Marine services in the Port and that at the time when their service was transferred to the Port Commissioners with effect from the 16th of May, 1948, they were given an assurance by the then Chairman of the Port Commissioners, Shri N. M. Ayyar, that if there was a general increase in the pay and emoluments of the Marine Services, the Pilots would receive a corresponding increase in their pay. The Hooghly Pilot Service Association bases this on a letter which is said to have been sent by the Chairman to the President of the Hooghly Pilot Service Association at the time.

30. As already stated in the Chapter on the History of the Services, in the Bengal Pilot Service there were three scales of pay prevalent before the service was transferred to the Port Commissioners, viz. 'A', 'B' and 'C' scales. The Commissioners while retaining 'A' and 'B' scales changed the pay scale of those who were on the 'C' scale by raising the maximum of the 'C' scale from Rs. 1,300 to Rs. 1,400. In addition the Pilots were receiving night pilotage fees but no attempt was made by the Pilots to place before me any figure of the average earnings of the Pilots before their transfer to the Port, so that it is impossible for me to say what those average earnings of the Pilots were before their transfer. It is just possible that the basic salary of those who were on the 'A' and 'B' scales plus their receipts in the shape of night pilotage fees totalled more than the receipts of the Marine Services in the Port at the time. It is, however, doubtful whether the Pilots on the 'C' scale used to receive more than the Marine Services in the Port at the time.

31. At present there is no one in the Pilot Service on the 'A' scale, and there is only one, viz. the existing Port Pilotage Officer, Shri Daniel who is on the 'B' scale ; all the others are on the 'C' scale. The mere fact that in the past some members of the service were in receipt of higher emoluments would not entitle later entrants to the service to claim similar emoluments.

32. It is necessary now to look into the alleged assurance of the then Chairman of the Port Commissioners, Shri N.M. Ayyar. On this point the Commissioners say that they do not know of any such assurance having been given by Shri N.M. Ayyar and there is no record in the office of the Port Commissioners that he gave any such assurance. On the other hand Shri N.M. Ayyar on receipt of a photostatic copy of the document

produced before the Committee by the Association said, in 1951, that the recording of the proceedings must have been faulty as it was inconceivable that any assurance so wide and far reaching in its character could actually have been intended. It is further added in that statement of Shri Ayyar that all the discussions at the meetings, under the explicit instructions of the Government of India, were clearly exploratory and entirely on an informal and 'without prejudice' basis, so that the assurance referred to by the Association could not in itself form the basis of the demand by the Association for increased emoluments. It is further the contention of the Port Commissioners that even on the assumption that such an assurance was given by the Chairman to the Association, it could not bind the Commissioners, because under Sections 32 and 34 of the Calcutta Port Act all questions relating to the service of Class I Officers of the Port, i.e. Officers on scales of pay—the maximum of which is Rs. 1,000 or above could only be decided by the Commissioners in a meeting subject to the approval of the Central Government.

33. In order to understand the whole point it is necessary to state certain facts. On behalf of the Association the copy of a memorandum sent with a letter, of which also only a copy has been filed, has been submitted to me as part of its written statement. This memorandum is entitled "Concerning the terms and conditions upon which the Bengal Pilot Service may, upon its dissolution, be reconstituted under the Port Commissioners, Calcutta". The relevant paragraph is paragraph 4 (k). The general heading of paragraph 4 is "Terms as to pay and allowances, provident fund, etc.". Paragraph 4 (k) runs as follows :—

"Alterations in the terms and conditions of service when once settled shall not be made so as to adversely affect the then existing incumbents..... As regards increases in pay, emoluments, etc. whether generally or affecting all services or affecting a particular service under the Port Commissioners should be so effected as to leave the relative position of the Pilot Service unaffected".

Shri N.M. Ayyar is said to have enclosed a copy of the minutes of their informal discussions on the 23rd January, 1948 with a letter dated 27th January, 1948. The Association did not produce the original of this letter, and its explanation for non-production of the original is that the original was not available. This letter does not bear any number, although it appears to be an official letter from Shri N.M. Ayyar to the President of the Bengal Pilot Service Association. The copy of the informal discussions enclosed with this letter is the document relevant for our purposes. At the end of paragraph 4 of these minutes there is the following sentence :-

“Item 4 (k). This was accepted in principle”. Then there is a signature purporting to be that of Shri N.M. Ayyar. I wrote to Shri N.M. Ayyar about it and in his reply he says as follows :—

“To the best of my recollection and belief no such assurance was ever given by me to the Pilots as explained in the letter written to the Association in 1951. The record of the proceedings produced by the Pilots is at best a faulty version. The circumstances all together appear to throw very great doubts regarding their authenticity”.

34. On an examination of the minutes produced at first before me I found that on the first sheet somebody had written in one place the word ‘original’ in green ink. Then somebody else had written in a different ink ‘true copy’ ‘Sandheads’. Then these words ‘true copy’ ‘Sandheads’ were scored through. Of course the relevant clause occurs in page 2 and not on the first page. Even so as the original letter with which this document appears to have been forwarded to the President of the Association was not produced before me, these writings struck me as suspicious and I asked the acting Port Pilotage Officer who was the President of the Association at that time what it all meant. Then on behalf of the Association another copy of the first sheet was sent to me. It is impossible for me on the materials before me to say whether this document is genuine or not. But even if it be assumed that the document is perfectly genuine, it is quite clear from the document itself that these are merely minutes of an informal discussion with the representatives of the Indian members of the Bengal Pilot Service held on the 23rd of January, 1948. These informal discussions cannot be said to have given rise to any legal right in the service particularly when it is remembered that, as pointed out by the Commissioners, under Section 31 of the Calcutta Port Act it is for the Commissioners in a meeting to frame rules amongst other things for regulating the recruitment, promotion, conduct, discipline, punishment and any other matters relating to the terms and conditions of service applicable to the employees of the Commissioners or their rights and their privileges not covered by any of the other clauses of the Section. Section 32 provides that in the case of employees whose maximum monthly salary exclusive of allowances is less than Rs. 1,000, the power of appointment, promotion, etc. vests in the Chairman or the Deputy Chairman subject, of course, to the rules framed by the Commissioners under Section 31 and also to the Schedule prepared by them under Section 30, and in every other case this power vests in the Commissioners-in-meetings. It appears further from Resolution No. 1644 of a meeting of the Port Commissioners

held on the 1st of December, 1947, that the proposals made by the Government for the transfer of the Bengal Pilot Service to the Commissioners were approved generally in principle subject to a satisfactory settlement with the Government of the financial and administrative implications of the proposed transfer, and that the Chairman was authorised to carry out the necessary negotiations in the matter. It is obvious, therefore, that what the Chairman was doing was merely to negotiate the terms and conditions of the service with the representatives of the Pilot Service. Any assurance given by him could not thus have carried with it any legal implication until and unless that assurance was accepted by the Commissioners at a meeting, within whose exclusive competence the whole matter lay. That being so, even if it be supposed that Shri N.M. Ayyar did give the Association the assurance on which it bases its claim, such an assurance is far from being legally binding on the Commissioners and the Pilot Service Association can hardly base its claim on such an assurance.

35. The Association next contends that work in the Calcutta Port is far more difficult than work in other Ports, that the standard of the Pilots' examination is higher than the standard for Master Mariners' examination, that the pay scales of the other Marine Services were revised from time to time but there has been no revision of the scale of pay of Pilots fixed in 1948, that the pay of Pilots in a riverine Port where the length of pilotage is 120 miles must be higher, that the minimum qualification for joining the Pilot Service is a candidate's possession of a Second Mate's foreign-going certificate and that after a candidate with the initial qualification is recruited to the Pilot Service, he has to undergo training for four or five years before he can become a Pilot ; whereas if a person having qualified himself as a foreign-going Second Mate continues at sea he becomes a Master Mariner after three years.

36. I have already said in connection with the work of the Assistant Harbour Masters that the work of pilotage in the Calcutta Port both for Assistant Harbour Masters and for the Pilots is difficult and at times arduous but I have refrained from comparing the difficulties of their work with the difficulties of the work of Pilots in the Bombay Port because the conditions being so different in the two Ports no reasonable standard of comparison is available. All that one can say is that the work in the Port of Calcutta, particularly for Pilots and Assistant Harbour Masters is extremely difficult and requires a large amount of specialised skill, knowledge and constant alertness. That does not however mean that the Pilots or the Assistant Harbour Masters here must always earn more than their counterparts elsewhere. The question for consideration in

every case is whether the emoluments members of a particular service earn, are sufficient for the work they do.

37. Similarly a comparison of the qualifications of the Pilots and Master Mariners from whom the Assistant Harbour Masters are recruited is not very helpful. A Master Mariner is recruited as an Assistant Harbour Master normally between the ages of 27 and 30 although the upper age limit is 35 and a candidate with Second Mate's qualification is normally recruited as a Pilot at about the age of 22 or 23. They are given training in the Port for four years whereas those who come with First Class certificates from the T.S. "Dufferin" are trained in the Port for 5 years. It is thus clear that an Assistant Harbour Master when he completes his probationary period of three months in the Port and a Pilot recruited with a Second Mate's qualification or with a First Class passing out certificate from the T.S. "Dufferin" when he completes his training period in the Port would be of nearly the same age. The initial pay of a Pilot when he completes this period of training is Rs. 600/- plus other allowances plus night fees for those members of the Service who have not consolidated night fees. For those who are on the consolidated scale of pay the initial pay is Rs. 800/-.

38. It appears from the chart prepared in my office from the figures supplied by the Port Commissioners that the average earnings in night fees of a Branch Pilot, a Master Pilot and a Mate Pilot during 1957, 1958 and 1959 were Rs. 623/-, Rs. 624/- and Rs. 350/- respectively. Evidently, therefore, even those of the Pilots who have not accepted the consolidated pay and are in receipt of a lower scale of pay earn on an average more than what an Assistant Harbour Master earns as his basic salary. Of course an Assistant Harbour Master earns a special fee known as mooring fee. The average earning of an Assistant Harbour Master in the shape of mooring fees comes to Rs. 156/- a month, on the basis of the figures from April, 1954 to May, 1959. Obviously, therefore, Pilots who are in receipt of separate night fees earn more than what the Assistant Harbour Masters do and, as a matter of fact, that is a part of the grievances of the Assistant Harbour Masters. But, as the total emoluments of an Assistant Harbour Master about four months after his entry into the service amount to Rs. 1,683.91 nP. as pointed out elsewhere against Rs. 1,495.65 nP. earned by a Mate Pilot at the corresponding stage, there is little substance in their grievance. For the Pilot who has accepted the consolidated pay and those who have entered the service after the consolidation of the night fees with the pay, the basic salary is, as already stated, from Rs. 800/- to Rs. 1,750/-. In the first year of service, therefore, a Pilot on the consolidated pay would earn Rs. 1,381/- and for those who have not accepted the

consolidated night fee, the earnings would be Rs. 1,495.65 nP. in the first year of service as a Mate Pilot. The total emoluments of a Master Mariner if he becomes the Master of a ship in the tenth year of his life at sea, as already stated elsewhere, would come up to Rs. 1,477.50 nP. only about Rs. 100/- more than what a Pilot on the consolidated pay would receive in the first year of his service and about the same as a Pilot who has not accepted this consolidation of night fees would receive in the first year of his service as a Pilot. The maximum earning of a Pilot who has accepted the consolidated night fees in the 24th year of his service amounts to Rs. 2,354.00 nP. and of a Pilot who has not accepted this consolidated night fees amounts to Rs. 2,567.00 whereas the total earning of a Master Mariner who becomes Master of a ship in the tenth year of his life at sea in the 26th year of service at sea is Rs. 2,498.34 nP. which is less than what a Pilot who has not accepted the consolidated night fees earns in the 24th year of his service and about Rs. 150.00 nP. more than what a Pilot who has accepted the night pilotage fees earns. The life of a Pilot in the Port of Calcutta and the life of the Master of a ship while he is on actual duty are hardly comparable. The Pilot's work during each act of pilotage is undoubtedly arduous but he has a shore life for about a half of a month whereas the Master Mariner at sea has no shore life at all. It is, therefore, obvious that the present earnings of the Pilots compare quite favourably with the earnings of a Master Mariner who has become the Master of a ship in the tenth year of his service at sea which, as I have already pointed out, is an exception rather than the rule.

39. It appears from the Chart Appendix 'BII' that an Assistant Harbour Master earns in the first year of his service as Assistant Harbour Master Rs. 1,683.91 nP. whereas a Pilot on the consolidated scale earns, as already stated, Rs. 1,381.00 nP. and a Pilot not on the consolidated scale Rs. 1,495.65 nP. in the first year of service. It also appears from the Chart that in the 24th year of service as a Pilot a Pilot on the consolidated pay would be earning Rs. 2,354.00 nP. and one not on the consolidated scale of pay Rs. 2,567.00 nP., whereas an Assistant Harbour Master in the 26th year of service including of course service in the sea corresponding to the 17th year of service in the Port would be earning Rs. 2,538.91 nP. From these figures there seems to be a gap of about Rs. 200.00 nP. in one case and a little over Rs. 300.00 nP. in the other between the pay of the Pilots in the first year of their service as a Pilot and the pay of an Assistant Harbour Master as an Assistant Harbour Master. Towards the end this gap is completely bridged in the case of Pilots not on the consolidated scale of pay, and in the case of Pilots on the consolidated pay it is reduced from over Rs. 300/- to Rs. 200/-.

40. The question now is whether this gap between the two services is justifiable. All I can and need say is that on the facts placed before me this gap does not seem to be justifiable, and if all the emoluments of the Assistant Harbour Masters could be said to be legitimate, the Pilots could have legitimately asked for a rise in their total emoluments. But then I am inclined to think that the mooring fees paid to Assistant Harbour Masters or at any rate, the present basis of calculation of such fees is entirely wrong in principle, and so is the principle on which their overtime allowance is calculated. If the overtime allowance earned by the Assistant Harbour Masters and their mooring fees could be substantially reduced, there would be little or no difference in the total emoluments of the two services.

41. The reason why I think that mooring and unmooring fees, as calculated at present do not seem to me to be justified is that mooring and unmooring operations are really part of the routine duties of an Assistant Harbour Master. The duty of an Assistant Harbour Master does not end with the bringing of a ship inside. He is not off duty till the ship is finally moored. Similarly, he boards a ship before it is unmoored and his duty begins as soon as he boards it and takes charge. In other words, to my mind this is a part of his normal duties. There is little justification in principle for paying an Officer an extra allowance for an item of work which is part of his normal duties. Rules 25 and 59 of the Commissioners' Rules for the guidance of Assistant Harbour Masters seem to me to place this beyond controversy. The present basis of calculation of mooring and unmooring fees goes far beyond what the Lokur Committee recommended, and the recommendation of the Lokur Committee was that only where special mooring crew could not be provided by the Commissioners the Assistant Harbour Masters would be entitled to a fee for mooring and unmooring ships. If mooring and unmooring fees were calculated on that basis, it would have at least some justification, for, in the absence of specially trained crew, the mooring and unmooring of ships may be a tedious and arduous operation for which one may say a special fee should be paid to the Officers concerned. But the Assistant Harbour Masters by pressure tactics, as already pointed out, made the Commissioners and the Central Government give them mooring and unmooring fees at the rate of Rs. 20/- per act of mooring and unmooring which undoubtedly is lower than the figure at which the Lokur Committee had fixed it, namely, Rs. 25/- but irrespective of whether special mooring crew were provided by the Commissioners or not. It will be for the Commissioners to decide whether for future entrants it will be expedient to do away with this mooring and unmooring fees.

42. The matter, however, may be looked at from another point of view also. It may be said for the Assistant Harbour Masters that initially at any rate they come to the Port with qualifications higher than the qualifications of those recruited to the Pilot Service. It is true that the candidates recruited to the Pilot Service are given intensive training in the Port so as to fit them for service in the peculiar conditions of this Port. Men recruited to the Pilot Service while they might be quite competent for the work they have to handle in this Port, would hardly have a ready market for their services outside this Port. But Master Mariners recruited as Assistant Harbour Masters to this Port after they have worked for a number of years might without any great difficulty, because of their initial sea qualifications, command a market for their services even outside this Port. From this point of view it may plausibly be argued that they deserve higher emoluments than the Pilots, though, as I have pointed out, if mooring and unmooring fees which have been unjustly conceded to the Assistant Harbour Masters, are left out of account, there would be parity between the two services as regards emoluments. From this point of view, I am inclined to think that there would be no justification for raising the scale of pay of the Pilots to Rs. 680-40-1,000-50-1,250-1,350-50-1,650, as suggested by the Hooghly Pilot Service Association.

43. During the examination of the representatives of the Pilot Service Association I suggested to them that in order to bring about more harmonious relations among the different Marine Services in the Port they should be prepared to accept consolidation of their night fees at a reasonable figure and that if they did so they would remove the principal cause of heart-burning, their total emoluments were causing. The representatives of the Pilot Service Association agreed with this view and they made it clear in their memorandum as well as in their evidence but the figures suggested by them were that the night fees should be consolidated at Rs. 400/- per month for Mate Pilots and at Rs. 600/- per month for Master and Branch Pilots so that the initial salary according to them of a Mate Pilot should be Rs. 1,000/- and the maximum pay of a Branch Pilot Rs. 2,000/-. I pointed out that this was an unreasonably high figure and it would be impossible for me to recommend consolidation of the night fees at such high figures. Actually it appears that as the number of Pilots in the running list increases with the Leadsman becoming Mate Pilots and Mate Pilots becoming Master Pilots and the Master Pilots becoming Branch Pilots, the average earnings in night pilotage fees during the next 5 years are likely to go down considerably on the assumption that the volume of shipping to be handled in the Port remains at about the same figure. In 1960 the number of Branch Pilots is 6, in 1961 the number will be 7,

in 1962 and 1963 it will be 9, in 1964 it will be 8 and in 1965 it will be 13. The number of Master Pilots is expected to rise from 21 in 1960 to 24 in 1961, in 1962 to 28, in 1963 to 31, in 1964 to 33 and again in 1965 it might be reduced to 28. The number of Mate Pilots in 1960 is 15, in 1961 it will remain at the same figure, in 1962 it will go down to 10, in 1963 to 7, in 1964 to 9 and in 1965 it will be 17. The cause of this reduction is obvious because if the total earnings in pilotage fees remain at more or less a constant figure and if the number of Branch, Master and Mate Pilots on the running list increases as it is expected to do, the earnings per head will be less, the average earnings per head in 1965 coming down to Rs. 4,213.14 nP., i.e. a little more than Rs. 351 per month.

44. The Commissioners have consolidated the night fees for Branch and Master Pilots at the figure of Rs. 350/- per month and for Mate Pilots at that of Rs. 200/- per month. The Lokur Committee observed that this was a step in the right direction. From the figures referred to, I am inclined to think that this is not only a step in the right direction but in the next 5 years the average earnings per head are likely to come down to the maximum of Rs. 350/- at which night fees for Branch and Master Pilots have been consolidated. There is yet another point of view from which the matter may be looked at. Navigation of the River Hooghly at night has been rendered possible only because the Commissioners have provided lights, etc. in the river. The initial outlay and the cost of maintenance of these lights are considerable. A substantial part of the night pilotage fees therefore can legitimately be earmarked for meeting at least the interest on the initial outlay and the recurring cost of their maintenance. But as things are, the whole of the night pilotage fees is being paid to the Pilots so that nothing is left to the Commissioners to meet the interest on the initial outlay and the recurring cost of the maintenance of the river lighting. It is probably true that the Commissioners in fixing the river dues take into account at least to some extent the capital cost involved in the provision of lights etc. with necessary provisions for a sinking fund for it and also the recurring cost for their maintenance. Even so, the financial position of the Port which I shall have occasion to refer to later is such that even a slight augmentation of its general revenue from all possible sources without raising river dues any further would be welcome to it. On these grounds, I do not think that I shall be justified in recommending the consolidation of the night fees at a higher figure. If the present position is allowed to continue, then by about 1965, provided the volume of shipping remains constant the figure may reasonably be expected to come down to the figure at which the Commissioners have consolidated the night pilotage fees into the structure of the basic salary.

45. As the question whether the present system of calculating overtime for the Pilots should be replaced by a more equitable system involves a question of what should be the normal standard of work for a Pilot of each grade, it may conveniently be dealt with in the chapter dealing with the question of turns etc.

46. The third demand, namely that whenever a Pilot cannot work for the whole month on account of absence on leave, the number of ships for the purpose of overtime should be reduced seems to be nothing short of fantastic, for such a claim means that whatever the amount of work done by a Pilot, the rule should be so framed as to enable him to earn an overtime allowance. To me the whole thing seems to be absurd on the face of it for unless an officer does the prescribed amount of work whatever may be the reason for his not doing it, he cannot in justice claim anything in the shape of an overtime allowance and the payment of any such allowance to him even when he does not do the requisite amount of work will not only set up a bad precedent but to call it an overtime allowance would be totally misleading.

47. The claim of the Pilot Service that the transport allowance should be raised to Rs. 175/- per month like that of the Assistant Harbour Masters seems to me to be untenable because the Pilots spend about a half of every month away from the station and even when they are in Port, they have not got to do as much travelling on duty as the Assistant Harbour Masters. There is thus no reason why the transport allowance should be raised to what the Assistant Harbour Masters are being allowed at present.

48. As regards the fifth demand that the messing allowance of Rs. 40/- per month sanctioned from 1955 as a result of the recommendations of the Lokur Committee should be given from 1951 on the ground that the Assistant Harbour Masters are drawing this allowance from 1951, I need only say that if the Lokur Committee extended to the Pilots a privilege enjoyed by the Assistant Harbour Masters from 1951 without giving this extension any retrospective operation, it is probably because to give retrospective operation to such a thing means compensating them for expenditure incurred by them in the past for their own food and on principle it seems to me to be unsound.

49. The next and the last claim of the Pilots under this head is that the existing Sandheads mess allowance of Rs. 40/- should be raised to Rs. 60/- per month. This allowance of Rs. 40/- is said to have been calculated on the basis of 8 days at the Sandheads on an average at the

rate of Rs. 5/- per day. The increased claim is sought to be justified on the ground that the cost of messing has gone up. Since the Commissioners provide on the Pilot Vessels not merely cooks and other servants for running the mess but also necessary crockery and cutlery the existing mess allowance based on Rs. 5/- per day does not seem to be inadequate specially when the Shipping Companies pay victualling allowance to their Officers at more or less the same rate.

Dredger and Despatch Service

50. The demands of the Dredger and Despatch Service under the head "Pay and emoluments" are as follows :—

- (a) Mooring fees as paid to the Assistant Harbour Masters at the rate of Rs. 20/- for each act of mooring and unmooring should also be paid to Commanders, Chief Officers and Second Officers of Dredger and Despatch vessels whenever they have to moor and unmoor the vessels, that is, whenever any Assistant Harbour Master is not employed on these vessels for mooring and unmooring.
- (b) The existing mess allowance of Rs. 5/- per diem should be increased to Rs. 6/- per diem in view of the increased cost of living.
- (c) The Chief Officers taking command of Tugs are to be paid a compensation at the rate of $7\frac{1}{2}\%$ of the basic pay for the discomfort and hardship they have to undergo on these vessels.
- (d) Work in excess of the norm suggested by the Service, namely, 18 days on the river in one Calendar month for officers in Dredgers and 15 days on the river in a month for officers in Despatch Vessels, should be compensated by extra payment at the rate of $7\frac{1}{2}\%$ per cent of the Officers' basic salary.
- (e) The day of sailing from the Port and the day of return to the Port should be counted as two additional days on the river.

51. As regards the first claim of the Dredger and Despatch Service, namely that mooring fees should be paid to them at the same rate as the Assistant Harbour Masters whenever they have to moor and unmoor their own vessels, it has to be confessed that the introduction of this special fee to the Assistant Harbour Masters has been a cause of resentment in the Pilot Service as well as in the Dredger and Despatch Service. The comment of the Commissioners on this point is that Assistant Harbour Masters are paid a mooring/unmooring fee whenever they are specially placed on Dredger or Despatch Vessels for mooring or unmooring. Com-

mander Pinches of the Dredger and Despatch Service gave me impression that his Service would not have asked for such fees if they had not been paid to the Assistant Harbour Masters. I fully appreciate his frankness on the point. He also says that all members of the crew on Dredgers are specially trained for mooring and unmooring Dredgers so that it is not difficult for Commanders or Chief Officers of Dredgers to moor and unmoor their vessels. The same remark holds good of Despatch Vessels. It is thus quite obvious that if mooring and unmooring fees had not been paid to the Assistant Harbour Masters, there would have been no such claim from the Dredger and Despatch Service. I have already said while examining the Pilot's claim on the point that mooring and unmooring fees particularly as calculated at present for the Assistant Harbour Masters, seem to me to be totally unjustified, and I have also suggested that the Commissioners might consider the question of withdrawal of such fees from future entrants to the service. I am definitely of opinion that such fees, as calculated at present, are not justified. I cannot recommend the extension of an unjustified privilege to other services though I can fully appreciate the sentiments of the services to which such a privilege is being denied. I hope these services will realise that it is not at all desirable to extend the area of application of any arrangement which is not fair or justifiable in itself.

52. The next claim of the Service is that the existing mess allowance of Rs. 5/- per diem should be increased to Rs. 6/- per diem, in view of the increased cost of living. The Commissioners say that they provide cooks and other servants for running the mess and they also provide the necessary crockery and cutlery and free fuel. The Officers in the Merchant Navy are given free food by the companies. When they go on leave, they are paid a victualling allowance at the rate of Rs. 5/- in the Indian Steamship Co. Ltd. and Rs. 5.50 nP. in the Scindia and Eastern Shipping Corporation. It is, therefore, clear that the Commissioners' rate of allowance is more or less the same as in the Merchant Navy. In view of this consideration and also of the fact that the Commissioners provide cooks and servants and other facilities, the present rate of Rs. 5/- per diem does not appear to me to be unreasonable.

53. The next demand of the Dredger and Despatch Service is that the Chief Officers taking command of Tugs should be paid compensation at the rate of $7\frac{1}{2}\%$ of the basic pay for the discomfort and hardship they have to undergo in these vessels. The comment of the Commissioners on this demand is that the Port Tugs are used only in emergencies as additional salvage vessels when the two Despatch Vessels meant for this purpose are not available and when Tugs are used, they are placed in charge

of officers of the Dredger and Despatch Service and this accounts for two more posts of Commanders which would not otherwise have been necessary. It is, however, admitted that the living accommodation on the Tugs is not of the same standard as on a Dredger or a Despatch Vessel, because no officer is ordinarily posted on these Tugs except in case of emergencies. The Commissioners should see that normally these Tugs are commanded only by these two Commanders. When, however, it becomes impossible, Chief Officers may have to be placed on duty but as stated by Shri Mital in his evidence, the Chief Officer taking temporary command of a Tug for a salvage operation receives a certain amount of training which is likely to prove beneficial to him during his command examinations. The stay in any event on Tugs of such Officers being of short duration, I do not think I shall be justified in recommending any compensation to Chief Officers taking command of Tugs for the mere discomfort and hardship they have to undergo in these vessels. Such discomfort and hardship are an inevitable part of their normal duties and they are not such as one is justified in making so much of. The other claim relating to extra payment at the rate of 7½% of the officer's basic salary for work beyond the suggested norm of the service may conveniently be dealt with in the Chapter on turns, etc.

Lighting Officer

54. The Lighting Officer, Shri D. P. Chowdhury, also submitted a written statement as part of the memorandum of the Dredger and Despatch Service claiming that his scale of pay should be raised to Rs. 800-50-1,400 from Rs. 750-50-950. In other words, the scale he demands is the scale when his predecessor Shri W. J. B. Coombe was the Lighting Officer. On behalf of the Commissioners the representation of the Lighting Officer has been forwarded to me along with the case of the Assistant Conservators for consideration with a statement of the relevant facts, but without any comment on his claim, and the statements before me of Shri B. L. Mital, Assistant Conservator (1), Commander C. J. Mohan, Deputy Conservator, and the Chairman, Shri K. Mitter, were generally sympathetic towards his demand. The relevant facts as far as this officer is concerned are as follows :

55. In the Commissioners' Establishment Schedule for the year 1959-60 the Lighting Officer is included in the staff for Despatch Vessel "Nadia". This is also the evidence of Commander G.R.I. Pinches, who is now attached to Dredger "Jalangi", but who was at one time in charge of the Despatch Vessel 'Nadia'. There is, therefore, no doubt that Shri Chowdhury, the Lighting Officer, is a part of the Dredger and Despatch

Service though his duties are of an entirely different nature from those of the officers of the Dredger and Despatch Service. As he belongs to the staff of the Despatch Vessel 'Nadia' he may quite legitimately be treated as a member of that service for the purposes of the work of the Committee. His case, therefore, does seem to me to come within the Committee's terms of reference.

56. Other relevant facts about him are that in January, 1939, for the first time a new post of Gas Engineer on Rs. 700-50-1,200 plus a mess allowance of Rs. 75 per month was created for the supervision of the work of repairing, charging and general attendance to the Port Commissioners' lighted buoys, and Shri W.J.B. Coombe was appointed to the post. In April, 1939, the designation of the post of Gas Engineer was altered to Lighting Officer and in 1949 the scale of pay of the Lighting Officer was revised to Rs. 800-50-1,400. The present Lighting Officer Shri D. P. Chowdhury was appointed as a Chargeman in the Commissioners' Workshop in the scale of Rs. 100-250 in July, 1944. In 1945 when it was decided to enlarge the Lighting Section by the appointment of an Assistant Lighting Officer, Shri Chowdhury was appointed Probationary Assistant Lighting Officer for three months in the scale of Rs. 145-15-250. In December, 1945, the scale of the post was revised to Rs. 180-20-500 plus the usual mess allowance and Shri Chowdhury was adjusted in this scale. In 1946 during the absence of Shri Coombe, Shri Chowdhury acted as Lighting Officer for a period of 6 months on a fixed pay of Rs. 400 per month. In 1947 Shri Chowdhury tendered his resignation as Assistant Lighting Officer and in the same year was re-appointed as a Shift Engineer in the Chief Mechanical Engineer's Department on Rs. 145 per month in the scale of Rs. 145-15-250. In March 1948 the scale of pay of the Assistant Lighting Officer, which had been lying vacant, was revised to Rs. 300-20-500 and Shri Chowdhury was appointed once again as Assistant Lighting Officer on one year's probation. Later in 1948 a post of Deputy Lighting Officer in the scale of Rs. 500-50-900 was created. Shri D. P. Chowdhury, Assistant Lighting Officer was appointed as Deputy Lighting Officer in February 1951 on the incumbent of the post having resigned. In 1953 Shri Coombe, the Lighting Officer, proceeded on leave preparatory to retirement and Shri Chowdhury was appointed Lighting Officer, but the post was down-graded to Rs. 750-50-950 plus a mess-cum-transport allowance of Rs. 50 per month. The post of Deputy Lighting Officer was also abolished but in its place an additional post of Assistant Lighting Officer was created. In 1955 Shri Chowdhury was deputed by the Commissioners to the United Kingdom and the continent of Europe for higher training in Lighting Equipment service, as the

lighting equipment on the river had been modernised. At the time of his deputation he had to give an undertaking to serve the Commissioners for at least 5 years on his return from abroad. He returned in December 1955. This period of five years is due to expire in December, 1960.

57. Shri Mital says that it is essential for the Commissioners who are the Light House authority for the Port of Calcutta to have an efficient person to carry out the work of the Lighting Officer and the person next to Shri Chowdhury is not yet either as experienced or as efficient as he is. Shri Mital further states that in the Government the pay for the Lighting Officer's post is much higher, viz. Rs. 800—1,400 and Shri Chowdhury is only asking for that scale. Shri Mital further admits that the Government Light House authority wants Shri Chowdhury to go over there and he is the only man who can take over the post, and that the Port Commissioners have refused him permission so many times and that is what the service is worried about, for if this officer goes away the Light House efficiency would also go. Commander Mohan in his statement before me admits the correctness of the statement that the Lighting service forms an integral part of the Marine Service. As to Shri Chowdhury, Commander Mohan has no hesitation in saying that he is an excellent officer and is worth much more than his present scale of pay and for that reason he recommended an enhancement of his scale but unfortunately that has not materialised. He further says that Shri Chowdhury does carry a lot of responsibility and he has got technical knowledge for which, according to him, he does merit an advancement and he also says that he has a very fair chance of being selected by the Government of India to the post of Superintendent of Workshops Department of Light House and Light Ships, for which he sought the Port Commissioners' permission to apply but permission was withheld from him. The Director-General of Light Houses, however, on receipt of an advance copy of his application not sent through the usual channel wired to him. Probably therefore, Commander Mohan is quite correct when he says that he had a fair chance of being selected if allowed to apply for the post, but as he was not allowed by the Commissioners as the period of the undertaking to serve the Port for at least five years has not yet expired, Shri Chowdhury could not be considered for the post. It is further clear that he has already reached the maximum of his present scale and he has yet about 17 years more of service in the Port. He has therefore nothing more to look forward to in the way of prospects in the service. From this point of view there is no doubt that here is an officer who rightly deserves an increase of his present emoluments. He has of course asked for a scale of Rs. 800-50-1,400. The post he wanted

to apply for but was not allowed to do so at present is on a scale of Rs. 800—1,300 subject to revision. I could not, however, find anything in the Second Pay Commission's report about the scale of pay of the Superintendent of Workshops, Department of Light Houses and Light Ships. A printed copy of the advertisement was, however, shown to me by Shri Chowdhury. This indicated that the present scale of pay of the post is Rs. 800—1,300. The officer from his service record and from his qualifications would seem to me to deserve at least this scale. I, therefore, recommend for the Lighting Officer Shri Chowdhury a scale of Rs. 750-50-1,300, plus the allowances he is already entitled to under the rules of the Port Commissioners.

Assistant River Surveyors

58. The first demand of the Assistant River Surveyors under the heading 'emoluments' is that the pay of the service and other allowances should be on a par with those of other Marine Services, and they have in Appendix 'C' to their statement shown by means of graphs how their scale of pay compares with the scales of pay of the other services at different stages. The Assistant River Surveyors are recruited from amongst the cadets with First Class passing out certificates from the training ship "Dufferin". The Commissioners in their comment point out first that the scale of pay of Assistant River Surveyors was all along lower than that of Assistant Harbour Masters and that till 1951, than that of the Hooghly Pilot Service, secondly that the scales of pay of the different marine services were not fixed on any scientific basis and thirdly that the scales underwent changes according to the peculiar conditions prevailing in the respective services. Pilots also are recruited partly from amongst cadets of similar qualifications and partly also from amongst candidates with Foreign-going Second Mate's Certificate. The Assistant River Surveyors also after their recruitment by the Port are given an intensive training like those recruited to the Pilot Service and the period of their training is five years like the period of training of those who are recruited from the cadets with First Class passing out certificate from the training ship "Dufferin". There is thus a similarity between the initial qualifications of some of those recruited to the Pilot Service and those of candidates recruited to the River Survey Service. If, therefore, they can with some show of reason, however weak, expect parity with any of the Marine Services, it is only the Hooghly Pilot Service. Although the initial qualifications of some members of the Pilot Service and of the Assistant River Surveyors Service are the same, the work of the Pilots is much more arduous than that of the Assistant River Surveyors for whom there is practically no night work at all and for whom there is nothing like conti-

nuous work for 12 to 36 hours as in the case of the Pilots. It is true that men who are recruited to the Assistant River Surveyors' Service as they have the same initial qualifications as those recruited to the Pilot Service, might be recruited to the latter service. But after all, it is a question of luck whether a particular candidate gets into the one or the other service. The mere fact that of two men with the same initial qualifications, one gets into a service with higher emoluments and the other gets into a service with lower emoluments should not entitle the latter to claim the same emoluments as the other. Similarly, it serves no useful purpose for a man who has followed a certain course and entered a particular service to compare his own lot with that of others who have followed a different course and entered a different service—a course he also might have followed but did not and a service which he might have entered if he had followed the other man's course and if he shared his luck ; nor does it entitle one to say that the terms and conditions of service for both must be similar. I am in the circumstances unable to agree with the view of the Assistant River Surveyors that because the work they do is of primary importance for the maintenance of the Port, they should be placed on the same footing with the other Marine Services irrespective of the differences in the nature of their work, and in the degrees of physical and mental strain they involve, the nature of the initial qualifications for entry into these services and in the availability of candidates for recruitment thereto. The Assistant River Surveyors have also tried to impress on me the fact that they do navigation of ships also. Without minimising the importance of their work or casting any doubt on their ability to pilot ships, I must point out that the vessels they navigate are very small compared to the ships the Pilots and the Assistant Harbour Masters handle or the dredgers which the Commanders and the Chief Officers have to navigate. Consequently their work of navigation cannot possibly be as difficult or complicated as it is in the case of others with whom they compare themselves. Moreover, it is a part of their duty, necessary training in this respect having been given to them by the Commissioners.

59. In view of the substantial difference in the nature of the work of the Pilots and the work of the Assistant River Surveyors, I think it is only fair that there should be a certain amount of difference between the emoluments of the Assistant River Surveyors and those of the Pilot Service. The question, however, always is whether the existing difference is just and fair. As it appears from the Appendix 'D' when a recruit to the Assistant River Surveyors service, after completion of his training, becomes an Assistant River Surveyor, his emoluments in the first year of his service as an Assistant River Surveyor are Rs. 998/- per month ex-

cluding house rent allowance at 10 per cent. When he reaches the maximum of his salary, his total emoluments are Rs. 2,040/- per month. The emoluments of a Pilot after he has completed the period of training, in the first year of his service as a Mate Pilot on the consolidated scale of pay are Rs. 1,222/- per month excluding his house rent allowance and his overtime allowance. The difference, therefore, between the emoluments of an Assistant River Surveyor in the first year of his service and those of a Pilot in the First year of his service as Pilot is Rs. 224/- per month. When a Pilot on the consolidated scale of pay reaches the maximum, his total emoluments come to Rs. 2,105/- per month excluding house rent allowance and overtime, whereas as I have already stated, the emoluments of an Assistant River Surveyor, when he reaches the maximum of his scale, are Rs. 2,040/- per month, that is, a Pilot on a consolidated scale of pay earns only Rs. 65/- more than an Assistant River Surveyor. Of course, if his overtime is included, the gap would be somewhat wider. The average monthly overtime earnings of a Pilot during the three years 1957, 1958 and 1959 are only Rs. 74/- so that if this overtime be added to the differences, the difference in the first year of service would come to Rs. 298/- and the difference, when an Assistant River Surveyor and a Pilot reach the maximum of their scales, would be Rs. 139/- only. The difference, however, between the emoluments of an Assistant River Surveyor and those of a Pilot not on the consolidated scale of pay would be higher because the night pilotage fees of the latter are at present higher than the figure at which they were consolidated with the basic pay. In view of the fact that Assistant River Surveyors, although their emoluments in the first year of service and generally in the initial stages are lower by about Rs. 298/- than the emoluments of the Pilots on the consolidated scale of pay in the corresponding stages of their service, can look forward to prospects of promotion as Commanders when they earn a command pay of Rs. 200/- and that there are seven posts of Commander already in existence as against only two in the Pilot Service. I think one may reasonably say that the existing difference between the emoluments of an Assistant River Surveyor and those of a Pilot are not unjustified so that any increase will not be justified in the existing scale of pay and emoluments of the Assistant River Surveyors on the ground that the Pilots who have the same initial qualifications as the Assistant River Surveyors are in receipt of larger emoluments.

60. The next demand of the Assistant River Surveyors is that an Assistant River Surveyor in command of a survey vessel should be paid a command allowance of Rs. 250/- per month instead of Rs. 200/- as at present on the ground that the responsibility of command is great and

heavy. The Commissioners' comment is that the command pay for Commanders of Dredger and Despatch Service vessels is Rs. 200/- only per month. This demand is obviously a fantastic one. The duties of the Commander of a survey vessel are certainly not more onerous than those of the Commander of a Dredger or Despatch Vessel, because survey vessels are all smaller than Suction Dredgers and Despatch Vessels. On the other hand, a strict comparison of the duties and responsibilities of Commanders of Dredger and Despatch Vessels and those of Commanders of survey vessels is hardly likely to be favourable to the Assistant River Surveyors. I do not, therefore, see any justification for a higher command pay for the Commanders of survey vessels.

61. The next demand of the Assistant River Surveyors is that the Assistant River Surveyor in charge of a survey party on board a Dredger should be paid a charge allowance of Rs. 150/- per month in view of the greater responsibilities that they shoulder. The Commissioners in their comments say that the Assistant River Surveyors in charge of survey parties attached to Dredgers do not receive any additional remuneration and that the responsibilities of these officers are greater than those of Assistant River Surveyors who act as Chief Officers of survey vessels. It appears that Assistant River Surveyors acting as Chief Officers of survey vessels are allowed a conveyance allowance of Rs. 100/- per month. As the duties of Assistant River Surveyors in charge of survey parties in Dredgers are greater than those of Assistant River Surveyors who act as Chief Officers, it seems to me to be quite fair that they should be allowed a charge allowance of Rs. 100/- per month.

62. The fourth demand of the Assistant River Surveyors is that the command pay should be counted for the purpose of calculating "Away from Base" allowance which is payable at the rate of Rs. 3.50 nP. per day for those who are drawing less than Rs. 1,000/- per month and at the rate of Rs. 5/- per day for those who are drawing more than Rs. 1,000/- per month as basic pay. The Commissioners say that command pay is treated as pay for all purposes other than the 'Away from Base' allowance, the reason for this being that the Lokur Committee used the expression 'Basic pay' instead of pay. This 'Away from Base' allowance was introduced on the recommendation of the Lokur Committee. This recommendation is as follows : "We also recommend the grant of a special 'Away from Base' allowance at the rate of Rs. 5/- per day for those who draw a basic pay of Rs. 1,000/- or more per month and Rs. 3/8/- per day for those who draw a basic pay below Rs. 1,000/- per month for the days on which they are away from their base at Calcutta." If command pay is treated

as pay for all purposes, there is hardly any reason why it should not be treated as pay for the purpose of calculating the 'Away from Base' allowance also. To this extent, if the expression 'basic pay' in the report of the Lokur Committee means only the pay on the scale of pay permissible to a particular service, it should, in my opinion, be amended to include 'Command pay'. Although no other service which is entitled to an 'Away from Base' allowance has claimed command pay as part of the pay for the purpose of calculating this allowance, I think it is only fair that the Lokur Committee's recommendation should be amended in the same way for all the services for which such an allowance was recommended by it, or, in other words, for each of such services for the expression 'basic pay' used in the Lokur Committee's report should be read 'pay including Command pay'.

63. The fifth demand of the Association is that each officer of the service should be granted a conveyance allowance at the rate of Rs. 120/- per month if he is not in possession of a car and at the rate of Rs. 175/- per month if he is in possession of a car, *i.e.* at the same rate as an Assistant Harbour Master and the car allowance of the River Surveyor should be revised to Rs. 200/- from Rs. 150/-, *i.e.* at the same rate as the Harbour Master. The Commissioners in their comments say that out of a total strength of 36 in the service, as many as 19 Assistant River Surveyors are eligible for the conveyance allowance of Rs. 100/- per month as Commanders, Officers-in-Charge and Chief Officers. They also say that the Commanders and the Chief Officers of survey vessels or survey parties have to visit stores, workshops or the Head Office in connection with official duties while in town and occasionally Second Officers also have to visit stores or workshops and that since conveyance allowance is paid to the Commanders and the Chief Officers of each survey vessel or party, these two senior officers should ordinarily undertake all journeys. On behalf of the Association this demand was sought to be justified on the ground that all officers have to undertake official journeys to the stores, workshops and the Head Office. I do not understand why it is necessary for all officers to undertake journeys to the stores, workshops and the Head Office. These journeys should always be undertaken by the officers to whom a conveyance allowance is payable. If on rare occasions any other officer has to be deputed, the cost of conveyance cannot obviously be such as will justify this Committee in recommending a general conveyance allowance for all the officers of the service, for on such occasions the individual officers may easily be compensated for the cost of the journeys on certificates from their respective Commanders as to the necessity of the individual officer to undertake the trip and as

to the actual cost of such journeys. The question as to whether the car allowance of the River Surveyor should be raised to Rs. 200/- per month is one that can conveniently be dealt with while dealing with Administrative Officers.

64. The sixth demand of the Association is that mooring fees should be paid to the officers attached to survey vessels for mooring and unmooring operations done by them as are given to the Assistant Harbour Masters. The Commissioners in their comments say that of the three survey vessels two are virtually launches and the other one is bigger but the mooring and unmooring of these vessels does not involve extra skill or hardship and that these vessels have trained permanent crew. This demand does not seem to me to be at all justified because in the first place, as already pointed out by me, payment of mooring and unmooring fees to Assistant Harbour Masters, whether or not special mooring crew are available, is unjustified and secondly, the survey vessels are much smaller than the vessels which Assistant Harbour Masters are required to moor and unmoor so that there is no comparison whatsoever between the nature of the mooring and unmooring operations undertaken by Assistant Harbour Masters and that of the mooring and unmooring operations done by Assistant River Surveyors.

65. The seventh claim of the Assistant River Surveyors is that they should be paid overtime allowance with effect from 1955 and compensation for loss of weekly days off with effect from 1956 for an increase of their work-load on account of the shortage in the cadre. This is a demand which may conveniently and properly be dealt with in Chapter VII dealing with the question of desirability of adoption of an interim scheme of remuneration for abnormal work due to shortages in cadres. Similarly, their demand for increase of house rent allowance to 25 per cent and suitable monetary compensation for loss of weekly off days during the past years may be taken up in Chapter IX dealing with miscellaneous demands. Their last demand under the head 'emoluments', namely, that the existing mess allowance of Rs. 5/- per day is not sufficient and should be raised to Rs. 7/- per day does not seem to be justified on the grounds already assigned by me in dealing with similar demands of some of the other services.

Marine Engineers, Class I

66. The first demand of the First Class Marine Engineers' Association is that the pay scale of the Engineer Officers with First Class B.O.T. certificates should be raised to Rs. 800—50—1,650 so as to be on the same level with the pay of the Chief Officers with Master's certificates, the

Chief Engineer being paid a charge pay of Rs. 200/- per month and that two advance grade increments should be given to all officers with First Class Marine Engineer's certificates as was granted to Assistant Harbour Masters and the officers of the Dredger and Despatch Service. In this connection the Commissioners in their comments have drawn my attention to the Report of the Special Committee of the Commissioners on the grievances of Class I Marine Engineers and also to the Proceedings of the meeting of the Commissioners held on the 22nd of January, 1958, for a consideration of that Report. The recommendations in the Report are that the pay of Chief Engineers should be raised from the existing scale of Rs. 700-50-1,250 plus a special pay of Rs. 200/- per mensem to Rs. 800-50-1,500 plus a special pay of Rs. 200/- per mensem for Chief Engineers as at present and that the pay of the Second Engineers should be raised from the scale of Rs. 700-50-1,250 to Rs. 800-1,300. The Third Engineers with certificates were on the scale of Rs. 400-20-500 and those without certificates were on the scale of Rs. 300-10-350 ; the Fourth Engineers with certificates were on the scale of Rs. 325-15-400 and those without certificates on a scale of Rs. 230-10-280 ; the Fifth Engineers with certificates were on the scale of Rs. 230-10-280 and those without certificates were on the scale of Rs. 200-5-230 ; and Engineers-in-charge of Class II vessels were on the scale of Rs. 420-40-700 plus a special pay of Rs. 100/- per month. For all these grades of Class II Engineers the Committee suggested a standard scale of Rs. 250-10-310-15-400-20-500/E.B.-40-740. The Committee proposed the possession of a recognised certificate as an essential prerequisite to the crossing of the efficiency bar and they further suggested that officers possessing a recognised certificate at the time of appointment and those who obtained such a certificate in course of their service should be granted three advance grade increments. The Committee also proposed the continuance of the grant of special pay of Rs. 100/- per mensem to Engineers-in-charge of Class II vessels. The Committee also suggested the grant of an advance grade increment to:—

- (a) Class I Marine Engineers whose pay was Rs. 800/- per month or over before their adjustment in the revised scale, they being allowed to retain their original dates of increment ;
- (b) Officers possessing Second Class or Inland Engineer's certificates who were already on the scale of pay of Rs. 420-40-700 ; and
- (c) Certificated Third Engineers who were then on the scale of pay of Rs. 400-20-500.

67. They also made certain other recommendations about other matters. The Chairman in a note agreed to all the recommendations of the Special Committee except the revision of the scale of pay of Class I Marine Engineers other than the Chief Engineers, to Rs. 800-50-1,300 and the proposal of the Committee for the grant of a conveyance allowance of Rs. 60/- per month to the Second Engineers of Class I vessels and Engineers-in-charge of Class II vessels. The Chairman said that the Committee's ground for recommending a higher scale of pay was the need for reducing the disparity in pay between the Navigating Officers and the Marine Engineers and it was for the purpose of narrowing down this gap that the Commissioners had in 1949 raised the scale of the Marine Engineers to Rs. 700-50-1,250 and according to the Chairman no further upgrading was called for at that time. The Commissioners accepted the recommendations of the Special Committee subject to the modifications proposed by the Chairman and on that basis recommendations have been made by the Commissioners to the Government. The Special Committee and the Chairman appeared to have gone into the matter very minutely. They compared the scales of pay of Marine Engineers and Navigating Officers in the Merchant Navy with the scales of pay of the First Class Marine Engineers and the scales of pay of Marine Engineers in the Bombay Port and they also subjected the demands of the First Class Marine Engineers to various other considerations and came to the conclusion that the pay of the Chief Engineers should be raised from Rs. 700-50-1,250 plus a special pay of Rs. 200/- per month to Rs. 700-50-1,500 with a special pay of Rs. 200/- per month and that the pay of the Second Engineers should be Rs. 700-50-1,250 as fixed in 1949. As the strength of Chief Engineers is 13 and that of the Second Engineers, Class I, 23, a Second Engineer is always likely to be in due course a Chief Engineer, so that the scale of pay of First Class Marine Engineers on this basis may be taken to be Rs. 700-50-1,500 and if that be so, there is really no difference between the scale proposed by the Special Committee and that proposed by the Chairman and accepted by the Commissioners except in appearance. In saying this I have taken into consideration the scales of pay of comparable officers in the Merchant Marine, which do not appear to have changed since the Special Committee's Report and I refrain from mentioning those scales here on this ground. I see no reason to disagree with the decision of the Commissioners. The proposals seem to me to be quite reasonable. Of course the demand on behalf of the Class I Marine Engineers' Association is that the grade should be raised to Rs. 1,650/- per month and that there should be two advance grade increments. The maximum proposed by the Commissioners is Rs. 1,500/- for Chief Engineers and in place of two advance grade

increments asked for by the Association the Commissioners recommended one advance grade increment only. Of course, two advance grade increments were granted to Assistant Harbour Masters and to the Dredger and Despatch Service. It appears, however, that Assistant Harbour Masters were granted two advance grade increments on the 1st of April, 1949, on the ground that their work at night at the time bore a heavy ratio to the total work during any month and each job then took a much longer time with the result that the periods of rest between the two jobs were much shorter and that the conditions under which they were then required to work justified some improvements in their existing emoluments. For the Dredger and Despatch Service the Lokur Committee recommended two advance grade increments because they found the Service less attractive than the other Calcutta Port Marine Services and actually short of Chief Officers and in order to attract suitable candidates they suggested two advance grade increments for the new entrants. The same conditions as led the Commissioners and the Lokur Committee to suggest two advance grade increments for the Assistant Harbour Masters and the Dredger and Despatch Service respectively do not exist in the case of the First Class Marine Engineers and I am, therefore, inclined to think that the recommendations of the Commissioners, as already stated, are quite reasonable and should be sufficient to meet the legitimate grievances of the Association. I would also recommend that these recommendations of the Commissioners be given effect to from the date on which they were made by them.

68. The next demand of the Association is that Second Engineers should be given a transport allowance on the same scale as in other services. The Commissioners do not say anything in their comments on this demand. It appears, however, from the Report of the Special Committee and the Report of the Proceedings of the Port Commissioners' meeting on the 22nd of January, 1958, to which reference has been already made, that the Special Committee recommended a conveyance allowance of Rs. 60/- per month for Second Engineers of Class I vessels and Engineers-in-charge of Class II vessels. The Chairman pointed out that Engineers-in-charge of Class II vessels 'Active', 'Champa' and 'Chameli' were already in receipt of conveyance allowance of Rs. 50/- per month. In view of it and also taking into consideration the conveyance allowance paid to the Marine Engineers in the Bombay Port, he recommended a conveyance allowance at the rate of Rs. 50/- per month to Second Engineers of Class I vessels and Engineers-in-charge of Class II vessels. The Commissioners accepted the Chairman's proposal and recommended the same rate of conveyance allowance to the Central

Government. The only reason assigned for this demand is that the Second Engineers have very often to go to workshops to see to the repairs of machinery and also to visit Stores for collection of stores. I am told that the Government has already sanctioned this conveyance allowance at the rate of Rs. 50/- per month for Second Engineers of Class I vessels and Engineers-in-charge of Class II vessels. I am inclined to think that conveyance allowance of Rs. 50/- per month will be sufficient for the purpose.

69. The next demand of the Association is that Second Engineers doing the duties of the Chief Engineers in casual or short leave vacancies should be paid the pay of the Chief Engineer. The Commissioners say that the matter was considered by the Special Committee which could not recommend it, the ordinary practice obtaining in the Port being that no officiating allowance is paid when the officiating period is less than a month. The Special Committee while considering the question whether or not four posts of supernumerary Chief Engineers should be created, observed that it was not the practice in Government service to make any officiating arrangement in casual and short leave vacancies, the officer immediately below normally carrying out the duties of the higher post without any additional emoluments being paid to him and that this served as a training and preparation for the higher post. The practice in the Port Commissioners also corresponds to that obtaining in Government offices and there is no reason why that should be departed from when it appears to have been working well. There is thus no justification for this demand.

70. The next demand of the Association is that the messing facilities should be extended to Marine Engineers including those attached to the Port Dredging Units, its case being that the practice adopted in other Marine Sections is to provide messing allowance to officers continuously whether they are attached to vessels or not, and even when they avail themselves of casual or special compensatory leave though no mess allowance is permissible during the period of earned or privilege leave or leave on no pay. The Commissioners in their comments say that a mess allowance is granted to Engine Room officers as well as navigating officers attached to vessels which go down the river and that the Engineers who work in Port Dredgers being shore-based staff and having fixed hours of work and Relieving Marine Engineers who assist in supervising and repairing the Commissioners' vessels in the workshop do not receive any mess allowance, nor is there any justification for giving them any. They further point out that this matter was gone into by the Special Committee which recommended that the Relieving Engineers who have to remain

or duty for more than 12 hours should be granted a mess allowance of Rs. 5/- per day and this recommendation was accepted by the Commissioners and has since been implemented. Another relevant consideration in this connection is that the crew of Port Dredgers which work in the Docks and the Lock entrances also are not given free messing although the crew of vessels which go down the river are given free messing. On behalf of the Association it was contended that Engineers attached to Port Dredging have to attend their work at odd hours and they find it impossible to carry their food with them and it sometimes happens that they work at a place where it is not possible for them to get their food from home and sometimes the man who carries their food cannot reach them. It was also stated that the Lascars who are paid .50 nP. each per day for bringing their food are not always willing to do this work. I am inclined to think that there is an element of exaggeration in what has been stated before me on behalf of the Association, for it appears from the Report of the Special Committee that vessels in the Port Dredging Section have fixed hours of work, the normal hours of work being from 7-30 A.M. to 4-30 P.M. and they are paid overtime if they work beyond these hours and they go home at the end of their day's work, that the Commissioners engage their ratings who are paid eight annas per day per head for bringing food to the Port Dredging Section from their homes. If Lascars are not willing to do this work, the Commissioners should make alternative arrangements for having the food of the officers concerned fetched from their home and ensuring that it reaches them. Difficulties, however, may still arise on occasions, but if they do, such difficulties should be regarded as normal incidents in the life of these officers. In the circumstances I find no reason for extending the messing facilities to the Engineers attached to Port Dredging Unit.

71. The next demand of the Association is that mooring and unmooring fees should be paid to the Chief Engineers of Bucket Dredgers. The Commissioners in their comments say that the Dredgers of the Port Dredging Unit are not ordinarily moored on the river and the movements of these Dredgers are done under the overall supervision and control of the Officer-in-Charge, Port Dredging, who is a senior Assistant Harbour Master. It appears that the Dredgers of the Port Dredging Unit consisting of two small Suction Dredgers and a number of Bucket Dredgers work in the Docks and Lock entrances and if they are not ordinarily moored on the river, they are mostly moored inside the Docks where operations of mooring and unmooring are likely to be easier than on the river. Besides these vessels being all small compared to the Suction Dredgers which the Dredger and Despatch Service have to operate and the ships

which the Assistant Harbour Masters have to handle for mooring and unmooring, there is really little difficulty in mooring and unmooring these vessels and there is no justification whatsoever for paying the Engineers of the Port Dredging Unit any special fee for supervising the mooring and unmooring of these vessels, even if the payment of a special mooring or unmooring fee to the Assistant Harbour Masters on its present basis could be fully justified, but as I have already pointed out, this is not justified and it is really not desirable that a privilege wrongly given to a section should be extended to others without any reasonable ground, merely because it has been granted to one section.

72. The next demand of the First Class Marine Engineers' Association is that the Port Dredging Chief Engineers who have no fixed hours of duty, nor fixed places of work, should be granted the same conveyance allowance as is given to the Assistant Harbour Masters, viz. Rs. 175/- per month. Their argument is that a Chief Engineer does a minimum of 26 turns as compared to 18 of an Assistant Harbour Master. The Commissioners in their comments say that unlike the Assistant Harbour Masters the Chief Engineers of Port Dredgers have more or less fixed hours of work, and that the Commanders and the Chief Officers of the Dredger and Despatch Service and the River Survey Service are also granted conveyance allowance of Rs. 100/- per month, *i.e.* at the same rate at which Chief Engineers of Port Dredgers are paid this conveyance allowance. The Port Dredging Unit admittedly works in the Port proper and their work is confined to the Docks and the Dock entrances so that although their work requires them to shift their places of work from day to day, it does not necessarily mean that they have to travel by road as much as the Assistant Harbour Masters have to do. As a matter of fact, once they begin to dredge at a particular place, if they have to shift in the course of the day to another place, they must necessarily do so in the Dredger itself so that journeys by road are cut out of their daily routine to some extent. They are required to go by road to the place where the day's work is to begin and after that there should generally be no further travelling for them by road in the course of the day, so that they have hardly any case for any conveyance allowance at all, but they are already paid Rs. 100/- per month as conveyance allowance, and I must say there is no ground whatsoever for increasing this allowance by another Rs. 75/- more per month.

73. The last two demands of this Association are for overtime to the Engineers who are to go down the river for trips which exceed in duration a number of days fixed for the purpose and compensation for night work for Engineers attached to the Dredger and Despatch Service

and also compensation for work beyond 8 hours per day. These demands may conveniently be dealt with in the Chapter on 'Turns' etc.

Junior Marine Engineers

74. The first of the demands of the Junior Marine Engineers under the head "Emoluments" is that their scale of pay should be revised as follows :—

Rs. 450-30-600-40-880-50-930, there being adjustment of pay of different officers on the basis of length of the service or point to point basis because they have been under-paid during these years. The Commissioners in their comments say that the pay scale of the Junior Marine Engineers was examined in detail by a Special Committee of the Commissioners in 1957 and on the recommendation of this Committee the pay scales of the Junior Marine Engineers have been substantially revised and a combined scale, viz. Rs. 250-10-310-15-400-20-500/EB-40-740, was introduced in place of a number of short scales. The actual recommendations of the Special Committee were to introduce this new scale for all Junior Marine Engineers whether certified, uncertified or with Inland Engineer's Certificate, also to give in future to Certificated Engineers three advance increments at the time of their appointment and also to Uncertificated Engineers on their obtaining a certificate in future. They further laid down as already stated that one of the essential criteria for crossing the efficiency bar should be the possession of an approved certificate under the Indian Merchant Shipping Act or the Indian Steam Vessels Act. The maximum, therefore, under this scheme which an Uncertificated Engineer would reach is Rs. 500/- per month and if they succeed in obtaining a certificate they would be entitled to cross the efficiency bar and to reach the maximum of the scale.

75. The Shipping Companies employ two classes of Engineers, Certified and Uncertified, just as the Port also employs two classes of Engineers, Certified and Uncertified. The Uncertified Engineers on foreign-going vessels in the Shipping Companies are employed as 5th or Junior Engineers, 4th Engineers, and 3rd Engineers. In the Scindia Steam Navigation Co. Ltd., an Uncertified Engineer starts as 5th Engineer on a salary

of Rs. 440/- and he ends in the third year of his service at Rs. 465/-. Probably, till he becomes an Uncertificated 4th Engineer he continues on that salary. When he becomes an Uncertificated 4th Engineer his salary is Rs. 495/- and it goes up to Rs. 520/- with annual increments of Rs. 15/-. Then, when he becomes an Uncertificated Third Engineer his pay is Rs. 615/- and it goes up to Rs. 640/-. That is the maximum salary of an Uncertificated Engineer on a foreign-going vessel in the Scindia Steam Navigation Co. Ltd. That is, the scale of his salary may be said to be from Rs. 440/- to Rs. 640/-. In the India Steamship Co. Ltd., the corresponding scale is from Rs. 450/- to Rs. 675/- and in the Eastern Shipping Corporation the corresponding scale is the same as in the Scindia Steam Navigation Co. Ltd., whereas, as already stated, in the Port the scale for Uncertificated Junior Engineers is Rs. 250/- to Rs. 500/- fixed on the recommendations of the Special Committee. Engineers with Inland Engineer's Certificates, are not normally employed on sea-going ships whether home trade or foreign-going. Even the juniormost Engineer on a sea-going ship is normally required to hold Part 'A' of the Second Class Certificate of competency, Inland Certificate holders being qualified to sail on inland vessels only. This fact appears from the reply of the Maritime Union of India to our question. The reply of the Scindia Steam Navigation Co. Ltd. is to the effect that they never employ Engineers with Inland Certificates, but they employ on their Home Trade vessels persons holding sea-going Driver's Certificate. The reply of the Maritime Union of India, however, states that Engineers holding Inland Certificates may sometimes be appointed on Home Trade sea-going ships in exceptional circumstances when no sea-going Engineers are available, and this has to be done with the special permission from the Mercantile Marine Department and for a specific short period ; and in such cases Engineers holding Inland Certificates are recruited as Uncertificated Engineers of the Home Trade sea-going ships. In the Port, Uncertificated Engineers and Engineers with Inland Certificates are on the same scale of pay, but the Engineers with Inland Certificate are allowed three advance grade increments and they can go upto Rs. 740/-. As far, therefore, as the Junior Engineers with Inland Engineers' Certificates are concerned, the maximum of their salary in the Port is better than that of the Engineers with Part 'A' in the Merchant Navy where they are treated as Uncertificated Engineers, although the initial salary is less by about Rs. 160/- or Rs. 170/-. It appears that in the first year of service an Uncertificated Engineer in the Scindia Steam Navigation Co. Ltd., earns Rs. 722.44nP. in all including bonus. In the Eastern Shipping Corporation he earns Rs. 667.34nP. and in the India Steamship Co. Ltd., he earns Rs. 697/- as against Rs. 463/- in the Port (Appendices 'E' and 'F'). When such an Engineer reaches the maximum of

his scale in the Port he earns Rs. 768/- in all as against Rs. 974/- earned by his counterpart in the Scindia Steam Navigation Co. Ltd. Rs. 895.67nP. earned by his counterpart in the Eastern Shipping Corporation, and Rs. 971/- earned by his counterpart in the India Steamship Co. Ltd. Thus, an Uncertificated Engineer of the Port earns Rs. 259/- less than what his counterpart in the Scindia Steam Navigation Co. Ltd. does in the first year of his service and Rs. 206/- less than what an Uncertificated Engineer earns on a foreign-going vessel when he reaches the maximum.

76. The corresponding scale of an Uncertificated Engineer in Home Trade ships of the Merchant Marine is from Rs. 310/- to Rs. 525/- and the scale of pay for Engineers holding Part 'A' of the Second Class Certificate of competency is Rs. 340—525. It is, therefore, clear that between the scales of pay obtaining in Home Trade ships of the Merchant Marine for Uncertificated Engineers and the scale of pay of the Uncertificated Engineers employed by the Port, the difference in the first year is only Rs. 60/- per month and the difference towards the end is only Rs. 25/-. The difference in total emoluments between the earnings of a Junior Uncertificated Engineer of the Port and a Junior Uncertificated Engineer employed on a Home Trade ship of the Merchant Marine is Rs. 94/- in the first year and Rs. 59/- when the Uncertificated Engineer in the Port and his counterpart on a Home Trade ships of the Merchant Marine both reach the maximum of their grades. When an officer is employed on shore, as in a Port, although he has occasion to absent himself from home by having to go down the river, he has not to face the same hardships or similar continuous absence for long spells from home as officers employed in the Merchant Marine, whether on home trade or foreign-going vessels. There must, therefore, be a certain measure of differentiation between the scales of their emoluments.

77. The difference that exists at present between the scales of pay and total emoluments of the Uncertificated Junior Engineers employed in the Port of Calcutta and of the Uncertificated Junior Engineers employed in the Merchant Marine, whether on home trade or foreign-going vessels, does not seem to me to be unfair in any way to the Engineers of the Port ; and, as a matter of fact, as pointed out already, the Inland Engineers, particularly towards the end, are better off here than in the Merchant Marine where, if they are employed at all they are considered to be uncertificated. Even those holding Part 'A' of the Second Class Certificate earn less towards the end than an Inland Engineer does when he reaches maximum of his grade under the Port (Vide Appendices 'E', 'F' and 'G').

78. As far, however, as the pay scale of Second Class Engineers is concerned, I find they start at present in the Port on an initial salary of Rs. 280/- that is, with 3 advance grade increments of Rs. 10/- each on Rs. 250/- which is the initial salary of the scale, and their total emoluments in the first year of service are exactly the same as those of an Inland Engineer in the Port. Even at the end, their total emoluments are exactly the same as those of an Inland Engineer of the Port. In the Merchant Marine, the initial salary of a Second Class Engineer even on Home Trade vessels is Rs. 500/-, and the maximum is Rs. 735/-. The total emoluments of a Second Class Engineer on a Home Trade vessel of the Merchant Marine in the first year of his service is Rs. 788/- as against Rs. 506/- of a Second Class Engineer in the Port. When a Second Class Engineer on a Home Trade vessel of the Merchant Marine reaches the maximum of his grade his total emoluments are Rs. 1072/- which is practically the same as the total emoluments of a Second Class Engineer in the Port when he reaches the maximum of his scale. On foreign-going vessels of the Scindia Steam Navigation Co. Ltd., an Engineer with a Second Class certificate starts on an initial salary of Rs. 550/- per month as Fourth Engineer and he goes on to Rs. 835/- when he reaches the maximum of the grade fixed for Second Engineers. In India Steamship Co. Ltd., an Engineer with a Second Class certificate begins as Junior Engineer on a salary of Rs. 640/- and he goes on up to Rs. 920/- when he reaches the maximum of the scale laid down for Second Engineers. In Eastern Shipping Corporation the scale of salaries is the same as in Scindia's. The total emoluments of Second Class Engineers in Scindia in the first year of service come to Rs. 861.70 nP., in Eastern Shipping it comes to Rs. 793/- and in India Steamship it comes to Rs. 928.66 nP. (Vide Appendix 'G'). In India Steamship Co. Ltd., there is provision for 48 days' extra leave which has been converted into 48 days' extra salary. The maximum emoluments of a Second Class Engineer in the Scindia's is Rs. 1,222.67 nP. per month, in Eastern Shipping Corporation Rs. 1,118.30 nP. and in India Steamship Co. Ltd., it is Rs. 1,269/-, again taking into calculation 48 days' pay in lieu of 48 days' extra leave. The Second Class Engineers, therefore, in the employ of the Port Commissioners earn in the first year of service Rs. 282/- less than what his counterpart earns in the first year of his service on a Home Trade vessel of the Merchant Marine and Rs. 355.70 nP. less than what his counterpart earns on a foreign-going vessel of Scindia's, Rs. 287/- less than what a Second Class Engineer in the Eastern Shipping Corporation earns in the first year of his service and Rs. 422.66 nP. less than what a Second Class Engineer earns in India Steamship Co. Ltd. When, however, a Second Class Engineer in the employ of the Port reaches the maximum, the difference between his total emoluments and

the emoluments of his counterparts on home trade ships of the Merchant Marine is reduced to nil, and the difference between his total emoluments and those of his counterparts on foreign-going vessels of the Merchant Marine is reduced to Rs. 149.67 nP. in the case of Scindia's, Rs. 45.30 nP. in the case of Eastern Shipping Corporation and Rs. 196/- in the case of India Steamship Co. Ltd. As already stated, there must always be a certain amount of difference between the total emoluments of an officer engaged in a shore job like a job in the Port of Calcutta though even on such a job he has to be away from home at times and for some days together, and the total emoluments of an officer in the Merchant Marine whether on home trade vessels or on foreign-going vessels. The difference that exists at present when the officers everywhere reach the maximum of their grade is very much reduced and one may reasonably say that this represents more or less a correct measure of the difference in emoluments between the two classes of officers. The difference in the first year of service, however, appears to me to be not quite fair to Second Class Engineers in the Port. As already pointed out, an Engineer with a Second Class certificate earns in the first year of his service exactly what an Inland Engineer in the employ of the Port earns. It may be that Engineers with Second Class certificates are not actually needed for the work they have to do in the Port. But even then in the Merchant Marine the initial salary payable to an officer with superior certificates, *i.e.* with certificates higher than what are required for entitling him to an appointment like the one he holds, is higher than what is payable to an officer holding a certificate of rank, *i.e.* a certificate of rank or a rating certificate, *i.e.* a certificate which entitles him to the appointment he holds. In the case of Scindia's this difference in the first year appears to be Rs.65/- and in India Steamship Co. Ltd., this difference appears to be Rs. 100/- per month in the first year. I am inclined to think that even the higher figure, *viz.* Rs. 100/- per month is not sufficient to reduce to reasonable proportion the difference between the total emoluments of a Second Class Engineer in the employ of the Port in the first year of his service and the total emoluments of a Second Class Engineer engaged on a home trade vessel or a foreign trade vessel of the Merchant Marine and a still higher figure is necessary to reduce the existing differences. If instead of three advance grade increments which were sanctioned by the Port Commissioners on the recommendation of the Special Committee to all Engineers whether holding Inland certificates or Second Class certificates the initial salary of a Second Class Engineer be fixed at Rs. 400/-, *i.e.* if he is given instead of three, twelve advance grade increments according to the scale, the total emoluments of such Engineers in the first year of his service would come to Rs. 648/- and thereby the difference between his emolu-

ments in the first year of his service and the emoluments of his counterpart in the Merchant Marine on a home trade vessel would be reduced to Rs. 140/- only per month and the difference between his emoluments and those of his counterpart on a foreign-going vessel would be reduced to Rs. 213.70 nP. in the case of Scindia's, Rs. 145/- in the case of Eastern Shipping Corporation and Rs. 280.66 nP. in the case of India Steamship Co. Ltd. This recommendation should be given effect to from the 1st of January, 1961 only for those Second Class Engineers who will be drawing less than Rs. 400/- per month on that date.

79. There are nine Junior Engineers holding Second Class certificates. Three of them are already drawing the maximum pay in the scale viz. Rs. 740/-, while four of them are drawing pay over Rs. 400/-. Only two officers are getting less than Rs. 400/-. These two officers will get the benefit of the result of my recommendation. Those whose pay is more than Rs. 400/-, will not get any benefit. As a result of this, the existing gap in the pay of these two groups of officers will get reduced placing the senior men at some disadvantage. It is only fair and just that the existing difference of pay between a senior man and a junior man should be maintained. It is, however, impossible to maintain this difference without raising the salary of all senior men whose pay is more than Rs. 400/- per month. In the circumstances, I think that the ends of justice will be sufficiently met if the officers in receipt of a pay above Rs. 400 but below the maximum of the scale are given one increment for every three years of service with Second Class certificate subject only to this that the maximum pay of the scale is never exceeded. Even this will mean that the three officers drawing the maximum of the scale do not derive any benefit from this but this can hardly be helped, for to raise their pay would mean a raising of the maximum of the scale which as pointed out already, makes the total emoluments of Second Class Engineers in the employ of the Port come as near the total emoluments of their counterparts in the Merchant Marine as the differences in the nature of the work of the two sets of officer seem to me to justify. This advance grade increment may be given with effect from 1st January 1961 and it will be without any prejudice to their normal increments during the year.

80. The next demand of the Junior Engineers is that they should be paid a conveyance allowance of Rs. 100 per month. The reason assigned by the Junior Engineers for asking for such a conveyance allowance is that they have to attend duties at odd hours at places not fixed beforehand and occasionally they are engaged in repair works for long hours and when the work is over no public conveyance is available. It is further

said that Junior Marine Engineers working as Second Engineers of Second-Class vessels or in other capacities have to visit workshops, stores and the Engineer Superintendent's office in connection with their official work. The comment of the Commissioners on this demand is that it is not a fact that all Junior Marine Engineers have normally to undertake journeys on official duty nor that normally they have to report for duty at odd hours and at places not fixed beforehand. What happens according to them, is that they have to report for duty at different points of the river at odd hours for Relieving Engineers reporting sick or granted leave on compassionate ground on rare occasions and they are paid travelling allowance for such travel and the occasions on which they are detained on repair works till an hour when no public conveyances are available are few, if any. But the Engineers-in-charge of Class II vessels have to undertake journeys on official duty and they draw a conveyance allowance of Rs. 50 per month. The conveyance allowance is granted to an officer to meet the expenses which he may have to incur for journeys on official duty and as it does not appear necessary for all Junior Engineers to undertake journeys on official duty there is really no case for a conveyance allowance to all Junior Marine Engineers. Engineers-in-charge of Class II vessels who have to make such journeys are already entitled to a conveyance allowance of Rs. 50/-. Nothing has been placed before me to show that this allowance is insufficient for the journeys that they have to undertake. If a Junior Marine Engineer has to report himself for duty at different points of the river at odd hours for relieving an Engineer reporting sick or granted leave on compassionate ground on rare occasions, as the Commissioners pay them a travelling allowance for such journeys, there is no reason whatsoever why the Commissioners should be saddled with a conveyance allowance to all Junior Marine Engineers.

81. The next demand of the Junior Marine Engineers is that the charge allowance of Rs. 100 per month to which the Engineers-in-charge of Second Class vessels are entitled should be raised to Rs. 200 per month drawn by the Chief Engineers of Class I vessels. The Commissioners' comment on this demand is that the responsibilities of the Engineer-in-Charge of a Class II vessel are less than those of a Chief Engineer of Class I vessel, and that accounts for the difference in the rates of their charge allowances. It is the evidence of Shri B. L. Mital and of the Deputy Conservator that the machinery of Class I vessels is bigger and more powerful and therefore the duties of the Chief Engineer of a Class I vessel are more onerous than those of Junior Engineers-in-charge of class II vessels. If vessels are put into two different classes, viz. Class

I and Class II there must be some justification for the same, and in view of the fact testified to by Shri B. L. Mital and Commander Mohan that the machinery of Class I vessels is bigger and more powerful than the machinery of Class II vessels, I do not think there will be any justification for raising the charge allowance of the Engineer-in-charge of a Class II vessel to the level of the same allowance payable to the Chief Engineer of a Class I vessel.

82. The next demand of the Junior Engineers is that the Relieving Engineers who have to relieve Engineers on board the ships where the regular Engineers are in receipt of a messing allowance should be paid a messing allowance at the usual rate. The comment of the Commissioners on this demand is that the duties of Relieving Engineers have not been correctly stated in the memorandum. What happens according to them is that when a Relieving Engineer is posted on a vessel going down the river in place of an Engineer of the vessel going on leave he becomes eligible for mess allowance, but when instead of relieving a permanent Engineer of a vessel a Relieving Engineer is attached to a vessel under repairs in the Commissioners' workshop he has to observe the workshop hours. This matter was also dealt with by the Special Committee looking into the demands of the Marine Engineers in 1958. This is what the Committee observes :

“As regard the Relieving Engineers we are informed that these officers normally fill leave vacancies. When, however, no such vacancies are available, they assist the workshop staff in supervising repairs to vessels in the workshop. When these officers are posted as ships' Engineers they are paid the usual mess allowance of Rs. 5/- per diem but when they revert as Relieving Engineers the allowance is not paid to them. We understand that when the Relieving Engineers are attached to vessels under repairs in the workshop they observe the workshop hours, viz. 7-30 A.M. to 4-30 P.M. They are also allowed recess in between for meals. We have been told that they make unofficial arrangements with the butler of the mess for their food. We consider that a distinction should be made between these officers and the ships' Engineers for the purpose of payment of mess allowance. The latter are borne on the ship and they live on board. For the Relieving Engineer the ship is merely a place of work. There is, therefore, no difference between him and, say, a workshop Engineer.”

The Special Committee accordingly came to the conclusion that there was no ground for the grant of mess allowance to the Relieving Engineers. I do not think there is any reason why I should disagree with the conclusions arrived at by the Special Committee on this point.

83. The Junior Marine Engineers also demand for the Engineers attached to the Port Dredging Unit who have to start work from 5 A.M. a messing allowance and also full arrangements for their messing on board the vessel. This matter has already received consideration in connection with a similar demand by the First Class Marine Engineers attached to the Port Dredging Unit and for the same reason it is impossible to accede to such a demand. This demand by the Class I Marine Engineers and Junior Marine Engineers was also considered by the Special Committee in 1958 and the Special Committee also could not persuade itself to say that this demand was justified. There is a justification for grant of mess allowance to the officers who have to go down the river for a number of days. There is also a justification for making necessary arrangements for their messing on board a vessel. The Engineers of the Port Dredging Unit have, however, more or less fixed hours of work at some fixed places and do not have to be away from the town. I am, therefore, unable to recommend grant of mess allowance for them. I also do not consider that it is necessary to provide facilities for their messing on board the vessel.

84. The Junior Marine Engineers who are already in receipt of messing allowance further claim that they should be made eligible for it even when they are on casual leave or special compensatory leave like the Navigating Officers. On enquiry it is learnt that Navigating Officers who are attached to ships are entitled to the same messing allowance when they are on casual leave or special compensatory leave. The Commissioners do not say anything in their comments on this. But in one place in another connection it has been said on behalf of the Commissioners that they do not discriminate between the Navigating Officers and the Engineers attached to ships in the matter of messing allowance. I asked Commander Mohan about it and he said it had never been brought to his notice. He found out, however, on enquiry that the differentiation referred to by the Junior Engineers existed. The reasons are that while Navigating Officers who are attached to ships are entitled to such an allowance by the terms and conditions of their service, Engineers are not. Again, it is stated that no officer is paid this allowance by the Commissioners in cash and the Commander of a vessel draws this allowance according to the number of officers to be fed and feeds them, disbursing

to an officer who is on casual or special compensatory leave and who does not have his food on board the ship, the allowance in cash. Whatever the explanation, here at least seems to be a case of discrimination. If Navigating Officers attached to ships are entitled to messing allowance at the same rate when they go on casual leave or special compensatory leave there is no reason why a Junior Marine Engineer similarly attached to a ship should not be entitled to draw the messing allowance when he also goes on casual leave or special compensatory leave. It is only fair that this discrimination in favour of the Navigating Officers of ships and against the Engineers attached to ships should be removed.

85. The next demand of the Junior Marine Engineers is that Engineers of the Port Dredging Unit at present entitled to overtime allowance at the rate of their basic pay should be paid at double that rate and that the Junior Marine Engineers other than those attached to the Port Dredging Unit should also be paid overtime at double rate for the work done by them in excess of the fixed norm. There is hardly any reason why overtime work should be paid at double the rate of their basic pay. The payment of overtime itself means payment over and above the basic pay, so that whenever for work done beyond the fixed norm one is entitled to an extra payment at the rate of the basic pay, it means payment at double the rate of the basic pay. Of course the claim of the Junior Marine Engineers here is based on the practice prevailing in workshops and factories, but the wages given to workmen in factories and workshops is much lower than what the Junior Marine Engineers of the Port earn, so that if they are paid at double the rate of their day's wages for any overtime work that is obviously in consideration of the comparatively low wages they receive. There is thus no justification for introducing such a practice for officers. As a matter of fact, I am personally inclined to think that officers should not generally be entitled to any overtime allowance at all because they are normally expected to do any work that the exigencies of the service might require them to do. This is, of course, subject to the qualification that in every service there should be a standard which should not normally be departed from. But as the system of overtime allowances is prevalent in the Port and elsewhere I should not like to say anything more about it beyond referring to the remarks of the Second Pay Commission at pages 410 and 411 of its Report.

Berthing Masters

86. The first demand of the Berthing Masters' Association under the head "emoluments" is that their scale of pay should be raised to Rs. 500—1200. It appears that before the Lokur Committee the Berthing Masters had asked for an increase of their initial salary from Rs. 300

to 400 per month. The Lokur Committee recommended that the starting pay of the Berthing Masters should be raised from Rs. 300 to Rs. 420 per month but the Committee did not recommend any increase in the maximum salary. The Commissioners, however, did not accept the recommendation of the Lokur Committee in toto but decided to offer a starting salary of Rs. 420 per month only to those candidates who possess the Second Mate's certificate. It appears that although the initial salary of a Berthing Master is Rs. 300 he receives, when he becomes a Berthing Master on completion of his training period, a total amount of Rs. 525/- per month exclusive of house rent allowance and his maximum salary under the present scale is Rs. 900/- and his total emoluments per month exclusive of house rent allowance when he reaches the maximum of his scale come up to Rs. 1200/-. A Berthing Master under the present arrangements can aspire to be an Assistant Dock Master and also a Deputy Dock Master. An Assistant Dock Master is entitled to a fixed salary of Rs. 950/- with dearness allowance of Rs. 100/-, a transport allowance of Rs. 100/- per month, Calcutta compensatory allowance of Rs. 75/- and uniform allowance of Rs. 25/- per month and also free quarters. There are six posts of Assistant Dock Master. A Deputy Dock Master receives a fixed pay of Rs. 1,050/- per month and dearness allowance of Rs. 50/-, Calcutta compensatory allowance of Rs. 75/- transport allowance of Rs. 100/- per month, uniform allowance of Rs. 25/- per month and also free quarters, and there are three such posts. The total sanctioned strength of Berthing Masters is 26. In a cadre of which the total sanctioned strength is 26, 9 posts at the top, *i.e.* a little more than one-third, is likely to give most of the officers a chance of reaching those posts. The Berthing Masters have no counterparts in the Merchant Navy so that it is impossible to compare their scales of pay with those of any comparable posts in the Merchant Navy. Considering, however, their academic qualifications, their age of entry into the Port Service and the period of training they have to undergo under the Commissioners and also having regard to the general conditions of employment and the scales of pay which candidates with similar general initial qualifications command in the country, the scale of pay of the Berthing Masters seems reasonable and there is, in my opinion, no justification for raising it. Of course, the Lokur Committee recommended an initial pay of Rs. 420/- for a Berthing Master. The Commissioners, however, thought that higher initial salary should be given only to candidates with Second Mate's certificates and I am told that there is only one such man in the Berthing Masters' Service. The Lokur Committee has not assigned any reason for recommending the increase of the starting salary from Rs. 300 to Rs. 420 beyond saying that the present initial salary was in-

adequate. The total emoluments of a Berthing Master in the first year of his service as Berthing Master come to Rs. 525/- plus 10% of pay as house rent allowance on the existing scale and this, as I said before, seems to me to be quite reasonable. Of course, if there is a candidate with Second Mate's certificate his higher initial qualifications entitle him to a higher initial salary and that is probably the reason why the Commissioners decided to confine the recommendation of the Lokur Committee for an increase of the initial salary from Rs. 300 to Rs. 420 to only those candidates with the qualifications of a foreign-going Second Mate. When a Berthing Master reaches the maximum of his grade his total emoluments come to Rs. 1200 plus 10% of pay as house rent allowance per month. That again does not seem to me to be at all unreasonable having regard to the qualifications of the Berthing Masters and the duties they are called upon to do. In the circumstances, I cannot persuade myself that there is really any justification for raising the existing scale of pay for Berthing Masters.

87. A second demand of the Berthing Masters' Association connected with the question of pay scale is that the recommendation of the Lokur Committee for raising the initial salary of a Berthing Master from Rs. 300 to Rs. 420 per month should be given retrospective effect from the 15th February, 1955. As I have said that the decision of the Port Commissioners not to give effect to the Lokur Committee's recommendation for raising the initial salary of a Berthing Master from Rs. 300 to Rs. 420 is not unreasonable, the question hardly arises of giving the recommendation of the Lokur Committee a retrospective operation for the simple reason that recommendation has not been made operative at all.

88. The next demand of the Berthing Masters is that a Berthing Master acting as an Assistant Dock Master for 7 days or more at a time should be given an acting pay. The practice in the Port Commissioners' office similar to the one followed in Government offices, is that nobody is entitled to an acting allowance if the officiating period is less than a month. I do not think there should be any departure from that rule in the case of the Berthing Masters. Such officiating experience really gives a Berthing Master a certain amount of training for the work of an Assistant Dock Master and there is no reason at all why for such short periods of acting a Berthing Master should be allowed an acting allowance.

89. The next demand of the Association is that the Berthing Masters should be given a Non-Steam allowance for handling ships without power on the main engines at the rate of Rs. 50/- per month. It is true that Berthing Masters have to handle ships without power on the main engines

inside the Docks. When a ship is berthed inside a Dock it may be under the necessity of its engine being dismantled or immobilised for repairs, and when a ship's Master has to get it done he has to obtain a special permission from the Harbour Master - vide Rule 16 of the Port Rules—and the movement of a ship inside the Dock when its main engines have been immobilised is ordered only when there is absolute necessity for such movements. When such movements of a ship inside the Dock are found necessary a senior Berthing Master is placed in charge of the ship. The movements of a ship are then controlled by two Tugs, one forward and the other aft. The movement of a ship without its own power inside a Dock and particularly through cuttings which are about 80ft. wide when the width of a ship is about 65 or 66 ft. certainly needs constant alertness and a large measure of care and skill. But then to justify this demand for handling ships without power on the main engines—a work which is a part of the normal duties of a Berthing Master—it is to be shown that it is so difficult that the basic pay and the allowances payable to a Berthing Master are not considered adequate compensation for the work, but nothing like that has been shown to me. As far as it is possible for me to say, the work may be difficult but it is not certainly so difficult as to merit an additional compensation in the form of a special allowance. To pay a special allowance for a piece of work which is a part of the normal duties of an officer merely because it happens to involve skill, care and alertness would certainly be setting up an undesirable precedent because it will be an encouragement to officers to make similar demands for work which forms part of their normal duties. The demand therefore does not seem to me to be at all justified.

90. The Berthing Masters further demand that two days' pay should be given for working on every Sunday or a Public holiday or alternatively another 10 days' casual leave should be granted in lieu of Public holidays. The Berthing Masters work only 8 hours a day and when they work on a Sunday or a Public holiday, they are granted overtime at the rate of a day's pay. Their demand is that instead of one day's pay they should be given two days' pay or in the alternative another 10 days' casual leave should be granted to them in lieu of Public holidays. The Port Commissioners grant normally 15 days' casual leave in a year to all officers who enjoy the Public holidays. The officers who do not enjoy such holidays are entitled to 20 days' casual leave in a year ; in other words, such officers already enjoy casual leave for 5 days more than those who are entitled to the Public holidays. In addition when a Berthing Master works on a Public holiday he gets overtime at the rate of a day's pay so that for a Public holiday on which a Berthing Master is required to work he gets really two days' pay, because his monthly pay includes all the Public

holidays in the month already and when for working on that day he gets another day's pay he is really getting two day's pay for that Public holiday. There is to my mind no justification whatsoever for 2 days' pay or any additional casual leave being granted to Berthing Masters when they work on Sundays or Public holidays. I may note here that a similar demand made by the other services has also been turned down.

91. The next demand of the Berthing Masters is that the transport allowance for the Berthing Master should be increased to Rs. 150 when the 'lock to lock' scheme comes into operation. As the 'lock to lock' scheme is not in operation at present nor do the Commissioners propose to give effect to it in the near future, for, in their opinion, it is no longer necessary because the shortage of Assistant Harbour Masters which led to this proposal being made by them no longer exists, I have not been able to persuade myself that such a scheme is really necessary in existing circumstances. The question, therefore, of the transport allowance for Berthing Masters being raised in the event of such a scheme coming into operation does not arise.

92. Having examined the various demands of the different services under the general heading "emoluments" I have found it impossible to recommend any substantial enhancement in the case of any of the services except the Chief Engineers 1st Class and the Junior Marine Engineers and the Lighting Officer. Apart from the reasons I have already assigned for my inability to recommend the enhancements or the various new allowances asked for, I need only add here that if the scales of pay and the other emoluments of these services be compared with the general conditions of employment and the scales of remuneration obtaining in the country and the scales of pay laid down by the Second Pay Commission for highly placed officers in general, it is impossible to say that any increase in their total emoluments will really be justified on the principles laid down by the Second Pay Commission or on grounds of justice or equity.

CHAPTER V

System of turns, hours of work and periods of rest

General Observations

The work of the different Marine Services in the Port differs so substantially in nature and volume that it is impossible to lay down a uniform system of turns, uniform hours of work and uniform periods of rest. The services exist in order that the Port might function and nothing is more fundamentally erroneous than to act and behave in a way which might lead one to think that the Port exists for the sake of its officers. In saying this I do not for a moment suggest that the conditions of service in the Port should not be fair to the officers of the Port. They should be as fair as the circumstances permit. One must, therefore, in laying down the system of turns, the hours of work and periods of rest, remember the specific conditions in which each of the Marine Services in the Port has to do its work.

The demands of the Services, the Commissioners' case and the findings of the Committee

Assistant Harbour Master

2. The Assistant Harbour Masters have not made an independent demand for a general revision of their system of turns, hours of work and periods of rest, but their principal demand was that they should get night fees at the rate of 25 per cent of their basic salary and as an alternative to this they have asked for a revision of the system by which their overtime is calculated at present, either in the shape of a reduction of the duration of a turn to 6 hours as in Bombay or by a reduction of the number of turns in a month to 14 for the purpose of overtime. While dealing with the question of night fees I found that as their claim of night fees was not justified, the suggested alternative need not be considered. There I observed that it might be considered as an independent demand of the Assistant Harbour Masters even if as an alternative to the night fees, the claim for which appears to me to be totally untenable, it could not be claimed with any show of reason, because when the substantive demand to which it was an alternative did not stand scrutiny there was really no occasion for considering it.

3. In order to find out whether there is any justification for revising the present system of calculating overtime allowance for Assistant Harbour Masters it is necessary first of all to see what that system is. The

Lokur Committee laid down 18 turns a month as the standard for Assistant Harbour Masters. The Port Commissioners accepted that. So, an Assistant Harbour Master, if he works for more than 18 turns, is paid at rate of Rs.50/- per turn in excess of 18 turns. In this way the overtime receipts of all the Assistant Harbour Masters together in a month are pooled and distributed equally amongst all the Assistant Harbour Masters who work during the month. If an Assistant Harbour Master works for a part of the month he is paid in proportion a share of the pooled overtime allowance. The average monthly earnings of an Assistant Harbour Master from April, 1954 up to May, 1959 amount to Rs. 177.89 nP. The average number of turns in a month done by an Assistant Harbour Master during the year 1957-59 appears to be 18.5 per officer including all kinds of turns, viz. ship handling, bore look-out duty, attendance at the Head office in connection with an enquiry or otherwise, and the average duration of a turn appears to have been 4.2 hours. It further appears that the number of days on which the Assistant Harbour Masters were treated as on duty although they did not do any work on these days for the period between January and June, 1960 was as follows :-

<u>No. of officers</u>	<u>Total No. of such days during the above period</u>	<u>Average period per month</u>
40	2,010	8 $\frac{3}{8}$ days

In fairness to the Assistant Harbour Masters, I should also mention here that this average worked out to 5.60 days on the basis of figures for 1957, 1958 and 1959. Compared to the average of 8 $\frac{3}{8}$ days per month, for 1960, the average for the years 1957, 1958 and 1959 is low. There was a shortage in the cadre of Assistant Harbour Masters during the years 1957 and 1958 and the Assistant Harbour Masters had to work more than now which had the effect of depressing the average to 5.60 days per month. Now that the cadre is full, it will be more correct to consider the present average of 8 $\frac{3}{8}$ days per month. It further appears that the number of ships handled by an Assistant Harbour Master in a month during 1956 to 1959 was as follows :-

1956 - 12

1957 - 14

1958 - 10

1959 - 11

The average number of hours of work done by an Assistant Harbour Master per day during the years 1956-59, the basis of calculation being

that they are on duty on 26 or 27 days in a month after excluding 4 days as weekly off days—

1956 - 3.64 hours

1957 - 3.78 hours

1958 - 2.89 hours

1959 - 3.23 hours.

4. From these figures it is clear that 18 turns fixed as the standard for an Assistant Harbour Master in a month are far from excessive. On the other hand, if their outturn is examined from the point of view of the average number of hours of work put in by them per day, it appears to be rather low. For whatever the skill and the strain, physical and mental, involved in the work they do, 3.39 hours of work per day, the figure arrived at by taking the average of the 4 years, 1956-59, the average hours for which have been already given, cannot even on the most liberal computation be said to be adequate work. As against this, of course, must be considered what the Assistant Harbour Masters have described as their stand-by duty. The system on which work is allotted to them is known as the turn system and those who are first on turn have to go out on duty first and then comes the turn of those who are second on turn, and so on. Before they are called on to go out they have to hold themselves in readiness at home for a certain period during which they cannot go out. Their movements are restricted during this period to a certain extent although they are not actually on duty. This period can hardly be called duty although they have to hold themselves in readiness for going out as soon as they are called upon to do so. It is also true that although the average duration of daily work works out so low, the average duration of a turn based on the figures of 1957, 1958 and 1959 worked out at 4.2 hours after which one would deserve a certain period of rest, if, of course, it was a ship handling turn. In any event, on the figures placed before me I am of opinion that instead of being hard on the Assistant Harbour Masters the standard of work fixed by the Lokur Committee has been extremely liberal to them.

5. In this context, I may just as well dispose of the claim of this service that those who are 'first on turn' should be treated as on duty and doing a turn. A turn, as I shall have occasion to point out later, should be confined to only a ship-handling turn, and other kinds of duty should not properly be called a turn at all. As the officers who are first on turn do not actually do any official work beyond holding themselves in readiness for going out, it cannot justly be considered to be even duty, far less a turn.

6. It appears from the details of the work of the Assistant Harbour Master at Budge Budge that the number of turns done by him in a month far exceeds the number of turns done by an Assistant Harbour Master in Calcutta. From the figures supplied by the Commissioners, I find that the average number of turns done by the Assistant Harbour Masters at Budge Budge works out to 50 per month ; whereas the average of an Assistant Harbour Master—taking into account the average of the Assistant Harbour Master at Budge Budge—is only 18.5 per month. The average number of turns of an Assistant Harbour Master in Calcutta alone is 16.04 per month, while that for the Assistant Harbour Master at Budge Budge alone is 50 per month.

7. It is admitted on all hands that the overtime earnings of the Assistant Harbour Master at Budge Budge far exceed the overtime earnings of any other Assistant Harbour Master and it is mainly because his earnings are also put into the pool that officers who do not do even the requisite number in a month become entitled to earn an overtime allowance. This is the result of pooling the overtime earnings. On principle the system of pooling seems to me to be entirely wrong, because by giving an officer who does not put in the requisite number of turns in a month, overtime allowance one takes away from him the incentive to hard work. Shri Cullion to my question on the point, of course, does not share this view, for he thinks that if the officer at Budge Budge is willing to share his overtime with his brother officers it does not make very much difference and when I asked him why he should be willing to share his overtime earnings Shri Cullion says that because his work is not quite as arduous as it is in Calcutta. In spite of this evidence I would have very much liked to recommend that this pooling system should be done away with and overtime allowance should be paid only to such officers as work overtime, but if I refrain from doing this it is simply because I should not like to change a system which appears to have been working quite smoothly. The Commissioners may, however, find out if the officers would like a change of the existing practice ; if they do, it may be changed. Shri Cullion, the Harbour Master, who was questioned on these points said first, that in view of the nature of the work he considered 18 jobs a month a very good quota for an Assistant Harbour Master. Then he says that the reason for the excess in the number of jobs at Budge Budge could be attributed to the fact that the chain is supplied to the vessel by the Port Commissioners to be picked up aft, whereas in Calcutta a vessel going into moorings has to disconnect that chain from her anchor and take that aft, and that was the reason for the shorter duration of the job in Budge Budge compared to that in Calcutta and he distinctly said that was why the Assistant Harbour Master at Budge

Budge was enabled to do two jobs in the same time as one job would be done in Calcutta. As a matter of fact, the average figures show that the Assistant Harbour Master at Budge Budge actually does a little more than three jobs at the same time that an Assistant Harbour Master in Calcutta does one. Then, when Shri Cullion was specifically questioned by Capt. Singh, the Nautical Adviser, who was sitting with me at the time, whether 36 turns at Budge Budge should equate with 18 turns in the Port on his admission that a job at Budge Budge takes a half of the time as compared to a job at the Port, Shri Cullion said as follows : "I would say that transporting at the Calcutta Port is longer than that at Budge Budge. At Budge Budge the Assistant Harbour Master takes over the vessel from the Pilot for a short distance from the mooring and gets on to the mooring of the ship. At Calcutta the ship is taken over at Garden Reach and has to be transported as far as the Calcutta moorings." But as that was not a complete answer to the question of Capt. Singh, I repeated the same question as follows: "If 18 turns are considered good enough for the Assistant Harbour Master in Calcutta, would you say that 36 turns for the Assistant Harbour Master at Budge Budge would be proper and fair ?" His answer was as follows : "No, I would not say so. I do not think you could say that one turn in Calcutta is equivalent to two turns at Budge Budge. The works are of a different nature. Some of the jobs in Calcutta are of short duration but comparing one mooring job with a mooring job in Budge Budge - and every job in Budge Budge is a mooring job - I would say that the ratio would be 18 : 24". Or, in other words, according to Shri Cullion, if 18 jobs are a good quota for an Assistant Harbour Master at Calcutta, 24 jobs would be a good quota for the Assistant Harbour Master at Budge Budge.

8. Shri Cullion was at a later stage questioned as to how he could reconcile his two statements, viz. that the Assistant Harbour Master at Budge Budge could do two jobs in the same time as one job would be done in Calcutta and that 18 jobs in Calcutta were equivalent to 24 jobs at Budge Budge, and his answer was that if all vessels in Calcutta proceeded to moorings as they did at Budge Budge, the time taken would be twice in Calcutta of what it would be at Budge Budge, but vessels in Calcutta did not always proceed to a fixed mooring but went into the dock and also proceeded from dock to an anchorage at Garden Reach. According to Shri Cullion, 18 jobs in Calcutta would be equivalent to 24 jobs at Budge Budge. As already pointed out, the average outturn of the Assistant Harbour Master at Budge Budge shows that he does more than double the work of an Assistant Harbour Master in Calcutta and on these figures, Shri Cullion's estimate of the correct ratio between the work of the Assistant

Harbour Master at Budge Budge and that of the Assistant Harbour Master in Calcutta seems clearly to err in favour of the Assistant Harbour Master at Budge Budge who in addition to his doing his usual turn does other work. But even if this estimate be accepted, it is obvious that the norm laid down for the Assistant Harbour Master working at Calcutta, if applied to the Assistant Harbour Master at Budge Budge, would be too low. The recommendation, therefore, of the Lokur Committee, setting up 18 turns a month for an Assistant Harbour Master should, in my opinion, be modified for the Assistant Harbour Master at Budge Budge and the norm for him should be raised to 24 turns a month.

Hooghly Pilot Service

9. The Lokur Committee recommended 9 ships per month for a Branch Pilot and 8 per month for a Master Pilot and a Mate Pilot as a reasonable standard and for every extra ship piloted by them in excess of these figures it recommended that the Pilots should be paid an extra allowance at the rate of Rs. 75/-. This has been implemented by the Port Commissioners. The demand of the Hooghly Pilot Service Association is that there is no reason for discrimination as between a Branch Pilot on the one hand and a Master Pilot and a Mate on the other. Their contention is that a Branch Pilot is older and therefore it becomes harder for him to do more work than his junior colleagues, viz. the Master Pilot and the Mate Pilot. The Lokur Committee did not assign any reasons for its recommendation, but, according to the Commissioners, one reason why the Lokur Committee differentiated between the Branch Pilots on the one hand and the Master and the Mate Pilots on the other may be that the Branch Pilots handle larger ships which are speedier and therefore take less time to be piloted. From the papers submitted before me and also from evidence it appears that ships piloted by a Branch Pilot take actually, on many occasions, long hours ; but the number of such cases is smaller than the number of ships which take less time. Besides, a ship which takes 35 to 40 hours to reach the sea must have spent several hours at anchor. It has transpired in evidence that Uluberia ships i. e., deep-draught ships, halt at Uluberia, Kulpi or Saugor, and the average duration of each halt is about 4 or 5 hours.

10. I have already said that when a man enters the Hooghly Pilot Service as Leadsman, he is about 22 and he has to be on training for 4/5 years before he becomes a Mate Pilot. He would, therefore, become a Mate Pilot at the age of about 26 or 27, and he would have to be a Mate Pilot for 5 years i.e., upto 31 or 32. A Mate Pilot becomes a Master Pilot at the end of 5 years i.e., at about 31 or 32, and he has to remain a

Master Pilot for 10 years i.e., upto about 41 or 42. He would, therefore, become a Branch Pilot at the age of 41 or 42, and he would continue to be so till his retirement. Thus, although a Branch Pilot is certainly much older than a Mate Pilot and also older than a Master Pilot, the difference in age between the juniormost Master Pilot and the juniormost Branch Pilot is about 10 years, and this difference goes on increasing as the Branch Pilot puts in more years of service, and the maximum difference is 13 or 14 years when both the Master Pilot becomes the seniormost as a Master Pilot and the Branch Pilot becomes the seniormost as a Branch Pilot. It is certainly true that as a man gets on in years it becomes more and more difficult for him to maintain that physical agility which is specially needed by Pilots for climbing rope-ladders at the Sandheads in a heavy sea. But if the strain is too heavy for a Branch Pilot after a particular age it will be a weighty consideration for the superannuation of a Pilot after that age, unless he has, before reaching that age, been placed in an administrative post. The Pilots have, of course, asked for an option being given to them for retiring at the age of 50 with full benefits, though their present age of retirement is 55. That any of the seniormost Pilots applied for premature retirement because of the heavy strain, there is nothing before me to show. There were 3 premature retirements in 3 years before 1947. None of the 6 Branch Pilots are yet 50 years, the two seniormost being about 48. If the position is really what it is represented to be one might reasonably expect a few cases at least of premature retirement on the ground of the physical inability of the officers concerned to bear the strain and the consideration that premature retirement might deprive them of the benefit of full pension is not likely to have stood in the way. I have dealt with this matter somewhat more minutely elsewhere, and could not persuade myself to hold that the demand for premature retirement with full benefits is justified for the present.

11. The ships visiting the Port vary in their speed per hour from 7 to 12 knots or over and the general present-day tendency in ship-building, as Shri Daniel, the Port Pilotage Officer tells me, is to have ships of larger tonnage and of greater speed. He further tells me that it is the Master Pilots who deal with the bulk of the bad-ships and generally speaking Branch Pilots deal with faster ships, though occasionally they may have to pilot a slower ship. The Mate Pilots handle ships of a tonnage upto 5,500, Master Pilots between 5,500 and 7,500, while Branch Pilots ships of any tonnage over 7,500. Shri Daniel also tells me that Branch Pilots do not always handle only Uluberia ships and they often handle the large tankers when they go out in ballast. Thus, while the duty of handling Uluberia ships and ships in ballast or tide-time ships is being shared by all the three grades of Pilots, the Branch Pilots generally speaking handle

the faster ships. The total length of the pilotage is 120 miles. A ship of 12 knots per hour would take 10 hours to cover it, and to this may be added $1\frac{1}{2}$ hours for its movements against the tides. It will thus take $11\frac{1}{2}$ hours. A ship of 10 knots per hour would take 12 hours to which may be added another 2 hours i.e., 14 hours. A ship of 7 knots per hour would take $17\frac{1}{7}$ hours plus, say, 3 hours, or $20\frac{1}{7}$ hours. A ship of 8 knots per hour would take 15 hours plus say $2\frac{1}{2}$ hours, or 17 hours 30 minutes. The above figures do not, however, take into account the hours spent at anchor. If Mate and Master Pilots handle ships of between 7 and 8 knots their hours of pilotage per ship will vary from 17 hours 30 minutes to $20\frac{1}{7}$ hours, or for 8 ships they will vary from 140 hours to $161\frac{1}{7}$ hours per month. On the other hand, Branch Pilots handling faster ships i. e., ships between 10 and 12 knots per hour, the hours of pilotage would vary from $11\frac{1}{2}$ hours to 14 hours, and for 9 ships the hours of pilotage for them per month would vary between $103\frac{1}{2}$ and 126 hours. Thus, on this calculation, certainly a rough and ready one, but probably substantially correct on the assumption that Branch Pilots, generally speaking, handle faster ships, the maximum number of hours of pilotage for a Branch Pilot in a month on the existing basis of turns would be lower than even the minimum number of hours of pilotage of a Master or a Mate Pilot. This difference, to my mind, may be taken to represent fairly the greater difficulty of handling bigger and faster ships, and also the greater difficulty of older Pilots in climbing rope-ladders at the Sandheads. The following figures (vide Appendix 'H') for 1957, 1958 and 1959 for Branch Pilots, Master Pilots and Mate Pilots are instructive and point in the same direction :

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	Branch Pilots	Master Pilots	Mate Pilots
Average number of vessels piloted per month	8.60	8.11	6.44
Average hours of pilotage per month..	152 hrs. 17 mts.	165 hrs.	142 hrs. 35 mts.
Average duration of pilotage of a ship..	17 hrs. 53 mts.	20 hrs. 4 mts.	22 hrs. 12 mts.
Average hours at the Sandheads a month	125 hrs. 48 mts.	114 hrs. 3 mts.	139 hrs. 7 mts.
Average hours in Calcutta a month ...	400 hrs. 4 mts.	370 hrs. 35 mts.	363 hrs. 27 mts.
Average number of acts of pilotage earning Night Pilotage fee	12.45	12.46	10.20

It is clear from these figures that Branch Pilots handle more ships in less time than either Master or Mate Pilots and the average time spent by Branch Pilots in Calcutta is more than what either a Master Pilot or a Mate Pilot does. Of course, these are average figures on which alone any conclusion one way or the other is possible. It may be that an individual Branch Pilot on any particular occasion takes more time to handle a ship than a Master or a Mate Pilot does to handle another; but such individual instances can hardly outweigh the average figure arrived at on the basis of the figures for the three years mentioned. These average figures clearly justify the view that if the Lokur Committee did not fix more than 9 turns a month for Branch Pilots as they might have done quite reasonably on the basis of these averages, it is probably because they allowed the consideration of their comparative seniority in age to weigh in their favour. If this is so, the Branch Pilots have already had the benefit of their comparative seniority in years in the Lokur Committee's recommendation and I think I shall not be justified in suggesting a further reduction of this standard on the ground of their age or any other ground.

12. The next demand of the Hooghly Pilot Service Association is that whatever is counted as a job for the Assistant Harbour Masters should be counted as a job for the Pilots. Obviously, this refers to items of work other than the regular work of the Assistant Harbour Masters or of Pilots. For example, when an Assistant Harbour Master has to attend the Head Office in connection with an enquiry or with the holding of an examination it is counted a turn for him, but if a Pilot has to do the same it is not counted as a turn, and naturally the Hooghly Pilot Service Association feels aggrieved over it. The explanation of this differentiation, as the Commissioners in their comments say, is that attendance at examination or enquiry does not normally take more than 3 to 4 hours, and since the norm of Assistant Harbour Masters is 18 turns a month and that of a Pilot 8 or 9 pilotage acts, it would obviously not be fair to treat attendance of a Pilot in enquiries or examinations as equivalent to one job. If by this explanation the Commissioners mean that because an Assistant Harbour Master's standard of work is 18 turns a month and that of Pilots 8 or 9 acts of pilotage, then according to the Commissioners it would not be right to treat the attendance of Pilots at an enquiry or examination as equivalent to one job, although it is considered to be right to treat an Assistant Harbour Master's attendance at enquiries or examinations as equivalent to one job. In other words, the Commissioners seem to think that the numerically larger number of turns fixed as the standard of work for the Assistant Harbour Masters must go in their favour and the lower

number of turns fixed for the Pilots must equally weigh against them. I do not see how any importance can be given to the number of turns. If the Lokur Committee fixed 18 turns a month for Assistant Harbour Masters it is simply because 18 turns a month would constitute a proper standard of work for an Assistant Harbour Master ; whereas in view of the nature of his work for a Pilot 8 or 9 pilotage acts would constitute such a standard. In other words, 8 or 9 pilotage acts should be equated to 18 turns for an Assistant Harbour Master in view of the fact that 8 or 9 pilotage acts constitute the proper standard for a Pilot and 18 turns constitute the proper standard for an Assistant Harbour Master. From the figures for January to June of 1960, in a month on an average an Assistant Harbour Master has 12 days of rest, including 4 weekly days off, when he does not do any work at all and his average numbers of hours of work a day on the basis of 26 days a month on an average is only 3.39. It is, however, possible that the Commissioners had in view not the actual number of turns done by an Assistant Harbour Master or a Pilot although that is what they have mentioned in their statement, but the duration of a turn of an Assistant Harbour Master and the duration of turn of a Pilot. It appears that the duration of an Assistant Harbour Master's turn is 4 hours and 12 minutes and that of a Pilot is about 20 hours. From this point of view the Commissioners might have thought that attendance on account of examinations and enquiries which takes normally 3 or 4 hours should be equated to one turn of the Assistant Harbour Master, whereas in the case of a Pilot it could not be because his turn was of a much longer duration. That would seem to me to make more sense than what the Commissioners actually say.

13. It appears that in 1957 a Pilot on an average handled 6.9 ships a month and the interval between one ship and another was on an average 3.2 days. If his handling of the last ship for the month occurred towards the end of the month, then he must have spent 16 days in the Port on an average per month in 1957. In 1958 the corresponding number of days between one trip and another for a Pilot was 2.6 and the average number of ships handled by a Pilot in that year was 8.4. Assuming that the last trip was towards the end of the month, on an average he spent a little more than 18 days in the Port. In 1959 the average number of days between one trip and another appears to have been 2.3 and the number of ships handled by a Pilot on an average appears to have been 8.5, and if the last ship handled by him was towards the end of the month he must have spent a little more than 16 days in the Port on an average. It further appears that the average number of hours of pilotage per Pilot per month, taking the average of three years, 1957, 1958 and 1959, was 153. Consequently

if an average be taken of the number of ships handled by a Pilot per month during the three years 1957 to 1959 it would come to 8 ships per Pilot per month. If the average number of hours spent on pilotage during these years comes to 153 it is clear that an act of pilotage covers on an average 20 hours. Of course, as a compensation for this a Pilot spends on an average about a half of the month in the Port. If these figures are taken into consideration one would probably be justified in saying that the usual work of a Pilot is at least as heavy as, if not heavier than, that of an Assistant Harbour Master, so that there is no reason at all for differentiating between the two by counting attendance at enquiries and examinations as a turn for an Assistant Harbour Master and not counting it as a turn for a Pilot. It appears that in 1958, 13 Assistant Harbour Masters had to attend the Head Office on 15 days in connection with examinations and enquiries and in 1959, six officers on 6 days. Seven Pilots had to attend the Head Office for similar work on 7 days in 1958 and nine officers on 9 days in 1959. The number of days an Assistant Harbour Master in the Port does not do any work and the number of hours he puts in every day, on the assumption that his work is for 26 days, would seem to me to justify the conclusion that when an Assistant Harbour Master is called upon to attend the Head Office in connection with an examination or enquiry, the number of occasions for such attendance being few and far between, these should not be counted as turns for him at all ; but although he will certainly be on duty, the word 'turn' should be confined to the regular ship handling work of an Assistant Harbour Master or a Pilot. When an Assistant Harbour Master or a Pilot is required to attend the Head Office in connection with an examination or enquiry it is a duty which he has to do only very occasionally and it might be called a kind of extra duty not involving in any way any particular physical or mental strain such as is involved in acts of pilotage up to Garden Reach and beyond Garden Reach. It further appears that neither a Pilot nor an Assistant Harbour Master is called upon to attend the Head Office in connection with an enquiry or an examination on a day when he has also to handle a ship ; if on any day a Pilot or an Assistant Harbour Master is assigned any duty of handling a ship and then he is called upon to attend the Head Office, the assignment of ship-handling duty must be, and is necessarily, cancelled. Thus, the duty of attending the Head Office in connection with an examination or an inquiry almost invariably falls on days when a Pilot or an Assistant Harbour Master has no other work to do.

14. In this connection it is necessary to refer to the justification of such attendance being counted a turn for an Assistant Harbour Master, suggested by Shri Cullion, Harbour Master, in his statement. He says

in answer to a suggestion from me that such attendance should not count as a turn that the point is that if he was not engaged there he might have got an opportunity of earning some mooring and un-mooring fees. Such a statement from a Sectional Head struck me as amazing, because in the first place he seems to have forgotten that the Assistant Harbour Masters are employed by the Port Commissioners not for giving them opportunities of earning extra money but for having certain things done by them, one of those things being attendance, whenever needed, at examinations and enquiries, and in the second, the answer suggests that he is more interested in the Assistant Harbour Masters' earning more money than in the activities of the Port being carried on as efficiently and at the same time as economically as possible. I must say this argument is totally untenable ; and when it is remembered that the question of earning mooring and un-mooring fees cannot possibly arise on a day when an Assistant Harbour Master has no other regular duty to perform, one can hardly help observing that an unjustifiable concession once it is made tends to whet the appetite for more and more of such concessions, in those to whom it is made.

15. In these circumstances, I am convinced that there is no justification whatsoever for putting the duty of attending the Head Office in connection with an examination or an inquiry on a par with the duty of shiphandling, either for an Assistant Harbour Master or a Pilot, though for both it is a part of their periodical normal duties. Nor does such duty deserve, from its nature of duration, to be compensated by any extra payment.

16. The next demand of the Pilots is that a Pilot required to spend 18 hours on duty should be regarded as having done two ships, or alternatively, a ship which halts at Uluberia should be treated as two ships. The Commissioners, however, in their comments do not agree to this suggestion on the ground of the number of jobs the Pilots do in a month. The Pilots seek to justify this demand by comparing themselves with the Assistant Harbour Masters in whose case there is a proviso that if an Assistant Harbour Master remains on duty for more than 12 hours it should be counted as two jobs, whereas in the case of Pilots there is no such proviso at all. The Pilots seem to think that the short pilotage of an Assistant Harbour Master between river berths and dock berths on the one hand and Garden Reach on the other is of the same nature as the long pilotage of a Pilot between Garden Reach and the Sandheads. If this is so, I am inclined to think that nothing can be more mistaken. While I am fully conscious of the difficulties of the navigation of a ship in the Hooghly

even between Garden Reach and the Sandheads it cannot be gainsaid that these difficulties are intensified in navigating a ship between the dock berths and the river berths on the one hand and Garden Reach on the other, because the river between these points is far more crowded with all kinds of river-craft than between Garden Reach and the Sandheads ; and this makes the manoeuvring of a ship between the dock berths and the river berths on the one hand and Garden Reach on the other more difficult than beyond Garden Reach. An Assistant Harbour Master in navigating a ship up to Garden Reach or from Garden Reach to the river berths and dock berths has not merely to call in his aid all the skill he possesses, but he is to be constantly watchful of the movements of the ship and the movements of different kinds of river-craft on the river nearabout the vessel he is navigating. It seems, therefore, to me to be quite fair to equate the longer acts of pilotage of the Pilots of the Hooghly Service involving longer hours with the short acts of pilotage of the Assistant Harbour Masters involving necessarily shorter hours. If an act of pilotage of 18 hours or more is counted as 2 turns or if Uluberia ships are counted as two ships, the resulting equation will, to my mind, be quite unfair to the Assistant Harbour Masters, because this equation would obviously lose sight of the difference between the nature of the work of an Assistant Harbour Master and that of the work of a Pilot. Besides, one cannot ignore the fact that if for a Mate and a Master Pilot eight turns have been fixed as the monthly standard and for a Branch Pilot nine, whereas the number of turns for an Assistant Harbour Master is 18, it is the length of an act of pilotage of a Pilot which has been one of the most important determining factors. That being so, there will be no justification for treating the pilotage of more than 18 hours as two jobs or in the alternative for treating an Uluberia ship as two ships.

17. The next demand of the Hooghly Pilot Service is that when a Pilot is detained on a ship the period of detention should be treated as an extra job. The Commissioners do not comment on this. It appears from the statement of Sri B. L. Mital that many times it so happens that due to navigation reasons or due to a traffic berth not being available in Calcutta the Pilot may be asked to anchor at Saugor or Diamond Harbour and await his turn to come in. And that is detention, and this is done under the orders of the Port Pilotage Officer. He further says that sometimes it may be as much as six to seven days, but such cases are rare. When such detention occurs, Shri Mital tells us that generally an attempt is made to relieve the Pilot concerned every third day, and if it is more than

that, the Port Pilotage Officer tries to relieve him. But when detention occurs, as sometimes it does as the result of a ship going aground, the Pilot has to stay on board till she is refloated because in case of an accident the Pilot is responsible for the ship till she is refloated and no other Pilot can be made responsible for the refloating of a ship which has gone aground during the pilotage of one Pilot.

18. It seems pretty clear that such detentions are not frequent occurrences, although they do occur at times. The only consequence of such detention is that the length of the particular pilotage act during which a Pilot is detained is increased. During the period of detention the Pilot is no longer navigating a ship. Although if this period of detention is treated as a part of the pilotage act, as I think it should be, the Pilot is still responsible for the safety of the ship which is at anchor. When a ship is detained by reason of a berth not being available in the Port, there is nothing like the strain which a Pilot goes through in navigating a ship. When, however, the detention is due to the ship going aground, the Pilot is not actually navigating the ship beyond what he has got to do to refloat the ship with the help of one or more Despatch Vessels. In these circumstances, it is difficult to say that the period of detention of a Pilot may justly be treated as an extra job which means an extra job of navigating a ship. Besides, it appears that on an average during 1957, 1958 and 1959 there were 2.74 cases of detention and 94.58 hours of detention so that the average duration of each detention was 34.51 hours.

19. The next demand of the Hooghly Pilot Service is that every "Station Order" should be treated as a job. The Commissioners do not say anything on this point in their comments. By a Station Order is meant an order under which a Pilot has to travel as a passenger on board a ship for taking up his duty either at the Sandheads or at Garden Reach. Normally, there is always a number of Pilots on duty at the Sandheads waiting for ships to come and to be piloted by them to the Port. In Calcutta again Pilots are on duty for piloting ships from Garden Reach to the Sandheads. If more ships come in to the Sandheads than the number of Pilots available there, more Pilots have to be sent from the Port to the Sandheads so that Pilots have to travel to the Sandheads as passengers on board other vessels for taking up their duty at the Sandheads. Similarly, if the number of ships coming in to the Sandheads appears to be less than the number of Pilots available there and if more Pilots are required in the Port for navigating ships from Garden Reach to the Sandheads, some Pilots have to come back from the Sandheads to the Port

as passengers on board other ships. On such occasions although the Pilots are on duty, they do not actually navigate the ships they travel in. They are not deemed to be turns. It is the demand of the Pilots that they should be. I do not think that there is any reason why such duty should be regarded as turns which for a Pilot means to my mind only the work of piloting ships. Although travelling as passengers on board ships for taking up duties either at the Sandheads or at Garden Reach constitutes duty, it is certainly duty of a kind different from the normal duty of a Pilot which is to pilot a ship and because of this difference it should not be and cannot be treated as a job for a Pilot.

20. It will not be out of place to mention in this context the fact that since 1955, only 7 Leads-men with Second Mate's certificates have entered the pilot service and out of them two have resigned. This suggests that the initial emoluments are not probably comparable to those obtainable by such men at sea. In the interests of the efficiency of the service, the Commissioners may consider in the first place whether they should not have more Leads-men with Second Mate's certificates and in the second whether their initial emoluments should not be made more attractive.

Dredger and Despatch Service

21. The norm of work suggested on behalf of the Dredger and Despatch Service is 18 days in one calendar month on the river for officers attached to the Dredgers, and 15 days in one calendar month on the river for officers in Despatch Vessels. According to them the day of sailing from and the day of return to the Port should be counted as two additional days and not, as at present, as one day only. The Commissioners on the other hand, say in their comments that as the work of the Dredger and Despatch Vessels to which these officers are attached is on the river, it is not practicable, in view of the nature of the work that they have to do, to regulate the number of days in a month during which Dredgers or Despatch Vessels should be on the river. It is also understood that the Commissioners do not unnecessarily keep any vessel down the river. It is obvious that what the Dredger and Despatch Service wants is that their service, like any other marine service, such as the Assistant Harbour Masters, should have a standard of work laid down, and if an officer is called upon to work in excess of that standard he should be compensated either in leave or by extra payment. That is a perfectly intelligible and, to my mind, reasonable request. But the question is on what principles the standard of work of this service should be laid down. The work of the dredgers is dictated by the actual depths of the different bars

in the river at different times, and it is impossible for anyone to say beforehand on which of the different bars and for what length of time any particular dredger may be called upon to work during any particular period.

22. There is no doubt that it is almost impossible to regulate the trips of dredgers and their duration by anything like a rule of thumb. Similarly, while the routine duties of Despatch Vessels include the maintenance of four attendant light vessels, two unattended light vessels, one light house, and navigational aids consisting of 75 lighted buoys, about 20 unlighted buoys, about 125 shore lights, in a stretch of 126 miles from Calcutta to Western Channel Light Vessel—duties which must necessarily involve constant patrolling the river, which can more or less be regulated, they have got another kind of important duty, the rescuing or salvaging of vessels and towing them—a duty which is evidently necessary in emergencies for which Commanders and officers attached to Despatch Vessels are always on two hours' notice when their vessels are in town. Evidently, these are duties which cannot be regulated on one uniform principle. In the circumstances, the utmost that may, in my opinion, be done is to take a longer period than a month as the unit of time and to lay down an annual rather than a monthly norm. The annual norm, again, will have to be fixed on a monthly norm which seems to me, regard being had first, to the nature of the functions of the Dredger and Despatch Service and secondly, to the fairly long periods during which Dredgers at least have to be in Port on occasions at a stretch, to be quite incapable of rigid application in practice, but may yet perhaps be kept in view as an ideal to be aimed at. The question now arises how this monthly or yearly norm should be arrived at.

23. I find from the figures supplied regarding the Dredger 'Jalengi' from the 1st of January, 1959 to the 31st of December, 1959 that in January it was 18 days down the river and 13 days in the docks for repairs and the average duty hours per day came to 7 hours 38 minutes and the average duty hours down the river when the Dredger was down the river was 8 hours 50 minutes. In February the ship was 23 days down the river and 5 days in the docks for repairs. The average duty hours per day were 9 hours 3 minutes and the average hours of work down the river were 9 hours 33 minutes. In March it was 25 days down the river and 6 days in the Docks for repairs. The average duty hours per day was 9 hours 29 minutes and the average hours of work down the river was 10 hours 5 minutes. In April the ship was throughout in the docks for annual survey. Although the average duty hours per day came to 6 hours 16 minutes there was no work down the river and consequently no dredging

at all. In May, the ship was in the docks for 23 days for annual survey and was 8 days down the river. Its average duty hours per day were 7 hours 43 minutes and average hours of work down the river were 11 hours 10 minutes. In June, the ship was 23 days down the river, 4 days in town and 3 days in the docks for repairs. The average duty hours per day were 9 hours 25 minutes and the average hours of work down the river were 10 hours 47 minutes. In July, the ship was 23 days down the river, one day in the docks and 7 days in town. The average duty hours per day were 10 hours 3 minutes and the average hours of work down the river were 11 hours 2 minutes. In August, the ship was 28 days down the river and 3 days in town. Its average duty hours per day were 12 hours 9 minutes and the average hours of work down the river per day were 12 hours 48 minutes. In September, the ship was 23 days down the river and 7 days in town. The average duty hours per day were 10 hours 54 minutes and the average hours of work down the river per day were 12 hours 24 minutes. In October, the ship was 26 days down the river and 5 days in town. The average duty hours per day were 11 hours 39 minutes and the average hours of work down the river per day were 13 hours 43 minutes. In November, the ship was 14 days down the river and 16 days in the docks and the average duty hours per day were 8 hours 15 minutes and the average hours of work down the river per day were 11 hours 3 minutes. In December, the ship was 8 days in town and the docks and 23 days down the river. The average duty hours per day were 9 hours 40 minutes and the average hours of work down the river per day were 12 hours. From these figures it appears that the 'Jalengi' was during 1959, 234 days down the river in 11 months and it was in the docks for annual survey throughout April. If, therefore, an average of twelve months be taken during 1959, it may be said to have been down the river on an average on 19.50 days. If the hours of work down the river be now taken into consideration, it appears that the ship worked down the river during the year for 123 hours and 25 minutes. If this be divided by 11 months during which the ship worked down the river, the average hours of work down the river would come to about 11 hours and 13 minutes. Similar figures for other dredgers are as follows :

	Dredger "Ganga"	Dredger "Balari"	Dredger "Bhagirathi"
Average number of days down the river per month.	20.50	18.60	20.67
Average number of hours of work down the river per day.	11 hrs. 15 mts.	10 hrs. 47 mts.	14 hrs. 7 mts.

On the basis of these figures it is clear that dredgers were down the river in 1959—19.82 days on an average and that the working hours of a dredger on an average per day were 11 hours 50 minutes down the river.

24. I think from these figures one may reasonably fix the monthly norm of dredgers to be down the river at 20 days and the annual norm at 240 days. As already stated, the monthly norm is something to be aimed at though the exigencies of the service may not make it possible for the Commissioners to stick to this rigidly ; so long as no one in the service is asked to be down the river for more than 26 days in a month and more than 240 days in a year, I do not think it will be really hard on the officers. As already stated, the overtime leave instead of a monetary allowance should be allowed only when the annual norm of 240 days is exceeded. The reason why I say that no officer in the section should be called upon to work for more than a certain number of days is that the working hours per day appear to be in excess of 8 and the reason why I fix 26 is that this maximum will make it easier for the Commissioners to give each officer 4 days off a month. The figures also show that 26 days a month down the river are rarely exceeded by any dredger, if at all. When a dredger is in the Port, its officers must, however, follow their usual routine of work. In calculating the number of days spent by a dredger down the river, a day when a dredger does full day's work down the river and comes back to Port should be counted as a full day. Similarly, a day when it leaves the Port or does a full day's work down the river should be taken to be a full day. The same mode of calculation should be followed in the case of the services for which the norm has been fixed in a similar way.

25. It appears from the figures supplied regarding the Despatch Vessel "Dumayne" for 12 months during the year 1959 that it was in docks for 4 days for minor repairs in January, 18 days down the river and 9 days in town and the average duty hours down the river per day were 8 hours 57 minutes. In February, it was 19 days down the river and 9 days in town and the average duty hours down the river per day were 10 hours 47 minutes. In March, it was 10 days down the river, 6 days in town and 15 days in docks for repairs and boiler cleaning. The average duty hours down the river per day were 7 hours 38 minutes. In April, the ship was 11 days down the river, 6 days in town, 13 days in the docks and the average duty hours down the river per day were 8 hours 8 minutes. In May, the ship was 18 days down the river, 13 days in town and the average duty hours down the river per day were 8 hours 55 minutes. In June, it was 19 days down the river and 11 days in town and the

average duty hours down the river per day were 8 hours 47 minutes. In July, it was 18 days down the river, 13 days in town and the average duty hours down the river per day were 7 hours 10 minutes. In August, it was 9 days down the river, 4 days in town and 18 days in docks for annual survey and the average duty hours down the river per day were 7 hours 32 minutes. In September, it was 4 days down the river, 26 days in the docks for annual survey and the average duty hours down the river per day were 7 hours 21 minutes. In October, it was 17 days down the river, 14 days in town, and the average duty hours down the river per day were 9 hours 5 minutes. In November, it was 21 days down the river, 9 days in town and the average duty hours down the river per day were 10 hours 28 minutes. In December, it was 23 days down the river, 8 days in town and the average duty hours down the river per day were 10 hours 26 minutes. If the average of these figures for 12 months be taken, it would appear that the ship was on an average 15.58 days down the river in a month and the number of duty hours down the river per day on an average came to 8 hours 46 minutes. Similar figures for the other Despatch Vessel, "Nadia", are as follows :—

	Despatch Vessel "Nadia"
Average number of days down the river per month	<u>16.73</u>
Average number of hours of work down the river per day.	10 hrs. 45 mts.

26. On an average, therefore, each Despatch Vessel appears to have spent 16.15 days down the river and worked for 9 hours 46 minutes during such periods every day. I am inclined to think that on the basis of these figures one may reasonably fix the norm for this service at 18 days per month and 216 days in a year to be applied and worked exactly on the lines suggested for the dredgers. The maximum number of days, however, for the Despatch Vessels should not exceed 24 days down the river in any month. If the yearly norm is exceeded, additional compensatory leave will have to be given on the same lines as suggested for the officers attached to dredgers. The officers attached to Despatch Vessels will also, however, like those attached to dredgers have to do their normal routine duties when their vessels are in Port.

27. The other demand of the Dredger and Despatch Service is that the day when a ship sails from the Port and the day when it returns to the Port should be counted as two full days, and not as one day only as at

present. The Commissioners' comment is that the sailing and arriving days cannot be counted as full days because the period of rest in town starts from the time a ship is in moorings or docks, which is normally in the morning. This demand of the Dredger and Despatch Service is made in connection with the method of calculation of the days for which the 'Away from Base' allowance is payable to them. This allowance, as its name implies, is payable to an officer only on days when he is away from the Port or base. Under the Fundamental Rules, an officer of Government is not entitled to the full halting allowance for a day when he comes back to his headquarters, whatever the hour of his return ; nor is he entitled to full halting allowance for a day when he reaches the place of halt, whatever the time when he reaches the place of halt. That is exactly the principle which the Commissioners seem to have been following. From the statement of Commander Pinches it appears that although dredgers in some cases normally arrive in the morning, they do not always do so ; nor do they normally leave early in the morning. But whatever the hours at which ships may leave the Port and at which they may return to it, it is obvious that if the day of sailing and the day of return are taken together the ships will be in the Port for a long enough time to entitle one to say that they were not away from the Port for two whole days. On the whole, I am inclined to think that the principle of the Fundamental Rule in question which is applicable to all the Civil Services under the Government and which the Port Commissioners have adopted is just and fair, so that it is difficult to justify a departure from that rule on the ground that sometimes ships might arrive in Port later than 12 mid-day. This, however, will not apply to the question of determining the number of days when a ship is down the river.

Assistant River Surveyors

28. The Assistant River Surveyors, while they have asked for a standard of work being laid down for them, have not themselves suggested, any norm either in their memorandum or in their statements. It appears however, from the figures furnished for 3 survey vessels, viz., the 'Pathfinder', the 'Guide' and the 'Waterwitch' for the period from 1956 to 1959 that the average hours of work per month for the 'Pathfinder' were 308 hours 30 minutes, for the 'Guide' 307 hours, for the 'Waterwitch' 305 hours. If each officer is given a day off every week, the number of working days in a month of 31 days will be 27 and in a month of 30 days 26. The average hours of work, therefore, would on this basis be 11 hours 52 minutes for the 'Pathfinder' in a month of 30 days, and in a month of 31 days 11 hours 26 minutes. The corresponding figures for the 'Guide'

are 11 hours 48 minutes and 11 hours 22 minutes respectively. For the 'Waterwitch' the corresponding figures are 11 hours 44 minutes and 11 hours 18 minutes respectively. The average number of hours, therefore, for months of 30 days when the average number of hours of these three vessels are taken into consideration comes to 11 hours 46 minutes and for months of 31 days the average comes to 11 hours and 22 minutes. If these figures are typical—and I think they may reasonably be held to be typical because the Assistant River Surveyors' Association has, in an appendix to their written statement, viz., Appendix 'D', given the hour of work, month by month, for the years 1956, 1957, 1958 and 1959, put in by the Survey parties attached to the three survey vessels, the 'Pathfinder', the 'Guide' and the 'Waterwitch', and of no other survey party—figures which, according to them, tend to show that the work of the survey parties has been increasing—the question arises whether these figures should be taken to represent the normal hours of work of a survey party or, as represented by the Association, they are excessive.

29. The nature of the work of a survey party which has to take soundings of the river bed at different places at different times undoubtedly involves specialised knowledge and skill as does the work of all the Marine Services, but the work of an Assistant Harbour Master and of a Pilot calls for constant vigilance and alertness as long as either is piloting a ship, and this necessarily means a considerable amount of mental and physical strain. The work of surveying the depths of the river cannot possibly involve any physical or mental strain like that, although Shri Adolphus, the River Surveyor, would have one believe that the work of the Assistant River Surveyors is as strenuous, physically and mentally, as that of the Assistant Harbour Masters, Pilots, Engineers and Chief Officers, and his only reason for thinking so is that the Assistant River Surveyors are all the time engaged in it. Probably what he means is that because the Assistant River Surveyors are engaged in surveying the river all the time they are supposed to be on duty the strain involved in what they do must be held to be as great as the strain the work of the Assistant Harbour Masters, Pilots, Engineers and Chief Officers, puts on those officers. In other words, he seems to think that for Pilots and Assistant Harbour Masters, at any rate, the pilotage is not a continuous exercise of alertness and vigilance, and if the duration of a pilotage of an Assistant Harbour Master is shorter than that of a Pilot, the Pilot's work, particularly in navigating ships in ballast which proceed from Garden Reach right upto the Sandheads without any halts, is much longer than the work per day of Assistant River Surveyors, and if the Engineers and Chief Officers may have some periods of rest, however short, between two

spells of work during the same period of duty, it is probably not incorrect to suppose that Assistant River Surveyors also do the same, snatching a few moments here and there while they are actually engaged in survey work. In any event, the evidence of Shri Adolphus, the River Surveyor, on this point left on me the impression that he was trying to over-state the case of the Assistant River Surveyors in saying all that, and to that extent he hardly did justice to the position he holds in the Port as Sectional Head.

30. Shri Adolphus was examined by me again on certain points and he tells me first that the limiting factors in the work of the Assistant River Surveyors are, first, hours of day light, and secondly, the tides, because it is only in day light that the work of surveying is possible and because bars and crossings can be surveyed only during the ebb tide for ensuring accuracy within a margin of error of 3 inches, though sectional surveys or surveys from bank to bank studying the shoals have to be done in flood tide for ensuring the accuracy within a margin of error of 1 ft. He further tells me that if the total number of hours of work of a party of Assistant River Surveyors comes to 12, then only two-thirds of it will be surveying work and charting work. Or, in other words, in a total of 12 hours work a day, a total of 8 hours, according to Shri Adolphus, is spent in actual surveying and charting. In answer to a question I put to him he says that there should be no differentiation between the work of survey as carried on by the survey parties attached to the survey vessels; dredgers and stations where the officers draw the 'Away from Base' allowance and that carried out by the officers attached to 'Fairfields' who do not draw any such allowance, although all Assistant River Surveyors doing actual survey work draw the messing allowance.

31. I am inclined to think that Assistant River Surveyors who have to go down the river either in survey vessels or in launches for surveying the bars where dredgers are at work, should be placed on the same level as dredgers as regards the turns of work. Or, in other words, turns of survey parties attached to the survey vessels or to dredgers should be the same as those for officers of the Dredger and Despatch Service attached to the dredgers and though, according to Shri Adolphus, there should be no differentiation between the work of survey parties attached to 'Fairfields' and that of those at any other station the officers of which draw the 'Away from Base' allowance which is not drawn by the officers attached to 'Fairfields' station, the same standard can hardly be applied in practice to them, because the officers attached to the 'Fairfields' station, also known as the Encroachment and Port Survey Party do not have to

spend any day outside the Port and their work is more or less confined to the area of the Port proper. For them, the only practicable standard I can think of is in a number of days in a month. The same remark holds good of the officers stationed in the Hooghly Point Station where the officers go out and come back daily to their headquarters at the end of their day's work. For them also, the only practicable standard I can think of is in a number of days in a month.

32. For the three survey vessels and the Survey Parties attached to dredgers, the norm of work should, I think, be the same as for dredgers, *i.e.* 20 days in a month and 240 days in a year and the principles enunciated in connection with dredgers of the Dredger and Despatch Service, should* be applicable to officers attached to these survey vessels. These officers also like those attached to dredgers of the Dredger and Despatch Service should do their usual round of duties when the vessels are in Port. The Higher Reaches Party which is housed in a boat towed from place to place by a launch appears from the figures supplied for 1959 to have worked for 12 hours per day on an average. I am told on enquiry that this party is away from the Port from one month to three months at a stretch and the officers occasionally come to the Port either by launch or by train for collection of stores. It further appears from the figures supplied by Shri Adolphus of the work of this party from 1st July, 1955 to 31st May, 1957, that the party worked at a stretch for $2\frac{1}{2}$ months in 1955 and for 7 months in 1956 and that the average number of days it worked per month during this period come to $21\frac{1}{2}$. This station is more or less like the Hooghly Point Station except that the Hooghly Point Station being a shore station and quarters being provided there, officers can live with their families there whereas the officers of the Higher Reaches Party cannot do that. This important difference between the position of the officers stationed at the Hooghly Point Station and those of the Higher Reaches Party can only be removed by transferring officers by rotation from the Hooghly Point Station or other shore station to the Higher Reaches Party. The only practicable standard of work for this party I can think of is that they should work for 22×12 or 264 days in a year on the monthly standard of 22 days which, however, cannot and need not rigidly be adhered to, though it should be kept in view as an objective to be aimed at. The reason why I fix for this party a lower standard than for the rest is that it appears from time to time to be necessary for this party to be down the river for a long period at a stretch. I find from the figures supplied for the Encroachment & Port Survey Party and the Hooghly Point Station for 1959, that the average number of days per month spent by the first in surveying are 16.70 and by the second 14.83.

In addition they do charting work in the office and a certain amount of time they must spend in transit from place to place. Even then, the average number of days spent by them in actual surveying seems to me to be rather low. Whether this is really so or not, it is hardly possible for me to say on the materials before me. As the officer of the 'Fairfields' station and the Hooghly Point Station, are really shore-based officers, though they draw messing allowance, they should work for 26 days in a month of 30 days, 27 days in a month of 31 days, and 25 or 24 days in February according as the year is a leap year or not, whether in the office or in the river and this is the only practicable norm I can fix for them.

33. Another demand of the Assistant River Surveyors' Association is that the number of survey units should be increased so as to give some relief to the officers of the service. It appears from the statement of Shri Adolphus that there are 5 survey parties attached to the 5 Suction Dredgers and that each of these parties consists of two officers. On two survey vessels, viz. the 'Pathfinder' and the 'Guide', there are two survey parties, each consisting of four and on the other survey vessel, viz. the 'Waterwitch' there is a survey party consisting of three officers. The other stations, viz. Hooghly Point, Fairfields and Higher Reaches, have each one party of three officers. Therefore, for manning these survey parties 30 men are essential. This number does not include the three other officers of the department, viz. the River Surveyor, the Deputy River Surveyor and the Model Officer so that the minimum strength necessary for the running of these survey parties and the administration of the section, 33 officers are absolutely essential. To what extent this should be increased to meet the leave reserve is a question which appropriately should be dealt with in the chapter on the cadres of the different services. But here the question raised is whether the number of survey units should be increased. I am told that all the three survey vessels are pretty old and have to be kept in the docks for repairs for more or less long spells. This being the position the strength of the cadre and the number of survey vessels have to be fixed very carefully and under the existing circumstances it may not all be desirable or expedient to increase the number of survey units before increasing or at least replacing one or more of the survey vessels.

34. Whether the number of survey units should be increased or not is a question which can hardly be decided without taking into account a large number of factors such as the condition of the different bars, the number of effective survey units which it is possible for the Port Commissioners to have within the limits of its resources, the actual condition of

the existing survey vessels, and the number of occasions when they are laid up for repairs and the duration of the time when they are in the docks for repairs, to mention only a few. If, of course, the strength of the dredger fleet is increased beyond its present strength, the number of survey parties will necessarily have to be increased. I think the Commissioners should be left to decide this matter when the time arrives for its consideration, for even the Assistant River Surveyors' Association admits in its statement that an increase in the survey units is a question of long term policy and in place of such an increase it has actually asked for compensation in the way of an overtime allowance as has been granted to other services. The question of overtime allowance will be dealt with separately elsewhere.

First Class Marine Engineers

35. As regards their turns, the First Class Marine Engineers say that the number of days during which an Engineer should be away from the Port on each trip should be fixed. Evidently, this is a demand for that section of Class I Marine Engineers who are attached to vessels which have to go down the river for a number of days, such as Dredger and Despatch Vessels. The number of days for officers of such ships should be the same as the number of days fixed for other classes of officers attached to such ships. That is, if a First Class Engineer is attached to a dredger the number of days for him should be exactly the same as for the navigating officers attached to a dredger. If, on the other hand, he is attached to a Despatch Vessel, the number of days for him should be the same as that for Despatch Vessels. If he is attached to a Pilot Vessel which is normally stationed for about 15 days at the Sandheads, including a day or two in transit, an Engineer attached to a Pilot Vessel would normally have to spend 15 days away from the Port in a month. Of course, for the Dredger and Despatch vessels it is impossible to fix the number of days for each trip. What can be done is, as already pointed out, to fix a monthly norm not as a rigid standard but more or less as an ideal to be aimed at, subject of course to a monthly maximum which should not be exceeded, and on that basis to fix an annual standard which must be rigidly followed, and if an officer is to be away from the Port for more than that period in a year he will have to be compensated in the same way as the officers of the Dredger and Despatch Service.

Junior Marine Engineers

36. The Junior Marine Engineers demand that the hours of work of all Junior Marine Engineers should be 8 hours a day or 48 hours a week.

The Junior Engineers who are attached to Port Dredging actually work for 8 hours a day, and if their work exceeds that they earn an overtime allowance. Besides, even those of the Junior Engineers who have to go down the river normally work 8 hours a day except Junior Engineers placed in charge of Second Class vessels. And, Junior Engineers whose normal hours of work are 8 a day have to work in an emergency, such as the breakdown of machinery, even beyond 8 hours, if necessary. When Junior Engineers go down the river they draw an 'Away from Base' allowance, and although their normal hours of work do not exceed 8 hours they may, in an emergency, have to work longer than that period. As they are in receipt of an 'Away from Base' allowance for the days they are down the river, I do not think that payment of an overtime allowance for any work beyond 8 hours a day would be justified. Of course, as far as Engineers-in-charge of Class II vessels are concerned, they are in charge throughout; but that does not mean that they are working all the time. To say that Junior Engineers in charge of Class II vessels should work only 8 hours and no more means placing 3 such Engineers in charge of one vessel in order that each of them might be on duty for 8 hours. To my mind, such a demand would be totally unjustified. I am told that all the Engineers-in-charge of Class II vessels except those of River Survey Vessels 'Pathfinder' and 'Guide' have more or less fixed hours of duty and they do not have to go down the river. Some of them are eligible for overtime for work for more than 8 hours a day. Those whose hours of duty are 12 hours are eligible for mess allowance at the rate of Rs. 5/- per diem. They usually work for 26 days a month. It is, therefore, necessary to fix the norm for the Engineers-in-charge for Class II vessels, which have to go down the river. The 'Pathfinder' and 'Guide' are River Survey Vessels. The number of days down the river for the Engineers-in-charge of these vessels, should be the same as that laid down for the Assistant River Surveyors attached to these vessels.

OVERTIME ALLOWANCES

Assistant Harbour Masters

37. I have already said that Assistant Harbour Masters demanded calculation of their overtime allowance on a different basis in lieu of night fees, but I have found that night fees they are not entitled to. Whether, however, on its merits there is any reason for calculating their overtime allowance on a basis different from the one on which they are calculated at present, I reserved for later consideration. As I have found that the turns of the Assistant Harbour Masters in Calcutta fixed by the Lokur Committee are far from excessive and that the same number of turns fixed

for the Assistant Harbour Master at Budge Budge is extremely low and should be raised to 24 from 18, there is no question of reducing the duration of a turn for Assistant Harbour Master either in Calcutta or at Budge Budge, or a reduction of the number of turns. As far, therefore, as the Assistant Harbour Masters are concerned, there is no reason at all why the present basis of calculation of their overtime allowance should be changed, except to the extent to which it is modified by the suggested increase from 18 to 24 per month of the turns of the Assistant Harbour Master at Budge Budge.

Hooghly Pilot Service

38. The Hooghly Pilot Service has asked for a change of the present system of calculating overtime allowance for them by reducing the number of turns for Branch Pilots from 9 to 8, the number fixed for Master and Mate Pilots. As I have found that there is no sufficient ground for reducing the number of turns for Branch Pilots to the number of turns for Master and Mate Pilots, the suggested basis of change does not really exist, so that there is no occasion for changing the existing system. The next demand that Commanders should be paid overtime whenever they are called upon to do special duty loses sight of the fact that these officers are attached to ships and their position is comparable to that of the Master of a ship or the Commander of a Dredger or Despatch vessel who are always on duty like a Commander of a Pilot Vessel. As these officers do not earn any overtime allowance, there is no reason at all why on principle the Commander of a Pilot Vessel should be allowed to draw overtime allowance for special duty. Such special duty, I am told, is mostly to carry the guests of the Port Commissioners in Pilot Vessels from one place to another. A Commander should feel honoured by such an assignment and it should normally be beneath one's sense of dignity and self-respect to ask for monetary compensation for special duty of this nature.

Dredger and Despatch Service

39. The Dredger and Despatch Service has asked for compensation for work in excess of the norm in the shape of an extra payment at the rate of $7\frac{1}{2}$ per cent of the officer's basic salary. On principle, I am opposed to the system of compensating an officer in the form of overtime allowance although even for officers there should be a norm of work which should not ordinarily be exceeded, and if it is exceeded the officer is entitled to compensation ; but that compensation should not take the form of an extra allowance, but the form of special leave. I have found that some at least of the officers of the the different Marine Services to whom I put

this point of view shared it, at least to some extent. But at the same time they pointed out that in certain services in the Port Commissioners as well as in certain services elsewhere overtime allowances, even for officers, have been recognised ; and it is argued that if it is recognised for some services there is really no reason why it should not be recognised for other services. There is undoubtedly some force in this argument. At the same time I cannot help thinking that if the principle itself is not sound it should not be extended further merely because it has already been accepted for some services, for that will amount to making an unsound principle generally applicable. I am, therefore, inclined to think that officers of the Dredger and Despatch Service should be compensated by extra leave to be calculated at the rate of one day for each day they spend down the river in excess of the norm laid down for them. As I have fixed a yearly norm for the Dredger and Despatch Service the special leave in lieu of the excess work should also be calculated yearly ; that is, it should be calculated after the year is over, so that this special leave will be due in the year following. If for any reason the Port Commissioners cannot allow the special leave to an officer who has earned it, in the year when it has become due even though the officer may then ask for it he should be allowed to accumulate the leave to his credit for a number of years to be fixed by the Port Commissioners on a consideration of relevant materials. This leave should be allowed with all allowances. In this connection, it is probably necessary to point out that in the event of dredging round the clock for which provision has been made in the 'Bhagirathi' already in commission and the 'Churni' to be commissioned in the near future, some officers of the service may have to put in harder work and longer hours than what they normally do. If the Commissioners are satisfied about it, they may consider if some form of an allowance for this hard work is not likely both to provide an incentive for such work and to compensate the officer concerned for it.

Assistant River Surveyors

40. In fixing the norm for the Assistant River Surveyors, I have split up the service into three categories, namely, (i) the officers attached to Dredgers and to the three Survey Vessels, the "Pathfinder", the "Waterwitch" and the "Guide", (ii) the Higher Reaches Party and (iii) the Encroachment and Port Survey Party stationed at what is known as the Fairfields and the Hooghly Point station. For the last category, I have suggested a monthly norm of 25 or 24 days in February according as it is a leap year or not, 26 days in a month of 30 days and 27 days in a month of 31 days. This ensures them their weekly days of rest, which may be

given by turns, if necessary, and normally there should be no extra work. For the officers attached to Dredgers and to the three Survey Vessels, I have fixed the same norm as for dredgers and any work done in excess of the norm is to be compensated by additional special leave on exactly the same principles enunciated for the Dredger Section of the Dredger and Despatch Service. As far as the Higher Reaches Party is concerned, I have said that the norm should be 264 days in a year on the basis of a monthly standard of 22 days. Any work in excess of this work will have to be compensated by additional special leave to be calculated on the same principles as those enunciated for the Dredger and Despatch Service.

Class I Marine Engineers

41. As all Engineers who go down the river except Chief Engineers and Second Engineers ordinarily work for 8 hours a day and are called upon to do extra work only in the event of emergencies such as the break-down of machinery, there will be little justification for compensating them for the extra work involved in an emergency, for it is a part of the normal duties of an officer to do whatever he is called upon to do in an emergency even though it might involve work in excess of his usual standard of work, but, for Chief Engineers and Second Engineers who, when they go down the river are not restricted to any fixed number of hours of work and who are supposed to be on duty during 24 hours although they may never actually be working for 24 hours, as that will be physically impossible for any man, it is only fair to say that they should be compensated by a special leave if they have to be down the river for a period in excess of the norm which has been fixed for them, leave being calculated as in the case of the Dredger and Despatch Service on the basis of one day for each day in excess of the norm.

42. The Class I Engineers have also demanded compensation for night work for Engineers attached to Dredger and Despatch Service. But I do not see any justification for this, first because there is little night work in dredgers and secondly, if in Despatch Vessels occasional night work may be involved it does not appear to be sufficient to justify a special compensation.

43. The claim for overtime for Junior Marine Engineers has been dealt with in paragraph 36 of this Chapter also in Chapter IV.

CHAPTER VI

THE STRENGTH OF CADRES

All the Marine Services have not raised the question of the strength of their cadres and it is only a few of the services that have raised it. The Committee, therefore, confines itself to the question of the cadres of only those services which have raised it, for it is no use considering the question of the cadre of a service which is not in controversy between the members of the service on the one hand and the Port Commissioners on the other, it being always open to the Port Commissioners to consider what should be the strength of a particular service on the basis of the requirements of the Port.

Assistant River Surveyors

2. The Assistant River Surveyors have raised the question of their cadre. In their memorandum before this Committee they have tried to show that the total strength of the cadre including the River Surveyor and the Deputy River Surveyor, a leave reserve of 10% and a weekly day off reserve at 5, altogether should be fixed at 52. In the table they have included 'Haldia' and 'Churni' which have not been commissioned yet so that the officers assigned by them to these two vessels are not yet necessary. For the 'Haldia' they have asked for four officers, viz. one Commander, one Chief Officer, one Second Officer and one Third Officer and for the 'Churni' they have asked for two officers, viz. one Officer-in-Charge of the Survey Party and one Assistant River Surveyor. It is obvious, therefore, that these six officers even on their own showing are not yet necessary so that on the statement of the Assistant River Surveyors themselves the maximum at present should be 46. Out of 52 officers asked for by the Assistant River Surveyors, they have asked for, two Relieving Commanders, one Relieving Officer-in-Charge of Dredger Parties, two Relieving Chief Officers and four Relieving other officers. In other words, they have asked for Relieving Officers at different stages instead of at the lowest stage of Assistant River Surveyors. They seek to justify their demand of these Relieving Officers by saying that 9 Commanders cannot be relieved except by at least two Relieving Commanders and that seven Officers-in-Charge of Dredger Parties cannot be relieved except by at least one Relieving Officer-in-Charge and that eight Chief Officers cannot be relieved except by two Chief Relieving Officers. Similarly, 17 other officers cannot be relieved except by four Relieving Officers. It does appear that the proportion of Relieving Officers is far from uniform and it is difficult to understand on what basis the strength of the Relieving Officers has been

fixed. It seems to me to be quite obvious that the whole suggestion is inspired more by an anxiety to ensure better prospects for the members of the service than to satisfy the actual requirements of the Port. It is quite obvious that in order to relieve the different categories of officers all that is necessary is to add a leave reserve at a certain percentage to the existing strength of Assistant River Surveyors. If a Commander has to be relieved, he can be relieved by the seniormost Assistant River Surveyor available and so on. It is true that when an Assistant River Surveyor relieves an officer who draws a higher salary, the Relieving Officer is not entitled to any officiating allowance if the period of relief is less than a month. But that should be no consideration in finding out what should be the strength of the cadre. That is really an appropriate consideration for deciding whether Relieving Officers should be given an officiating pay or not and my answer to that is in the negative because that would be a departure from the general rule followed by the Port Commissioners and I am not inclined to think that a departure is justified in the case of only some services under the Port Commissioners.

3. Now, as regards the strength of the cadre of Assistant River Surveyors, I find the sanctioned strength is 38 including the River Surveyor, 36 permanent and two temporary for the Falta Point Scheme. The existing strength is 37 so that there is one short of sanctioned strength. That is to say, one more Assistant River Surveyor is still to be recruited to make up the shortage. In addition, the Port Commissioners have already sanctioned five more posts, viz. two for giving the officers a day off a week and two more for the newly acquired Dredger, 'Maitena', one for additional work in connection with Haldia and River Training Works and that is now awaiting Government sanction so that if this additional number which has already been sanctioned by the Commissioners is added on to the present sanctioned strength, the strength of the service will come to 43 including the River Surveyor, the Deputy River Surveyor and the Model Officer. The Port Commissioners say that for posts meant for leave reserve and for vessels under construction, that is, 'Haldia', 'Churni', etc., proposals will be submitted as and when necessity arises. The actual requirements as stated by Shri Adolphus, the River Surveyor and the distribution of the officers for the survey work are as follows :-

five Dredgers, two each	— 10
two Survey Vessels, four each	— 8
One Survey Vessel	— 3
Hooghly Point, Fairfield & Higher Reaches, three each	— 9
Total	— 30

Then there are three other posts, viz. that of the River Surveyor, the Deputy River Surveyor and the Model Officer. Altogether it comes to 33. Of course, this number will have to be increased if more survey units are found to be necessary and if there are more survey vessels, as the Commissioners say, they will consider that question when it is necessary. For the present the total strength that is needed for carrying on the actual work appears to be 33. The existing strength, as I have already said, is 38 which does not appear to be quite adequate for having the work done and at the same time ensuring leave to the officers. If the Government sanctions the five posts of Assistant River Surveyors already sanctioned by the Commissioners, the strength of the service will, to my mind, be adequate for the work it is called upon to do at present. In the circumstances, I do not think there will be really any justification for increasing the cadre beyond 43. But this will not mean that the Commissioners will not be entitled to increase the strength if they find it necessary in the interest of work.

4. In this connection may be considered the demand of the Service for the restoration of the post of Officer-in-Charge of Port Dredging Survey, as recommended by the Lokur Committee. The Lokur Committee at page 43 of its Report merely says that the request of the Service for the restoration of the post of Officer-in-Charge of Port Dredging Survey is justified ; but has not assigned any reasons why it thinks so. It appears that what the Commissioners have done at present is to assign to the Deputy River Surveyor, in addition to his other duties, the duty of the Officer-in-Charge of Port Dredging Survey, and for doing this additional duty they have sanctioned for him a car allowance of Rs. 150/- per month and free quarters. And they have also placed a Junior Officer under the Deputy River Surveyor for assisting him in the duty of Port Dredging Survey work.

5. The main function of the Officer-in-Charge of Port Dredging Unit is surveying -

- (i) all river side berths (Calcutta and Garden Reach Jetty),
- (ii) entrances and locks at Kidderpore and King George's Docks,
- (iii) all the berths in Kidderpore and King George's Docks including the Tidal Basins, and
- (iv) off-shore River Moorings in the Port area.

He has also to make special surveys, as and when required, such as Tea Warehouse, Pontoon Jetties, etc., and any surveys required in connection with the dredging programme in the Port area. These

surveys are carried out under the control of the Officer-in-Charge who has to maintain liaison with the Harbour Master and his Assistants and the Port Dredging Unit and plan out the programme of surveys to suit the tidal conditions. He has also a certain amount of administrative work in connection with the work of his staff. It further appears that the post of the Officer-in-Charge, Port Dredging Survey Unit was discontinued with effect from 1941 and he was receiving at that time, in addition to whatever an Assistant River Surveyor used to get, a local allowance of Rs. 200 per month and a car allowance of Rs. 150/- per month.

6. As far as I can judge on the materials before me the Commissioners are not having the work of the Officer-in-Charge of Port Dredging Survey through the Deputy River Surveyor more economically because in addition to paying him a car allowance of Rs. 150/- per month and providing for him free quarters, they have to engage a junior Assistant River Surveyor for actually helping him in this work of his. The only justification for the actual reduction of a post in any particular service can be either considerations of economy or those of efficiency and when neither of these considerations appears to apply to this case, evidently it is impossible to say it is justified. But of course, if the duties of the Officer-in-Charge of Port Dredging Survey are taken away from the Deputy River Surveyor this will mean a reduction of his emoluments to the extent of Rs. 150/- and a free house which he is now getting for doing this duty. While I sympathise with the Deputy River Surveyor who will be deprived of a part of his present emoluments if he is not to do this particular work, I agree with the suggestion of the Lokur Committee that this post should be restored to the Service. My reason for agreeing with the Lokur Committee's recommendation is that when the arrangements adopted by the Commissioners for carrying out this work do not seem to have resulted in any kind of economy or increased efficiency, there is no reason whatsoever why the Service should be deprived of one post to which the members of the Service can look forward to. As a junior River Surveyor is also helping the Deputy River Surveyor the restoration of the post need not mean an increase in the cadre of Assistant River Surveyors. All that will have to be done to give it effect is to appoint in place of a junior Assistant River Surveyor a senior Assistant River Surveyor and the special pay he will be entitled to will be more than made up by the reduction of the car allowance of the Deputy River Surveyor and the provision of free quarters for him.

7. The Assistant River Surveyors have also asked for one more post of a Ship Keeper as distinct from an Assistant River Surveyor, to

perform ship keeping duties during the periods when the ships are in town in order to enable officers who have to go down the river to have some free evenings in a month, which they can spend with their families. The Commissioners say that they have no objection to this in principle. But I don't understand how one Ship Keeper can afford sufficient relief to all the men who have to go down the river in the three survey vessels for fairly long spells; and there are not enough materials before me from which I can say whether any post of Ship Keeper is really needed and if so, how many. In examining this proposal the Commissioners should also try to find out whether with the total strength of the service standing at 43, officers cannot be relieved by turns so that each of them may have in a month a number of evenings free.

8. In this connection I might also dispose of the claim of the Assistant River Surveyors for suitable monetary compensation for increase of their workload on account of shortage in the cadre. It appears that there has been a shortage of one for some time, if the sanctioned strength of 38 be taken to be adequate. I have already found that it is not quite adequate and 43 would be the strength required. Thus there is at present a shortage of six. But two out of these six are accounted for by the new Dredger commissioned only during this year, leaving four. But as the River Survey works in units of 2, 3 or 4 officers, it can only mean that there have been throughout the existence of the shortage one or two teams less or in other words, necessary work was left undone and not that there was any increase in the workload for any of the parties. There is nothing before me even to suggest that there has been any increase in the workload of the teams that worked. Consequently, the question of compensating them for increased workload resulting from any such shortage does not seem to me to arise.

Class I Marine Engineers

9. The Class I Marine Engineers demand the creation of five more posts of additional Chief Engineers and of an adequate number of Relieving Engineers ; but they have not said what is the number of Relieving Engineers which will be adequate. The Commissioners say that the question of the creation of five posts of additional Chief Engineers was examined by the Special Committee which found itself against the creation of such additional posts. As regards the number of Relieving Engineers the Commissioners say that there are eight Relieving Engineers in a sanctioned strength of 38, including the Engineer Superintendent and the Assistant Engineer Superintendent. It appears that although the sanctioned strength is 38 there are at present 36 officers. It appears that

before the Special Committee the First Class Marine Engineers Association had asked for four posts of supernumerary Chief Engineers on the ground that on the navigating side there are two supernumerary Commanders against five permanent Commanders. And so, on that analogy, for 12 Chief Engineers at the time there should be four supernumerary Chief Engineers. The number of Chief Engineers has been now raised to 13 and therefore they want five supernumerary Engineers for relieving these 13 Engineers. The Special Committee rejected the proposal on the ground that they could not convince themselves that the creation of supernumerary posts in the higher grade was necessary for the purpose of training junior officers; for, according to them a junior officer's own experience enables him to carry out the duties of higher posts for short periods as and when occasion arises. They further point out that it is also not the practice in Government service to make any officiating arrangements in occasional and short leave vacancies and the officer immediately below normally carries out the duties of the higher posts without any additional emolument being paid to him and that this serves as a training and prepares him for the higher post. I am in full agreement with the views of the Special Committee. The question whether when an officer relieves an officer of the higher grade for a period of less than a month he should be paid an officiating allowance or not is quite different from the question how many officers are actually needed for carrying on the work which the particular service is called upon to do. To introduce that question in this connection is to confuse the issue altogether. The only consideration for fixing the strength of a service should be what strength is really needed for carrying out the work and for relieving the officers when they go on leave. If a particular number is needed for the actual carrying out of the work a leave reserve has certainly to be added to that number. But then, there is really no need at all for appointing to the leave reserve officers of a higher grade. What is needed is the increase in the strength of the total cadre and it is enough to appoint men in the lowest rung of the ladder so that men higher up in the service can relieve officers of the higher grade if and when necessary. That has the effect of giving the senior men in the service a training for the higher grades, and that is also more economic for the employer. On the materials before me I do not think I shall be justified in suggesting an increase of the total strength of Class I Marine Engineers, but this will not prevent the Commissioners from thinking of strengthening the cadre if and when they think it necessary.

10. Another demand on behalf of the First Class Marine Engineers is that a senior Engineer from Port Dredging Unit instead of an

Assistant Harbour Master should be appointed the Officer-in-Charge of Port Dredging. The duties of the Officer-in-Charge of Port Dredging are in the first place, to see that the instructions of the Harbour Master regarding dredging are carried out and, in the second, to transport the dredger from place to place. As a Navigating Officer of a Port Dredger, it is no part of his duties to have anything to do with actual dredging. As a matter of fact, an Engineer of the Port Dredging Unit is hardly competent to decide for himself where dredging should be undertaken on a particular day and on a particular occasion and on this the Harbour Master is a much more competent judge. The Officer-in-Charge of Port Dredging who is also in the charge of navigating a Port Dredger from place to place can take the dredger to the place where dredging has to be done and when the dredging there has been completed can take the ship to another spot and so on. If a senior Engineer from the Port Dredging Unit is made an Officer-in-Charge of Port Dredging and an Assistant Harbour Master has still to be appointed for navigating that ship, the Port Commissioners will be put to the extra expense of paying a senior Engineer from the Port Dredging Unit as the Officer-in-Charge of Port Dredging and at the same time an Assistant Harbour Master for navigating that ship. This, to my mind, is totally unjustified.

11. In this connection, I should also like to dispose of the demand of First Class Marine Engineers that the Chief Engineer of the Bucket and Suction Dredgers of the Port Dredging Unit should be designated as Chief Engineer-cum-Dredging Master in view of his dual role, *i.e.* the Dredging Engineer and the Chief Engineer. This demand for a change in designation is probably an attempt, first, to obtain an alteration of the name and then on the basis of the altered designation, to demand command pay. The Chief Engineers of Bucket and Suction Dredgers are certainly responsible for dredging in the Port, but they do not navigate the dredgers nor are they responsible for the navigation of the dredger as the Commander of a Suction Dredger working outside the Port is. Thus while the Chief Engineer of the Bucket and Suction Dredgers of the Port Dredging Unit does one part of the Commander of a Suction Dredger working on the river, he does not do the other part, *viz.*, the navigation of the dredger. That being so, there is no reason why the designation of the Chief Engineer of the Bucket and Suction Dredgers of the Port Dredging Unit should be changed.

Junior Marine Engineers

12. The Junior Marine Engineers also have asked for strengthening their cadre in order to permit earned leave, casual leave and weekly days

off being granted to them and they have asked for monetary compensation for extra work till this is done. They have asked for compensation in the shape of extra pay if their casual leave has been refused, at double the ordinary rate. According to the Commissioners, the sanctioned strength of Junior Marine Engineers which includes leave reserve is practically full. One officer recently resigned. Arrangements have been made to fill up the vacancy. In the exigencies of work it may not be possible to grant an officer leave or casual leave whenever he applies for the same, but applications for leave are not frequently rejected. Special compensatory leave has been granted to most of the Junior Marine Engineers. It is not, therefore, understood on what grounds the Union has asked for payment of overtime to officers who are refused leave. Under the Commissioners' Leave Rules leave can be accumulated up to 180 days. It may further be pointed out that neither leave nor casual leave can be claimed by an employee as a matter of right.

13. It is clear from the statement of the Union representing the Junior Marine Engineers' Service that they do not want a strengthening of their cadre in order to enable them to cope with the work they are called upon to do. The only ground assigned by them for increasing the cadre is to enable the Commissioners to grant them their earned leave, their casual leave and their weekly days off. The Commissioners point out that neither earned leave nor casual leave can be asked for as a matter of right. The Commissioners are right if they mean that if earned leave is asked for at a particular time, the Commissioners may not find it possible to grant an officer the leave asked for at that particular time, but earned leave is a matter of right which the Commissioners must grant if an officer asks for it within the period during which under the Leave Rules of the Commissioners an officer is entitled to accumulate his leave. Casual leave, on the other hand, is not a matter of right at all and the Commissioners have full discretion in allowing it or rejecting it. The statement of the Union seems to suggest as though earned leave and casual leave are both matters of right but this impression of theirs is far from correct. Consequently, if casual leave is refused to an officer, there is no question of any compensation, but earned leave, if it is refused, can be had within the period during which such leave can be accumulated, and if the Commissioners refuse it within that period, then the question of compensation might arise, not otherwise. But no such case was brought to my notice. The Commissioners say, as already stated, that applications for leave or casual leave are not frequently rejected. In the circumstances,

I do not think a case has been made out for strengthening the cadre of the Junior Marine Engineers.

Berthing Masters

14. The Berthing Officers' Association has asked for the strength of Berthing Masters to be raised to 28, 15 in the Kidderpore Docks, nine in the King George's Dock and four on leave vacancy and they have also said that if the 'lock to lock' scheme comes into operation, seven more Berthing Masters will have to be recruited. The Commissioners say that the sanctioned strength of Berthing Masters is quite enough for the requirements of shipping in the docks and that although seven more posts of Berthing Master were sanctioned for implementing the 'lock to lock' scheme, the question of appointing men to these posts has not arisen yet as the scheme has not been brought into operation. As I shall have occasion to point out later, the shortage in the service of Assistant Harbour Masters which gave rise to the proposals known as the 'lock to lock' scheme no longer exists, and the Commissioners do not think it is necessary to implement that scheme. There is thus no question of appointing men to those seven posts. The sanctioned strength of Berthing Masters, I find, is 26 and the sanctioned strength of Apprentice Berthing Masters eight. In addition, there are three Deputy Dock Masters and six Assistant Dock Masters who are recruited from amongst Berthing Masters making a total of 43. As against the sanctioned strength, the existing strength is 40. From a statement filed before me on behalf of the Commissioners it appears that the actual immediate requirements are 46, *i.e.* three more than the actual sanctioned strength. It appears that of these three are meant for the leave reserve. I am told that there is actually a proposal for increasing the cadre of Berthing Masters by three for keeping the leave reserve up to the required strength. Evidently the matter is not yet before the Commissioners and the department concerned is thinking of sending a proposal on those lines. If the three posts of Additional Berthing Masters which the department concerned is thinking of proposing to the Commissioners be added, the total number of Berthing Masters as distinct from Apprentice Berthing Masters will be raised to 29 and the number will be more than what Berthing Officers' Association has asked for. As the matter will shortly be considered by the Commissioners and as the department seems already to have taken up the question, I do not think I shall be justified in expressing an opinion one way or the other so as to prejudice the consideration of the matter by the Commissioners who I have no doubt will increase the cadre to the requisite strength if such an increase is justified by the requirements of the Port.

II DESIRABILITY OF ADOPTION OF AN INTERIM SCHEME OF REMUNERATION FOR ABNORMAL WORK DUE TO SHORTAGES IN CADRES.

15. None of the services have specifically raised the question whether an interim scheme of remuneration for abnormal work due to shortages in cadres should be adopted and none have made any suggestions with regard to it. It may be due to the fact that at present in most of the services there is little or no shortage, so that for the present at any rate the question might have seemed to them of more or less academic interest. Only the Assistant River Surveyors' Association have claimed extra payment for extra work which they had to do in the past as a result of the shortage in their cadre and they have demanded this with retrospective effect from 1956. They have called this extra payment 'short-hand' money. Their case, however, is that the required strength of officers is 52. But I could not persuade myself to agree with the view that the required strength of officers of the Assistant River Surveyors Service is 52 nor could I recommend any extra payment for them with retrospective effect from 1956.

16. The question, however, of the desirability of adopting an interim scheme of remuneration for abnormal increase of work resulting from shortages in cadres has been specifically raised in the terms of reference and I think it is proper for me to deal with it in a general way and on the materials before me I can only deal with it in that way. Shortages in cadres may occur for a variety of reasons and such shortages may be of a purely temporary character or they may last for a substantial period. Where shortages are of a purely temporary character lasting less than a month and cannot be foreseen, it is hardly possible to make any arrangements beforehand for such shortages. But where such shortages can be foreseen and occur for a substantially long period, it is only fair that the Commissioners should do something to compensate the officers concerned for the increase of their work-load as a result of such shortages provided of course, the shortage is in excess of a fixed percentage of the sanctioned strength, and provided further that the shortage really means a consequent increase in the work-load. As far as officers who are entitled to an overtime allowance—whatever the basis of calculation of that allowance—no other scheme of remuneration for abnormal increase of work due to such shortages seems called for. It is only in the case of officers for whom no overtime allowance is permissible and for whom I have suggested additional leave instead of monetary compensation for work in excess of the norm laid down for them that an interim scheme of remuneration

for an abnormal increase of work due to shortages in cadres appears to me to be desirable. The question is what the scheme should be.

17. A uniform scheme for all the services for whom this may be intended, viz. the Dredger and Despatch Service, Assistant River Surveyors Service, and the Engineers attached to these services, may not be practicable. It is, therefore, necessary that the Commissioners should have a wide discretion in the matter. Subject to such discretion the following general scheme may be followed. Whenever a shortage occurs in a cadre by at least 25 per cent of the total permanent cadre and this shortage lasts for more than a month, the officers, whose work-load increases as a result of that shortage, should be compensated by a percentage varying between 5 and 10 of their basic salary according to the quantum of the increase, and according to other relevant factors.



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CHAPTER VII

ADMINISTRATIVE MATTERS OF THE DIFFERENT SECTIONS OF THE MARINE SERVICES

In this Chapter, as there are common or similar demands of some Services, I shall deal with each demand by turns instead of dealing with demands service by service. The demands may be classified under the following heads :—

- (i) Sectional independence of the virtual control of the Deputy Conservator.
- (ii) Additional administrative posts to be created.
- (iii) Alteration of the existing system of holding marine enquiries.
- (iv) Changes in the existing mode of the working of the departments.

2. I shall take up first the demands voiced by some of the Services for the separation of their departments from the control of the Deputy Conservator.

Assistant Harbour Masters

(i) **SECTIONAL INDEPENDENCE** :—This demand is made by the Assistant Harbour Masters' Service, the Pilot Service and the River Survey Service. The Assistant Harbour Masters in item No. 8 of Part II of their memorandum state as follows :—

“(A) Separation of the department from virtual control of the Deputy Conservator.

(B) Holding of marine enquiries.

In a letter to the Association through the Harbour Master vide reference No. HM/6036 of 10th September, 1956 it was stated that the Government noted a request from the Association and its desire for the appointment of a Committee to examine the above two points enumerated as subject matters”.

Shri J. Prasad, one of the Senior Assistant Harbour Masters in his statement before me stated as follows :—

“A very big point is about separation of departments and departmental enquiries. We are now operating as one of the four Marine Services—the Pilot, the Harbour Master, the

River Surveyor and the Dredger Inspector. All the four Services are under the administrative control of the Deputy Conservator. Our department is a very big department and constitutes rather a bulky unit. These four units should be separated and should have direct access to the Chairman and be responsible to itself because we do not get the attention that the department should and the work suffers”.

When the question was put to him whether he meant to say if the department approached the Port Commissioners through the Deputy Conservator it did not receive enough attention, his answer was that the department was so big that no man, no matter who he was, could possibly know all the workings of the department and even the two Assistants of the Deputy Conservator could not help it. Then when I asked him that if they went direct to the Chairman, would the Chairman know more about his department, than if they approached him through the Deputy Conservator, his answer was in the affirmative. When he was questioned further on the point, he said that it was the Harbour Master only who possessed the requisite knowledge of the working of the department, and if a representation was made to the Chairman through the Deputy Conservator, when the representation reaches the Chairman, it was not always correct. When I questioned him further whether if the information was not correct, it was open to the Chairman to call the Harbour Master in the presence of the Deputy Conservator so as to derive from him all necessary information, Shri Prasad's only answer was “what we are asking for is by decentralisation we will have better efficiency”. Then when I pointed out to him that if he had direct access to the Chairman, the Chairman would have too much on his hands to be able to handle the department properly, his answer was that the Harbour Master would be able to administer on his own.

3. The Commissioners' comment on this demand is as follows :—

“The Deputy Conservator being always the Head of the Marine Services of this Port, has been notified as the Head of the Department under Section 32, Sub-Section (3) of the Calcutta Port Act. The Commissioners consider that for the purpose of carrying on the work, the Deputy Conservator should continue to be the Head of the Department, the Heads of the various Marine Services remaining under him”.

4. The expression “Deputy Conservator” does not occur either in the Calcutta Port Act or the Indian Ports Act as an independent expres-

sion. But Section 66 of the Indian Ports Act which authorises any Harbour Master or any "Deputy or Assistant of such Conservator" or "Harbour Master", subject to the control of the Conservator, to do all acts, or to give all orders or directions a Conservator is authorized to do or to give, makes use of the expression "any Deputy of the Conservator" and evidently this has given rise to the designation "Deputy Conservator" recognized by the Port Rules. Section 30, Sub-section (1) of the Calcutta Port Act authorises the Commissioners to prepare and "in meeting sanction a schedule of the staff of employees whom they shall deem it necessary and proper to maintain for the purpose of this Act". Under Section 7 of the Indian Ports Act, the Commissioners of the Port of Calcutta have, as already stated elsewhere, been appointed Conservator of the Port proper as well as of the Port Approaches. It is open to them, therefore, as Conservators of the Port and Port Approaches to have the work of conservation done through any employee or employees as sanctioned under Section 30, Sub-section (3) of the Calcutta Port Act. The Deputy Conservator is one of such employees. The term finds mention in the Port Rules framed by the Central Government under Sub-section (1) of Section 6 of the Indian Ports Act and under Rule 2 of the Port Rules, the "Deputy Conservator" means an officer appointed by the Commissioners as Conservator of the Port of Calcutta and the navigable river and channels leading to it, to exercise or perform, subject to their control, their functions as such under the Indian Ports Act. Evidently, therefore, the Deputy Conservator is responsible to the Port Commissioners for the conservation of the Port. The other important thing about the Deputy Conservator is that he has been appointed by the Central Government under Section 32, Sub-section (3) as the Head of the department.

5. In this connection, it may be of interest to note that historically one officer, combined under the designation of Deputy Conservator and Harbour Master, the Harbour Master being the present Sectional Head of the Assistant Harbour Masters and the Berthing Masters, performed two functions and there was another officer who was known as the Deputy Conservator, Port Approaches. After the Port Approaches had also been transferred to the Port Commissioners in 1881, it was considered proper by the Commissioners in 1883 that the post of Deputy Conservator and Harbour Master should be split up into two, one designated Deputy Conservator and the other Harbour Master. But the Harbour Master appears to have been ever since under the Deputy Conservator. Under the Port Rules framed by the Central Government under Section 6(1) of the Indian Ports Act, Harbour Master means an Officer appointed

by the Commissioners to have charge under the supervision of the Deputy Conservator of the Harbour Master's Department and of the berthing, mooring and movement of all vessels within the Port of Calcutta. Section 7, Sub-section (3) of the Indian Ports Act also provides that where the Harbour Master is not Conservator, the Harbour Master and his assistants shall be subordinate to, and subject to the control of, the Conservator, and as the Deputy Conservator performs, under the control of the Conservator, *i.e.* the Commissioners, the function of the Conservator, the Harbour Master is placed, under the Port Rules, under the supervision of the Deputy Conservator. Clearly, therefore, the demand of the Assistant Harbour Masters for separation of their department from the control of the Deputy Conservator means, even if the demand is fully justified, an alteration of the law. The question now is whether the demand can be justified on merits. The only reason that has been assigned by Shri Prasad on behalf of the Assistant Harbour Masters' Service is that the department has become much too bulky for the Deputy Conservator and that the representations of their department do not reach the Port Commissioners in their original form ; by the time they reach the Chairman of the Commissioners they assume a different form.

6. It is significant that before the Lokur Committee there was no such demand on behalf of the Assistant Harbour Masters. But this demand, as pointed out in paragraph 10 of the Award of the Industrial Tribunal, appears to have been first put forward in 1956 as one of the conditions of the resumption of duties. The strength of the Assistant Harbour Masters' Service from 1952 to 1960 is shown below :

Year.	Sanctioned strength.	Existing strength.
1952-53	48	40
1953-54	48	40
1954-55	48	40
1955-56	48	38
1956-57	48	38
1957-58	48	44
1958-59	48	47
1959-60	48	48

The sanctioned cadre of the Service, which appears to have remained unaltered between 1952 and 1960, is 48 including the administrative posts which were four before 1956 and six after that. There was thus a shortage of officers from 1952 to 1958 but, the shortage appears in 1955-56

and 1956-57 to have reached the highest point, but the sanctioned strength having been always the same, it cannot be said that there was any increase in the staff of the department so as to necessitate decentralisation in 1956 for the first time. If there was a need for such decentralisation it must have occurred long before, and yet no such demand appears to have been made before the Lokur Committee. If the Service felt that because of the unwieldy character of the department it needed decentralisation the point might have been raised in a cooler atmosphere before the Service had threatened to go on strike and before as many as 24 had submitted their resignations at the same time, making things extremely difficult for the Port Commissioners. It is difficult for me to say why such a demand was made for the first time on that particular occasion. But it is probably not unreasonable to suppose that the raising of this demand at this stage had something to do with the strike notice and the resignations by 24 officers proving abortive. In any event, the fact remains that the department is by no means more unwieldy at present than it has been since 1952.

7. The other reason assigned by Shri Prasad for demanding the department's independence of the Deputy Conservator's control is that the Deputy Conservator has not been able to give it as much attention as it deserves, and the representations made by the department through him do not reach the Commissioners in their original form. I asked Commander Mohan about it and the sum and substance of what he says is that as far as the day to day working of a section is concerned there is little or no interference on his part and the sectional heads carry on with their duties in their own way, and only in matters of policy, if necessity arises, the Deputy Conservator, who has got to see what is necessary, steps in at times. He admits that there is a certain amount of centralisation and what is done is mainly in the interests of the Port. But he does not think that the complaint made on behalf of the Assistant Harbour Masters' Service is genuine. The Deputy Conservator thinks if he does not get the full picture it is not possible for him to give his comments ; and he would not be prepared to put his signature to any proposal unless he is fully aware of the details. He further complains that days after he has forwarded a proposal emanating from a section and after he has communicated the fact to the section concerned the task of chasing up the matter in the Port Commissioners' office is not taken up by the section concerned, but has to be done by the Deputy Conservator's office. When I suggested to him that he might forward the proposals in original with his comments in a forwarding letter, so that the sectional heads might not feel neglected and the Chairman or the Commissioners might find out, without calling for any papers, what the original proposal was and what

the Deputy Conservator thinks about it. Commander Mohan says that the Chairman cannot see all the papers and it is not fair to expect that the Chairman would go through all the papers.

8. I think as far as this matter is concerned, it is not very difficult to dispose of the grievances of the sections if there is really anything in it. As far as routine matters are concerned which can be disposed of by the Deputy Conservator himself he may have a discussion with the sectional heads concerned and dispose of the matters dictating orders in the presence of the sectional head concerned and then directing copies thereof to be sent to him and other departments that may be concerned. Where, however, the matter is of greater importance and requires to be put up before the Commissioners or the Chairman, it is certainly the duty of the Deputy Conservator to have the matter fully checked up and after he has checked up the proposal he may send up the original proposal together with a forwarding letter of his own in which he will make his own comments on the proposal as it originally emanated from the section, and making his own suggestions, if he has any. For this purpose he may direct proposals to be submitted by the sections in triplicate, one copy to be sent to the Commissioners with his forwarding letter, one copy to be kept in his office and one copy to be sent back with a copy of his forwarding letter to the section from which the proposal emanates. This procedure seems to me to have the advantage of avoiding a certain amount of duplication. If the Deputy Conservator is to submit to the Commissioners a proposal emanating from a section in the same form or even in an amended form, he will have to reproduce the proposal either in its original form or at least in the amended form in his own letter and then to make his comments and give his suggestions. But if he sends a copy of the original proposal he need only refer to it and need not reproduce the proposal in his own letter, and by communicating to the section concerned what he has done about the proposal when he sends back the copy with a copy of his forwarding letter, he will enable the department to follow up the matter in the Port Commissioners' office if its following up becomes at all necessary. But if the office runs properly it should not be normally necessary.

9. There is another ground which has not been assigned by the Assistant Harbour Masters but which has been brought out by the Pilots in support of their demand of sectional independence, and it is that the Deputy Conservator being in charge of conservancy is not likely to do justice when there is a conflict between the operational services of the Port and the conservancy services. This matter is, to some extent, relevant to the demand

of the Assistant Harbour Masters also because they also pilot ships upto Garden Reach. I shall examine this matter in greater detail in connection with the demands of the Pilots. It will be sufficient here to say that the Deputy Conservator is not merely in charge of the conservancy services as Deputy Conservator, but he is also in charge of the operational part of the Marine Services. And, whatever conflict there may be between these two parts, there is really no reason why the Deputy Conservator should not be able to rise above those conflicts and to decide the matter justly and fairly to all concerned. If a proper record of the proceedings is maintained it should not be difficult for the Chairman and the Port Commissioners who finally deal with the matter to do justice to all concerned. After all, it is the duty of the Deputy Conservator to co-ordinate the different Marine Services and this co-ordination becomes impossible if conflicts cannot be smoothly resolved. I cannot, therefore, persuade myself to hold that the sectional independence asked for by the Assistant Harbour Masters would be at all justified, particularly because such sectional independence might put a premium on a tendency of which I found tangible evidence ; I mean the tendency on the part of some at least of the sectional heads to identify themselves more or less with their subordinates. To some extent it is probably natural because the sectional heads also are recruited from these services. But when an officer rises to an administrative post in which it is essential that he should maintain a balance between the interests of the Port Commissioners and the interest of the services, he should be able to rise above the sectional interests of the service. Some officers may rise above such sectional interests, some may not. There is also another danger if the sectional heads are weak ; namely, that they will be amenable to pressure from subordinates. To my mind, the working of the Port depends entirely on team work between the different services under the Port Commissioners. In order to ensure this team work and co-ordination amongst the different services it is essential that there should be a responsible officer, not to look into the day to day working of the different sections but to know enough about all the departments to be able to see, first, that there is no conflict amongst them, secondly, that each of the services renders to the Port Commissioners the service that is expected of it, and thirdly, that whenever co-ordination between one service and another is necessary, there is no lack of it. Besides when a sectional head cannot rise above the group interests of the service and is far too weak to withstand the group pressure of his subordinates, the Deputy Conservator is more than likely to provide the necessary corrective against the partisan leanings of the sectional head ; equally when a sectional head does succeed in rising above the group interests

of the service, the Deputy Conservator is more than likely to strengthen his hands and to some extent at least, neutralize his sense of isolation. The Deputy Conservator thus holds from the point of view of the general interest of the Port a very important position as much for the handling of sectional interests and for the conduct of enquiries. That is the sole justification of the existence of a highly paid officer like the Deputy Conservator and to withdraw from his control the Assistant Harbour Masters or the Pilots would certainly amount to a considerable weakening of his position, so as to reduce his utility to the Port. In the circumstances, I must say that the demand of the Assistant Harbour Masters for sectional independence is far from justified.

Hooghly Pilot Service

10. The Hooghly Pilot Service puts its demand of sectional independence in a different form although substantially it is the same as that put forward by the Assistant Harbour Masters' Service, viz. that the section should be independent of the control of the Deputy Conservator. The reasons assigned by the Service in support of this demand are first, that marine enquiries into shipping accidents are at present conducted not by the Port Pilotage Officer, the Sectional Head, but by the Deputy Conservator or an Assistant Conservator with the help of the Port Pilotage Officer; secondly, that the Port Pilotage Officer is influenced by the Deputy Conservator against his better judgement to give bigger draughts with the result that this not merely increases the Port Pilotage Officer's work, but imposes an undue strain on the Pilots and also causes at times ships to return or to waste a number of days in the river.

11. In connection with an enquiry into a shipping accident in which a Pilot was found guilty, the Service gives another reason, viz. that there is a clash of interests between the Deputy Conservator as the Head of the conservancy service and that of the Pilot Service because in that particular case the accident, according to the Service, was due to the upper Kulpi buoy flashing a white light instead of green so that the Pilot in charge of the vessel took it for a different buoy with the result that the ship ran aground. The Deputy Conservator, however, found that the upper Kulpi buoy was flashing a white light instead of green possibly as a result of the green shade being broken and it was not an uncommon occurrence for the shades of buoy lights being broken by vessels and boats and as such the Pilot should have exercised due caution in assuming that the white flat buoy was the Kantaberia flat buoy and not the upper Kulpi buoy. In other words, what the Pilot Service seems to suggest here is that because of this clash of interests the Deputy Conservator was not able to do justice

in the case. Apart from this, there are certain other reasons in support of the claim of independence assigned in the statement of their representative before me. One is the present method of holding examinations in which the Deputy Conservator, according to the representative of the Service, has a major say although the Port Pilotage Officer is also present.

12. The Commissioners try to controvert all the contentions put forward on behalf of the Service in support of their claim of autonomy for the Section. They say, in the first place, that the Deputy Conservator as the Head of the department has to co-ordinate the work of all the Marine Services in the interests of the Port as such and also as the Head of the department he has to preside at enquiries which are of a preliminary nature and also at examinations. As far as the administration of the section is concerned, if the Deputy Conservator has anything to do with it at all, he deals with the Port Pilotage Officer, the Sectional Head and not with the individual Pilots.

13. It appears that even before the Pilot Service was transferred to the Port Commissioners, there was an influential section of opinion which supported the claim of the Pilot Service for independence whenever the question arose for bringing the Pilot Service under the Port Commissioners. In its Report dated the 10th of June, 1880 a Committee appointed to consider the question of transfer of Port Approaches made the following observations regarding the question of separation of the Pilot Service from the conservancy of the river :—

“If the work is separated, the criticisms of the Pilots of the manner in which surveying and buoying is done will be a check on the officers of the Conservancy Department and will be more likely to be free and to the point when the Pilots know that it is not the Head of their own department they are criticising or that they will be blamed for any dereliction of duty on the part of the Survey Establishment.”

14. The Government of Bengal in a communication dated the 11th of August, 1880 to the Government of India said, the Lieutenant Governor entirely sympathised with the unanimous and vigorous opposition offered by the members of the Pilot Service to the suggested transfer of that body to the control of the Port Commissioners for he believed that it was very undesirable in the interests of the shipping and the Port that the independence of the Pilot Service should be impaired by making them in any way responsible to a body composed largely of mercantile men and representatives of shipowners. But this controversy must be taken as settled once and for all when the Pilot Service was transferred to the Port

Commissioners with the consent of the Service as it then existed. If it is argued to-day that the interest of the Deputy Conservator who is in charge of conservancy clashes with that of the Pilots who have to navigate ships in the river, the navigability of which is maintained by the other Marine Services under the Deputy Conservator, the same argument may be brought forward to-morrow against the Chairman of the Port Commissioners or the Port Commissioners themselves who are the Conservators of the Port and the Port Approaches because as Conservator it may be said that their interests also clash with the interests of the Pilots. The Deputy Conservator as Deputy Conservator merely carries on the work of the Commissioners as Conservator so that if it is a valid charge against him that he cannot do justice when there is a clash of interests between different services, the same accusation may be made against the Commissioners, for, in other words, if such an argument is pressed to far, it leads to the position that the transfer of the Pilot Service to the Port Commissioners itself was not justified. But that position, as I said before, is settled once and for all and there is no room now for controversy over it. In view, therefore, of the position which the Pilots accepted on their transfer to the Port Commissioners in 1948 such an argument is no longer tenable. Besides, as I pointed out elsewhere, the Commissioners and the Deputy Conservator are not merely interested in the conservancy of the river, they are also interested in the safety of the shipping and the safety of the Port so that there is no reason whatsoever why the clash of interests, if any, should not be reconciled at the hands of the Commissioners or the Deputy Conservator.

15. The other grounds assigned by the Hooghly Pilot Service for separating their department from the virtual control of the Deputy Conservator may conveniently be dealt with together. All these grounds may be summed up by saying, first, that the Port Pilotage Officer plays a secondary role in the conduct of examinations and of Marine enquiries into shipping accidents rather than the most important role which he should play as the Sectional Head of the Service ; and, secondly, that the Port Pilotage Officer is influenced by the Deputy Conservator against his better judgment to give bigger draughts so as to increase the strain on the Pilots and to cause, at times, ships to waste a number of days in the river. As far as the examinations of Pilots are concerned, the Port Pilotage Officer is certainly expected to play the most important role not merely as the Sectional Head but also as the most experienced Pilot in the employ of the Port Commissioners. But, at the same time, the fact remains that the Deputy Conservator is the Head of the Department consisting of the different Marine Services, and consequently although he may preside at an exa-

mination he need not take a leading role in its conduct. Questions may be put by the Port Pilotage Officer or if there is another senior Pilot on the Board of Examiners, these two might take the lead in questioning the examinees and also in evaluating the answers to the questions. If the Deputy Conservator thinks he should put questions of his own on any matter there can be little legitimate objection to that for after all he is the Head of the Department and is entitled to see that the examinations are carried on properly. I find it extremely difficult to understand why there should be any objection to the existing system unless, of course, the position of the Port Pilotage Officer is rendered somewhat awkward, not so much by the system itself as by the manner in which the system is made to function. It is up to the Deputy Conservator as the Head of the Department to ensure that the Port Pilotage Officer gives him the maximum possible help which can be expected from him. As to the present method of enquiries, I shall have something to say at a later stage when I deal with enquiries. The objection of the Hooghly Pilot Service seems to be to the fact that the Deputy Conservator and sometimes even the Senior Assistant Conservator presides at these enquiries. The Senior Assistant Conservator presides as he is entitled to do under a Notification dated the 9th June, 1959, under Sub-section (3) of Section 246 of the Indian Merchant Shipping Act of 1923, corresponding to Section 358, Sub-section (2) of the Indian Merchant Shipping Act of 1958. Previously, only the Deputy Conservator was the officer to whom shipping casualties had to be reported. Now, under the Notification referred to, the Deputy Conservator as well as the Senior Assistant Conservator have been both appointed officers to whom shipping casualties are to be reported. Then, Section 359 (1) entitles the officer to whom shipping casualties are reported to hold a preliminary enquiry into the casualty. The result of the law and the Notification therefore is that the Senior Assistant Conservator has co-ordinate jurisdiction with the Deputy Conservator in holding preliminary enquiries into shipping casualties. If the Senior Assistant Conservator as well as the Deputy Conservator have been appointed officers to whom shipping casualties have to be reported the reason probably is that the work is too much for one man, and that the Deputy Conservator needs a certain amount of relief in this part of his work. If that is so, although the Senior Assistant Conservator has co-ordinate jurisdiction with the Deputy Conservator he is merely the representative of the Deputy Conservator in the enquiry. There is hardly any reason why this should be objected to by the Sectional Heads, one or the other of whom may have to be present at the enquiry. After all these are mere matters of form and there is no reason why one should take any exception to these formal matters unless of course they are made to look like matters of substance ; or, in other words, unless

the position of others present at the enquiry is deliberately made somewhat awkward. As no such concrete instance was brought to my notice it is hardly possible for me to say anything on this. But as all the officers who take part in the enquiry are responsible men it is expected that there should be no occasion at all for any of those attending the enquiry feeling awkward in any way. Unless everyone participating in the enquiry has full freedom in suggesting the possible lines along which the enquiry should proceed to the officer presiding at the enquiry, it is impossible to ensure the full value of an enquiry. This would apply as much to enquiries at which the Senior Assistant Conservator presides as to the enquiries at which the Deputy Conservator presides. So long as all the officers taking part in the enquiry carry themselves with dignity and decorum such occasions will hardly arise. In any event, I do not think such a reason would furnish any justification for suggesting that the Notifications which appoint the Deputy Conservator and the Senior Assistant Conservator as the officers to whom shipping casualties have to be reported and who, under the law, can hold the preliminary enquiry into shipping casualties, should be withdrawn in favour of another Notification appointing Sectional Heads as the officers to whom shipping casualties have to be reported, the obvious reason for appointing the Deputy Conservator and the Assistant Conservator, officers to whom shipping casualties have to be reported being that the Deputy Conservator is the Departmental Head of the different Marine Services, and the Senior Assistant Conservator is one of his assistants, and it is the business of the Departmental Head to know how, when and why a shipping casualty occurred in the Port or Port Approaches.

16. Then as regards the other reason, viz. that the control of the Deputy Conservator makes the Port Pilotage Officer forecast a higher draught against his better judgement, I need only say that no Port Pilotage Officer worth his name should do anything against his better judgement in any case, as Shri Pavri, the officiating Port Pilotage Officer, at the time when I first examined him told me distinctly. Of course, he further said that as he was officiating only for a short time, he could not enlighten me as to what had happened during the time of his predecessor. On behalf of the Hooghly Pilot Service Association a supplementary statement was filed regarding the preparation of draught forecast. In the preparation of the draught forecast, according to them, certain things are necessary and the Port Pilotage Officer alone was competent to make it. I also examined Sri Daniel, the permanent Port Pilotage Officer who joined before I completed my work. The sum and substance of what he tells me is that before a draught forecast is made there is a conference attended by the Deputy Conservator, the River Surveyor, the Port Pilotage Officer and a

Commander of the Dredger and Despatch Service and at this conference various relevant materials are discussed and the depths of various bars likely to be available at the relevant point of time are suggested by the different officers and ultimately a compromise is arrived at. It sometimes happens that the Port Pilotage Officer under whose signature the draught forecast is issued cannot accept the estimate of the depth of the bar as suggested by the Deputy Conservator and others and in such cases he sticks to his own estimate, and there is no question of his being influenced by the Deputy Conservator to accept a higher draught against his own judgement. He further tells me that no record is kept of such meetings. When I put to him the question whether a proper record of the estimates of the different officers both in the event of there being an agreement among themselves and in the event of there being no such agreement will not be sufficient for the purpose of determining, if necessary, what was the estimate of each particular officer, he said that that would solve all difficulties. I am inclined to think that the present system of a conference amongst officers before a draught forecast is made is not only highly desirable in itself but absolutely essential, and if only a proper record is kept of the estimates of the different officers, it can easily be found out later on, if necessary, which of the officers was right and which wrong or which of them was nearest to the correct depth. For this purpose a suitable printed form may be devised so as to enable each of the officers attending the conference to record his estimate in his own hand and the Deputy Conservator to record the final resolution arrived at in the conference. If all the officers agree to this final decision, then all should sign it ; if some of them do not agree, they can say whether they disagree or whether they agree. I am conscious that this will add to the clerical work, but I think if a suitable printed form can be devised, the clerical work will be reduced to the minimum. This ground, therefore, would not justify the removal of the Deputy Conservator's overall control over the Hooghly Pilot Service of which the Sectional Head is the Port Pilotage Officer.

17. I have already said that the Hooghly Pilot Service puts this demand of sectional independence in a different form from that in which the Assistant Harbour Masters put the same demand. The Pilots want that they should be under the direct control of the Chairman of the Port Commissioners, but as it is absolutely impossible for the Chairman to look into the working of the department not from day to day, but even periodically in the way in which the Deputy Conservator does so, the Hooghly Pilot Service will be practically left to the control of the Port Pilotage Officer. If the reason assigned on behalf of the Hooghly Pilot Service Association in support of this demand were more convincing, than

they are, I would not have hesitated to recommend that the Hooghly Pilot Service should be removed from the control of the Deputy Conservator. But, as I have pointed out, none of these reasons would justify the demand, and I find it impossible to say in the circumstances that there is any justification for taking the Hooghly Pilot Service away from the control and supervision of the Deputy Conservator.

River Survey Service

18. In their supplementary memorandum, the members of the Hooghly River Surveyors' Association have represented that the River Surveyor should be a Departmental Head with access to and responsible to the Chairman. This amounts to a demand for independence of the control of the Deputy Conservator. The only ground advanced by them for the demand is that it will lead to better efficiency in the running of the Port. It has also been suggested by them that each Marine Service should have a Departmental Head responsible to the Chairman and that the heads of services should form a Committee to examine and execute all work of a technical nature.

19. I have already dealt with this demand from the Assistant Harbour Masters and Pilots. I need not discuss it here again. It will be sufficient here to say that I do not find any justification for the section being taken out of the hands of the Deputy Conservator. In saying that I cannot find any real justification for such a demand, I can hardly help placing on record the tendency, referred to already, on the part of some Sectional Heads to identify themselves with the interests of the services so closely as to be oblivious of the interests of the Port - a tendency which seems to me both to explain and to weaken this demand.

CREATION OF ADDITIONAL ADMINISTRATIVE POSTS

Assistant Harbour Masters

20. The Assistant Harbour Masters have asked for sanction of one additional post of a Dock Master for the King George's Dock and an additional post of Mooring Master (Personnel). As far as the additional post of Dock Master is concerned, their prayer is that the post of an additional Assistant Harbour Master should be upgraded to that of the Dock Master or, in other words, the present strength of Assistant Harbour Masters need not be increased. As regards the additional Mooring Master (Personnel), they do not seem to have made it clear whether they actually want an addition to the total strength of Assistant Harbour Masters and then one out of the revised strength upgraded to the post of Mooring Master or whether they want one post out of the existing strength

of Assistant Harbour Masters to be upgraded to that of a Mooring Master (Personnel). The Assistant Harbour Masters seek to justify their demand of an additional Dock Master by saying that this would offer them increased chances of promotion. They further say that there is every need for a Dock Master for each of the two Docks even under the present system of docking and undocking. As regards the additional post of Mooring Master (Personnel), the Association says that in a meeting between the Harbour Master, the Deputy Harbour Master and a Harbour Master on special duty such a post was considered and amongst his duties was the training and discipline of Class III and Class IV staff under the Mooring Master. It does not appear from the proceedings of that meeting who is responsible for these duties at present and why a change of the present system is necessary at all.

21. The Commissioners' comments on the demand for these two additional posts are, first, that in 1959 the Commissioners sanctioned with retrospective effect from the 16th March, 1956 the upgrading of three posts of Assistant Harbour Master to those of Mooring Master, Assistant Mooring Master and Officer-in-Charge of Port Dredging and, secondly, that the Dock Master who is the head of the Berthing Establishment and is in charge of berthing and unberthing operations in the Kidderpore and King George's Docks has under him three Deputy Dock Masters for the Kidderpore and the King George's Docks and the claim of the Assistant Harbour Masters' Association is for another Dock Master for King George's Dock, and thirdly, that it is for the administration to decide whether an additional post of Dock Master is necessary for the sake of efficiency of the service. As regards the Association's demand for a Mooring Master (Personnel), the Commissioners say that no firm proposal has been considered by the Commissioners in this matter and it is for the Commissioners to decide whether such a post is really necessary.

22. Sri Prosad on behalf of the Association says that two Dock Masters are absolutely essential because one Dock Master was not able to supervise ships coming in and going out of the Jetties in the King George's and Kidderpore Docks. It appears from the statement of Sri Mital, that the Dock Master's office is at present in the Kidderpore Docks and he has to supervise the work of the Kidderpore Docks as well as the King George's Dock, the distance between which is considerable, and although he has a car, the sailings which are on high tide and which accordingly are at the same time cannot be supervised by him in both the Docks. Sri Mital further says that the Dock Master comes to the Dock

at about 8 in the morning and stays there till 12.30 and again comes at 2-30 P.M. and if he is required, he is called by the Berthing Master and normally he is not present at the time of the departure of the ships. If his presence at the time of the departure of ships is not really required, it is difficult to see why another Dock Master is really necessary. Sri Mital further says that there has been considerable development work in the King George's Dock, there being three extra berths in the last two or three years and movements inside the Dock have also gone up considerably. I put to him the question whether the work of supervision of the sailings in and out of the King George's Dock should not be entrusted to the senior-most Berthing Master but he did not give me a straight answer and only said that an Assistant Harbour Master is in charge being a senior man. On these materials it is difficult for me to say that an additional post of Dock Master is really necessary in the interests of efficiency of working of the Port, although there are two Docks and although considerable development work has been going on in the King George's Dock. If an additional post is really necessary in the interests of the Port, it will be for the Commissioners to decide what the nature of that additional post will be, and whether an additional Deputy Dock Master will not be enough. One of the reasons assigned by the Association for upgrading the post of an Assistant Harbour Master to an additional Dock Master is that this will offer them increased chances of promotion. That, however, is certainly no material consideration for the Port. If such a post is really necessary in the interests of the Port, then and then only the Port Commissioners will be justified in sanctioning the upgrading of one of the posts of Assistant Harbour Master.

23. On the question of an additional Mooring Master (Personnel), Sri Mital says that at one time the Deputy Conservator thought that it would be a good idea to have the officer for training the crew in handling boats, crafts, launches and tugs because they are not now coming from sailors' families as they used to do previously. But as a result of the economic condition of the Port Commissioners the Deputy Conservator did not think it an opportune moment to have such a post. Sri Mital further says that the facilities for training the personnel provided by the West Bengal Government are not good enough because that training is only for three months. He is one of the Instructors in the Training School of the West Bengal Government and has tried to give them as much intensified training as possible. But the Government of West Bengal cannot possibly undertake to keep them in training for more than three months and the Port Commissioners recruit them from this Training Centre. Sri Mital further says that the Deputy Conservator started making trainee posts

in many places where they are needed and they are being put with a senior. He says that in the senior grades the system is working satisfactorily, but in the lower grades the Commissioners find great difficulties because they are undergoing a considerable expenditure on account of these trainee posts. It seems to me that as the crew receive a preliminary training of some sort for three months in the School provided by the West Bengal Government for the purpose, the Commissioners can supplement that training, as they have been doing at present by making them work with those who are already fully trained. That seems to me, in principle, a better scheme than putting them under an additional Mooring Master (Personnel). If the existing scheme proves far too costly, and may be replaced by a more economic one which is at least as efficient as the present one for the purposes of training, the Commissioners may give it a trial. In any event, it is for the Commissioners to consider all the relevant materials at their disposal and to decide whether such an administrative post is really necessary. On the materials before me I find it impossible to say that it is really needed.

Hooghly Pilot Service

24. The Hooghly Pilot Service has not asked for the increase of any administrative posts. All that they have asked for under this head is that the sectional head of the Service should be designated the Deputy Conservator, Pilotage, rather than the Port Pilotage Officer. I do not really see any point in this change. On the other hand, the suggested change seems to me to be likely to create a confusion between the Deputy Conservator and the Port Pilotage Officer who, according to this suggestion, is to be designated the Deputy Conservator, Pilotage.

Dredger and Despatch Service

25. The Dredger and Despatch Service has asked for the creation of two administrative posts on the same scales of pay obtaining in other services for administering this particular branch of the Marine Services. In other words, the service asks for a Sectional Head of its own and probably something like a Deputy or Assistant to him although they have not made it clear. In its memorandum the Service suggests that a possible improvement on the existing situation would appear to be to place the Service directly under the First Assistant Conservator who was a senior Chief Officer of the Dredger and Despatch Service before his promotion as First Assistant Conservator. The First Assistant Conservator would be responsible to the Deputy Conservator for the Dredger and Despatch Service and he should have no other responsibility. But the service points out at the same time that in due course the First Assistant Conservator

will become the Deputy Conservator and the Second Assistant Conservator who has no experience of the Dredger and Despatch service would be promoted as First Assistant Conservator and then there will be the "quite impossible and unacceptable position of an Assistant Harbour Master of a few years' seniority and with no experience of the Hooghly River administering the whole Dredger and Despatch Service".

26. On behalf of the Commissioners it is stated that the Dredger and Despatch Service has always been administered by the Deputy Conservator through his two Assistant Conservators, the First Assistant Conservator being directly responsible to the Deputy Conservator for the administration of this Service. The Commissioners point out that the Service has no objection to the continuance of the First Assistant Conservator so long as the post is held by Sri B.L. Mital, an ex-member of the Dredger and Despatch Service, being in charge of the administration of the Service, but say that the Second Assistant Conservator also should be able to administer the Service, because, in the first place, the overall control will remain with the Deputy Conservator so that his guidance will always be available ; in the second, the administration of the Service involves mostly co-ordination of work in which an Assistant Conservator equipped with all up-to-date information as to the condition of the river and the activities of the different branches of Marine Services should with experience know the real difficulty, and in the third, the First Assistant Conservator in the past was not always an ex-member of the Commissioners' Dredger and Despatch Service. The Commissioners think that this demand of the Service for the creation of two administrative posts really stems from a desire to improve the prospects of the Service, though the primary consideration for the creation of administrative posts should be whether there is really any need for such posts. According to the Commissioners, the present arrangements are all right and if subsequent additions to the existing dredging fleet substantially increase the Deputy Conservator's work, the Commissioners will themselves consider whether he should be given more assistance. The Commissioners, however, point out that experienced dredging Commanders are required for service on the river and it would not be in the Commissioners' interests to bring them to the office for administering the Dredger and Despatch Service. The Chairman of the Port Commissioners also says that they have not enough Commanders to be able to spare one of them for appointment as a Sectional Head.

27. During his statement before me, Commander Pinches, when he was questioned by me why the Service required two administrative posts and not one, at first says that they think that they require two and they

might easily be wrong. When pressed further on the point he says that there are two sections of the Service, viz. the Dredger Section and the Despatch Section, and there is a great deal to be done with the dredgers. He explains the demand for two Sectional Heads by saying that one is needed for each wing of the Dredger and Despatch Service. When questioned further as to why an administrative head is needed at all in a service consisting of Dredger and Despatch Vessels, each of which operates as an independent unit under its own Commander who is in complete administrative control thereof, he says that the work of the different units has to be co-related and they operate entirely as individuals, and to a great extent there is no possibility of co-operation under the present set up, that is, co-operation between one unit and another. He further says that although the Deputy Conservator in the sailing order gives necessary directions as to the site where a particular dredger is to dredge it is necessary to understand how the tides run, where the spoils are to be taken, where the channels may be expected to be opened, and the whole thing has to be planned on a 12 months' basis, and particulars and data have to be collected. To my further suggestion that the different Commanders and other members of the service can get together without an Administrator, he says that that is entirely a question of chance. He further says, in answer to my suggestion that they can discuss things amongst themselves in the presence of the Deputy Conservator, that their real difficulty is that they are not in Port all at about the same time, some of them being down the river when some are in Port. Finally, he says that the service wants continuity in their work, and this desirable continuity could be ensured by someone who can get all the information, who appreciates the dredging difficulties, and also who is prepared to go down the river in emergencies and to give a little assistance, or little encouragement and perhaps a little advice in a technical matter.

28. Commander Chakravarty, in a statement before me, puts the matter in a somewhat different light saying that if a Commander of the Dredger and Despatch Service wants any technical advice there is really no one to go to. In answer to my question whether he or anyone else of his service, to his knowledge, ever approached the Deputy Conservator for such technical advice and found that the technical advice asked for could not be had from him or any of his Assistants, he says that neither he nor anyone else ever approached the Deputy Conservator ; but yet he thinks that the Deputy Conservator would not be able to give any technical advice because he had no practical experience of dredging. How far this assumption on the part of Commander Chakravarty is correct it is impossible for me to say, but this much seems abundantly clear that

without actually trying to have any advice from the Deputy Conservator it is really not very fair to charge him with technical incompetence.

29. As far as I remember, Commander Dhurandhar said, although this statement does not appear to have been recorded, that at the time of salvaging a ship the towing rope had to be cut, and after the salvage he was actually questioned by the administration as to why the towing rope had to be cut ; and he makes a grievance of the mere fact that the question had to be put to him at all, because he thinks that no answer was expected of him if the head of the administration knew the job. I asked Sri Mital about it and his answer was that even though the Sectional Head or anybody else holding an enquiry into a shipping casualty or into anything else personally knows the answer to a question, the question has to be put simply to bring it on record ; otherwise the enquiry might be thought to be incomplete. This seems to me to be a perfectly rational explanation and a Commander of the standing of Shri Dhurandhar might never have made a grievance of it if he were aware of this, being explained in the way in which Shri Mital sought to explain it. It transpires that the supervision of the Dredger and Despatch Service is carried out by three officers, viz. the Deputy Conservator, the Senior Assistant Conservator and the Assistant Conservator (II). In the opinion of Shri Mital, it will not be possible for only one officer to carry out the work relating to the Dredger and Despatch Service. He says that he as Senior Assistant Conservator is entitled to take a decision only in the case of crew drawing up to Rs. 350/- per month, and as regards the officers and Commanders, the decision is to be taken by the Deputy Conservator. He further says that if he is placed in sole administrative charge of the Dredger and Despatch Service, he will not be able to do his other duties efficiently. He agrees with my suggestion that if there is a clear demarcation of work between the two Assistant Conservators and if some of the Marine Services including the Dredger and Despatch Service are placed under his exclusive control and some others under the control of the Assistant Conservator (II), the Deputy Conservator being in overall charge of all the Marine Services, there should be no difficulty. As regards orders to be passed about the Commanders of the Dredger and Despatch Service, I suggested to him that orders might be passed by the Deputy Conservator on his report whether the Deputy Conservator agreed with that report or not, he doing the spade work and the Deputy Conservator merely passing the order. He agreed with that suggestion too. Sri Mital further adds that without an Assistant it will not be possible for him to do so and that Assistant may be either from the Dredger and Despatch Service or from

some other Services. He has to look after the repairs, stores and maintenance of the vessels of the Dredger and Despatch Service which has fairly a large fleet and is being increased gradually. There are at present five dredgers in commission and two despatch vessels. Sri Mital ultimately says that if he was to be put in sole administrative charge of the Dredger and Despatch Service, he would suggest an Assistant for him to be recruited from one of the Chief Officers of the Dredger and Despatch Service and he might be there on a rotational basis. But even if the Chief Officer of the Dredger and Despatch Service were to be put into the office of the Senior Assistant Conservator on a rotational basis, that would mean an extra post and extra expenditure for the Port Commissioners which would really not be justified unless there was administrative necessity for it. When I pointed out another practical difficulty in the way of placing Sri Mital in the administrative charge of the Dredger and Despatch Service, viz. the difficulty likely to arise when he officiates as Deputy Conservator on the permanent incumbent going on leave or falling ill, Sri Mital suggested that one of the Senior Commanders could then officiate. Sri Mital repeats, however, towards the end of his statement on this particular point that each ship in the Dredger and Despatch Service is a unit by itself and that the Commander of each ship is the Sectional Head of his own unit and, secondly, the appointment of a Sectional Head would, in his opinion, lower the prestige of the Commanders of these different ships. He also says that each Commander has got a clerk attached to him and all the files and papers except the officers' files which are kept in the office of the Deputy Conservator or the Senior Assistant Conservator are kept with the Commander in the ship and the Commander has got a clerk for dealing with those files. As regards co-ordination of the work of the different units in the Dredger and Despatch Service, he says whenever it is necessary, he himself does it. As for example, when it is necessary to transfer any officer from one unit to another unit, he consults the Commanders of the units concerned and passes necessary orders.

30. On a consideration of the pros and cons of the matter I am inclined to the view that it is not at all a bad idea to place some one fully conversant with the work of the Dredger and Despatch Service in sole administrative charge of it so that, in the first place, there may be a continuity of policy in the operations of dredgers and, in the second, whenever a Commander of a dredger or a despatch vessel wants technical advice or a discussion on any technical question, he can approach the administrative Sectional Head and discuss the problem with him. But if the Sectional Head is unable to solve his problem for him, the Sectional Head may, if he thinks it necessary, consult other Commanders whenever they may

be in Port so that in this way the opinions and the experiences of different officers might be pooled together to produce the maximum results in the work of the dredging fleet. As the Service itself suggests that as long as Sri Mital is the Senior Assistant Conservator, they would have no objection to his being placed in exclusive charge of it, that arrangement may be given effect to by redistribution of the work of the two Assistant Conservators. Sri Mital asks for an Assistant and he suggests that he should be a Chief Officer of the Dredger and Despatch Service. But as the deputation of a Chief Officer to the office of the Senior Assistant Conservator for this purpose means one more Chief Officer for the Service - that is extra expenditure for the Commissioners - an attempt should be made to avoid such extra expenditure and the Commissioners should find out how extra help may be provided to Sri Mital in the discharge of his duties without putting the Commissioners to extra expenditure. It is just possible that one of the two supernumerary Commanders of the Dredger and Despatch Service might be used whenever they are available for giving some relief to Sri Mital in the discharge of his duties. Whenever either of them is in Port and is otherwise free, the Commissioners can possibly make use of his services for going round and inspecting dredgers and despatch vessels after they have been repaired and giving necessary directions and then speaking to the Senior Assistant Conservator, Sri Mital, as to what they have seen and done.

31. The one practical difficulty that is likely to arise under this arrangement is that when Sri Mital is made to officiate as Deputy Conservator when the permanent incumbent goes on leave, the other Assistant Conservator, who has no experience of the Dredger and Despatch Service, if put in exclusive charge of the service, would not probably be as effective as Sri Mital. But this difficulty may be easily obviated by placing one of the supernumerary Commanders of the Service in sole administrative charge for the time being without appointing another Commander in his place, unless of course the officiating period of Sri Mital exceeds a month. This arrangement, while it meets some of the objections of the service to the present arrangements under which they have no Sectional Head of their own, has the advantage of not putting the Commissioners to any additional expenditure.

32. The difficulty, however, anticipated by the service that when Sri Mital would not be available, that is, when he becomes the Deputy Conservator on the retirement of Commander Mohan, is not likely to arise for the next 10 years or so, for Commander Mohan, who appears from the gradation list to have been born on the 14th May, 1915, is not

likely to retire till the 14th May, 1970. By then, the dredger fleet may expand still further so as to make further expansion of the service necessary, and if the service is further expanded, the appointment of a Sectional Head for this Service may become unavoidable.

33. The demand for the second administrative post for the Dredger and Despatch Service does not seem to me to be at all justified.

Class I Marine Engineers

34. The demand of the Class I Marine Engineers for the creation of 5 posts of additional Chief Engineer and an adequate number of Relieving Engineers has been already dealt with in connection with the question of strengthening the cadre of this service, and I could not recommend either any increase of the cadre at present or the creation of any additional posts of Chief Engineer.

ALTERATION OF THE EXISTING SYSTEM OF HOLDING
MARINE ENQUIRIES

35. This demand is made by the Assistant Harbour Masters and the Hooghly Pilots. I have already dealt with one aspect of the matter, viz. that the enquiries should be conducted, not by the Deputy Conservator or the Senior Assistant Conservator as the President of the Board of Enquiry but by the Sectional Head without any interference from the Deputy Conservator.

36. Another aspect of this demand, however, is whether the procedure followed during the enquiry at present is sound. Part XII of the Merchant Shipping Act embodying Sections 357-389 of 1958 which is not yet in force but is likely to be in force shortly deals with investigations and enquiries into shipping casualties. Section 358 (1) defines shipping casualties and Section 358 (2) requires whoever might be in charge of a ship to report any such casualty to the officer appointed in this behalf by the Central Government. I have already said that both the Deputy Conservator and the Senior Assistant Conservator have been appointed under Section 358 (2) as officers to whom such reports are to be made. Section 359 (1) entitles such officers to hold a preliminary enquiry into the casualty. Report of this preliminary enquiry has to be sent to the Central Government or such other authority as may be appointed by them in this behalf. Section 360 provides that an officer appointed under Section 358, whether he has made a preliminary enquiry or not and where the Central Government so directs, shall make an application to a Court empowered under Section 361 requesting it to make a formal investigation into any shipping casualty and the Court shall thereupon make such investigation.

37. The procedure to be followed in this preliminary enquiry is the only point now in controversy before me. It transpires from the statements of the representatives of the two services as well as from that of Commander Mohan that these preliminary enquiries have to be conducted as expeditiously as possible in order that officers of the ship concerned may not have to be detained and because the instructions issued by the Central Government to the Deputy Conservator enjoin upon him the examination of each deponent separately and also the duty of allowing the owner or agent of a ship, the casualty of which has to be investigated, to be present only during the examination of witnesses belonging to the ship if he so desires. But with the exception of such an agent, no other person is to be allowed in the room during the examination of witnesses except the deponent himself, the officer conducting the Enquiry and his clerk, and, if necessary, an interpreter. Paragraphs 17 and 18 of the instructions to officers appointed under the Merchant Shipping Act in connection with preliminary enquiries and formal investigations into shipping casualties require the officer conducting the enquiry to examine each deponent separately and to allow no one except the owner or the agent of the ship where he desires to be present, the officer conducting the enquiry and his clerk and, if necessary, an interpreter, to be present in the room during the examination of witnesses. While this procedure is open to no legitimate criticism if the enquiry is only an enquiry into a shipping casualty and nothing more, I am told that such enquiries often become not merely enquiries into a casualty but also a disciplinary enquiry against the Pilot or any other officer concerned, and the procedure laid down in the executive instructions to which I have referred, is meticulously followed even then. It is the adoption of the same procedure in a combined casualty enquiry and disciplinary enquiry that seems to me to be open to serious objection. In a disciplinary enquiry the officer against whom the enquiry is to proceed must in all fairness be given an opportunity not merely of being present, but also of cross-examining the witnesses who speak against him, and of representing his own case; and if this is not allowed the whole enquiry, as a disciplinary enquiry, becomes legally defective. Of course, when a casualty enquiry begins nobody may know that it may turn out to be ultimately a disciplinary enquiry also, and when there is no resort to a formal Court of Enquiry on the results of the preliminary enquiry, the findings at this so-called preliminary enquiry tend to become final, subject, of course, to the decision of the Commissioners.

38. On the results of such an enquiry, a finding may be recorded against the officer and some punishment may be awarded to him, however slight. I am told it has been done in one case at least. As I have said before, it is legally unsound to punish anyone without letting him have

an opportunity of being heard and of cross-examining those who may have to say anything on any matter in which he may be directly or indirectly involved. Of course, the rules, as they stand, do not seem to me to contemplate a combination of a casualty enquiry and a disciplinary enquiry, but where this combination is found not merely desirable but essential because witnesses attached to a ship which cannot be indefinitely detained in a Port have to be examined before their ship leaves the Port, the officer conducting the enquiry can hardly help combining the casualty enquiry and the disciplinary enquiry in the same proceeding. When he does so, he must give the officer, he may eventually have to proceed against, an opportunity of being present throughout the enquiry and also the right and opportunity of putting questions to the witnesses that are being examined and of generally making his submissions in his own defence. The executive instructions, therefore, call for a certain amount of modification in respect of proceedings combining casualty enquiry and disciplinary enquiry, and if the officer against whom the enquiry is directed, is allowed to be present throughout the enquiry to put whatever questions he likes to the witnesses that are being examined and then finally to make his own defence, I think the objectionable features of the present mode of enquiry will disappear. It is, however, always desirable wherever it is possible to separate a disciplinary enquiry from a casualty enquiry conducted under the Merchant Shipping Act.

CHANGES IN THE EXISTING MODE OF THE WORKING OF THE DEPARTMENT—IMPLEMENTATION OF THE LOCK TO LOCK SCHEME

Assistant Harbour Masters and Berthing Masters

39. The implementation of the 'lock to lock' scheme is demanded by the Assistant Harbour Masters as well as by the Berthing Masters. In a meeting of the Commissioners on 27th May, 1957, this scheme was accepted, and seven more Berthing Masters' posts were sanctioned. Before the 'lock to lock' scheme was ever thought of and even now when the 'lock to lock' scheme though accepted by the Commissioners has not been given effect to, ships are handled during their movements through the locks by Assistant Harbour Masters and they are handled by Berthing Masters within the same Dock, *i.e.* from one berth to another in the same Dock. But the 'lock to lock' scheme splits up movements of ships into two stages, *viz.* (1) from the river to the lock entrance for incoming ships and from the lock entrance to the river for outgoing ships, and (2) from the lock entrance to the berth in the Dock for incoming ships or from

the berth to the lock entrance for outgoing ships, and while the ships would be handled by Assistant Harbour Masters in the first stage, they would be handled by Berthing Masters in the second. The essence of the scheme therefore is to allow Berthing Masters alone to handle ships within a Dock.

40. It appears from the papers that the 'lock to lock' scheme had to be suggested for bringing about a reduction of the workload of Assistant Harbour Masters amongst whom there was a shortage at the time. The sanctioned strength of Assistant Harbour Masters has since 1952-53 always been 48, but during the period 1952 to 1955 the actual strength was reduced to 40. In 1955-56 and 1956-57 it went further down to 38 so that at the time the 'lock to lock' scheme was suggested there was shortage of 10 Assistant Harbour Masters. In 1957-58, however, the actual strength rose to 44, in 1958-59 to 47 and in 1959-60 to its full strength of 48. The shortage, therefore, in the cadre of the Assistant Harbour Masters no longer exists, and thus the sole reason for this scheme has disappeared. Naturally, therefore, the Commissioners no longer think of giving effect to this scheme. The reasons why the Berthing Masters are anxious to have the scheme put into operation are first, that it will make their service more or less independent of the Assistant Harbour Masters under whose directions they have to act at present ; and secondly, that it will add to their cadre. The Assistant Harbour Masters, on the other hand, are anxious that the scheme should be given effect to because some of their responsibilities and a part of their work will thereby be taken away so that their work will be even less than at present. None of these considerations are really material for bringing into operation a new arrangement which had its origin in an acute shortage of Assistant Harbour Masters. As with the disappearance of the shortage the necessity for the scheme has disappeared, the Commissioners are, to my mind, fully justified in not implementing this scheme.

Hooghly Pilot Service

41. The only demand of the Hooghly Pilot Service under this head is that an Advisory Committee should be formed to go into the matters affecting the Pilots. I do not see any necessity for any Committee on these lines being formed when it is open to the Deputy Conservator to consult not merely the Port Pilotage Officer but any senior Pilot on any question on which he might find it profitable to discuss matters with one or more members of the Pilot Service. But if the Administration thinks that such a Committee will help the Pilot service being administered more smoothly it may consider how this Committee should be formed and what its precise functions should be.

Dredger and Despatch Service

42. On behalf of the Dredger and Despatch Service one of the demands under this head is that a Committee of senior officers of the service is to be set up to advise the Deputy Conservator on the lay-out and design of the new dredgers to be constructed. A specific objection was raised by Commander Pinches in his statement to the lay-out of the new Dredger 'Churni' which is still under construction. His general complaint is that the dredgers that have been in commission in this Port are generally unsuitable and as far as I can remember his first objection is that the unsuitability of the existing dredgers here arises from their draughts although I don't find it in the record of his statement. Then his next objection is to the accommodation of the Chief Engineer on the same bridge as the Commander in the 'Churni' which is still under construction in the United Kingdom. It is true that the Chief Engineer is not normally accommodated on the same bridge as the Commander, but in view of the fact that the 'Churni' is being constructed for work round the clock the scheme of accommodation had to be changed. When I asked Sri Stevens, another Commander of the Dredger and Despatch Service, he said he had no objection to this arrangement provided there was enough privacy for the Commander in the accommodation provided for him ; and then on an inspection of the blue print of the design of the 'Churni' he said that there was enough privacy for the Commander. The main objection to the Chief Engineer being accommodated on the same bridge as the Commander who can, if he likes, take his family with him and usually does, is that members of the crew have to see the Chief Engineer off and on almost throughout the working of a dredger and that, to some extent, affects the privacy of the Commander's accommodation. But, in order to meet this objection on the 'Churni' the Chief Engineer has been given an office room on some other deck where the men can see him. Thus, there is hardly any chance of the Commander's privacy being affected in any way by the members of the crew having to see the Chief Engineer occasionally during the working of the dredger. Thus, the objections of Commander Pinches to the design and lay-out of the 'Churni' do not appear to me to be quite tenable.

43. As regards the specific suggestion of the service that there should be a Committee of senior officers of the service to advise the Deputy Conservator on the lay-out and design of a dredger all that I need say is that while it is certainly desirable that the Deputy Conservator should have at his disposal the best possible technical advice he can have on the design and lay-out of a dredger, it is hardly desirable to tie down his hands in any way by the formation of a regular Committee. It is always

open to him to secure the advice of all the Commanders of the Dredger and Despatch Service without having a formal Committee to advise him and as long as the Deputy Conservator does make the maximum use of the technical experience and knowledge of the officers at his disposal no necessity can really arise for a Special Committee of the kind suggested by the Service.

44. Another demand which Captain Pinches voiced in his statement before me is that a dredger should be worked as a plant, round the clock and all arrangements should be made in order that the maximum work can be got out of every dredger. I find that none of the dredgers, in commission at present in the Port, except the 'Bhagirathi', is suitable for work round the clock. Dredging by the 'Bhagirathi' was undertaken last year for 24 hours on a certain occasion, and I am told there is sufficient accommodation for the requisite number of officers on that. If day and night work has to be arranged on all the dredgers whether there is such accommodation or not on them there will have to be periodical shifting of officers from the dredger to the Port and from the Port to the dredger. I asked Commander Mohan about it and he submitted a written note to say that on a rough calculation it would involve a capital expenditure of about Rs. 40 lakhs and considerable recurring expenditure in the shape of increase of staff etc., to put this into effect. It is impossible for me to express any opinion on such a complicated matter, particularly when the requisite materials are not before me, nor do I feel called upon by the terms of reference to express any opinion on this. The Commissioners may, however, examine the proposal if they think fit and do the needful.

45. The third demand of the service is for a system of training for the new entrants to be organised, but no concrete scheme was actually suggested in the memorandum, nor was any such scheme given in the evidence. It is, therefore, impossible for me to say anything on such a vague demand.

46. The fourth demand is that a small library of technical books and publications which is likely to be of interest to the service, should be provided. There can be no objection to this demand and I think it will be useful if the Commissioners have a small library of technical books and publications attached to the office of the Deputy Conservator, for the use not merely of the Dredger and Despatch Service, but of all other Marine Services.

47. Another demand of the service under this head is that up-to-date Service Rules should be published and made available to the Service. There is a similar demand from the Assistant River Surveyors also. No legitimate exception can be taken to this, and Service Rules may be printed and copies made available to the different Services.

48. The Dredger and Despatch Service also demands that an annual seniority list containing the names of officers and their ships should be circulated amongst the members of the service, and that the permanent appointment of officers to ships by seniority should be an inviolable rule and that in the interest of efficiency every effort should be made to retain officers in ships for as long as possible. Of course, it says that the appointment of the Senior Officer, Despatch, should be an exception to the above rule, but the officer appointed should, if possible, serve for a period of at least two years. I am told that disputes occasionally arise as regards seniority from the fact that Chief Officers without Master Mariners' certificates are required to go to sea for the requisite period and obtain Master Mariners' certificates. These officers are allowed to go to the sea according to their seniority in the Commissioners' service. Their seniority as Chief Officers *vis-a-vis* the seniority of the Chief Officers who are already Master Mariners, is counted from the date they return from sea after obtaining the Masters' Certificate of Competency. I have gathered the impression from the evidence of Captain Pinches that in determining the seniority of such officers, who qualify as Master Mariners later, a weightage of 12 months should be given to them for the service rendered by them prior to becoming Masters Mariners. No concrete case, however, has been placed before me with the result that I am not in a position to express any opinion on the question. Moreover, I am told that the matter is under examination by the Commissioners.

49. To the demand of the service that permanent appointments should be made to ships by seniority if it contemplates the seniority of officers as distinct from the "seniority of ships" whatever that may mean, there can be no reasonable objection and I am told such appointments are made according to seniority. It seems absurd to think in terms of the seniority of ships, because first, it is impossible to fix the seniority of ships according to any intelligible principle and secondly, it may affect the question of appointment to a permanent vacancy by seniority among officers. As regards circulation of a seniority list amongst officers, I may point out that since the introduction of a printed gradation list, which any officer may refer to, circulation of any list of seniority has become unnecessary.

Assistant River Surveyors

50. This question has also been raised by the Assistant River Surveyors who demand in the first place that the Model Officer's post should go by seniority and not by selection, and the seniority of the officer should be decided by the River Surveyor ; and in the second that the relative seniority of four officers, Sarbasri A. Kapoor, S. K. Chowdhury, R. K. Mehta and R. C. Pal, who joined in July, 1958 and whose dates of joining were staggered by one day, should be fixed with reference to the result of the departmental examinations.

51. On the first point, it is stated in the memorandum of the Assistant River Surveyors' Association that there has been no consistency in the posting of officers to this post which has created discontent. Sri R. J. Smith who is the present President of the Assistant River Surveyors' Association claims that as seniormost Assistant River Surveyor he should have been appointed to this post, and he suggests that if he was not so appointed it is because he happens to be the elected President of the Association, and as such, has been representing the legitimate grievances of the service through the Association. He even goes to the length of saying that he was once told by the Deputy Conservator in the presence of the River Surveyor that the Deputy Conservator would see that he never came to the head office in an administrative capacity. Sri Adolphus, however, when questioned about this, does not support Sri Smith on the point, for he says that there was no such incident as far as he can recollect. Even if the Deputy Conservator felt that an officer who could identify himself so completely with the service at the sacrifice of the interest of the Port Commissioners was not a suitable administrative officer at all, it is most unlikely that he would have said so to Sri Smith. The Administration seeks to support the appointment of Sri Stewart as the Model Officer on the ground that he previously served as an Assistant Model Officer for about two years so as to have the experience which qualified him for the post of a Model Officer. It may be that the Port Commissioners do not always succeed in getting hold of a man with previous experience and it is only then that the question of appointment by seniority may arise. But as this is a selection post, it ceases to be a selection post if the Commissioners were made to recruit officers to it by seniority only. While seniority is always one of the factors to be taken into consideration, it cannot be the only factor in recruiting an officer to a selection post. As long as the selection of the officer is made fairly and justly to all concerned there should be no ground for complaint. But it may often happen that even when a selection is made justly and

fairly to all concerned, the officer passed over considers himself aggrieved because he thinks as some are apt to do when they are passed over even for a definitely superior candidate, that as the seniormost officer he alone is entitled to the selection post. When an officer considers himself entitled to a selection post simply because of his seniority, evidently he does more than justice to himself and less than justice to his colleague selected, and if such an officer feels aggrieved, it is difficult to help it. Having said all this, I recommend that the post of 'Model Officer' should continue to be a selection post and the post filled in accordingly.

52. As regards the relative seniority of the four officers, viz. Sarvasri A. Kapoor, S. K. Choudhury, R. K. Mehta and R.C. Pal, I find that in the Gradation List of the year 1959-60 Sri R. K. Mehta who joined on the 25th of July, 1958 is the seniormost of the four, the next senior is Sri A. Kapoor who joined on the 26th of July, 1958, Sri R. C. Pal is the third in seniority because he joined on the 27th of July, 1958 and Sri S. K. Choudhury, the last of the four because he joined on the 28th of July, 1958. The Assistant River Surveyors have to undergo a period of training for five years out of which three years constitute the period of probation. At the end of the third year, *i.e.* at the end of the probationary period the departmental examination is taken on the results of which they are not only confirmed, but their relative seniority is determined. At the end of the fourth year there is another examination and at the end of the fifth there is another examination. There is still another examination, the results of which qualify the examinees to pilot their ships and unless an officer passes this examination, he is not entitled to pilot and to command a ship. The first three examinations, however, relate entirely to surveying. The demand of the Service is that seniority should be determined on the results of the examination and they have also claimed that in 1960 the officers recruited in that year were allowed to join on the same day on the understanding that their relative seniority would be determined by the results of the departmental examination.

53. The practice in this service appears to have been that the relative seniority of the officers recruited on the same day or at the same time was determined not by their dates of joining, but by the results of the examination at the end of the third year. In 1958, however, four officers were taken in and their dates of joining were staggered by one day as already stated. The officer responsible for the selection of these four officers placed them in an order of precedence according to which they were asked to join on different dates. In 1960, however, some officers were taken in and allowed to join on the same date. The officers recruited

in 1958 are, therefore, under the impression that the general practice obtaining in the Service has been departed from only in their case and naturally they do not like this. It seems to me that the practice obtaining in the Service with a little modification which I am going to suggest is a much better criterion for determining seniority than what seems to have been adopted in the case of the officers recruited in 1958. It is true that the officers in 1958 made the selection in a particular order of precedence and the selected candidates were asked to join on different dates according to that order. This selection was not made on the results of any detailed examination, but merely on the results of a *viva voce* test. The order of precedence drawn up on the basis of that *viva voce* test cannot be said to be as satisfactory as the one based on a detailed written test is likely to be. The practice in the Port as already stated is to determine the relative seniority of officers recruited at the same time on the basis of the results of one examination, viz. the first examination at the end of the third year. But an even better test would be to determine seniority not according to the results of one examination only in which an examinee may fare badly because of circumstances beyond his control, but on the results of the first three examinations all of which relate to surveying. The results of the Pilot examination need not be taken into consideration for this purpose for the simple reason that this examination has nothing to do with survey and unless one passes this examination he is not entitled to commanding a ship and if a senior officer is refused the command of a ship and if a junior officer receives a command earlier than his senior officer, the junior officer automatically becomes senior to the senior. But in drawing up the order of seniority to start with, the order of precedence made by the selecting officer may be treated as entirely provisional. This provisional order of precedence may be changed according to the results of the first examination when an officer is confirmed on the distinct understanding that even this is provisional and the final determination of the order of seniority amongst the officers concerned is to be made on the combined results of the examinations at the end of the third, fourth and fifth years. If this method is followed seniority will be determined entirely on merits and there should be no ground for complaints.

Junior Marine Engineers

54. On behalf of the Junior Marine Engineers there is the demand that there should be a definite system of posting of Junior Marine Engineers to different vessels which should be graded for this purpose and postings made strictly according to seniority. Vessels are now put into

two classes, Class I and Class II. Beyond this there is no further grading of vessels. The suggestion made seems to me to be totally impracticable for the simple reason that if necessity arises for posting a Junior Engineer to a vessel to which according to the gradation of the vessel and according to this suggestion a Senior Officer is to be posted whereas a Junior Officer is available, then the Commissioners are faced with the dilemma of not posting anyone at all on the vessel till a suitable senior officer is available or posting a junior officer and evidently the Commissioners have to adopt the second of the two alternatives in order that the work is not brought to a stand-still.

55. Sri Makhanlal Chatterji speaking on behalf of the Union of which the Junior Marine Engineers are members said : Postings to different kinds of vessels should be made according to seniority. But as I have pointed out, this is totally impracticable. He suggested in his statement further that there should be a rotational posting of officers from vessels to vessels so that they can more or less have the same condition of service or they can share equally the rough and the smooth. It is open to the Commissioners to consider the rotational system of posting wherever that is possible. But this is a purely administrative matter and the materials before me would not justify me in expressing any opinion on it. But as I said, if the Commissioners find it practicable, there is no harm in giving effect to a rotational system of posting as far as practicable.

56. The Junior Marine Engineers have also asked for the posts of Chief Engineer and Second Engineer in the Pilot and Despatch Vessels being thrown open to the Junior Engineers with Second Class M.O.T. certificates and posts of Engineer-in-Charge of Inland Vessels to the Engineers with Inland certificates.

57. Sri Mital in his statement before me says that a Junior Marine Engineer with a Second Class M.O.T. certificate may be appointed a Second Engineer, but not Chief Engineer. He is not to be appointed a Chief Engineer because the Commissioners think efficiency would suffer and because these ships are not like sea-going ships where once the machinery is started, it goes on till the next Port. But in the river and in the Port, machineries are being manoeuvred nearly every minute and as the building of these ships tends to cost more and more, maintenance has got to be of a very high order. This aspect of the matter was put by me before the representative of the Union, Sri Makhanlal Chatterji. He referred to certain incidents where some Engineers with Second Class certificates acquitted themselves very well as Chief Engineers. In view, however,

of the facts that ships in the Hooghly require almost constant man-oeuvring of the machinery and that the maintenance of the machinery has got to be of a very high order, I do not think I shall be justified in suggesting a change in the existing system either in regard to the appointment of Chief Engineers and Second Engineers to Pilot and Despatch Vessels or to the posting of Inland Masters as Engineers-in-Charge of inland vessels. But if the Commissioners at any stage think that with proper training of Junior Engineers with Second Class M.O.T certificates they would be suitable for appointment as Second Engineers to some vessels they may try it.

58. Another demand of the Junior Marine Engineers is that Ship-keeping and Watcher Engineers should be engaged. The Commissioners say that four Ship-keeping and Watcher Engineers have already been engaged and Junior Engineers are no longer required to keep ship at night except in vessels which arrive in Port without previous intimation on a holiday in which case it is not always possible to make necessary arrangements for ship-keeping and it becomes necessary for Engineers on board the vessel to do this duty. I do not think there is any reason for changing the present system or for engaging any more Ship-keeping or Watcher Engineers.

59. Another demand of the Junior Engineers is that Junior Engineers like Tug Engineers, Fire Float Engineers etc. who are attached to vessels normally stationed in the Port should have a fixed weekly day of rest. It is not that these officers are not usually given any day of rest in a week, but they normally have it by turns. Their demand is that the day of rest should be fixed. There should be no objection in principle, to the grant of a fixed day off to the Engineers attached to vessels which are normally stationed in Port. It is, however, for the Commissioners to consider whether it will be practicable to do so.

60. Another connected demand of the Service is that for Junior Engineers of the outgoing vessels there should be a definite scheme for granting them special compensatory leave in lieu of Sundays. I am told, that these officers are granted compensatory leave in lieu of Sundays, as and when possible. Normally they are granted compensatory leave when they are in town, but they are also given this leave when the vessels are down the river. As long as these officers are given 52 days' compensatory leave in a year, they should have no grievance. If, however, they cannot be granted the compensatory leave in full in a year, they should be compensated for loss of their weekly off days. The nature and extent of compensation has been dealt with in Chapter VIII.

61. Another demand of the Junior Engineers is that while there are two posts of Engineer attached to each of the following vessels, viz. Fire Float 'Alpha', Tug 'Stalwart' and Crane Vessel 'Samson', only one of them is designated Engineer-in-Charge though each works in his own turn taking full responsibility for the period. It appears, however, that the statement made in the demand is not quite correct. It is certainly true that there are two Engineers attached to each of these vessels. One of them is the Engineer-in-Charge and he takes the full responsibility for working the machinery, but it is impossible for him to be physically present throughout, and so he has been given an Assistant Engineer to help him in his work. There is a special allowance attached to the Engineer-in-Charge and that is the reason why the Service demands that both should be designated as Engineer-in-Charge. As it is not a fact that the Engineers carry the same responsibility it seems to me to be unreasonable to expect both to be called Engineers-in-Charge and both to receive the same allowances.

CLERICAL ESTABLISHMENT UNDER THE DIFFERENT MARINE SERVICES

62. On behalf of the Assistant River Surveyors, three more Clerks have been asked for. At present they have four Clerks to look after the river survey establishments, their allocation being as follows :

Encroachment & Port Survey Party ...	... 1 Clerk
Hooghly Point ...	... 1 Clerk
River Survey Vessels 'Pathfinder', 'Guide' and 'Waterwitch'.	.. 1 Clerk
Higher Reaches Party & Port Dredging Surveys. ...	1 Clerk

It has been stated before me that when one Clerk is allotted to work for more than one establishment, necessarily the Assistant River Surveyors themselves have to do part of the clerical work. It is also pointed out in their memorandum that in the Dredger & Despatch Service each vessel has a Clerk of its own. It appears that the Clerks attached to these Survey Parties deal with the salary bills of the members of the crew, their leave applications and their representations in other matters. It appears that the crew attached to the Hooghly Point Station etc. number 66 persons and that attached to the Encroachment and Port Survey Party etc. 74. The total number of the crew attached to the three River Survey Vessels, viz. the 'Pathfinder', the 'Guide' and the 'Waterwitch' and other vessels etc. is 109. The crew attached to the Higher Reaches Survey Party etc. number 64. It is, therefore, obvious that one Clerk attached

to the Hooghly Point Station deals with 66 members of the crew, whereas the Clerk attached to the Encroachment and Port Survey Party deals only with 74 members and the Clerk attached to the Higher Reaches Survey Party deals with 64 and the Clerk attached to the three vessels, viz. the 'Pathfinder', the 'Guide' and the 'Waterwitch', deals with 109 members of the crew. The allotment of the work is evidently not very fair to all the Clerks. The total number of the members of the crew attached to all these stations and River Survey Vessels is 313, and if there is a fair allotment of the work amongst four Clerks each need deal only with 78 members of the crew. As already stated, there are 74 members of the crew attached to the Encroachment and Port Survey Party where they are dealt with by one Clerk. Evidently then, if one Clerk can manage to deal with 74 members of the crew at the Encroachment and Port Survey Party, there is hardly any reason why the same number cannot be handled by one Clerk in other stations. It seems to me that if a fairer allotment of duties provided it is practicable amongst the existing Clerks is made, there will be no necessity of additional men.

63. In this connection I may just as well deal with the demand of the Class I Marine Engineers that Clerks should be posted to all vessels to avoid wastage of valuable time of the Engineers in doing clerical work, particularly because the Class I Marine Engineers in their memorandum compare their position with regard to the posting of Clerks to the position of the officers of the Dredger and Despatch Service each vessel under which has a separate Marine Clerk of its own. It appears that the matter was gone into by a Committee on the recommendations of which the staff of the Engineer Superintendent in the Head Office was increased, and the Administration is considering whether some at least of the Clerks of the Engineer Superintendent should not be allotted work for a number of individual ships. It further appears that the Clerk attached to a Dredger or a Despatch Vessel does clerical work connected with the deck-side Ratings, and not the ratings attached to the engineering side. A Clerk attached to a dredger also does quite a large amount of other work connected with dredging. At the same time there is hardly any reason why he should not be made to lend a hand to assist the Chief Engineer of a ship for certain kinds of work, viz. typing work, the work of filling in forms etc. Of course, if a Chief Engineer wants the assistance of the Clerk attached to the ship he should ask the Commander for such assistance, and the Commander should pass the necessary orders to the Clerk for helping the Engineer in charge. It appears that the Dredger 'Ganga' has 38 ratings on the deck side and 51 on the engineering side ; Dredger 'Jalengi' has 44 ratings on the deck side and 35 on the

engineering side, and Dredger 'Bhagirathi' has 42 ratings on the deck side and 37 on the engineering side. But the bills of the ratings on the deck side have to be prepared by the Clerks ; on the other hand bills of the ratings on the engineering side are drawn up in the office of the Engineer Superintendent, so that the Chief Engineer has not to deal with such bills at all. To that extent the work of the Chief Engineer in connection with ratings attached to the engineering side need not necessarily be heavy. I am told, he has to fill in the names of the ratings under him and the number of days on which they work and things like that. These are matters known to him only and primarily, therefore, it is his work. I understand previously Junior Engineers used to help him in this work but now generally they refuse. This is certainly not a desirable state of things that if a Junior Engineer is asked by his Chief Engineer to assist him even during his period of rest in any kind of clerical work, he should refuse to do it, but if he does and the Chief Engineer needs help, he may be helped, at least to some extent, by the Clerk attached to the deck side of a dredger. The same remark applies to the Despatch Vessels 'Dumayne' and 'Nadia'. On the Despatch Vessel 'Dumayne' there are 34 ratings on the deck side and 31 on the engineering side, and on the Despatch Vessel 'Nadia' there are 32 ratings on the deck side and 24 on the engineering side.

64 If the suggestions I have made are followed it will not, in all probability, be necessary to post any more Clerks either to the stations of the River Survey or to the vessels, either of the River Survey or of the Dredger and Despatch Service.

Courtesy Title

65. The Commanders of the Dredger and Despatch Service have asked for the use of Courtesy Title of "Captain" for Commander. There can be no reasonable objection to this and such a title may be used by all Commanders of the Dredger and Despatch Service, on the distinct understanding that no one would be entitled to any additional allowance for this Courtesy Title.

RETENTION OF SUPERANNUATED OFFICERS IN SERVICE AND ITS EFFECT ON THE OTHER MEMBERS OF THE SERVICE.

Dredger and Despatch Service

66. Commodore Smith of the Dredger and Despatch Service was due to retire on superannuation with effect from the 10th of April, 1960, but he has been retained in service for a term of two years with the result that Commander Pinches who is the next in seniority to him has not yet been made a Commodore. A Commodore of the Dredger and Despatch

Service receives Rs. 300/- as command pay, whereas a Commander receives Rs. 200/- per month as command pay and this sum of Rs. 100/- represents in money the only difference between the two posts. Commander Pinches makes it clear that he does not mind the difference in salary, but what he does mind is the delay in his promotion to the rank of Commodore. Commodore Smith has had to be retained in the employ of the Commissioners even after his superannuation because, I am told, the Commissioners cannot spare a Commander of his experience in the existing situation. It is true that an officer is likely to feel a sense of frustration when his normal expectations of promotion are not fulfilled. But in this case I hope Commander Pinches will himself realise that the requirements of the Port should come first not merely in the estimation of the Commissioners, but also in the estimation of all responsible officers. The tradition in the Merchant Marine, I am told, is to have only one Commodore for one service. If this is so, it is difficult for me to suggest that the Commissioners may consider whether the disappointment of Commander Pinches in having his promotion to the rank of Commodore delayed by the retention of Commodore Smith in service after his superannuation should not be removed by appointing him to the rank of an extra Commodore.

Class I Marine Engineers

67. A demand like this was made also on behalf of Class I Marine Engineers, but during the hearing it was withdrawn by the service.

CHAPTER VIII.

Miscellaneous Demands.

Some of the demands under this head are common to all the services, but some demands have been made only on behalf of some of the services. I shall deal first with those demands under this head which are made by only one or some of the Services.

Hooghly Pilot Service

2. **Servants on board vessels** :—One of the demands of the Hooghly Pilot Service Association is that Pilots should be allowed to take a servant each on board vessels at the cost of the Commissioners. The reason for this demand, as stated by the representatives of the Service, is that the wages of a domestic servant now have risen so much that a Pilot can hardly afford to take one with him on board at his own cost as he used to do previously, and unless the Commissioners pay for the servant he cannot take a servant with him. When a Pilot reaches the Sandheads after having piloted a ship he can, as he usually does, go on board the Pilot Vessel at the Sandheads where the services of the servants provided on board would be available to him. When he is actually engaged in piloting a ship he will have no use for a servant. But when a ship is at anchor at any place he may quite conceivably need a servant to attend to him. But to expect the Commissioners to pay for this is, to my mind, to expect something which is very unreasonable. After all, for a Pilot to have a domestic servant on board the vessel he pilots, is something of a luxury in these days of high prices which the Commissioners will not be justified in encouraging in any one even if they can afford to do so. I am, therefore, unable to say that there is any justification for such a demand.

3. **Pension** :— On the recommendations of the Lokur Committee pension terms were granted as a special case to those of the Hooghly Pilots who were in service under Government on the date of the transfer of the Hooghly Pilotage to the Port Commissioners. The demand of the Hooghly Pilot Service now is to have this privilege extended to all officers irrespective of whether they were or were not in Government service on the date in question. They further demand that the officers who are already on pension should be allowed the option to retire on full pension at the age of 50.

4. The Lokur Committee recommended the grant of pension, as a special case, to those officers who were actually in the service of the Government on the date of the transfer of the Hooghly Pilotage to the Port Commissioners, because they felt that unless those officers who were transferred from the Government to the Port Commissioners were granted such terms they would have lost in the process of the transfer certain valuable rights they had while they were in Government service. That was the only consideration which prompted this recommendation. While that was a perfectly understandable and valid reason for those officers of the Pilot Service who were in the employ of the Government prior to the transfer of the Hooghly Pilotage to the Port Commissioners, it does not apply at all to those members of the Service who joined it after the transfer knowing fully well what the terms of employment were. Not merely is there no justification for the extension of this privilege to officers of the service who joined after the transfer, its repercussions on every service under the Port Commissioners are likely to be of a serious nature. In the Port Commissioners' service, officers are not entitled to any pension on superannuation ; but they are entitled to join a Contributory Provident Fund to which the Port Commissioners' contribution amounts to 8.1/3rd per cent of the basic salary of an officer. This Provident Fund Scheme applies to all the services under the Port Commissioners. If this system is changed for a particular service which is allowed the benefit of a pension scheme, it may be that the other services also will demand this ; and then, the Port Commissioners will hardly have a free hand to deal with the question on its merits. I am, therefore, inclined to think that the extension of the benefit of pension to other members of the service who are not entitled to it on the recommendation of the Lokur Committee is not justified for the present.

5. The other demand, viz. that officers should be allowed an option of retiring on full pension at the age of 50 is sought to be justified on the ground of ill health of most of the officers after 50. It is said that the work of climbing the steep rope ladders at the Sandheads, particularly during the monsoons or in very rough weather puts such a strain on the heart of the officers that most of them, when they attain 50, become unable to cope with this work any longer. It is also pointed out that many officers retired prematurely because they were unable to stand the strain after 50.

6. I find, however, that there have been no premature retirements since transfer of the Hooghly Pilot Service to the Port Commissioners in May, 1948. Only one Pilot, viz. Shri U.S. Rao has been keeping somewhat bad health and is now provided in the Head Office. Before the transfer, three officers retired on medical grounds, viz. Shri F.R. Sidebottom,

appointed on the 1st January, 1929 who retired on the 10th October, 1947, after 18 years' service, Shri C.C. Elison, recruited on the 8th May, 1931, who retired on the 26th November, 1946, Shri J.S. Uberoi recruited on the 1st December, 1933, who retired on the 11th July, 1944, and a Fourth Officer, Shri P. Basu, recruited on the 2nd May, 1938, who retired on the 8th November, 1948, not on medical grounds, but on the ground of the dissolution of the Bengal Pilot Service. This is the information supplied to me by the Principal Officer, Mercantile Marine Department, Calcutta District. It appears, therefore, that between 1944 and 1947 there were only three retirements on medical grounds. The number of Pilots on the running list appears to have varied between 42 and 45 for some years now, and as far as I can make out, the position was more or less the same in 1944 also. Assuming, therefore, that the running list consisted of 42 Pilots in 1944, 1946 and 1947, in each of the years 1944, 1946 and 1947 there was only one premature retirement on medical grounds out of a strength of 42. If one officer retires prematurely in a year on medical grounds in a service consisting of 42 members, there will be little justification for a scheme of full pension for officers at 50 because the percentage of premature retirement on medical grounds in the course of a year is only 2.38 per cent. To expect the Commissioners to extend to all the officers the benefit of full pension five years before their superannuation is due, under the existing rules, only because 2.38 per cent of the officers may be found to be physically unfit is, on the face of it, an unsound proposition both on economic and general grounds and from that point of view the demand seems to be unreasonable.

7. Besides, there is another aspect of the matter which cannot be ignored. The only ground assigned for this demand, as I have already said, is the strain which the climbing of the rope ladder at the Sandheads puts on the officers. If the river has deteriorated in the course of these years and if piloting a ship in the Hooghly may have become more difficult than before, on that ground the work at the Sandheads cannot be said to have undergone any such change for the worse. The work of piloting a ship in the Hooghly may quite reasonably be supposed to put a certain amount of mental strain on the Pilots, but it is not likely to strain his heart in any way, nor has it been suggested to me that the work of piloting ships in the Hooghly is responsible for this demand of the service for retirement at 50 on full pension. As the task of climbing steep rope ladders at the Sandheads has remained as difficult as before and as the Pilots were not entitled to retirement on full pension at the age of 50 before they were transferred to the Port, there is hardly any reason at present why these officers should now be given the privilege of retirement on full pension at

the age of 50. The demand, therefore, seems to me to be unjustified as things stand at present.

Marine Engineers, Class I.

8. On behalf of the Marine Engineers, Class I, there is the demand that the Chief Engineer should be allowed to take his family down the river like the Commanders and that the scale on board the Commissioners' vessels, of accommodation for Engineers should be the same as for the Deck Officers. The accommodation provided on the existing vessels cannot be improved now and it is only on the Dredger 'Bhagirathi' and the two Pilot Vessels that there is a bathroom attached to the Chief Engineers' room and I am told that with an additional bed in that room the Chief Engineer can take his family. In the Dredger 'Churni' which is still under construction, accommodation has been provided for the Chief Engineer to enable him to take his family with him. The Commander who is permitted to live with his family on board his vessel pays the cost of the messing of his family. If the Chief Engineer takes his family, he will have to do the same. The question of taking his family in vessels which provide no sufficient accommodation does not arise and on the 'Bhagirathi' and the two Pilot Vessels the Commissioners, if they think proper, may allow the Chief Engineer to take his family at least occasionally with the permission of the Deputy Conservator.

9. As regards the scale of accommodation for Engineers, the accommodation provided on the existing vessels cannot be changed. In vessels to be constructed hereafter what accommodation should be provided for the Engineers is a matter to be considered by Commissioners and I have no doubt that they will try to do justice to all kinds of officers, having regard to the limited space in which accommodation for the different kinds of officers has to be provided on board a ship.

Berthing Master

10. The Berthing Masters' Association has also asked for the status of the service to be raised from Class II to Class I. Under the existing rules, the Berthing Masters fall in Class II because the maximum of their salary is below Rs. 1,000/- for it is only officers on a scale of pay of which the maximum is Rs. 1,000/- or above who are entitled to being ranked in Class I. Under the existing rules when a Berthing Master becomes a Deputy Dock Master drawing a monthly salary of Rs. 1,050/- he automatically becomes a Class I officer ; till then he remains in Class II. As long as this classification remains and I do not see any reason why it should be removed—there is hardly any reason for making any exception

in the case of Berthing Masters ; nor is there any sufficient reason for raising the maximum of their scale to Rs. 1,000/- just to place them in Class I.

11. Their further demand is that the Berthing Masters should be eligible for promotion to the post of Dock Master which is at present reserved for an Assistant Harbour Master. According to Sri Cullion, a Dock Master is responsible for the safety of the Docks. He attends to fire in ships and, in general, he is responsible for the smooth working of the Docks. It is also part of his duties to allocate the Berthing Masters to ships that are shifted.

12. I find that this particular demand was also placed before the Lokur Committee which did not agree that the post of Dock Master should be open to the officers of the Berthing Establishment and was of the opinion that the post should be held by a Master Mariner. I also feel that the Dock Master's is a very important post and its incumbent should have a basic qualification as well as knowledge of the river and the Docks. I, therefore, recommend that the post should continue to be held by a Master Mariner.

13. **Compensation for accidents, causing injury or loss of life, to officers on duty :—**

The Dredger & Despatch Service, the Assistant River Surveyors, Marine Engineers, Class I, and the Junior Marine Engineers have asked for an improvement of the existing rules of compensation for accidents causing death or disability while the officers are on duty. The Dredger & Despatch Service suggests for officers of Despatch Vessels, a Policy of Insurance for about a lakh of rupees for each officer against injury or loss of life. The other services, which have asked for an improvement of the existing rules in this matter have not made any specific suggestions.

14. The grant of compensation is now regulated by certain provisions of the Civil Service Regulations in schedules II and III in which have been laid down the scale of gratuity and monthly pension in case of disability of an officer, and gratuity and monthly pension to the widow and children in the event of the death of an officer. The Commissioners adopted these rules in a meeting held on the 13th November, 1944. The general complaint of the services now is that the scales laid down there are too low.

15. This is a question on which I should not like to express any opinion because there are no materials before me on which I can say whether the scales are sufficient or not. Besides, as the scale of compensation is regulated by rules applicable to all Government services, the question cannot be considered for the Port Officers only, and if the matter has to

be gone into, it should be gone into as a whole. On these grounds I should not like to express any opinion on this question.

16. Compensatory leave in lieu of weekly off days :—

The Assistant Harbour Masters, the Berthing Masters and the Engineers attached to the Port Dredging Unit and also to vessels which are normally stationed in the Port, do get their weekly days off ; so, they have not raised the question of compensatory leave in lieu of weekly off days. The Hooghly Pilot Service demands that during the last four years they did not have these weekly off days and they asked for four months leave being credited to them, by way of compensation for the loss of these weekly off days at the rate of one month a year. They have also demanded that until the cadre strength is full they should be granted one month's consolidated leave in lieu of 52 weekly off days.

17. The Dredger & Despatch Service also have demanded 52 days' compensatory leave in lieu of weekly off days which they should be allowed to carry forward to the next year, if necessary.

18. The Assistant River Surveyors have suggested that they should be paid suitable monetary compensation for loss of weekly off days during the past few years.

19. The Marine Engineers, Class I have also asked for special casual leave in lieu of weekly off days which they should be allowed to prefix or affix to earned leave or casual leave.

20. The Junior Marine Engineers also have asked for Marine Engineers of outgoing vessels being given due compensatory leave in lieu of weekly off days.

21. It is admitted that ever since the Lokur Committee's recommendation regarding the grant of a day off was accepted by the Commissioners, the Commissioners have been trying to give such leave to the officers if and when it was found possible. It is further admitted that it has not been always possible to give every officer a day off a week ; particularly those officers who have to go down the river for a number of days could not be allowed this leave on most occasions in the past. As the Commissioners accepted the Lokur Committee's recommendation on the point it is only fair that compensation should be provided in the shape of leave to those officers who could not be allowed these weekly off days. The question now is how this leave should be calculated. To my mind, instead of 52 days in a year if officers are allowed 26 days special leave in lieu of weekly off days, officers who have been denied this weekly day of rest would have

a sufficient measure of compensation. The reason why I suggest 26 days in a year instead of 52 days they are entitled to on the Lokur Committee's recommendations is that the officers of each of these services spend sufficiently long periods in a year in the Port and during these long periods they may reasonably be taken to have availed themselves of a substantial part of these 52 weekly off days in a year, so that compensation both for the past failure of the Commissioners to implement the Lokur Committee's recommendation on the point and for their failure in future, where it is not possible to grant a weekly day off to each officer regularly should take the form of a day's special leave for each of these 26 days when an officer cannot have his day of rest. In future, the Commissioners should see that each officer of these services, namely the Pilots, the Dredger and Despatch Service, the Assistant River Surveyors and the Engineers, both Class I and Junior of outgoing vessels are completely relieved for a day a week, two days in two weeks, or three days in three weeks and so on by turns, so that each of the officers is allowed in this way at least 26 days off, for the other 26 days off they are entitled to, leave being credited to them as already suggested. When, however, it is possible to give each officer a full day off each week or 52 days in a year, there is no question of such leave being credited to him. If a particular officer has been granted some days off as weekly off days in a year, this leave should be proportionately curtailed. An officer should be allowed to carry on this leave for a reasonably long period so as to enable the Port Commissioners to give during that period all these officers the leave already due to them. If, however, a particular officer does not avail himself of the leave during that period the leave to his credit will stand cancelled. This should have effect from the date when the Lokur Committee's recommendations on the point came into operation.

Extension of travel facilities to all Officers

22. There is a demand on behalf of some of the Services such as, Marine Engineers, Class I, Junior Marine Engineers, Berthing Staff, for extending the travel facilities available under the existing rules only to officers whose homes are beyond 250 miles from their headquarters. The present rule is that those whose homes are beyond 250 miles from their headquarters shall themselves meet the entire cost of fares for the initial 250 miles on each of the outward and return journeys, and for the remaining distance Government will meet 90 per cent of the actual fares, the balance of 10 per cent being borne by the Government servants. And this concession will be admissible in respect of the Government servants and their families, but an employee will be eligible for the concession only once in a period of two calendar years.

23. This concession, however, under the rule, is not available to persons whose homes are within a distance of 250 miles from headquarters. This rule was adopted by the Port Commissioners. The sole explanation of such a concession appears to me to be this, that officers whose homes are beyond 250 miles from their headquarters have to spend much more for going home and coming back than officers whose homes are within 250 miles of their headquarters. It is not that the Port Commissioners pay the entire cost of the journey, beyond 250 miles but only 9/10th of the extra cost, 1/10th being still borne by the officers concerned. For officers who live beyond 250 miles the consideration that they would have to incur this expenditure for going home and coming back occasionally might be a deterrent from their joining the Port Commissioners' service, and in order to remove this deterrent, obviously, such a rule had to be adopted by the Commissioners.

24. The rule as it stands cannot obviously apply to officers living within 250 miles of the Port, because the whole cost of this part of the journey has in any case to be borne by the officers themselves under the rule. It seems to me that there is really no reason for an amendment of the rule so as to extend it to officers living within 250 miles of their headquarters, and if it is once extended to the Marine Services, other services in the Port will make a similar demand and it might be that there will be a repercussion of such an extension even on Government services. To my mind, it is difficult to justify such a demand on any sound principle.

Garages for Marine Engineers, Class I

25. Marine Engineers, Class I have further demanded that they should be given 12 garages four at Kidderpore Docks, three at King George's Dock and five at Tucktaghat-for stabling their cars. The Commissioners may look into this and find out whether the existing garages make it possible for them to allot 12 garages as asked for by the Service. If the demand cannot be met from the existing garage accommodation in the areas mentioned and if the Port Commissioners have land at or near the places mentioned, they might think of putting up extra garages to meet this demand of the service, for this, to my mind, may be done at a very moderate cost.

Periodical Meetings

26. The Assistant River Surveyors have also asked for **periodical meetings** to be held by the Chairman with the members of the different services. This is entirely a matter for the Chairman or the Administration and I should not like to say anything beyond this that it will certainly be conducive to the maintenance of a high morale amongst the officers if occasionally the Chairman could meet them.

Quarter for Junior Marine Engineers in the Port Area.

27. The Junior Marine Engineers have asked for quarters being allotted to them in the Port area. If such quarters are available for them it would certainly be convenient for them to attend to their work. But a similar claim might be made by the other services with, at least, equal cogency. It is difficult for me to say that the Junior Marine Engineers alone should be provided with quarters in the Port area. As a matter of fact if it is possible for the Commissioner to have quarters for all their officers as near the Port as possible, the members of the services will certainly find it more convenient to attend the different places where they have to work. The Commissioner might have this in view in considering the construction of new quarters provided of course they have sufficient land in the vicinity of the Port for the construction of such quarters.

28. On behalf of the Port Dredging Unit there is a demand for three refrigerators for the three Bucket Dredgers. The Deputy Conservator has accepted this demand and has sent up a proposal to the Commissioner. I should not like to tie the hands of the Commissioner in considering the proposal if they think it is a reasonable request on behalf of the Port Dredging Unit whose demand for messing allowance I did not find a reasonable one. But in view of the difficulties they have complained of in regard to having their food brought by the Laskars each of whom is paid eight anna a day for this alone, the Commissioner may certainly consider the proposal on its own merits.

29. I shall now deal with the miscellaneous demands common to all the services.

30. **Housing Accommodation**—The Port Commissioners provide a number of quarters in the Portland Park, Dumayne Avenue, Nimal Mahal and Remount Road, but these quarters are not sufficient to accommodate all the officers in the employment of the Port. A percentage of the quarters in each area is allotted to each of the Services and in that allotment to the Marine Services; the percentage of the officers of the various services occupying quarters is given below :—

		Percentage.
Harbour Masters' Service	..	55.55
Pilot Service	..	28.26
(Leadsman included)		
Dredger and Despatch Service	..	33.33
River Survey Service	..	27.00
Marine Engineers	..	6.5
Berthing Establishment	..	29.41

31. It is obvious that unless new quarters are built the full requirements of the different Marine Services cannot be met. The Commissioners are contemplating the construction of additional quarters for their officers. While that may go some way to remove the difficulties of the officers created by the extreme housing shortage in Calcutta, it is doubtful if even then the difficulties will completely disappear. In the future allotment of quarters, the Marine Engineers should be given priority as only 5.5% are in occupation of quarters at present.

32. This, however, is a difficulty which the officers of the Port share with all Calcutta citizens including the Government officers stationed there. It is true that sometimes the Government is entitled to, and does, requisition quarters for some Government employees. But that is far from universal even for Government officers. Until and unless more houses are built in the city it is impossible to expect that this difficulty will completely disappear, whatever methods might be suggested for the removal of this difficulty. If the Commissioners, as suggested by one of the services, proceed to take lease of quarters for their employees, it seems to me almost out of question that they will be able to find quarters at suitable rents that is, at rents which will suit either them or their officers. If the Commissioners hire premises at a high rent and then let them out to their officers at a lower rent that means the Commissioners will be losing a great deal of money on these transactions. Or, in other words, I shall be putting the Commissioners to an extra expense which, for all the services under the Port, may be a very large amount, for it is not likely that once such a concession is made to the Marine Services, the other services will not press such a demand for themselves. Besides, the Commissioners' attempts to hire premises for their officers would certainly have an adverse effect both on the availability of premises and the rents, high enough already without the Commissioners trying to hire such premises. In other words, that is not likely to ease the situation in any way ; on the other hand, it may make it more complex.

33. The Assistant River Surveyors' Service has suggested an allowance of 25 per cent of the officers' salaries as house rent. The Hooghly Pilot suggest that officers drawing below Rs. 1,150/- per mensem should be entitled to hire houses at a rent of Rs. 350/- per month and those drawing above Rs. 1,150/- per mensem at about of Rs. 500/- per month and the officers themselves be required to pay only ten per cent of their pay and the Port Commissioners should pay the balance. I am told by the Pilot Service Association, such a scheme has been adopted by the Railways for certain categories of their employees in Calcutta. On enquiry from the Eastern Railways, I learn that no such scheme has been adopted by the

Railways. Even if the Railways had adopted the scheme, I would not have recommended adoption of it for the following reasons. Pilots are not the only officers under the Commissioners. Any concession granted to them will have repercussions in other services. Rules regulating grant of house rent allowance are the same for all the services.

34. The present arrangements, therefore, have to continue although I am not at all unmindful of the difficulties officers have to experience on account of the housing shortage in Calcutta. The only ultimate solution is to have more quarters built for the officers and to let them out at a reasonable rent to the officers. But that will take time and the officers, like everybody else in the city, will have meanwhile to face whatever inconveniences it might mean to them. I have no doubt that they will draw some consolation from the fact that they are not alone in this.

35. The Dredger & Despatch Service have asked for rent-free quarters for officers attached to Despatch Vessels on the ground that they are on two hours' notice day and night throughout the year. The fact that such officers are on two hours' notice have really nothing to do with the demand for rent-free quarters if they are provided with quarters by the Port. There is no reason why they should not be required to pay reasonable rent for the same and I do not find any real reason why they should be granted rent-free quarters. They have also asked for a ceiling on the rent for Nimak Mahal quarters being reduced because the scale of accommodation provided there is inferior to that of the Portland Park flats. I understand that the Port Commissioners follow the Government rule that officers generally pay 10% of their pay as house rent or the standard rent in the case of Government servants or scheduled rent in that of the officers in the Port, whichever is lower. The standard rent for a house is based on the cost of construction plus the value of land. I understand the scheduled rent is calculated somewhat differently in the Port and is reviewed from time to time ; but whatever the basis of that calculation, an officer is not required to pay a rent higher than the scheduled rent. Usually the rent paid by officers is lower than the standard or the scheduled rent and if the accommodation in the Nimak Mahal quarters is inferior to that provided in the Portland Park flats, it is more than probable that the standard rent of the Nimak Mahal quarters is lower than that of the Portland Park flats. I find from the Proceedings of the Commissioners' meeting dated 26th June 1950 that the scheduled rent for a Nimak Mahal flat is Rs. 175/- per month, that of a Portland Park flat varies from Rs. 250/- to Rs. 185/- per month and that the scheduled rent for flats on Dumayne Avenue Rs. 195/- per month. Evidently, the scheduled rent of Nimak Mahal flats is already lower than those of Portland Park and Dumayne Avenue flats. In the

circumstances, the ceiling cannot be lowered without at the same time lowering the scheduled rent for any particular premises and I do not think I shall be justified in recommending a reduction in the scheduled rent of a house.

36. There is another demand on behalf of the Dredger & Despatch Service and it is this that two more flats in Portland Park should be allotted to this Service. It is impossible for me to say anything on such a demand because, in the first place, other services may be affected by such a demand being granted to the Dredger & Despatch Service and those services are not represented before me ; secondly, it is entirely an administrative matter which it is impossible for me to go into without unduly extending the scope of the enquiry. I must, therefore, refrain from saying anything on this demand.

37. **Improvement of medical facilities :—**The general complaint is that the facilities provided for officers in the two existing hospitals of the Port Commissioners are unsatisfactory because there are not enough beds for officers ; secondly, that they have to wait for a long time before they are attended to in the hospital and their next grievance is that if they demand the services of the doctor at home either for themselves or for their families as they are entitled to do, they do not even get the service of any doctor on the day when he is needed. Some of the services have suggested a panel of outside doctors to be drawn up by the Port Commissioners from which the officers will be entitled to call anyone they liked. The Chief Medical Officer who was examined by me tells me that these complaints are generally true and the Port Commissioners are trying to expand the hospital accommodation and generally to improve the medical facilities. The Port Commissioners provide as many as 12 doctors for external duties and these doctors are on duty at the hospital for going out to attend calls as follows :—

- 1 doctor between 6 a.m. and 8 a.m.
- 2 doctors between 8 a.m. and 10 a.m.
- 4 doctors between 10 a.m. and 11 a.m.
- 6 doctors between 11 a.m. and 12 noon.
- 8 doctors between 12 noon and 1 p.m.
- 10 doctors between 1 p.m. and 2 p.m.
- 9 doctors between 2 p.m. and 4 p.m.
- 8 doctors between 6 a.m. and 4 p.m.
- 6 doctors between 6 p.m. and 8 p.m.
- 5 doctors between 8 p.m. and 9 p.m.
- 3 doctors between 9 p.m. and 10 p.m. and
- 2 doctors between 10 p.m. and 6 a.m.

Every doctor works for 8 hours. The Commissioners provide as many as 12 cars in which the doctors go to see the patients. It further appears from his statement that whenever it is found that a doctor of the Port Commissioners would not be able to attend a particular call the officer concerned is informed of this and he is requested to call in an outside doctor. When an officer calls a local doctor, 50% of his fees is paid by the Commissioners and 50% by the party concerned. But the cost of the medicines prescribed are paid in full by the Port Commissioners. According to Dr. Sen, it is because the cars provided for the doctors are not always in working order that difficulties arise. The External Medical Service apart, there are two hospitals and several dispensaries spread over the Port area, where the Commissioners employees and their families are entitled to free medical treatment. He further tells me that these 12 doctors for External service are meant for all the members of the different services under the Port Commissioner who live within the municipal limits of Calcutta. I find from the Commissioners medical rules that a distinction is made between the employees on scales of pay below or rising upto Rs. 600/- and those on scales of pay rising beyond Rs. 600/-, in the matter of free treatment at residence by the Commissioners' External Service Doctors.

38. An officer whose scale of pay is below or rising upto Rs. 600/-, is entitled to treatment at his residence if he or any member of his family cannot on account of severity of illness, attend the hospitals or dispensaries. An officer whose scale of pay is above Rs. 600/- is entitled to free treatment at his residence irrespective of the nature of the patient's illness. The total number of employees under the Port Commissioners is about 40,000. A half of the staff may be assumed to be living within the municipal limits of Calcutta and to be eligible for treatment at their residences. Considering this number the number of doctors for attending on the employees at their residences, may appear to be inadequate and the only solution that suggests itself is an increase in the strength of the External Doctors. But a mere increase of the number of doctors may not be an answer for the following reasons. I am told that a good deal of the doctors' time is wasted in transit. If the loss of time in transit can be cut down, it should be possible for the doctors to attend to more patients than they are doing now. I would, therefore, recommend that the Port Commissioners should devise ways and means for increasing the effective hours of duty of the doctors. They may consider in this connection the feasibility of opening one or more centres from which the External Service can be operated.

39. I should mention here that it seems to me that the medical facilities provided by the Port Commissioners are more liberal than under Government and other Ports. I am also told that the Port Commissioners spend more than 20 lakhs of rupees per annum in connection with providing medical facilities to their employees.

40. As regards the other complaint, viz. the inadequacy of the hospital facilities, Dr. Sen tells me that there is a proposal to build a new hospital starting with 200 beds and going gradually up to 400. At present there are only two cabins for officers and if a particular patient cannot be accommodated in these two cabins, he can go to any other hospital in Calcutta where a bed may be available and two-thirds of the cost of accommodation and of special nursing are paid by the Administration and one-third by the officers and the cost of messing is fully paid by the Port Commissioners. In the new hospital which is proposed to be constructed there will be six cabins for the officers. The grievances of the services on account of inadequacy of cabins will, therefore, be redressed in the near future to a large extent. I also feel that the Port Commissioners should provide a waiting room for officers in each of the two hospitals so that officers can go there and wait till they are attended to. I do not think the demand of the officers for treatment by a doctor out of a panel of doctors to be drawn up by the Commissioners or for treatment in nursing homes at the cost of the Commissioners can be justified because such facilities are not available even to Government servants and there is no reason to think that the Government services are unjustly treated in this respect. I am inclined to think that if what I have suggested is done to supplement the existing facilities, that will go a long way to remove the genuine grievances of the services in the matter of medical facilities. The Lokur Committee's recommendation that the Marine Officers should be asked to fix a time in advance with the Doctors for consultation, should be implemented as far as possible.

CHAPTER—IX

ADMINISTRATIVE OFFICERS—SECTIONAL AND GENERAL

In this Chapter are to be considered the cases of the Administrative Officers of the different sections of the Marine Services as also of the two Assistant Conservators.

Harbour Master's Section—General Background

1. Under the Harbour Master, apart from the Harbour Master himself, there are the following Administrative Officers, viz. the Deputy Harbour Master drawing a monthly salary of Rs. 2,000/-, the Dock Master drawing a monthly salary of Rs. 1,900/-, the Mooring Master drawing a monthly salary of Rs. 1,850/-, the Officer-in-Charge, Port Dredging and the Assistant Mooring Master drawing each a monthly salary of Rs. 1,800/-, three Deputy Dock Masters drawing each Rs. 1,050/- per month and six Assistant Dock Masters drawing each Rs. 950/- per month.

2. The Berthing Masters have asked for the pay of the Assistant Dock Master being fixed at Rs. 1,350/- per month instead of Rs. 950/- as at present and of the Deputy Dock Master being fixed at Rs. 1,500/- per month in place of Rs. 1,050/- as at present. The Berthing Masters have also prayed for the appointment of the Dock Master from amongst themselves and they suggested that his pay should be Rs. 1,750/- per month whereas the Dock Master appointed from amongst the Harbour Masters draws Rs. 1,900/- at present. Although the Assistant Harbour Masters' Association has not raised any question as regards the increase in the emoluments of the Administrative Officers in the Section, the Port Commissioners themselves have submitted the case of these Administrative Officers for consideration. They have pointed out first that the Mooring Master's emoluments exceed those of the Dock Master by Rs. 40/- per month because the Mooring Master gets Rs. 25/- more than the Dock Master as car allowance and gets also Rs. 25/- as uniform allowance and a mess allowance of Rs. 40/-, whereas the Dock Master is not entitled to any of these allowances. They have next pointed out that an Assistant Harbour Master on the maximum pay of Rs. 1,750/- gets a rise of Rs. 50/- only per month on his promotion to the post of the Officer-in-Charge, Port Dredging. As against this he loses his overtime and mooring fees. The Senior Officers of the Service suggested that the Harbour Master, the Deputy Harbour Master and the Dock Master should be granted rent-free quarters, and the Mooring Master, the Assistant Moor-

ing Master and the Officer-in-Charge, Port Dredging should be given a charge allowance of Rs. 200/- per mensem, to none of which the Commissioners could agree. The Commissioners also pointed out that although under the Lokur Committee's Scheme the European Officers of the Section had been granted passage facilities in excess of those to which Government officers of non-Asiatic domicile under the Superior Civil Services Rules are entitled, they were not entitled to get any passage allowance when their children normally staying in the United Kingdom come over to India for spending their vacations with them. The Commissioners pointed out that they could not accede to this demand because under the Lokur Committee's Scheme accepted by the Government they can go home more frequently than before.

Hooghly Pilot Section—General Background

3. In this Section there are four Administrative posts, the Port Pilotage Officer at the top drawing a monthly salary of Rs. 2,150/- under the 'B' Scale and the Assistant Port Pilotage Officer drawing Rs. 1,800/- and two Commanders of two Pilot Vessels drawing each Rs. 1,800/- per month. The Hooghly Pilot Service Association has asked for the pay of the Port Pilotage Officer to be fixed at Rs. 2,500/-, of the Assistant Port Pilotage Officer at Rs. 2,300/-, the Senior Commander of the Pilot vessel at Rs. 2,150/- and the other Commander at Rs. 2,100/-. The Commissioners in placing the case of these officers say first that the major grievance of the Administrative Officers of the Pilot Service, particularly of the Commanders of the Pilot Vessels is that they lose financially on promotion from the river because Pilots are in receipt of overtime and night pilotage fees and senior Pilots on the maximum of their scale, viz. Rs. 1,400/- per month usually earn more than the Administrative Officers. The Lokur Committee recommended the revision of the pay of the Port Pilotage Officer on "C" scale to Rs. 1,900/- per month. While considering the Lokur Committee's recommendation, the Commissioners decided to treat the other three posts, viz. those of the Assistant Port Pilotage Officer and Commanders of Pilot Vessels as Administrative posts and to fix the pay of each of these posts at Rs. 1,800/- per month. The Commissioners say that the Commanders of the Pilot Vessels have raised the following further points :—

- (i) They are not being granted a day off in the week as recommended by the Lokur Committee,
- (ii) The work at the Sandheads has increased four-fold,
- (iii) It is not possible to grant Commanders any casual leave as no Branch Pilot is willing to relieve the Commander in view of the financial loss which he would have to suffer.

On the first point the Commissioners say that it is not possible to grant a day off in a week to the Commanders of Pilot Vessels while they are away at the Sandheads. But they can have these off days while they are in town. The Commissioners do not agree that the duties of the Commanders of Pilot Vessels have increased four-fold at the Sandheads. But as regards the third point they say that the complaint is genuine because when a senior Branch Pilot commands a Pilot Vessel during the absence on casual leave or short periods of leave not exceeding a month the Pilot who commands the vessel in his place is not under the existing rules of the Port Commissioners entitled to any officiating or compensatory allowance, nor is he entitled to the usual fees of a Pilot so that during the period he commands a Pilot Vessel he loses his night fees and the overtime allowance and he is not at the same time entitled to the higher pay of a permanent Commander. The Commissioners say that in a meeting with the senior Branch Pilots a tentative suggestion was made, viz. that during a period when a Branch Pilot acts as a Commander he might be paid a special compensatory allowance at the rate of Rs. 350/- per month, *i.e.* the rate of consolidated night fees for Master and Branch Pilots, provided he period is seven days or more, but the matter has not been pursued owing to the appointment of the present Committee.

Marine Engineers—General Background

4. In this section there are only two Administrative posts, viz. the Engineer Superintendent who is on a scale of pay of Rs. 1,200-1,800 and the Assistant Engineer Superintendent whose pay is the same as any other First Class Engineer plus a special pay of Rs. 200/- per month when the post is held by a Chief Engineer or an officiating Chief Engineer, Class I vessel. On behalf of the First Class Marine Engineers' Association the demand is that the salary of the Engineer Superintendent should be brought to the same level as other Marine Sectional Heads and the pay of the Assistant Engineer Superintendent should be brought on par with that of the Deputy or Assistant to the other Sectional Heads. The Commissioners have not submitted the case of these officers separately as they submitted the case of the Administrative Officers attached to the Harbour Master's Section and the Port Pilotage Officer's Section, but in their comments on the demands of the services they say that the present incumbent of the post of the Engineer Superintendent holds an extra First Class B.O.T. Certificate equivalent to an extra Master's Certificate on the navigational side, and that the post of the Assistant Engineer Superintendent was created in 1957 with the object that the incumbent would understudy the Engineer Superintendent and this was retained permanently. They do not say anything at all with regard to whether the pay of these two posts should be raised.

5. There is another administrative demand on behalf of the First Class Marine Engineers. It is this that there should be two Commodore Engineers, one for each of the two sections, viz. the section attached to the Port Dredging Unit and the General Section, and that the Commodore should be given a special pay of Rs. 300/- per month. On this the Commissioners' comment is that the Special Committee which went into this matter did not recommend the special pay of Rs. 300/- for the Commodore Chief Engineer as in that case the Commodore Chief Engineer will be getting the same pay as the Engineer Superintendent.

Assistant Conservators—General Background

6. The Commissioners sent up before me the case of the Assistant Conservators with a statement, the sum and substance of which is as follows :—

The post of the First Assistant Conservator was created in 1900 partly to meet the increase in the work of the Marine Department and partly also to provide for a trained and experienced officer to succeed the Deputy Conservator on his retirement. The post of the Second Assistant Conservator was created in 1907 as a result of further increase of work. Till 1954 the two Assistant Conservators were both recruited from the Navy. Commander C. J. Mohan, the present Deputy Conservator, the first Indian Assistant Conservator was also a Naval Officer. When Commander Mohan became the Deputy Conservator in 1952 on the retirement of Commander Davis, the post of the First Assistant Conservator fell vacant. The post of the Second Assistant Conservator was already lying vacant. These posts were lying vacant for some time and during this period the officers of the Dredger and Despatch Service were temporarily attached to the Deputy Conservator's office. It was, however, later decided to fill up both the vacancies. The different Marine Services pressed for the appointment of the Assistant Conservators from among the Commissioners' Marine Services and in 1954 it was decided to recruit both the Assistant Conservators from amongst these Services. Applications were accordingly invited from the officers of the Dredger and Despatch Service, Assistant Harbour Masters, Hooghly Pilots and Assistant River Surveyors and Sri B. L. Mital, senior Chief Officer of the Dredger and Despatch Service and Sri P. N. Batra, an Assistant Harbour Master, were selected as the First and the Second Assistant Conservators respectively.

7. The old scale of pay of the First Assistant Conservator was Rs. 1,600—100—1,800 and that of the Second Assistant Conservator was Rs. 1,200—100—1,800. The new scale, however, for both these posts was fixed at Rs. 1,200—50—1,500—75—1,800. Sri Mital was appointed on an initial salary of Rs. 1,250/- and Sri Batra on an initial salary of Rs. 1,200/- in the new scale. Prior to their appointment as Assistant Conservators Sri Mital was in receipt of Rs. 1,150/- per month on a scale of Rs. 800—1,650 and Sri Batra was in receipt of Rs. 950/- on a scale of Rs. 800—1,750. On the recommendation of the Lokur Committee the officers of the Dredger and Despatch Service and the Assistant Harbour Masters' Service became eligible for certain substantial benefits such as 'Away from Base' allowance, a day off in a week or compensatory leave in lieu and 20 days' casual leave in a year for the Dredger and Despatch Service and overtime, mooring fees, a day off in a week and 20 days' casual leave in a year for Assistant Harbour Masters. Sri Mital and Sri Batra asked for a review of their case in the light of the additional benefits granted by the Commissioners to the officers of their parent services and they made a representation to the Chairman in November, 1959 in which they asked for the following benefits :—

- (i) Two advance grade increments,
- (ii) Rent-free quarters for which the justification according to the officers is that their duties, often if not invariably, extend beyond fixed hours for operational work in respect of Dredger and Despatch and light vessels and accidents on the river,
- (iii) Revision of pay so as to raise the maximum to Rs. 2,150/-,
- (iv) Revision of the new scale of the Deputy Conservator for which the new scale is Rs. 1,800—2,000.

8. The first question to be considered in connection with these officers belonging to the sections as well as to the Department of the Deputy Conservator is whether their pay is covered by the terms of reference of the Committee. The terms of reference clearly mention the Marine Services to which this enquiry must necessarily be confined. As far as the Sectional Heads of the different Marine Services are concerned, there is no doubt that they are covered by the terms of the reference because after all they rise from the services and although when they rise to be the Sectional Heads or administrative officers under the Sectional Heads they are expected to look as much to the interests of the Services as to the interests of the Port Commissioners, they must still

be said to belong to the services from which they are promoted. There is thus no difficulty about their case. But I do not think the terms of reference can possibly include the two Assistant Conservators who although they were promoted to these posts from two of the Marine Services are no longer directly connected with any of these Services in particular, their duties being connected with that of all the Marine Services more or less. Even then as the Commissioners have placed their case before me, I think it would be proper for me to give my own views in the matter for what they are worth.

9. The next question is on what principles the pay of Administrative Officers should be fixed. An examination of the Gradation List of the Marine Services will at once convince one that these Services are organized more or less on a hierarchical basis and the responsibilities of the Sectional Heads and the Administrative Officers under them are connected to a large extent with the supervision of the work of the officers in the Section. The responsibilities of the Assistant Conservators also apart from their other responsibilities are mostly of a supervisory character. The following extract from the Report of the Second Pay Commission at page 31 seems to me to lay down a sound principle on which the pay of Administrative Officers may be fixed :

“Civil Services are generally organized in hierarchical structures, each level in the hierarchy shouldering greater responsibility than, and supervising, the work of, those at the lower level. Such vertical relativities should obviously be recognised by difference in the rates of remuneration ; otherwise there will be no economic incentive for seeking promotion to higher grade or reward for accepting greater responsibility.”

10. The question still remains how these vertical relativities should be determined, or, in other words, what the difference in pay should be between a higher grade of officers and the grade immediately below it. It is impossible to answer this question with any pretension to accuracy either according to any known method of job evaluation or according to principles of justice and equity. It would, however, be reasonable to say that as the qualifications and experience of the Administrative Officers and of the officers immediately below them are of the same order, the difference in remuneration between one class and another should not be very wide, particularly when it is remembered that the ideal we have set before ourselves in this country is to reduce, as far as practicable, the gap between the highest and the lowest incomes. In the circum-

tances, I am inclined to think that a difference of Rs. 50/- per month may justly and fairly be taken to represent this vertical relativity or the value of this difference in terms of money.

Harbour Master Section

11. I shall, first of all, take up the Harbour Master's Section, and start with the Assistant Dock Masters and Deputy Dock Masters who are promoted from Berthing Masters. The scale of pay of Berthing Masters is Rs. 300—900. On the principle I have laid down already the pay of an Assistant Dock Master, which is now Rs. 950/-, seems to be all right because there is a difference of Rs. 50/- between the Berthing Master drawing the maximum pay of the scale and the pay of an Assistant Dock Master. On this principle, the Deputy Dock Master's pay might have been Rs. 1,000/-, but the existing salary is Rs. 1,050/-. I think the figure may, quite reasonably, be allowed to remain at that.

12. I might as well dispose of the demand of the Berthing Masters' Association that Deputy Dock Masters and Assistant Dock Masters be given a car allowance of Rs. 150/- per month instead of a transport allowance of Rs. 100/- per month. As these officers do not have to travel so much as the other officers to whom a car allowance has been sanctioned and also because of the fact that whatever journeys they have to undertake are confined within the Docks, I do not consider that there is any justification for grant of a car allowance to them.

13. The next higher posts in this Section are the posts of Assistant Mooring Master and the Officer-in-Charge, Port Dredging. Their pay is at present Rs. 1,800/- per month. As these officers rise not from Berthing Masters but from Assistant Harbour Masters the maximum of whose scale is Rs. 1,750/- there would not ordinarily be any justification for increasing the pay of these officers still further but for the fact that Assistant Harbour Masters receive certain emoluments such as mooring and unmooring fees and overtime which make their total maximum emoluments Rs. 2,538.91 nP., the mooring and unmooring fees and overtime being calculated on the average of the last three years ; whereas, the maximum earnings of the Assistant Mooring Master is Rs. 2,320/-, the difference being Rs. 218.91 nP. in favour of the Assistant Harbour Master.

14. The total monthly emoluments of the Mooring Master and the Dock Master are Rs. 2,375/- and Rs. 2,340/- respectively, the difference being Rs. 163.91 nP. and Rs. 198.91 nP. between the total emoluments of these officers and those of the Assistant Harbour Masters drawing the maximum of their scale. It is, therefore, obvious that these Adminis-

trative Officers are actually drawing substantially less than the Assistant Harbour Masters whose work they are supposed to supervise to some extent. This is undoubtedly an anomaly, but the picture will be hardly complete if I refrain from adding that these Administrative posts had to be created very largely because the service itself kept on pressing for them. The question now is whether I shall be justified in recommending a proportionate increase in the salary of these administrative posts in order to compensate the Administrative Officers for the financial loss they incur on promotion. My considered answer is in the negative, because in the first place, I consider mooring and unmooring fees are unjustified in any circumstances ; and in the second, these Administrative Officers have neither to supervise mooring and unmooring operations nor have to work overtime so that they would not be on any consideration entitled to any special allowance earned for special types of work. It is true that they incur some amount of financial loss on promotion, but as against that financial loss may be set off the particular type of work for which those special allowances are paid. I think it will be totally unjust to give to this section an advantage and to deny it to other sections. To give it to all sections will mean an expenditure on the part of the Port Commissioners which to my mind would be unreasonably high. The pay, therefore, of these three posts, viz. the Assistant Mooring Master, the Officer-in-Charge, Port Dredging and of the Mooring Master should remain as at present. If the pay of the three officers, viz. the Assistant Mooring Master, the Officer-in-Charge, Port Dredging and the Mooring Master remains at their present figure, there will be no justification for increasing the pay of the Dock Master either, who, as I have already said, receives Rs. 1,900/- per month as basic pay nor would there be any reason for increasing the pay of the Deputy Harbour Master whose present pay is Rs. 2,000/-. The Harbour Master's pay is Rs. 2,150/- which represents a difference of Rs. 150/- between the Harbour Master's pay and that of the Deputy Harbour Master. I am inclined to think these figures are quite reasonable and do not call for further increase. If because of the financial loss involved in the promotion of an Assistant Harbour Master to any of these administrative posts, there is at any time any reluctance on the part of officers to accept these promotions, the Commissioners may well consider how far their abolition and reversion to the old system would be desirable. If the officers want the administrative posts to continue, they must be prepared to accept promotions as they become due ; if they are not prepared to face the financial loss, they must be prepared to be passed over when their turn for promotion comes. They cannot evidently have it both ways. As already stated, there is also a demand for rent-free quarters for the Administrative Officers

of the Harbour Master's Service. I do not see why they should be given the concession of rent-free quarters.

Pilot Service

15. In the Pilot Service, the Commander's pay is Rs. 1,800/- and the total emoluments of a Commander per month come to Rs. 2,435/- as against Rs. 2,567/- for a Branch Pilot drawing the maximum in the scale of pay and separate night fees and Rs. 2,354/- for one drawing the maximum in the consolidated scale of pay. It is, therefore, clear that the Commander draws Rs. 132/- per month less than a Branch Pilot drawing the maximum scale of his pay and separate night fees and Rs. 81/- more than a Branch Pilot drawing the maximum of the consolidated pay scale. At present, of course, as already stated, there is only one Branch Pilot who has accepted the consolidated scale of pay and the present Commanders are also Branch Pilots who have not accepted the consolidated scale of pay. It appears, however, that these two posts of Commander did not exist before and if the Commissioners made these two posts of Commander administrative posts, it was largely in pursuance of the demands of the Service for more administrative posts after the Report of the Lokur Committee. The Service cannot have it both ways. If they want the administrative posts, they should be prepared for serving in these posts even though it may amount in some cases to a financial loss on their part ; as against the financial loss may be set off the consideration that Commanders have not to climb rope ladders as Branch Pilots have to do. If this consideration is not sufficient to persuade Branch Pilots to accept the position of Commanders Pilot Vessels when their turn comes for such promotion, the Commissioners may consider whether the proper thing to do would be to tell the officers in unambiguous terms that if an officer refuses to accept such a promotion, he must satisfy them that there are valid grounds other than the ground of financial loss for his refusal and if he fails to satisfy them on the point, he will not at all be considered for such promotion in future. The question now is whether on such a consideration I shall be justified in suggesting an increase in the pay of a Commander. As the Commander's total emoluments per month exceed by Rs. 81/- the total emoluments of the Branch Pilots drawing the maximum of the consolidated pay scale, and as the Commissioners have quite rightly, in my opinion, consolidated the night fees with the basic salary, there will be little justification for increasing further the present pay of the Commanders.

16. The question whether the basic pay of the Commanders of Pilot Vessels should be further increased may be looked at from another point of view also, viz. by comparing the basic pay of the Commanders.

of Dredger and Despatch Vessels with the basic pay of Commanders of Pilot Vessels. The Commanders of Dredger and Despatch Vessels receive Rs. 1,650/- which is the maximum pay of their scale of pay and Rs. 200/- as command pay. Or, in other words, they receive as pay Rs. 1,850/- per month, whereas the Commanders of Pilot Vessels receive Rs. 1,800/-. The total emoluments of a Pilot Commander per month comes to Rs. 2,435/- with house rent allowance and the total emoluments of a Dredger Commander amounts to Rs. 2,490/- per month, that is Rs. 55/- more than what a Commander of Pilot Vessel gets. Out of this, Rs. 20/- per month represents what the Dredger Commander earns in the shape of 'Away from Base' allowance more than what a Pilot Commander earns in the same kind of fees because Dredger Commanders are away from the base for a longer period in a month than Commanders of Pilot Vessels. As the Dredger and Despatch Service have not raised any objection to their scale of pay or the amount of command pay to which Commanders are entitled, it may reasonably be taken to represent the standard for Master Mariners. On that basis it seems that the maximum fixed for the Assistant Harbour Masters exceeds the scale of the Dredger and Despatch Service by Rs. 100/-. Whether this maximum is reasonable or not is a matter which the Commissioners may take into consideration when considering for future entrants what should be the scale of pay, as the scale of pay for the existing members of the service cannot be reduced. The point, however, that I should like to make here is this that if the scale of pay of the members of the Dredger and Despatch Service and the command pay to which Commanders of Dredger and Despatch Vessels may be taken to be a reasonable standard for Master Mariners, who not merely command vessels but also have to supervise the dredging work, the Commanders of Pilot Vessels, who are not Master Mariners, and who merely command their vessels, may reasonably be said to be entitled to a slightly lower pay. In other words, if the Dredger Commanders receive Rs. 1,850/- inclusive of their command pay, the pay of Commanders of Pilot Vessels, when fixed at the existing figure, viz. Rs. 1,800/- per month cannot be said to be unreasonably low.

17. In this connection I might also point out that although the Assistant Mooring Master and the Officer-in-Charge of Port Dredging are paid Rs. 1,800/- per month exactly like the Commanders of the two Pilot Vessels, the total emoluments of the Commanders come to Rs. 2,255/- per month without taking into account the house allowance, while those of the Officer-in-Charge of Port Dredging and of the Assistant Mooring Master amount to Rs. 2,140/-. The Mooring Master, who is paid Rs. 1,850/- per month as basic salary gets in all Rs. 2,190/- and the Dock

Master, although his pay is Rs. 1,900/- gets in all Rs. 2,150/-. It is clear, therefore, that the Commanders of Pilot Vessels earn more than the Assistant Mooring Master, the Officer-in-Charge of Port Dredging, the Mooring Master and the Dock Master. The Deputy Harbour Master receives in all Rs. 2,250/- although his basic salary is Rs. 2,000/-. Thus the Commander's total emoluments are nearly the same as those of the Deputy Harbour Master and more than those of the Dock Master, the Mooring Master, the Assistant Mooring Master and the officer-in-Charge of Port Dredging. Of course, the nature of their duties also differs so that no real comparison between the two sets of officers is possible. Yet in so far as one can compare them at all, the comparison seems to be favourable to the Commanders of Pilot Vessels and not to the other officers mentioned, each of whom is a Master Mariner, with about the same acquaintance with the river and the Port as the Commanders of Pilot Vessels. In this connection the difficulty pointed out by the Commissioners, viz. that of filling up the posts of Commanders when permanent Commanders go on leave, may be considered. This difficulty arises from the fact that if the vacancies are for less than a month, according to the existing rules of the Commissioners, the officiating Commander does not get the benefit of the increased pay of the Commander, nor is he entitled to any additional allowances to compensate him for the loss he incurs by not having the opportunity of earning Night Pilotage fees etc. As stated already, the suggestion of the senior Branch Pilots was that a special compensatory allowance at the rate of Rs. 350/- per month, that is, at the rate of the consolidated night fees for Branch Pilots, should be paid to a Branch Pilot when he acts as a Commander for seven days or more ; in other words, even Pilots who have not accepted the consolidation of their night fees with their basic pay are prepared in such a case to accept that consolidation for the purpose of getting the benefit of a higher pay when they officiate as Commanders of Pilot Vessels for seven days or more. To my mind, it is hardly fair to those members of the Pilot Service, who have either accepted a consolidated pay scale or have entered the service after this consolidated pay scale was introduced, to give to officers who have not accepted that scale its benefit on certain occasions, and such a concession to these officers might easily have unfavourable repercussions on those members of the service who are already on the consolidated scale of pay. In any case, when the Commissioners have a general rule similar to the rule in Government Service that no officiating allowance should be paid to an officer officiating in a higher post for less than a month, a departure from it in a particular case would hardly be a sound policy, for in that case there might be a general move amongst

all the services for the abolition of that rule. As the rule does not appear to me to be at all unfair, there is no reason why it should be abolished. At the same time, if the seniormost officer alone is repeatedly called upon to incur this loss and no one else, he may well consider himself penalised for no fault of his own, but only for his seniority. That, again, seems to me to be quite unfair. In order, therefore, to obviate this difficulty what should be done is that these short leave vacancies or casual leave vacancies should be filled up from amongst Branch Pilots, who alone are entitled to command Pilot Vessels, on a strictly rotational basis. If, for example, the seniormost Pilot has officiated in such a vacancy for 10 days his turn should not come for filling up such a vacancy again until the other Branch Pilots have acted in such vacancies for a similar period. I think, if these vacancies are filled up on a rotational basis a good deal of the grievances of the Pilots under this head will disappear. What I have suggested for the consideration of the Commissioners in the event of an officer's refusal to accept promotion, I could not persuade myself to suggest as a remedy for such refusal in the case of casual leave or short leave vacancies, because to my mind, that is likely to be somewhat hard on the Branch Pilots and also because the rotational system is likely to be more practicable in short leave or casual leave vacancies than in regular leave vacancies of more than a month.

Passage to European Officers

18. In view of the fact that under the Passage Rules as modified by the recommendations of the Lokur Committee' it is open to the European Officers to go home more frequently than they could before and necessarily to spend more time with their children, particularly if, their visits are planned to coincide with their children's vacations, I do not think I shall be justified in recommending any further liberalisation of the Passage Rules just for the sake of enabling the European Officers of the Port to bring their children to India and to send them back home at the cost of the Commissioners, particularly when these rules are already more favourable to them than the corresponding rules of the Government are to the European members of the Superior Civil Services under the Government.

Port Pilotage Officer and Assistant Port Pilotage Officer

19. The existing pay of the Assistant Port Pilotage Officer is Rs. 1,800/- fixed and his total emoluments excluding house rent allowance is Rs. 2,025/- only as against Rs. 2,255/- which Commanders of Pilot Vessels earn every month including the 'Away from Base' allowance and messing allowance to which the Assistant Port Pilotage Officer is

not entitled. The amount of messing allowance and 'Away from Base' allowance for Commanders of Pilot Vessels totals on an average Rs. 230/- which is exactly the difference between the total emoluments of the Assistant Port Pilotage Officer and a Commander of a Pilot Vessel. There is no reason, however, why this difference should not be maintained as far as allowances are concerned because the Assistant Port Pilotage Officer has not to go out as Commanders have to do. But at the same time as he is an Administrative Officer supposed to have something to do with the supervision of Commanders I think it is just and fair that his basic salary should be raised to Rs. 1,875/- in place of Rs. 1,800/- per month. That will raise his total emoluments to Rs. 2,100/- whereas the total emoluments of the Commander of a Pilot Vessel excluding the 'Away from Base' allowance and messing allowance to which the Assistant Port Pilotage Officer is not entitled would be Rs. 2,025/-. In other words, excluding those allowances the Assistant Port Pilotage Officer will be getting Rs. 75/- more than the Commander of a Pilot Vessel. The reason why the pay of the Assistant Port Pilotage Officer is raised to Rs. 1,875/- instead of Rs. 1,850/- which would be sufficient to ensure the difference of Rs. 50/-, I have set down as sufficient, is that while dealing with the question of the total emoluments of the Deputy River Surveyor I found myself confronted with a situation in which the total emoluments I consider fair for that post came upto Rs. 2,100/-. That is a figure to which the Assistant Port Pilotage Officer also seems to me to be entitled. On this basis the pay of the Port Pilotage Officer on the 'C' Scale of Pay should, I think, be fixed at Rs. 1,950/- per month instead of Rs. 1,900/-. In other words, the existing gap between the basic pay of the Port Pilotage Officer and the Assistant Port Pilotage Officer is reduced by Rs. 25/-, and while the basic pay of the Assistant Port Pilotage Officer is increased by Rs. 75/-, that of the Port Pilotage Officer on the 'C' Scale also is increased by Rs. 50/-.

River Surveyors and Deputy River Surveyor

20. As already stated, I could not justify any increase in the salary of the Assistant River Surveyors whose scale is Rs. 275—1,400 per month. The basic pay of the Deputy River Surveyor is Rs. 1,700/-. For carrying out the duties of the Officer-in-Charge of Port Dredging, he receives in addition a car allowance of Rs. 150/- per month and free quarters the value of which at 10% of his basic pay is Rs. 170/-. I have recommended that an Assistant River Surveyor should carry out the duties of the Officer-in-Charge of Port Dredging Survey Party, in other words, the restoration to the service of the post of the Officer-in-Charge of Port Dredging Survey. If these duties are taken away from the Deputy River Surveyor, he will

lose his present car allowance and also the benefit of free quarters which is equivalent to Rs. 170/- per month. In other words, his total emoluments will be reduced to Rs. 1,800/- only, viz. his basic pay of Rs. 1,700/- and a compensatory allowance of Rs. 100/- per month. The total emoluments of the Commanders and Officers-in-Charge come to Rs. 2,040/- except the one stationed at Fairfields the members of which are not entitled to the 'Away from Base' allowance. The average monthly earnings of the officers who are entitled to the 'Away from Base' allowance have been taken to be Rs. 90/-. The Officer-in-Charge attached to the Fairfield Party, therefore, may be taken to earn a total of Rs. 1,950/- per month in all, in addition to rent-free quarters. If the concession of rent-free quarters is taken into account, his total emoluments will come to Rs. 2,090/-, but as pointed out already, the Deputy River Surveyor will be drawing only Rs. 1,800/- per month if he is relieved of the duties of the post of the Officer-in-Charge, Port Dredging Survey Party. But as an officer entrusted with the supervision of the work of the Assistant River Surveyors, he, on the principles I have already enunciated, should be getting Rs. 50/- per month more than the Assistant River Surveyors who are in charge of Survey Parties without of course those allowances which they earn as 'Away from Base' allowances and similar other allowances. Though the Officer-in-Charge, Fairfields Survey Party does not draw some of the allowances drawn by the Officers-in-Charge of the other Survey Parties, he gets rent-free quarters and the valuation of that concession at 10% of his basic salary means his total emoluments come to Rs. 2,090/-, whereas the others earn Rs. 2,040/- in all. The question is whether the Deputy River Surveyor should get Rs. 50/- more than the Officer-in-Charge of the Fairfields Survey Party or Rs. 50/- more than any of the other Officers-in-Charge. I must say I do not find any rational explanation of the Officer-in-Charge, Fairfields Survey Party earning more in all than the Officers-in-Charge of the other Survey Parties, even though he has not to spend more than a day on the river and away from the Port at a stretch at any time. The fact of course, is there and must be accepted, whatever its explanation may be. I am inclined to think that in these circumstances the best thing to do would be to give the Deputy River Surveyor a total emolument exceeding by Rs. 50/- at least the total emolument of the Officers-in-Charge of Survey Parties other than the one in charge of the Fairfields Survey Party and exceeding only nominally that of the Officer-in-Charge of the Fairfields Survey Party and the only way to do this would be to raise the basic salary of the Deputy River Surveyor to Rs. 1,850/- from Rs. 1,700/- and at the same time to grant him a car allowance of Rs. 150/-, which has been asked for by the Service for the post, leaving his compensatory allowance of

Rs. 100/- in tact. In this way, his basic salary becomes Rs. 25/- less than that of the Assistant Port Pilotage Officer, but the total emoluments of both become the same. I think it is only fair that this should be done. On this basis the monthly pay of the River Surveyor also should be raised to Rs. 1,950/- and this will have the effect of bringing about parity between the basic pay and the total emoluments drawn by the Port Pilotage Officer and those drawn by the River Surveyor.

21. On behalf of the River Surveyor an enhanced car allowance at the rate of Rs. 200/- per month has been asked for in place of Rs. 150/- which he is now entitled to. The car allowance to which the Port Pilotage Officer, the Engineer Superintendent, the Deputy Harbour Master, the Dock Master, and each of the two Assistant Conservators are entitled is also Rs. 150/- per month. The Commanders of the Dredger and Despatch Service draw a transport allowance of Rs. 100/- only. The Deputy Conservator, the Mooring Master, the Assistant Mooring Master, and the Assistant Harbour Masters draw a car allowance of Rs. 175/- per month each. Only the Harbour Master draws a car allowance of Rs. 200/- per month. The mere facts that the Commissioners have fixed car allowances for different sets of officers at certain different figures and that they have sought to oppose proposals for the enhancement of such allowances for some officers on the ground that they have not to make as much use of their car for official purposes as, for example, the Assistant Harbour Masters go to suggest that such allowances have been fixed more or less on the basis of the need, varying between one class of officers and another, of the use by the officers of their own cars not for their own convenience but in the interests of the Port, the test in each case being to what extent a particular officer should justly be compensated for making use of his own car for official purposes. From that point of view, it is impossible for me to say that the River Surveyor should be placed on the same footing with the Harbour Master and on a higher footing than the other Sectional Heads, such as the Port Pilotage Officer and the Engineer Superintendent.

Marine Engineers—Engineer Superintendent and Assistant Engineer Superintendent.

22. There are two administrative posts in this section, viz. the posts of the Engineer Superintendent and that of the Assistant Engineer Superintendent. The Assistant Engineer Superintendent is on the scale of pay of Rs. 700—1,250 i.e. the scale of Marine Engineers Class I. I have suggested for them the same scale recommended by the Port Commissioners on the basis of the Report of the Special Committee

subject to the modifications made by the then Chairman, i.e. a scale of Rs. 700-50-1,250 for Second Engineers and for Chief Engineers Rs. 700-50-1,500 plus a special pay of Rs. 200/-. The Assistant Engineer Superintendent, I am told, is selected from amongst Chief Engineers—and he is not necessarily the seniormost Chief Engineer and it is open to the Assistant Engineer Superintendent after serving as Assistant Engineer Superintendent to go back as Chief Engineer.

23. I find the maximum total emoluments of a Chief Engineer comes to Rs. 1,900/- including 'Away from Base' allowance and messing allowance but excluding house rent allowance, and to Rs. 1,650/- excluding these allowances which come to Rs. 250/- on an average. The total emoluments of an Assistant Engineer Superintendent on the other hand at present amounts to Rs. 1,675/-. It is thus evident that the Assistant Engineer Superintendent on the maximum of the present pay scale, would get Rs. 25/- more than what the seniormost Chief Engineer would get excluding the 'Away from Base' allowance and messing allowance. As the seniormost Chief Engineer is not necessarily selected for the post and as the officer selected for it can go back again as Chief Engineer, I do not think that the post should have a scale of pay higher than that of a Chief Engineer. That leaves the question of the basic pay of the Engineer Superintendent. The present incumbent, Sri S. K. Paul has an extra First Class B.O.T. certificate and he is now receiving the maximum pay of his scale, that is Rs. 1,800/-. It appears from the Gradation List corrected upto 1st April, 1959 that he was born on the 31st December, 1918 so that he will complete his 55th year, when he is due to retire, on the 31st December, 1973; that is, he has still about 13 years of service left. To wait for 13 years on the same pay, which appears to be lower than the pay, I have suggested for the other Sectional Heads, by Rs. 150/- is not exactly conducive to one's morale. I think, therefore, in all fairness the scale of the Engineer Superintendent's pay should be Rs. 1,200-50-1,500-75-1,950. This will bring about parity between the basic pay of the Port Pilotage Officer, and that of the Engineer Superintendent and the River Surveyor, and this is also the same basic pay, including, of course, the command pay, payable to the Commodore of the Dredger and Despatch Service. Thus, there is parity in the basic pay of the Sectional Heads of the three Services, viz. Hooghly Pilot Service, Marine Engineers' Service, and the Assistant River Surveyors' Service and of the Commodore of the Dredger and Despatch Service. The Harbour Master and the Deputy Harbour Master, both of whom are Englishmen, are in receipt of a higher basic salary, for Harbour Master the basic salary being Rs. 2,150/- and for the

Deputy Harbour Master Rs. 2,000/-. The present Indian Officers also entered the service on the expectation that they also in due course would rise to the post of the Deputy Harbour Master and the Harbour Master on the same pay as the present incumbents. It will, therefore, not be possible, so long as the present incumbents are in service, to reduce the scale of pay of the Assistant Harbour Masters or the pay of their Sectional Heads. It will be for the Port Commissioners to consider whether in view of all the facts and circumstances to which I have had occasion to refer in different parts of this Report they will not reduce the scale of pay of the Harbour Master and the Deputy Harbour Master for future entrants and also eliminate the Mooring and Unmooring fees which are being paid to the present Assistant Harbour Masters. As that is a matter only for future entrants and has nothing to do with the existing members of the service under the Harbour Master, I do not think I can reasonably go into that question. The only thing worth mentioning here is that I have not been able to bring about a parity between the basic pay of the other Sectional Heads on the one hand and the basic pay of the Harbour Master and the Deputy Harbour Master on the other, and I could not possibly have done so without further raising the basic salary of all the Sectional Heads which, to my mind, would be totally unjustified, and I hope the other Services will appreciate the reasons which compelled me to refrain from recommending higher salaries for the other Sectional Heads.

24. I shall now deal with the demand of the Class I Marine Engineers for having two Commodore Chief Engineers with a special pay of Rs. 300/-. Although these posts cannot be regarded as 'Administrative posts' I have found it convenient to deal with the demand for these posts in this Chapter. It appears that the demand was made before the Special Committee of the Commissioners which recommended that the seniormost Chief Engineer should be designated as Commodore Chief Engineer, and granted a special pay of Rs. 250/- instead of Rs. 200/- per month as at present. The claim for two such posts did not find favour with the Committee. The Commissioners accepted the recommendation of the Committee and accordingly forwarded a proposal to Government for sanction. Government did not, however, sanction the proposal and desired the Commissioners to place the matter before this Committee.

25. It appears from the evidences of the Marine Engineers that they want these two posts as promotional outlets for the Chief Engineers. The Special Committee recommended one post of Commodore Chief Engineer on the ground that this would provide an avenue of promotion for the Chief Engineers. The point for consideration is now whether there is a

justification for having two posts of "Commodore Chief Engineer". I find from the staff statement furnished by the Commissioners that there are only 13 posts of Class I Chief Engineers. One promotion post for 13 officers, who are already highly paid should satisfy them. Besides, as the service of Marine Engineers, Class I is one service, though split up into two sections and as the tradition in the Merchant Marine is to have only one Commodore for one service, there is no reason why this tradition should be departed from in this case. I, therefore, agree with the recommendation of the Special Committee that the seniormost Chief Engineer be designated as "Commodore Chief Engineer" and he be granted a special pay of Rs. 250/- instead of Rs. 200/- per month, the reason for not raising it to Rs. 300/- the Commodore pay in the Dredger and Despatch Service, being that in future this pay should be reduced to Rs. 250/-, Rs. 50/- being the standard of difference between Commodore pay and Command pay.

Assistant Conservators

26. That in view of the substantial benefits which have accrued to their parent services, namely the Dredger and Despatch in the case of Sri B.L. Mital, Assistant Conservator (I) and the Assistant Harbour Masters' Service in the case of Shri P.N. Batra, Assistant Conservator (II) as a result of the Lokur Committee's recommendations, there is a substantial case for reviewing the pay scale of the Assistant Conservators, admits of little doubt. The question is how this should be done, and whether in reviewing their case, one will be justified in putting both of them on the same level. It appears that Shri B. L. Mital, Assistant Conservator (I) is not merely several years senior to Shri P. N. Batra, Assistant Conservator (II) but he has to shoulder additional responsibilities such as presiding at enquiries and if my suggestion regarding Shri B. L. Mital, Assistant Conservator (I) being placed in the exclusive charge of the Dredger and Despatch Service, be accepted, he will be in the position of a Sectional Head for that particular service, though at the same time he will continue to be Assistant Conservator (I) and as such the maximum of his grade should be raised to the level of the pay of the Port Pilotage Officer, the River Surveyor, the Engineer Superintendent and the pay of the Commodore inclusive of the Commodore pay. The reason why I cannot recommend its equation to the pay of the Harbour Master which is Rs. 2,150/- is that it strikes me as higher than it should have been. That is exactly the reason why I could not recommend the equation of the pay of the other Sectional Heads to the pay of the Harbour Master. The scale, therefore, which I recommend for the Assistant Conservator (I) is Rs. 1,200-50-1,500-75-1,950, while that of Assistant Conservator (II) will continue to be the old scale.

27. The raising of the maximum of the scale from Rs. 1,800/- to Rs. 1,950/- does not, however, give the officer concerned any immediate advantages. The question at once arises whether justly and fairly either of them may be said to be entitled to any such advantages. The only criterion I can think of applying for solving this problem is how if these two officers continued still to be members of the Marine Services from which they had been picked up some years back, their emoluments would compare with their existing emoluments. In this comparison, certain allowances such as the 'Away from Base' allowance, the messing allowance, the overtime allowance and mooring and unmooring fees and the uniform allowance, which are meant to compensate the members of the two services, the Dredger and Despatch Service and the Assistant Harbour Masters' Service for certain things peculiar to those services should, I think, be left out of account.

28. The following table shows at a glance the correct position :

Sri B. L. Mital.

Existing position.

Pay	Rs. 1,575/-
Compensatory allowance	„ 100/-
Car allowance	„ 150/-
House rent	„ 157/-
Total	<u>Rs. 1,982/-</u>

Position if he continued in his service.

Pay	Rs. 1,500/-
Command pay	„ 200/-
Compensatory allowance	„ 100/-
House rent	„ 170/-
Conveyance allowance	„ 100/-
Total	<u>Rs. 2,070/-</u>

Sri P. N. Batra.

Existing position.

Pay	Rs. 1,500/-
Compensatory allowance	„ 100/-
Car allowance	„ 150/-
House rent	„ 150/-
Total	<u>Rs. 1,900/-</u>

Position if he continued in his service.

Pay	Rs. 1,325/-
Compensatory allowance	„ 75/-
Car allowance	„ 175/-
House rent	„ 132/-
Total	<u>Rs. 1,707/-</u>

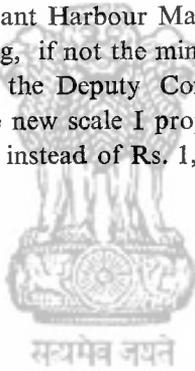
It is obvious, therefore, that Sri P.N. Batra's existing emoluments exceed by Rs. 193/- per month what he would have got as an Assistant Harbour Master, barring certain other allowances which I have left out of consideration and that Sri B.L. Mital earns in all Rs. 88/- less than he would have in Dredger and Despatch Service, again barring certain allowances. Thus while for Sri P. N. Batra, the choice appears on the whole to have been to his advantage, for Sri B.L. Mital it appears to have had the contrary effect. Of course, both accepted their present positions with the full knowledge that if the terms and conditions of the Marine Services from which they were promoted, improved after their promotion, that improvement would have no effect on the terms and conditions of their appointments. That, however, may be used as an argument against any change in the terms and conditions of any of the services. Yet when either for the redress of anomalies or for doing justice, the terms and conditions of some at least of the services have been admittedly changed for the better, I do not see why in the case of only one of these two officers, that argument should be allowed to stand in the way of doing justice. If I speak here of only one of the two officers, it is only because I find that Sri P. N. Batra, as already pointed out, is actually earning more than he would have done as an Assistant Harbour Master, barring certain allowances earned for special types of work, so that there cannot be any question of compensating him. The only question is how to compensate Sri B.L. Mital for his obvious loss as a result of his promotion. The two Assistant Conservators have asked for two advance grade increments. If he is allowed one advance increment which at present is Rs. 75/- for him, the loss will be very nearly though not wholly cut down and I am inclined to think that in all fairness he should be given one advance grade increment with effect from 1st January, 1961 without affecting in any way his usual increments.

29. I cannot, however, recommend rent-free quarters for them, as asked for by them, because, as long as they are provided with quarters by the Commissioners, the fact that they have to spend more time in the office or outside the office in connection with their official work has really little bearing on the question of their emoluments, for after all, rent-free quarters means a substantial addition to their total emoluments. Besides, this grant of rent-free quarters involves to my mind, a question of principle and unless it is made strictly according to a known principle, it is likely to land the Commissioners in all manner of difficulties. I do not know on what principles such a concession has been made to those officers who already enjoy it nor whether it has been made on any principle at all. Consequently, I have not been able to persuade myself that I could justly recommend the extension of this concession to the Assistant Conservators.

The new scale of pay of the Deputy Conservator

30. As Commander C.J. Mohan is not due to retire for some years and as he does not normally go on leave for more than a month at a stretch, the existing new scale of pay for the Deputy Conservator rarely comes into operation. It is not, however, beyond the range of possibility altogether that occasions may arise for its operation. It is only by way of provision for such occasions that the adequacy or otherwise of the existing new scale has to be considered.

31. In view of the fact that the pay of the Sectional Heads has been raised to Rs. 1,950/-, on the principle of vertical relativity laid down by the Second Pay Commission and of a sum of Rs. 50/- as fixed by me for representing this relativity, the minimum of the scale has to be Rs. 2,000/- and the maximum Rs. 2,200/-, i.e. Rs. 50/- more than the pay of the Harbour Master. I do not think I can fairly ignore the pay of the Harbour Master which will continue to be the pay of the Harbour Master so long as any of the present Assistant Harbour Masters is in service, expecting to rise to that post, in fixing, if not the minimum, at least the maximum of the new scale of pay of the Deputy Conservator the Departmental Head. In other words, the new scale I propose for the Deputy Conservator is Rs. 2,000-100-2,200 instead of Rs. 1,800-2,000.



CHAPTER X

CONCLUSIONS AND THANKS.

I have completed my examination of the demands of the different Marine Services and have made my recommendations. I know these recommendations cannot possibly satisfy all the services, or even all the sections of any of the services. The task I found myself confronted with was an almost impossible one in view of the many limitations which the past history of the services imposed and I hope the members of the services will not fail to appreciate it. The various anomalies which have arisen and on which different services have laid stress in trying to justify one or more of their demands are due mainly to the fact that the Port Commissioners, when they were faced with threats of strike or similar threats from certain services, patched up certain forms of solutions which satisfied the particular services for the time being, but at the same time gradually raised discontent in the other services. That, to my mind, seems to have been the main source of the prevailing discontent among the members of the Marine Services of the Port. The other contributory factor may be the gradual rise in the cost of living with the resultant fall in the standard of living of these officers. But this fall in the standard of living is not peculiar to the members of these Marine Services only. It is shared by all the employees in all the sectors of our life in this country, so that the officers could have found consolation in the fact that this is a matter for which an adequate solution is impracticable without more production in the country, that is more output of work. While everybody is anxious for a better living standard there is not the same incentive to work which alone can make an improvement in the living standard possible. Of course, one can understand when workmen, who are not paid as highly as the Marine Services under the Port are, agitate for higher emoluments and better terms of service, because, in the first place these workmen are not as educated as officers in the different Marine Services are and in the second, their low wages are no where near the high salaries of these services. The very fact that these officers are much more educated and come from much better strata of society makes it incumbent on them to develop a greater consciousness of their responsibilities. I was, therefore, not a little surprised to see that the attitude of these officers to the question of their own rights and their own responsibilities was not very much better than that of workmen. It was almost a shock to me, and I hope these officers will excuse me if I express myself so frankly. Of course, I must, in all fairness to these officers, mention also the fact that everyone assured me that they were doing their

duties to the best of their abilities. That certainly goes to their credit, and I wish only that their innate sense of responsibility which has been testified to on all hands, found an expression in their attitude towards their employers, the Port Commissioners, who, as I have said before, do not represent a profit-making concern, but a national concern. If a national concern like the Port suffers on account of the intransigence of its officers, the nation suffers, and with it the officers themselves. I have no doubt that these officers will realise it when they think coolly to themselves, and I shall be very happy indeed to know that they do not really feel towards the Port what their way of speaking and the insistence of every section on its own pound of flesh might have led an outsider to think that they did. A Trade Union spirit is all right, just like anything else, if kept within proper limits and in its proper place.

2. I have said that the slight inconsistencies that have arisen in the conditions of service amongst the different Marine Services cannot be removed without an all round increase in the emoluments of the different services. The reasons why such an all-round increase in the emoluments of all the services is not practicable are, first, the financial condition of the Port and, secondly, the general conditions and terms of employment all over the country.

3. It appears from the Budgetary forecast from 1960-61 to 1968-69 supplied by the Chief Accountant & Financial Adviser that in 1961-62 the Port Commissioners are likely to end with a small surplus of a little over 10 lakhs. In 1961 when the interest and the amortization charges on Government loans, First and Second Plans, have to be paid and in 1961-62 when interests and amortization charges on IBRD Loans and extra cost of dredging are taken into consideration, the Commissioners are likely to end with a deficit of over 78 lakhs. This deficit goes on increasing up to the end of 1968-69. In 1962-63 the deficit rises to 108.94 lakhs, in 1963-64 it rises to 184.82 lakhs, in 1964-65 it rises to 189.76 lakhs, in 1965-66 it goes up to 193.38 lakhs, in 1966-67 it rises still further to 198.21 lakhs, in 1967-68 it rises to 200.62 lakhs and in 1968-69 it goes up to 211.48 lakhs. It has been assumed for the purpose of compiling the forecast that the volume of traffic likely to be handled during the period from 1961-62 to 1968-69 will be the same as that assumed for 1960-61, i.e. 92,80,000 tons and the trend of income and expenditure in each of the years will be on the lines of 1960-61. The expected surplus of 1960-61 is arrived at after provision for the rationalization of pay scales—Rs. 30 lakhs, implementation of the recommendations of the second Central Pay Commission - 40 lakhs, modified piece rates scheme - 30 lakhs and provision in income of an additional sum of Rs. 135.52 lakhs which is

estimated on the annual increase from the taxation proposals sanctioned from 1960. It further appears from another statement of the Chief Accountant & Financial Adviser that the percentage of establishment expenditure was 58.6 in 1957-58, 57.9 in 1958-59 and 62 in 1959-60. It is, therefore, obvious that the major part of the Port's income is spent on establishment. Of course, it cannot at the same time be ignored that this cost on establishment includes cost of establishment on the operational sides of the Port. Even so it seems to me that the establishment cost is very high. It also appears that the Port charges including river dues for the Port of Calcutta is nearly double the Port charges for Bombay so that it is difficult to assume that the Port charges can be raised by the Port Commissioners indefinitely without adversely affecting the total income of the Port. In all these circumstances, it will be impossible to put an undue financial burden on the Port Commissioners for providing for higher emoluments to officers who, as I have tried to show, are already in receipt of emoluments which compare quite favourably with the emoluments in the various spheres of life in this country. There is also another aspect of the matter. If there is a rise in the scales of pay of these officers, there is bound to be an unfavourable repercussion of this rise on the other Sections of the employees of the Port Commissioners and that is likely to bring the Port Commissioners face to face with a real financial crisis.

4. Before I conclude, I must thank all the officers who appeared before me including the Sectional Heads for their frank expressions of opinions and I am sorry if I have had occasions to be severe to some of them. I can assure every one that no offence could possibly have been or was ever meant. What disappointed me most, apart from the general attitude of the officers of the different services to which I have already referred, was the attitude of some of the Sectional Heads whose statements before me left on me the impression that they were more concerned with the interests of the services from which they rose than with the interests of the Port Commissioners, although as Sectional Heads it is their duty to see that the interests of the two are reconciled in the best possible way. Of course, I must frankly confess that their position is somewhat anomalous. They rise from the different Marine Services and some of the Services have unmistakably pleaded for their Sectional Heads. Consequently the Sectional Heads have almost throughout their career been inclined to think in terms of the interests of the small Services. When, however, they rise to be the Sectional Heads, they may legitimately be expected to rise above that feeling. I hope that these Sectional Heads will not take it amiss if I tell them that unless they can take a detached and disinterested view in all disputes between the Services and the Port, it is, in the first place, impossible for the Port to function effectively and, in the second, it is impossible for them

to render to the Port the kind of truly loyal service that is expected of them. It is also ver, largely up to them to make the officers of the Services under them always act and speak with a sense of responsibility that one might expect from them, having regard to their education and social status.

5. I must also place on record my sense of gratitude to the Chairman of the Port Commissioners, Sri K. Mitter, Commander C. J. Mohan, Deputy Conservator, Shri B.L. Mital, Assistant Conservator (I), Shri K. N. Ganguly, Deputy Secretary and other officers of the Port who rendered all possible help to me during this Enquiry. I take the opportunity of placing on record my deep sense of gratitude to the Chairman, Bombay Port Trust, the Chairman, Madrass Port Trust, the Administrative Officer, Cochin Port and the Port Administrative Officer, Vizagapatam Port for the facilities, they gave me when I visited these Ports. I must also express my gratefulness to Captain G. Singh, Nautical Adviser to the Government of India and Rear Admiral T. B. Bose, Chief Surveyor with the Government of India for their valuable suggestions and advice on the various points.

6. I must also place on record my appreciation of the valuable services of the Secretary to the Committee, Shri N. S. Ghosh, an officer of the Central Secretariat Service whose experience of the working of this Port has stood me in very good stead, quite apart from the ungrudging help which he always rendered to me. As far as I have been able to see his work in the course of this Enquiry, Government might consider whether his services should not be suitably recognised.

7. Last but not least, I am profoundly grateful to the Reporters of the West Bengal Legislative Assembly, Sarvashri S. N. Bagchi, S. K. De, D. N. Basu, B. Ghose, P. K. Banerjee, B. N. Banerji, H. B. Chatterjee and P. Sengupta whose services were kindly lent to me during a part of the Enquiry by Shri A. R. Mukherji, Secretary to the Legislative Assembly to whom also my thanks are due, and to the Reporters, Shri N. C. Rakshit and Shri M. L. Dasgupta whose services were lent to me for a part of this Enquiry by the Secretary, Home Department, Government of West Bengal, Shri M. M. Basu to whom also I acknowledge my sense of gratitude.

8. I would also like to place on record my appreciation of the good and efficient work done by Shri B. K. Ghatak, Shri Hiranmoy Mookherjee, Stenographers and Shri R. N. Bhattacharjee, Clerk, whose services were so kindly lent by the Commissioners to the Committee.

S. N. Guha Roy.

SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS**CHAPTER IV****EMOLUMENTS (PAY, ALLOWANCES ETC.)*****Assistant Harbour Master***

(i) If the emoluments of the Assistant Harbour Masters are compared with the emoluments paid to other categories of Civil servants or even other technical staff in the country, one would be justified in saying that the Assistant Harbour Masters are luckier than most. There is, therefore, no ground for recommending any further increase in their emoluments. (Page 57).

(ii) Since the night fee at 25% of their basic pay, which they were in receipt of prior to 1938,—has already been merged in the structure of pay, there is no case for grant to them of night fee, as a separate item. (Page 59).

(iii) An Assistant Harbour Master when placed on special duty does not work overtime or moor/unmoor vessels. There is, therefore, no reason for their claiming compensation for loss of their earnings in mooring/unmooring fees and overtime allowance. (Page 59).

(iv) The mooring fee paid to the Assistant Harbour Masters or at any rate the present basis of calculation of such fee, is entirely wrong in principle and so is the principle on which overtime is calculated. The Port Commissioners may consider whether for future recruits it will be expedient to do away with mooring/unmooring fees. (Page 67).

Hooghly Pilot Service

(v) It will not be reasonable to recommend consolidation of the night fee at figures higher than the present figures i. e. Rs. 350/- for the Branch and Master Pilots and Rs. 200/- for the Mate Pilots. If the present position is allowed to continue, by about 1965, provided the volume of shipping remains constant, the figures may reasonably be expected to come down to the figures at which the Commissioners have consolidated the night fees. (Page 69).

(vi) The demand that whenever a Pilot cannot work for the whole month on account of absence on leave, the number of ships for the purpose of overtime, should be reduced seems to be absurd on the face of it. He cannot in justice claim anything in the shape of an overtime allowance. (Page 70).

(vii) As they remain away from the town for about half a month and also because they do not have to do as much travelling on duty as the Assistant Harbour Masters do, there is no reason for increasing their transport allowance to Rs. 175/- per month. (Page 70).

(viii) To give retrospective effect from 1951 to the grant of mess allowance sanctioned from 1955 as a result of the recommendations of the Lokur Committee, would be wrong in principle. (Page 70).

(ix) The existing rate of the Sandheads mess allowance is adequate. (Page 71).

Dredger and Despatch Service

(x) Since the grant of mooring/unmooring fee to the Assistant Harbour Masters is not considered reasonable, extension of the privilege to the officers of the Dredger and Despatch Service, would not be justified. (Page 72).

(xi) Since the Port Commissioners provide Cooks, Servants, crockery and cutlery, and other facilities, there is no ground for raising the existing rate of mess allowance of Rs. 5/- per diem. (Page 72).

(xii) Grant of compensation to the Chief Officers taking command of the Tugs for the mere discomfort and hardship they have to undergo in these vessels would not be justified because the Tugs are used only in emergencies. The Commissioners should, however, see that normally these Tugs are commanded by Commanders. (Page 73).

(xiii) The scale of pay of the Lighting Officer (Shri D. P. Choudhury) should be raised to Rs. 750-50-1,300. (Page 76).

Assistant River Surveyors.

(xiv) The claim that the pay and allowances of the Assistant River Surveyors should be on a par with those of other Marine Services, seems unreasonable. (Page 78).

(xv) There is no justification for a higher command pay for the Commanders of Survey Vessels. (Page 79).

(xvi) The Assistant River Surveyors in charge of Survey Parties in Dredgers may be granted a charge allowance of Rs. 100/- per month. (Page 79).

(xvii) It is not understood why it should be necessary for all the officers to undertake journeys to the stores, workshops, and the Head Office. These journeys should always be undertaken by the officers

to whom a conveyance allowance is payable. If, on rare occasions, any other officer has to be deputed, the cost of conveyance cannot obviously be such as will justify grant of a general conveyance allowance for all the officers of the Service, for on such occasions the individual officers may easily be compensated for the cost of the journeys on certificates of their respective Commanders. (Page 80).

(xviii) The demand made by the Assistant River Surveyors for mooring/unmooring fee for mooring and unmooring Survey Vessels, does not seem to be at all justified because, in the first place, the payment of mooring/unmooring fee to the Assistant Harbour Masters, which has given rise to it, is unjustified and secondly, the Survey Vessels are much smaller than the vessels which the Assistant Harbour Masters are required to moor and unmoor. (Page 81).

(xix) The command pay should be treated as "Pay" for the purpose of calculating the "Away from Base" allowance for all the Services eligible for grant of "Away from Base" allowance. The expression "Basic pay" used, in this context, in the report of the Lokur Committee should be amended to include "Command Pay". (Page 80).

(xx) The existing rate of mess allowance is considered to be adequate. (Page 81).

Class I Marine Engineers

(xxi) The decision of the Port Commissioners on the recommendations of the Special Committee as regards pay and allowances of the Class I Marine Engineers including Chief Engineers, are considered quite reasonable and should be sufficient to meet the legitimate grievances of the officers concerned. The decisions should be given effect from the date on which they were made by the Port Commissioners. (Page 83-84).

(xxii) The conveyance allowance of Rs. 50/- per month already sanctioned for the Second Engineers, Class I Vessels should be sufficient. (Page 85).

(xxiii) There is no substance in the demand that Second Engineers doing the duties of Chief Engineers in casual or short leave vacancies should be paid the pay of Chief Engineers. The existing practice based on the corresponding Government rules—on the subject should continue to be followed. (Page 85).

(xxiv) There is no ground for extending messing facilities to the Engineers attached to the Port Dredging Unit. If Lascars—who bring

food for the officers and are paid by the Port Commissioners for this, are not willing to do this work, the Port Commissioners should make alternative arrangements for having the food of the officers concerned brought from their homes and ensuring that it reaches them duly. (Page 86).

(xxv) There is no justification for paying the Engineers of the Port Dredging Unit, any special fee for supervising the mooring and unmooring of the Bucket Dredgers. (Page 86-87).

(xxvi) From an analysis of the nature of their duties, it seems that the Port Dredging Chief Engineers have hardly any case for a conveyance allowance at all. They are, however, paid Rs. 100/- per month as conveyance allowance. There is, therefore, no ground for increasing this allowance by another Rs. 75/- per month. (Page 87).

Junior Marine Engineers

(xxvii) The difference that exists at present between the scales of pay and total emoluments of the uncertificated Junior Engineers employed in the Port of Calcutta and of the uncertificated Junior Engineers employed in the Merchant Marine, whether on Home Trade or Foreign-going vessels,—does not seem to be unfair in any way to the uncertified Junior Engineers of the Port. As a matter of fact, the Inland Engineers particularly towards the end, are better off in the Port than in the Merchant Marine, where they are treated as uncertified Engineers. (Page 90).

(xxviii) There is, however, some justification for the Junior Engineers—with Second Class Certificates,—getting in the initial stages, more than what they are in receipt of at present. Second Class Junior Engineers should be given 12 advance grade increments instead of three as at present. In other words, they should be given a starting salary of Rs. 400/- in the scale of Rs. 250-10-310-15-400-20-500/E.B.-40-740, the Second Class Junior Engineers already in receipt of a pay above Rs. 400/- but below the maximum of the scale, being granted one increment for every three years of service with Second Class certificates subject only to this that the maximum pay of the scale is not exceeded. The above grade increment may be given effect from the 1st January 1961 without any prejudice to their normal increments during the year. (Page 92-93).

(xxix) As it is not necessary for all Junior Engineers to undertake journeys on official duty, there is really no case for a conveyance allowance to all Junior Marine Engineers,—the Engineers-in-Charge of Class II Vessels—already getting a conveyance allowance of Rs. 50/- per month. (Page 93-94).

(xxx) As the responsibilities of an Engineer-in-Charge, Class II Vessel, and those of a Chief Engineer of a Class I Vessel are not identical, there ought to be a difference in their rates of charge allowance. There is, therefore, no justification for raising the charge allowance of Rs. 100/- per month payable to an Engineer-in-Charge of a Class II Vessel to the level of Rs. 200/- paid to the Chief Engineer, of a Class I Vessel. (Page 94-95).

(xxxii) There is no ground for departing from the special Committee's recommendation on the questions of grant of mess allowance to the Relieving Junior Engineers attached to the vessels under repairs. (Page 95-96).

(xxxiii) As the Junior Port Dredging Engineers have more or less fixed hours of duty and they do not have to go down the river for a number of days at a stretch, they cannot in justice claim mess allowance. It is also not necessary to provide facilities for their messing on board the vessel. (Page 96).

(xxxiv) The existing discrimination between the Navigating Officers and the Marine Engineers in the matter of eligibility for mess allowance when on casual or special compensatory leave, should be removed. (Page 96-97).

(xxxv) The demand that the officers should be paid overtime at double the rate of their basic pay, instead of at the single rate, does not seem reasonable. (Page 97).

Berthing Masters

(xxxvi) Considering their academic qualifications, their age of entry into the Port service, and the period of training they have to undergo under the Port Commissioners and also having regard to the general conditions of employment and the scale of pay which candidates with similar general initial qualifications command in the country, the scale of pay of the Berthing Masters seems reasonable and there is no justification for raising it. (Page 98).

(xxxvii) Since the decision of the Port Commissioners not to give effect to the Lokur Committee's recommendation for raising the initial salary of a Berthing Master from Rs. 300/- to Rs. 420/- is not unreasonable, the question of giving the recommendation of the Lokur Committee a retrospective operation hardly arises for the simple reason that the recommendation has not been made operative at all. (Page 99).

(xxxvii) The demand that a Berthing Master acting as an Assistant Dock Master for seven days or more at a time should be given an acting allowance is not considered reasonable. The principles followed by the Port Commissioners in the matter of making acting arrangements and paying acting allowances are sound. (Page 99).

(xxxviii) To handle ships without power on the main engines, is a part of the normal duties of a Berthing Master. To pay special allowance for a piece of work which is a part of the normal duties of an officer because it happens to involve skill, care and alertness, would certainly be setting up an undesirable precedent. The demand for 'Non-Steam' allowance is, therefore, considered unjustified. (Page 99-100).

(xxxix) As they are already getting one day's basic pay for work on Sundays or holidays, there is also no justification whatsoever for two days' pay or additional casual leave being granted to the Berthing Masters for working on Sundays or public holidays. (Page 100-101)

(xxxx) Since there is no necessity for implementing the 'Lock to Lock' scheme at present, the question of raising the transport allowance in the event of such a scheme coming into operation, does not arise. (Page 101).



CHAPTER V

SYSTEM OF TURNS, HOURS OF WORK AND PERIODS OF REST

Assistant Harbour Masters

(i) From the figures of hours of duty per day, made available to the Committee, it is clear that 18 turns fixed as the standard for an Assistant Harbour Master, is far from excessive. (Page 104).

(ii) As the officers who are 'first on turn' do not actually do any official work beyond holding themselves in readiness, for work, 'Being on first on turn', cannot justly be considered to be even duty, far less a turn. (Page 104).

(iii) On principle, the system of pooling of mooring/unmooring fees and overtime fees, is wrong. (Page 105).

(iv) The Commissioners may find out if officers would like a change of the existing practice of pooling. (Page 105).

(v) The recommendation of the Lokur Committee fixing 18 turns a month for an Assistant Harbour Master should be modified for the Assistant Harbour Master at Budge Budge and the norm for him should be raised to 24 turns a month. (Page 107).

Hooghly Pilot Service

(vi) Reduction of the standard of work fixed by the Lokur Committee for the Branch Pilots will not be justified on the ground of their age or on any other ground. (Page 110).

(vii) There is no justification for putting the duty of attending the Head Office in connection with an examination or enquiry on a par with the duty of ship-handling either for an Assistant Harbour Master or a Pilot, though for both, it is a part of their periodical normal duties. Nor do such duties deserve from their nature, or duration, to be compensated by any extra payment. (Page 113).

(viii) The word 'turn' should be confined to the regular ship handling work of an Assistant Harbour Master or a Pilot. (Page 112).

(ix) There is no ground for treating the pilotage of more than 18 hours as two jobs or in the alternative for treating an Ulubaria ship as two ships. (Page 114).

(x) It will not be correct to treat the period of detention of a Pilot as an extra job which means an extra job of navigating a ship. (Page 115).

(xi) There is no reason why the 'Station Orders' should be regarded as 'turns' which for a Pilot should mean only the work of piloting ships. Although travelling as passengers on board ships for taking up duties either at the Sandheads or at Garden Reach constitutes duty, it is certainly a duty of a kind different from the normal duty of a Pilot which is to pilot a ship and because of this difference it should not be treated as a job for a Pilot. (Page 115-116).

(xii) The Commissioners may consider whether they should not have more Leadsman with Second Mate's certificates and their initial emoluments should not be made more attractive. (Page 116).

Dredger and Despatch Service

(xiii) The monthly norm of dredgers to be down the river should be fixed at 20 days and the annual norm at 240 days. The monthly norm is something to be aimed at, though the exigencies of the service may not make it possible for the Port Commissioners to stick to this rigidly. So long as no one in the service is asked to be down the river for more than 26 days in a month and more than 240 days in a year, it will not be really hard on the officers. (Page 119).

(xiv) When the dredgers are in the Port, the officers will of course follow their usual routine of work. (Page 119).

(xv) When the annual norm is exceeded, the officer concerned will be eligible for overtime leave. (Page 119).

(xvi) The norm for the 'Despatch Service' may be fixed at 18 days a month and 216 days in a year to be applied and worked exactly on the lines suggested for the dredgers. The maximum number of days for the Despatch vessel should not exceed 24 days down the river in any month—the officers being eligible for overtime leave if the annual norm is exceeded. The officers will also have to do their normal duties, when their vessels are in Port. (Page 120).

(xvii) The practice of treating the day of arrival and the day of sailing as one day for the purpose of grant of 'Away from Base' allowance is fair and should continue to be followed. (Page 120-121).

Assistant River Surveyors

(xviii) For the three Survey vessels and the Survey Parties attached to dredgers, the norm of work should be the same as for dredgers—i.e.

20 days in a month and 240 days in a year and the principle enunciated in connection with dredgers should be applicable to the officers attached to the Survey Vessels and the Survey Parties on dredgers. These officers should also do their usual round of duties when the vessels are in the Port. (Page 124).

(xix) The only standard of work for the Higher Reaches Survey Party should be 264 days work in a year on the monthly standard of 22 days, which cannot and need not be rigidly followed. (Page 124).

(xx) Officers of the Fairfields' station and the Hooghly Point station should work for 26 days in a month of 30 days and 27 days in a month of 31 days, either in the office or in the river. (Page 125).

(xxi) The Commissioners should be left to decide the question regarding increasing the number of survey units. (Page 126).

Class I Marine Engineers

(xxii) The standard of work i.e. the number of days down the river, for Class I Marine Engineers attached to vessels which have to go down the river should be the same as that fixed for the Navigating Officers of such ships. (Page 126).

(xxiii) If an officer is to be away from the Port for more than that period he will have to be compensated in the same way as the officers of the Dredger and Despatch Service. (Page 126).

Junior Marine Engineers

(xxiv) The Junior Marine Engineers normally work in 8-hours shifts ; some of them who are attached to the Port Dredging Unit, actually work for 8 hours a day and if their work extends beyond 8 hours, they earn an overtime allowance. The Junior Engineers attached to the vessels which have to go down the river have sometimes to work for more than 8 hours in an emergency. As they are ship's men and are in receipt of an 'Away from Base' allowance for the days they are away from the Port, payment of 'overtime' for any work beyond 8 hours on a particular day would not be justified. (Page 126-127).

(xxv) The standard of work of Junior Engineers in charge of Class II vessels which have to go down the river for a number of days at a stretch should be the same as fixed for the Navigating Officers of such vessels and they will be eligible for additional leave if the standard is exceeded exactly in the same manner as laid down for the Navigating Officers attached to the vessels. (Page 127)

OVERTIME ALLOWANCE

Assistant Harbour Masters

(xxvi) As the number of turns of the Assistant Harbour Masters fixed by the Lokur Committee is far from excessive and the same number of turns fixed for the Assistant Harbour Master at Budge Budge is extremely low, there is no question of reducing the duration of a turn for an Assistant Harbour Master either in Calcutta or at Budge Budge or for a reduction of the number of turns. (Page 127-128).

Hooghly Pilot Service

(xxvii) As there is no ground for reducing the number of turns for Branch Pilots to the number of turns for Master and Mate Pilots, the question of changing the basis of calculation of overtime allowance does not arise. (Page 128).

(xxviii) The demand that the Commanders of Pilot Vessels should be paid overtime whenever they are called upon to do special duty loses sight of the fact that these officers are ship's officers and their position is comparable to that of the Master of a ship or the Commander of a Dredger or a Despatch Vessel who are always on duty like the Commander of a Pilot Vessel. As these officers do not earn overtime, there is no reason why the Commanders of Pilot Vessels should be made eligible for it. (Page 128).

Dredger and Despatch Service

(xxix) The officers of the Dredger and Despatch Service, should be compensated by extra leave to be calculated at the rate of one day for each day they spend down the river in excess of the yearly norm laid down for them. The special leave in lieu of excessive work should be calculated after the year is over so that the special leave will be due in the year following. If for any reason the Port Commissioners cannot allow the special leave to an officer who has earned it, in the year when it has become due even though the officer may then ask for it, he should be allowed to accumulate the leave to his credit for a number of years to be fixed by the Port Commissioners. In the event of dredging round the clock, some officers may have to work harder. The Commissioners may consider if some allowance for hard work is not likely both to provide an incentive for such work and to compensate the officers concerned. (Page 128-129).

Assistant River Surveyors

(xxx) The officers attached to the dredgers and the Survey parties and the Higher Reaches Survey Party should be compensated, for work in excess of the norm fixed for them, by additional special leave on the same principle as enunciated for the dredger section of the Dredger and Despatch Service. As the officers at Fairfields and Hooghly Point will work for 26 days in a month of 30 days and 27 days in a month of 31 days, their weekly off days are ensured. Their weekly off days may be given to them by turns, if necessary, and normally there should be no extra work for them. (Page 129-130),

Class I Marine Engineers

(xxxi) The Chief Engineers and Second Engineers, when they go down the river, are not restricted to any fixed number of hours of work as they are supposed to be on duty for 24 hours. It is fair that they should be compensated by a special leave if they have to go down the river for a period in the excess of the norm fixed for them, such leave being calculated as in the case of the Dredger and Despatch Service. (Page 130).

(xxxii) The demand for compensation for night work for the Engineers attached to Dredgers and Despatch Vessels, does not appear to be justified, first because there is little night work in Dredgers and secondly if in Despatch Vessels occasional night work may be involved, it does not appear to be sufficient to justify a special compensation. (Page 130).

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CHAPTER VI

THE STRENGTH OF CADRES

Assistant River Surveyors

(i) If Government sanctions the five posts already sanctioned by the Port Commissioners, the strength of the Service should be sufficient for the present. (Page 133)

(ii) The post of Officer-in-Charge, Port Dredging Survey should be restored to the Service. (Page 134)

(iii) It is not understood how one Ship-keeper can afford sufficient relief to all the men who have to go down the river in the Survey Vessels for fairly long spells. From the available materials, it is not possible to say whether any such post is really needed. The Port Commissioners may, however, examine the proposal and find out whether with the total strength standing at 43, officers cannot be relieved by turns so that each of them may have a number of evenings free. (Page 135).

(iv) As the Survey work is carried out in units of 2,3 or 4 officers, it can only mean that there have been, throughout the existence of the shortage, one or two teams less or in other words, necessary work was left undone and not that there has been any increase in the work-load for any of the parties. Consequently the question of compensating the officers for increased work-load, resulting from any such shortage, hardly arises. (Page 135).

Class I Marine Engineers

(v) There is no necessity for creating five additional posts of Chief Engineer. (Page 135-136).

(vi) The question whether when an officer relieves another officer of the higher grade for a period less than a month he should be paid an officiating allowance or not, is quite different from the question how many officers are actually needed for the work. To introduce that in connection with the question of fixing the cadre strength, is to confuse the issue. The only consideration for fixing the strength of a service should be what strength is really needed for carrying out the work, and for relieving the officers when they go on leave. If a particular number is needed for the actual carrying out of the work, a leave reserve has certainly to be added to that number, but, then, there is really no need at all for appointing to the leave reserve, officers of a higher grade. (Page 136).

(vii) The Port Commissioners will no doubt consider the question of strengthening the cadre as and when they find it necessary. (Page 136).

(viii) The demand that a Senior Engineer from the Port Dredging Unit instead of an Assistant Harbour Master should be appointed as the Officer-in-Charge, Port Dredging seems totally unjustified. (Page 137).

(ix) There is no reason why the designation of the Chief Engineer of the Bucket and Suction Dredgers of the Port Dredging Unit should be changed to Chief Engineer-cum-Dredging Master. (Page 137).

Junior Marine Engineers

(x) There is no question of compensating an officer, when his casual leave is refused. Since with the existing strength, it is possible to allow officers to go on earned leave, the question of strengthening the cadre only for the purpose of enabling the officers to avail themselves of earned leave, hardly arises. (Page 138-139).

Berthing Masters

(xi) The Port Commissioners will no doubt, increase the cadre to the requisite strength if such an increase is justified by the requirements of the Port. (Page 139).

DESIRABILITY OF ADOPTION OF AN INTERIM SCHEME OF REMUNERATION OF ABNORMAL WORK DUE TO SHORTAGES IN CADRES

(xii) Where shortages are of a purely temporary character lasting less than a month and cannot be foreseen, it is hardly possible to make any arrangements beforehand for such shortages. But where such shortages can be foreseen and occur for a substantially long period, it is only fair that the Port Commissioners should do something to compensate the officers concerned for the increase of their work-load as a result of such shortages, provided of course, the shortage is in excess of a fixed percentage of the sanctioned strength, and provided further that the shortage really means a consequent increase in the work-load. Only those officers for whom there is no scheme for overtime allowance should be eligible to be benefited by the proposed interim scheme. (Page 140).

(xiii) As a uniform scheme for all the services may not be practicable, the Commissioners should have a wide discretion in the matter. Subject to this discretion the following general scheme may be adopted. Whenever a shortage occurs in a cadre by at least 25 per cent of the total permanent cadre and this shortage lasts for more than a month, the officers whose work-load increases as a result of that shortage, should be compensated by a percentage varying between five and ten of their basic salary according to the quantum of the increase and other relevant factors. (Page 141).

CHAPTER VII

ADMINISTRATIVE MATTERS

Sectional Independence

(i) The demand for sectional independence is far from justified. (Page 149).

(ii) As far as routine matters are concerned, which can be disposed of by the Deputy Conservator himself he can have a discussion with the Sectional Heads concerned and dispose of the matters dictating orders in the presence of the Sectional Head concerned and then directing copies thereof being sent to him. Where, however, the matter is of greater importance and requires to be put up before the Commissioners or the Chairman, the Deputy Conservator after examining it, may send up the original proposal together with a forwarding letter of his own in which he will give his own views and suggestions on the proposal as it originally emanated from the section. (Page 147).

(iii) The Deputy Conservator is not merely in charge of the conservancy services as Deputy Conservator but he is also in charge of the operational part of the Marine Services. Whatever conflict there may be between these two wings, there is really no reason why the Deputy Conservator should not be able to rise above the conflicts and decide the matter justly and fairly to all concerned. (Page 148).

(iv) In order to ensure team—work and co-ordination among the different sections, it is essential that there should be a responsible officer not to look into the day to day working of the different services but to know enough about all the sections to be able to see first that there is no conflict amongst them, secondly that each of the services renders to the Port the service that is expected of it and thirdly that whenever co-ordination between one service and another service is necessary, there is no lack of it. (Page 148).

(v) It is difficult to understand why there should be any objection to the existing system of examination unless of course the position of the Port Pilotage Officer is made somewhat awkward not so much by the system itself, as by the manner in which the system is made to function. It is up to the Deputy Conservator as the Head of the Department to ensure that the Port Pilotage Officer gives him the maximum possible help which can be expected from him. (Page 152).

(vi) There is hardly any reason why presiding over the enquiries by the Deputy Conservator or by the Senior Assistant Conservator should be objected to by the Sectional Heads one or the other of whom may have to be present at the enquiry. (Page 153).

(vii) The present system of a conference amongst officers before a draught forecast is made, is not only highly desirable in itself but absolutely essential and if a proper record is kept of the estimates of the different officers, it can easily be found out later on, if necessary, which of the officers was right and which wrong and which of the officers was nearest to the correct depth. For this purpose a suitable printed form may be devised so as to enable each of the officers attending the Conference, to record his estimates in his own hand and the Deputy Conservator to record the final decision arrived at in the conference. If all the officers agree to the final decision, then all should sign it ; if some of them do not agree, they can say whether they disagree or whether they agree. (Page 154).

(viii) The grounds given by the Services would not justify the removal of the Deputy Conservator's overall control of the Hooghly Pilot Service. (Page 154).

(ix) There is also no justification for the River Survey Service being taken out of the hands of the Deputy Conservator. (Page 155).

CREATION OF ADDITIONAL ADMINISTRATIVE POST

Assistant Harbour Masters

(x) From the materials and evidences, it is not clear whether an additional post of Dock Master is really necessary in the interests of efficiency of the working of the Port. If an additional post is really necessary in the interests of the Port, it will be for the Commissioners to decide what the nature of that additional post will be and whether an additional Deputy Dock Master will not be enough. (Page 157).

(xi) As the crew receive a preliminary training of some sort for three months in the school provided by the Government of West Bengal, the Commissioners can supplement that training as they have been doing at present by making them work with those who are already fully trained. That seems to be a better scheme than putting them under an additional Mooring Master (Personnel). The Commissioners may, however, consider all the relevant materials at their disposal and decide whether such an administrative post is really necessary. (Page 158).

(xii) There is no ground for changing the designation of the Port Pilotage Officer to the Deputy Conservator, Pilotage. (Page 158).

Dredger and Despatch Service

(xiii) It is not a bad idea to place some one fully conversant with the work of the Dredger and Despatch Service in sole administrative charge of it. As the service itself suggests that as long as Sri B.L. Mital is the Senior Assistant Conservator, they would have no objection to his being placed in exclusive charge of it, that arrangement may be given effect to by redistribution of the work of the two Assistant Conservators. The Commissioners should find out what extra help they can provide to Sri Mital in the discharge of his duties without incurring any additional expenditure. It is just possible that one of the two Supernumerary Commanders might be used whenever they are available, for giving some relief to Sri Mital. (Page 162-163).

(xiv) The demand for the second Administrative post does not seem to be justified on its own merits. (Page 164).

ALTERNATION OF THE EXISTING SYSTEM OF HOLDING MARINE ENQUIRIES

(xv) The rules as they stand, do not seem to contemplate a combination of a casualty enquiry and a disciplinary enquiry, but when this combination is found not merely desirable but also essential because witnesses attached to the ships which cannot be indefinitely detained, in the Port, have to be examined before their ships leave the Port, the officer conducting the enquiry can hardly help combining the casualty enquiry and the disciplinary enquiry in the same proceedings. When he does so, he must give the officers, he may eventually have to proceed against, an opportunity of being present throughout the enquiry and also the right and opportunity of putting questions to the witnesses that are being examined and of generally making his submissions in his own defence. The executive instructions on the subject, therefore, call for a certain amount of modification in respect of proceedings, combining casualty enquiry and disciplinary enquiry. It is, however, always desirable wherever it is possible to separate a disciplinary enquiry from a casualty enquiry. (Page 166).

CHANGE IN THE EXISTING MODE OF THE WORKING OF THE DEPARTMENT

(xvi) The Commissioners are fully justified in not implementing the 'Lock to Lock' scheme. (Page 167).

(xvii) There does not seem to be any necessity for an Advisory Committee being formed to go into the matters affecting the Pilots. But

if the Administration thinks that such a Committee will help the Pilot Service being administered smoothly it may consider how this Committee should be formed and what its precise functions should be. (Page 167).

Dredger and Despatch Service

(xviii) While it is certainly desirable that the Deputy Conservator should have at his disposal the best possible technical advice, he can have on the design and lay-out of a dredger, it is hardly desirable to tie down his hands in any way by the formation of a regular Committee. (Page 168).

(xix) It will be useful if the Commissioners have a small library of technical books and publications attached to the office of the Deputy Conservator for the use not merely of the Dredger and Despatch Service but of all other Marine Services. (Page 169).

(xx) The service rules may be printed and copies made available to the different services. (Page 170).

(xxi) It is absurd to think in terms of seniority of ships because first, it is impossible to fix the seniority of ships according to any intelligible principle, and secondly it may affect the question of appointment to a permanent vacancy by seniority among officers. (Page 170).

Assistant River Surveyors

(xxii) The post of the 'Model Officer' should continue to be a selection post and the post filled in accordingly. (Page 172).

(xxiii) In drawing up the order of seniority in respect of the four Probationary Assistant River Surveyors recruited in 1958, the order of precedence made by the selecting officer may be treated as entirely provisional. This provisional order of precedence may be changed according to the results of the first examination when an officer is confirmed in service on the distinct understanding that even this is provisional and the final determination of the order of seniority among the officers concerned is to be made on the combined results of the examinations at the end of the third, fourth and fifth years. (Page 173).

(xxiv) The above method is considered better than the existing method of determining seniority on the basis of the results of the first examination. (Page 173).

Junior Marine Engineers

(xxv) The demand made on behalf of the Junior Marine Engineers that there should be a definite system of posting of Junior Marine Engineers to different vessels which should be graded for the purpose and

postings made strictly according to seniority, seems totally impracticable. (Page 173-174).

(xxvi) It is open to the Commissioners to consider the rotational system of posting wherever that is possible (Page 174).

(xxvii) In view of the fact that ships in the Hooghly require constant manoeuvring of the machinery and that the maintenance of the machinery has got to be of a very high order, the change in the existing system either in regard to the appointment of Chief Engineers and Second Engineers to Pilot and Despatch Vessels or to the posting of Inland Engineers as Engineers-in-Charge of Inland Vessels, would not be justified. (Page 175).

(xxviii) There is no necessity for engaging any more Shipkeeping or Watcher Engineers. (Page 175).

(xxix) There should be no objection in principle to the grant of a fixed day off to the Junior Engineers attached to vessels which are normally stationed in the Port. It is, however, for the Commissioners to consider whether it will be practicable to do so. (Page 175).

(xxx) As both the Engineers attached to each of the following vessels, Fire Float 'Alfa', Tug 'Stalwart', Crane Vessel 'Samson'—do not carry the same responsibility, there is no reason why both of them should be designated as "Engineers-in-Charge". (Page 176).

CLERICAL ESTABLISHMENT UNDER THE DIFFERENT MARINE SERVICES.

(xxxvi) It should be possible to make a fairer allotment of duties among the four clerks engaged to look after the River Survey establishments. (Page 177).

(xxxvii) There is no reason why the clerk attached to a Dredger or Despatch Vessel should not be made to lend a hand to assist the Chief Engineer for certain kinds of work. (Page 177).

(xxxviii) If the above suggestions are accepted it will not be necessary to post any more clerk either to the stations of the River Survey or to the vessels either of the River Survey Party or of the Dredger and Despatch Service. (Page 178).

Courtesy Title

(xxxix) There can be no reasonable objection to the use by the Commanders of Dredger and Despatch vessels of the courtesy title of 'Captain'. (Page 178).

CHAPTER VIII

MISCELLANEOUS DEMANDS

(i) There is no justification for a Pilot taking a servant with him on board the vessel and the Commissioners paying the cost. (Page 180).

(ii) The extension of the benefit of pension to the men bers of the Pilot Service, who are not entitled to it on the recon mendation of the Lokur Comn ittee, would not be justified for the present. (Page 180-181).

(iii) To expect the Commis sioners to extend to all the officers the benefit of full pension five years before the superannuation is due, is, on the face of it, an unsound proposition both on economic and general grounds and from that point of view the demand seen s un-reasonable. (Page 182).

(iv) The question of a Chief Engineer Class J vessel taking his family in the vessels, which provide no sufficient accomodation does not arise. On the 'Bhagirathi' and the two Pilot Vessels, the Commis sioners, if they think proper, may allow the Chief Engineer to take his family at least occasionally with the permission of the Deputy Con servator. (Page 183).

(v) As regards the scale of accommodation for Engineers, the accommodation provided on the existing vessels cannot be changed. In vessels to be constructed hereafter, what accomn odation should be provided for the Engineers is a matter to be considered by the Commissioners. There is no doubt that they will try to do justice to all kinds of officers. (Page 183).

(vi) As long as the rules governing classification of officers remain, there is hardly any reason for making an exception in the case of the Berthing Masters nor is there any sufficient reason for raising the maximum of their scale to Rs. 1000/- just to place them in Class I. The post of Dock Master should continue to be held by a Master Mariner. (Page 183-184).

Compensation for accidents, causing injury and loss of life to officers on duty

(vii) As the scale of compensation is regulated by rules applicable to all Government services, the question cannot be considered for

the Port officers only and if the matter has to be gone into, it should be gone into as a whole. (Page 184).

Compensatory leave in lieu of weekly off days

(viii) As the Commissioners have accepted the Lokur Committee's recommendation regarding grant of compensatory leave for loss of weekly off days, it is only fair that compensation should be provided in the shape of leave to those officers who could not be allowed these weekly off days. (Page 185).

(ix) If, officers are allowed 26 days' special leave in lieu of weekly off days, those of them who have been denied this weekly off day would have a sufficient measure of compensation - both for the past failure of the Commissioners to implement the Lokur Committee's recommendation and for their failure in future. (Page 186).

x) In future, the Commissioners should see that each of these services - namely, the Pilots, the Dredger and Despatch Service, Assistant River Surveyors and the Engineers both Class I and Junior of outgoing vessels are completely relieved for a day a week, 2 days in 2 weeks, or 3 days in 3 weeks and so on by turns, so that each of the officers is allowed in this way at least 26 days off, for the other 26 days off they are entitled to, leave being credited to them in the manner already suggested. (Page 186).

(xi) If a particular officer has been granted some days off as weekly off days in a year, this leave should be proportionately curtailed. (Page 186).

(xii) An officer should be allowed to carry on his leave for a reasonably long period so as to enable the Port Commissioners to give during that period all these officers the leave already due to them. If, however, a particular officer does not avail himself of the leave during the period, the leave to his credit will stand cancelled. (Page 186).

(xiii) These recommendations should have effect from the date when the Lokur Committee's recommendation on the point came into operation. (Page 186).

Extension of travel facilities to all officers

(xiv) The rule, as it stands, governing grant of travel facilities, cannot obviously apply to officers living within 250 miles of the Port, because the whole of the cost of this part of the journey has in any case to be borne by the officers themselves under the rule. It seems

that there is really no reason for an amendment of the rule so as to extend it to officers living within 250 miles of their headquarters. (Page 186-187).

(xv) The Commissioners may consider the feasibility of putting up extra garages to meet demand of the Class I Marine Engineers. (Page 187).

(xvi) It will certainly be conducive to the maintenance of a high moral amongst the officers if occasionally the Chairman could meet them. (Page 187).

(xvii) If it is possible for the Commissioners to have quarters for all their officers as near the Port as possible, the members of the service will certainly find it more convenient to attend the different places where they have to work. (Page 188).

(xviii) The Commissioners may consider the proposal regarding supply of refrigerators for the use of the officers of the Port Dredging Unit, on its own merits. (Page 188).

(xix) In the future allotment of quarters, Marine Engineers should be given priority. (Page 189).

(xx) The suggestion that the Commissioners should take lease of private houses for their employees does not seem to be a practical one. (Page 189).

(xxi) The only practicable solution of the problem of the housing shortage in Calcutta, is to have more quarters built for the officers and to let them out to the officers. (Page 190).

(xxii) There is no justification for grant of rent-free quarters to the officers attached to Despatch Vessels. (Page 190).

(xxiii) The ceiling of rent for Nimak Mahal flats cannot be lowered without at the same time lowering its scheduled rent-which is already lower than that of the Portland Park and Dumayne Avenue flats. A reduction of the scheduled rent cannot be recommended. (Page 190-191).

(xxiv) A good deal of the doctors' time is wasted in transit. The Commissioners should devise ways and means for increasing the effective hours of duty of the doctors. They may also consider in this connection, the feasibility of opening one or more centres from which the External Service can be operated. (Page 192.)

(xxv) The grievance of the services on account of inadequacy of cabins is likely be redressed in the near future, when the new Hospital is built. (Page 193).

(xxvi) The Commissioners should provide a waiting room for officers in each of the two Hospitals. (Page 193).

(xxvii) The demand of the officers for treatment by a doctor out of a panel of doctors to be drawn up by the Commissioners or for treatment in nursing homes at the cost of the Commissioners cannot be justified. (Page 193).



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CHAPTER-IX

ADMINISTRATIVE OFFICERS SECTIONAL AND GENERAL

(i) There should be a difference of Rs. 50/- between the pay of a supervisory post and that of the post immediately below. (Page 199-200).

Harbour Master's Section

(ii) There is no justification for grant of a car allowance of Rs. 150/- to the Assistant Dock Master and the Deputy Dock Master. (Page 200).

(iii) There is no reason for raising the pay of the Administrative officers of the Harbour Master's Service. (Page 201).

(iv) If because of the financial loss involved in the promotion of an Assistant Harbour Master to any administrative post, there is at any time any reluctance on the part of the officers, to accept these promotions, the officers concerned must be prepared to be passed over when their turn for promotion comes. (Page 201).

Pilot Service

(v) There is no justification for raising the pay of the Commander of Pilot Vessel. (Page 202).

(vi) It is true that a Branch Pilot on promotion to the post of Commander, Pilot Vessel loses financially. But these two administrative posts were created in pursuance of the demands of the service for more administrative posts. If they want the administrative posts, they should be prepared for serving in these posts even though it may amount in some cases, to a financial loss on their part. If the Branch Pilots as Commanders do not want to serve in these posts, the Commissioners may not consider them for such promotion in future (Page 202).

(vii) The maximum fixed for the Assistant Harbour Masters exceeds that of the Dredger and Despatch Service by Rs. 100/-. Whether this maximum is reasonable or not is a matter, which the Commissioners may take into consideration when considering for future entrants what should be the scale of pay. (Page 203).

(viii) Grant of a special compensatory allowance at the rate of Rs. 350/- per month that is at the rate of the consolidated night fees, to the Branch Pilots acting as Commanders for seven days or more would not be justified. (Page 204).

(ix) It is also unfair that the seniormost Branch Pilot should be repeatedly called upon to incur this loss and no one else. To ob-

viate all these difficulties, short leave vacancies or casual leave vacancies should be filled up from amongst the Branch Pilots on a strictly rotational basis. (Page 205).

(x) Further liberalization of the Passage rules would not be proper. (Page 205).

(xi) The basic salary of the Assistant Port Pilotage Officer and the Port Pilotage Officer on the 'C' scale should be fixed at Rs. 1,875/- and Rs. 1,950/- per month respectively. (Page 206).

River Survey Service

(xii) The basic pay of the Deputy River Surveyor should be raised to Rs. 1,850/- and that of the River Surveyor to Rs. 1,950/-. (Page 207-208).

(xiii) There is no ground for increasing the car allowance of the River Surveyor. (Page 208).

Marine Engineer's Section

(xiv) It would not be proper to fix for the Assistant Engineer Superintendent, a scale higher than that of the Chief Engineer. (Page 209).

(xv) The scale of the Engineer Superintendent should be Rs. 1,200-50-1,500-75-1,950. (Page 209).

(xvi) The Commissioners may consider reducing the scale of pay of the Harbour Master and the Deputy Harbour Master for future entrants. (Page 210).

(xvii) The Special Committee's recommendation that the senior-most Chief Engineer be designated as 'Commodore Chief Engineer' and he be paid a special pay of Rs. 250/- per month should be implemented. (Page 211).

(xviii) The scale of pay of the post of Assistant Conservator held by Shri B.L. Mital, may be raised to Rs. 1,200-50-1,500-75-1,950. (Page 211).

(xix) To compensate Sri B. L. Mital, senior Assistant Conservator, for loss as a result of his promotion to the post of Assistant Conservator, he should, in all fairness, be given an advance grade increment with effect from 1st January 1961 without affecting his usual increments. (Page 213).

(xx) There is no justification for granting to the Assistant Conservator, the concession of rent-free quarters. (Page 213).

(xxi) The new scale recommended for the Deputy Conservator is Rs. 2,000-100-2,200. (Page 214).

APPENDIX—'A'

List of persons who gave oral evidence on the first occasion.

- Commander C. J. Mohan, Deputy Conservator.
Shri B. L. Mital, First Assistant Conservator.
,, W. T. Cullion, Harbour Master.
,, C. V. Adolphus, River Surveyor.
,, S. K. Paul, Engineer Superintendent.
,, B. S. Pavri, Port Pilotage Officer.

(a) Harbour Master's Service

- (i) Shri J. Prasad, Assistant Harbour Master.
(ii) ,, S. H. Hanowar, ,,
(iii) ,, S. C. Varma, ,,
(iv) ,, K. A. Panangadan, ,,
(v) ,, S. K. Gupta, ,,
(vi) ,, J. N. Suri, ,,

(b) Dredger and Despatch Service

- (i) Shri Charles Fyfe Smith, Commodore.
(ii) ,, G. R. I. Pinches, Commander.
(iii) ,, A. N. Chuckerbutty, ,,
(iv) ,, B. K. Uppal, ,,
(v) ,, A. B. Ray, Chief Officer.
(vi) ,, H. P. Ghosh, ,,

(c) Pilot Service (Port Pilotage Section)

- (i) Shri K. N. Rozdon, Pilot.
(ii) ,, U. S. Rao, ,,
(iii) ,, G. K. Verma, ,,
(iv) ,, K. K. Madhak, ,,
(v) ,, B. S. Judge, ,,
(vi) ,, R. N. Kohli, Commander.
(vii) ,, M. L. Vasdev, ,,
(viii) ,, S. K. Gupta, Pilot.

(d) River Survey Service

- (i) Shri R. J. Smith, Assistant River Surveyor
(ii) ,, N. N. Sathaye, ,,
(iii) ,, A. Kapur, ,,
(iv) ,, Trilok Singh, ,,

APPENDIX—"A"
(Contd.)

(e) **Marine Engineer (First Class)**

- (i) Shri M. P. S. Sodhi, Chief Engineer, Class I Vessel.
- (ii) „ R. N. Paul, „
- (iii) „ K. L. Mukherjee, „
- (iv) „ J. J. Tarapore, „
- (v) „ R. I. S. Madan, Second Engineer.
- (vi) „ S. K. Banerjee, Chief Engineer, Class I Vessel.

(f) **Junior Marine Engineer**

- (i) Shri Makhan Chatterjee, General Secretary, Calcutta Port Shramik Union, (Representing Junior Marine Engineers).
- (ii) „ Panchanan Pal, Engineer-in-Charge, No. 4 Hopper Barge.

(g) **Berthing Masters' Service**

- (i) Shri R. C. Henry, Assistant Dock Master.
- (ii) „ Nishit A. K. Mookherjee, Berthing Master.
- (iii) „ Mridul M. Mitra, „
- (iv) „ M. K. Ghosh, „
- (v) „ D. P. Gupta, „

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APPENDIX—"A"
(Contd.)

List of persons who gave oral evidence on the second occasion.

Shri K. Mitter, Chairman.

Commander C. J. Mohan, Deputy Conservator.

Shri W. T. Cullion, Harbour Master.

„ C. V. Adolphus, River Surveyor.

„ S. K. Paul, Engineer Superintendent.

„ B. S. Pavri, Port Pilotage Officer.

(a) Harbour Master's Service.

(i) Shri J. Prasad, Assistant Harbour Master.

(ii) „ S. H. Hanowar, „

(b) Dredger and Despatch Service.

(i) Shri G. R. I. Pinches, Commander.

(ii) „ G. J. Dhurandhar, „

(iii) Shri M. Singh, Commander.

(iv) „ J. A. T. Stephens, „

(c) Pilot Service (Port Pilotage Section)

(i) Shri K. N. Rozdon, Pilot.

(ii) „ K. K. Madhak, „

(d) River Survey Service.

(i) Shri S. P. Sarathy, Deputy River Surveyor.

(ii) „ N. N. Sathaye, Assistant River Surveyor.

(iii) „ S. K. Bose, „

(e) Marine Engineer (First Class)

(i) Shri M. P. S. Sodhi, Chief Engineer, Class I Vessel.

(ii) „ K. L. Mukherjee, „

(f) Junior Marine Engineer.

(i) Shri Panchanan Pal, Engineer-in-Charge, No. 4 Hopper Barge.

(ii) „ Makhan Chatterjee, General Secretary, Calcutta Port Shramik Union, (Representing Junior Marine Engineers).

APPENDIX "A"
(Contd.)

- (iii) Shri M. K. Chand, Second Engineer.
 - (iv) „ S C. Sarkar, Engineer-in-Charge.
 - (v) „ B. C. Banic Chowdhury, „
 - (vi) „ D. K. Roy , Junior Marine Engineer.
- (g) **Berthing Masters' Service.**
- (i) Shri Nishit A. K. Mookherjee, Berthing Master.
 - (ii) „ Mridul M. Mitra, „



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**Comparative statement of basic salary drawn by the officers under the
Calcutta Port Commissioners and Merchant Shipping Companies.**

Year	Designation.	MERCHANT NAVY		CALCUTTA PORT COMMISSIONERS					
		Messrs. Scindia Steam Navigation & Eastern Shipping	Messrs. India Steam Ship	Dredger & Despatch	Assistant Harbour Master	Pilot Service		River Survey Service.	Berthing Master.
1	2	3	4	5	6	7		8	9
		Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
						Consoli- dated scale.	With night fee.		
1	Apprentice	—	—	—	—	275.00	275.00	275.00	100.00
2	Do	—	—	—	—	275.00	275.00	275.00	120.00
3	Do	—	—	—	—	300.00	300.00	300.00	140.00
4	Fourth Officer (Merchant Navy)	450.00	490.00	—	—	300.00	300.00	300.00	300.00
5	Do	460.00	500.00	—	—	325.00	325.00	325.00	330.00
6	Third Officer (Merchant Navy)	550.00	580.00	—	—	800.00	600.00	600.00	360.00
7	Do	560.00	590.00	—	—	840.00	640.00	640.00	390.00
8	Second Officer (Merchant Navy)	660.00	720.00	—	—	880.00	680.00	680.00	420.00
9	Do	670.00	735.00	—	—	920.00	720.00	720.00	450.00
10	Chief Officer	860.00	920.00	900.00	900.00	960.00	760.00	760.00	480.00
11	Do	875.00	940.00	950.00	950.00	1150.00	800.00	800.00	510.00
12	Do	890.00	960.00	1000.00	1000.00	1190.00	840.00	840.00	540.00
13	Do	905.00	980.00	1050.00	1050.00	1230.00	880.00	880.00	570.00
14	Do	925.00	1000.00	1100.00	1100.00	1270.00	920.00	920.00	600.00
15	Do	945.00	1020.00	1150.00	1150.00	1310.00	960.00	960.00	630.00
16	Do	990.00	1040.00	1200.00	1200.00	1350.00	1000.00	1000.00	660.00
17	Master	1125.00	1060.00	1250.00	1250.00	1400.00	1050.00	1050.00	690.00
18	Do	1190.00	—	1300.00	1325.00	1450.00	1100.00	1100.00	720.00
19	Do	1255.00	—	1350.00	1400.00	1500.00	1150.00	1150.00	750.00
20	Do	1320.00	—	1400.00	1450.00	1550.00	1200.00	1200.00	780.00
21	Do	1385.00	—	1450.00	1500.00	1600.00	1250.00	1250.00	810.00
22	Do	1450.00	—	1500.00	1550.00	1700.00	1350.00	1300.00	840.00
23	Do	1515.00	—	1550.00	1600.00	1750.00	1400.00	1350.00	870.00
24	Do	1580.00	—	1600.00	1650.00	—	—	1400.00	900.00
25	Do	1650.00	—	1650.00	1700.00	—	—	—	—
26	Do	1720.00	—	—	1750.00	—	—	—	—
27	Do	1790.00	—	—	—	—	—	—	—
28	Do	1860.00	—	—	—	—	—	—	—
29	Do	1930.00	—	—	—	—	—	—	—
30	Do	2000.00	—	—	—	—	—	—	—

**Comparative statement of basic salary drawn by the officers under the
Calcutta Port Commissioners and Merchant Shipping Companies.**

Year	Designation.	Messrs. Scindia Steam Navigation & Co.		Messrs. India Steam Ship Co.		Calcutta Port Commissioners.			
		Certified	Uncertified	Certified	Uncertified	Designation	Certified	Uncertified	Class I Engineer
1	2	3	4	5	6	7	8	9	10
		Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.		Rs. nP.	Rs. nP.	Rs. nP.
1	Apprentice								
2	Do								
3	Do								
4	Fifth Engineer	—	440.00	480.00	450.00 (Fixed)	Junior Engineer	280.00	250.00	—
5	Do	—	450.00	490.00	—		290.00	260.00	—
6	Fourth Engineer	550.00	495.00	540.00	480.00 (Fixed)		300.00	270.00	—
7	Do	560.00	505.00	550.00	—		310.00	280.00	—
8	Third Engineer	660.00	615.00	640.00	600.00		325.00	290.00	—
9	Do	670.00	625.00	720.00	615.00		340.00	300.00	—
10	Second Engineer	860.00	640.00	920.00	630.00		355.00	310.00	Relieving and Second Engineer 700.00
11	Do	875.00	—	940.00	630.00		370.00	325.00	750.00
12	Do	890.00	—	960.00	645.00		385.00	340.00	800.00
13	Do	905.00	—	980.00	660.00		400.00	355.00	850.00
14	Do	925.00	—	1000.00	675.00		420.00	370.00	900.00
15	Do	945.00	—	1020.00	Senior Third Engineer.		440.00	385.00	950.00
16	Do	990.00	—	1040.00	—		460.00	400.00	1000.00
17	Chief Engineer	1055.00	—	1150.00	—		480.00	420.00	1050.00
18	Do	1115.00	—	1200.00	—		500.00	440.00	1100.00
19	Do	1175.00	—	1250.00	—		540.00	460.00	1150.00
20	Do	1235.00	—	1300.00	—		580.00	480.00	1200.00
21	Do	1295.00	—	1350.00	—		620.00	500.00	1250.00
22	Do	1355.00	—	1400.00	—		660.00	—	1250.00
23	Do	1415.00	—	1450.00	—		700.00	—	1250.00
24	Do	1475.00	—	1500.00	—		740.00	—	1250.00
25	Do	1540.00	—	1550.00	—		740.00	—	1250.00
26	Do	1605.00	—	1600.00	—		740.00	—	1250.00
27	Do	1670.00	—	1650.00	—		740.00	—	1250.00
28	Do	1735.00	—	1700.00	—		—	—	1250.00
29	Do	1800.00	—	1750.00	—		—	—	1250.00
30	Do	1865.00	—	1800.00	—		—	—	—
31	Do	—	—	1850.00	—		—	—	—
32	Do	—	—	1950.00	—		—	—	—

Comparative Statement showing the total emoluments drawn by officers of the various Services under the Commissioners and by the officers of the Merchant Navy.

APPENDIX—B-11

MERCHANT NAVY

CALCUTTA PORT COMMISSIONERS

Year	Destination	Service	Rank	Pilot		Assistant River Surveyor.		
				Compounded Scale	With Night Piloage Fee.			
1	2	3	4	5	6	7	8	9
4th year	4th Officer (3 years' experience)	Sindia Steam Navigation	Eastern Shipping Corporation	Dredger & Despatch Service	Assistant Harbour Master	(Leadman)	Pay	Pay
							300.00	300.00
							Same.	Away from Base allowance (on the basis of 18 days a month).
							72.00	63.00
							75.00	70.00
							42.00	30.00
							70.00	150.00
							30.00	25.00
							33.25	33.25
							25.00	
							800.00	600.00
							100.00	85.00
							75.00	75.00
							85.00	64.25
							42.00	63.00
							80.00	150.00
							25.00	25.00
							100.00	
							74.00	
							350.40	
							Rs. 1,381.00	1,062.25
							Rs. 572.25	Rs. 671.25
							800.00	600.00
							100.00	85.00
							75.00	75.00
							85.00	64.25
							42.00	63.00
							80.00	150.00
							25.00	25.00
							100.00	
							74.00	
							350.40	
							Rs. 1,381.00	1,062.25

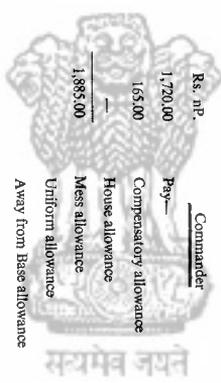


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MERCHANT NAVY

CALCUTTA PORT COMMISSIONERS

Year.	Designation.	Scindia Steam Navigation	Eastern Shipping Corporation.	Dredger & Despatch Service.	Assistant Harbour Master	PILLOT Compounded scale With Night Pilouage fee.	Assistant River Surveyor.	
1	2	3	4	5	6	7	8	9
26th Year	Master (M.O.T. Master's Foreign-going certificate)	Pay— Mess allowance Bonus	Rs. n.p. 1,720.00 165.00 286.67 2,171.67	Commander Pay— Compensatory allowance House allowance Mess allowance Uniform allowance Away from Base allowance Transport allowance Command pay (Reached maximum on the 25th Year)	Rs. n.p. 1,699.00 100.00 165.00 150.00 25.00 100.00 100.00 200.00 2,490.00	Rs. n.p. 1,750.00 100.00 175.00 40.00 25.00		
30th Year.	Master (-do-)	Pay— Mess allowance Bonus	2,000.00 165.00 333.34 2,498.34 (Maximum)	Do	Do	Do	Do	2,538.91 (Maximum)



MERCHANT NAVY				CALCUTTA PORT COMMISSIONERS			
Year.	Designation.	Messrs. Sanchia Steam Navigation, & Co.	Eastern Shipping Corporation.	Certified.	Uncertified.		
1	2	3	4	5	6	7	
				Junior Marine Engineer	Senior Marine Engineer (1st Class Certificate).		
14th Year	2nd Engineer (1st Class or 2nd Class Engineer's certificate).	Pay— Mess allowance; Compensation for extra hours of work; Bonus	Rs. n.p. 925.00 165.00 92.50 154.16	Pay— Dearness allowance Compensatory allowance House allowance Pay from Base allowance Uniform allowance	Rs. n.p. 420.00 70.00 40.00 45.50 70.00 25.00	Relieving Engineer (With 1st Class certificate) Pay— Dearness allowance Compensatory allowance House allowance Away from Base allowance Uniform allowance	Rs. n.p. 900.00 100.00 100.00 25.00 70.00 25.00
			1,336.66		615.50	1,265.00	
					86.11	200.00	
					100.00	100.00	
					50.00	150.00	
					701.61	(For those not attached to the Bucket Section)	
					670.50	1,715.00	
					86.11	(For those attached to P.D. Umh).	
					100.00	(Chief Engineer)	
					50.00	318.60	
					701.61	(For those attached to P.D. Umh).	
					615.50		
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					615.50		
					86.11		
					100.00		
					50.00		
					701.61		

List showing the numbers and present appointments of Indian Officers who obtained Master's (Foreign-going) Certificate during the years 1955 to 1959.

Year.	Number.	Appointment†			2 Dead and 1 from Pakistan.
		Shore.	Sea.	Not known.	
1955	20	10	4	3	
1956	23	11	11	1	
1957	79	25	38	16	
1959	38	9	23	6	
	<u>160</u>	<u>55</u>	<u>76</u>	<u>26</u>	<u>3</u>
					<u>=160</u>

CALCUTTA

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Harbour Master	2150/00	2450/00

Scale—Rs. 2150/00 (fixed).
 Pay—
 Compensatory allowance 100/00
 Car allowance 200/00
 plus house allowance @ 10% of pay. (No overtime) 2450/00

BOMBAY

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Harbour Master	1900/00	2200/00

Scale—Rs. 1900 (fixed).
 Pay—
 Compensatory allowance 100/00
 Car allowance 150/00
 Uniform allowance 250/00
 plus house allowance @ 12 1/2% of pay. (No overtime) 2200/00

MADRAS

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Harbour Master	1200/00	1600/00

Scale—Rs. 1200-50-100-50-500
 Pay—
 Car allowance 100/00
 Uniform allowance 50/00
 plus house allowance @ 10% of pay. (No overtime) 150/00
 plus house allowance @ 10% of pay. (No overtime) 1750/00

VIZAG

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Harbour Master & Dockyard Superintendent	800/00	1300/00

Scale—Rs. 800-50-100-50-150
 Pay—
 Dearness pay 50/00
 Special pay 100/00
 Uniform allowance 100/00
 plus house allowance @ 10% of pay. (No overtime) 750/00

COCHIN

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Harbour Master	1200/00	1600/00

Scale—Rs. 1200-50-100-50-100
 Pay—
 Uniform allowance 250/00
 plus house allowance @ 10% of pay. (No overtime) 1625/00

KANPURA

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Harbour Master	1200/00	1600/00

Scale—Rs. 1200-50-100-50-100
 Pay—
 Uniform allowance 250/00
 plus house allowance @ 10% of pay. (No overtime) 1625/00



Deputy Harbour Master

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Deputy Harbour Master	2000/00	2300/00

Scale—Rs. 2000 (fixed).
 Pay—
 Compensatory allowance 100/00
 Car allowance 150/00
 plus house allowance @ 10% of pay. (No overtime) 2300/00

Senior Dock Master

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Senior Dock Master	1800/00	2100/00

Scale—Rs. 1800 (fixed).
 Pay—
 Compensatory allowance 100/00
 Car allowance 150/00
 Uniform allowance 250/00
 plus house allowance @ 12 1/2% of pay. (No overtime) 2100/00

Dock Master

Designation	Initial pay	Maximum pay
	Rs. nP	Rs. nP
Dock Master	1900/00	2100/00

Scale—Rs. 1900 (fixed).
 Pay—
 Compensatory allowance 100/00
 Car allowance 150/00
 plus house allowance @ 10% of pay. (No overtime) 2150/00

DESIGNATION	CALCUTTA		BOMBAY		MADRAS	
	Initial pay	Maximum pay	Initial pay	Maximum pay	Initial pay	Maximum pay
	Rs. nP.	Rs.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
Mooring Master	Scale Rs. 1850/- (fixed).					
	Pay	1,850.00		No comparative post.		No comparative post.
	Car allowance	175.00				
	Compensatory allowance	100.00				
	Uniform allowance	25.00				
	Mess allowance	40.00				
		2,190.00				
	Plus house allowance @10% of pay. (No overtime)					
Assistant Mooring Master.	Scale Rs. 1800/- (fixed).					
	Pay	1,800.00		No comparative post.		No comparative post.
	Compensatory allowance	100.00				
	Car allowance	175.00				
	Uniform allowance	25.00				
	Mess allowance	40.00				
		2,140.00				
	Plus house allowance @10% of pay. (No overtime)					
Officer-in-Charge Port Dredging	Scale Rs. 1800/- (fixed).					
	Pay	1,800.00		No comparative post.		No comparative post.
	Compensatory allowance	100.00				
	Car allowance	175.00				
	Uniform allowance	25.00				
	Mess allowance	40.00				
		2,140.00				
	Plus house allowance @10% of pay. (No overtime)					



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APPENDIX 'D'—(Contd.)

VIZAG		COCHIN		KANDLA	
Initial pay	Maximum pay	Initial pay	Maximum pay	Initial pay	Maximum pay
Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
No comparative post.		No comparative post.		No comparative post.	
No comparative post.		No comparative post.		No comparative post.	
No comparative post.		No comparative post.		No comparative post.	



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No comparative post.

DESIGNATION	CALCUTTA		BOMBAY				MADRAS			
	Initial pay Rs. nP.	Maximum pay Rs. nP.	Initial pay Rs. nP.	Initial pay Rs. nP.	Maximum pay Rs. nP.	Initial pay Rs. nP.	Pilot Rs. nP.	Maximum pay Rs. nP.		
Assistant Harbour Master	Scale—Rs. 800-50-1250-75-1,400-50-1,750		Scale—Rs. 800-50-1,250-75-1,400-50-1,700				Scale—Rs. 800-40-1,000-50-1,500			
	Pay—	900.00	Pay—	900.00	Pay—	1,700.00	Pay	800.00	Pay	1,500.00
	Dearness allowance	100.00	Compensatory allowance	100.00	Dearness allowance	100.00	Compensatory allowance	100.00	Dearness allowance	100.00
	Compensatory allowance	75.00	Car allowance	175.00	Compensatory allowance	50.00	Car allowance	175.00	Car allowance	100.00
	Car allowance	175.00	Uniform allowance	25.00	Car allowance	175.00	Mess allowance	40.00	Uniform allowance	25.00
	Uniform allowance	25.00	Mess allowance	40.00	Mess allowance	40.00	Uniform allowance	25.00		
	Mess allowance	40.00	Mooring/Unmooring fee (average)	156.02	Uniform allowance	25.00				
	Mooring/Unmooring fee (average)	156.02								
	Plus house allowance @ 10% of pay. (Overtime not included)	1,471.02	Plus house allowance @ 10% of pay. (Overtime not included)	2,246.02	Plus house allowance @ 15% of pay. (Overtime not included)	1,290.00	Plus house allowance @ 12 1/2% of pay. (Overtime not included)	2,040.00		
Port Pilotage Officer.	Scale—Rs. 1,900/- (fixed)		Harbour Master Scale—Rs. 1,900/- (fixed)				your Master Scale—Rs. 1,200-50-1,300-60-1,600			
	Pay—	1,900.00	Pay—	1,900.00	Pay—	1,900.00	Pay	1,200.00	Pay	1,600.00
	Compensatory allowance	100.00	Car allowance	175.00	Car allowance	175.00	Car allowance	100.00	Car allowance	100.00
	Car allowance	150.00	Uniform allowance	25.00	Uniform allowance	25.00	Uniform allowance	50.00	Uniform allowance	50.00
			Compensatory allowance	100.00	Compensatory allowance	100.00				
	Plus house allowance @ 10% of pay. (No overtime)	2,150.00	Plus house allowance @ 12 1/2% of pay. (No overtime)	2,200.00	Plus house allowance @ 12 1/2% of pay. (No overtime)	2,200.00	Plus house allowance @ 10% of pay. (No overtime)	1,350.00	Plus house allowance @ 10% of pay. (No overtime)	1,750.00
Assistant Port Pilotage Officer	Scale—Rs. 1,800/- (fixed)		Master Pilot Scale—Rs. 1,750/- (fixed)							
	Pay—	1,800.00	Pay—	1,750.00	Pay—	1,750.00				
	Compensatory allowance	100.00	Compensatory allowance	100.00	Compensatory allowance	100.00				
	Uniform allowance	25.00	Uniform allowance	25.00	Uniform allowance	25.00				
	Transport allowance	100.00	Car allowance	150.00	Car allowance	150.00				
	Plus house allowance @ 10% of pay. (No overtime)	2,025.00	Plus house allowance @ 12 1/2% of pay. (No overtime)	2,025.00	Plus house allowance @ 12 1/2% of pay. (No overtime)	2,025.00				

APPENDIX "D"—(Contd.)

VIZAG				COCHIN				KANDLA				BAY	
Initial pay Rs. nP.	Pilot	Maximum pay Rs. nP.		Initial pay Rs. nP.	Pilot	Maximum pay Rs. nP.		Initial pay Rs. nP.	Pilot	Maximum pay Rs. nP.		Pilot	Maximum pay Rs. nP.
Scale—Rs. 800-40-1,000-50-1,500				Scale—Rs. 800-40-1,000-50-1,500				Scale—Rs. 800-40-1,000-50-1,500				Scale—Rs. 1,400-50-1,700	
Pay	800.00	Pay	1,500.00	Pay	120.00	Pay	1,500.00	Pay	800.00	Pay	1,500.00	Pay	1,700.00
Dearness allowance	100.00	Car allowance	75.00	Dearness allowance	90.00	Uniform allowance	25.00	Dearness allowance	100.00	Uniform allowance	25.00	Compensatory allowance	100.00
Car allowance	75.00	Uniform allowance	25.00	Uniform allowance	25.00			Uniform allowance	25.00			Car allowance	175.00
Uniform allowance	25.00								925.00		1,525.00	Mess allowance	40.00
	1,000.00		1,600.00		145.00		1,525.00		(No overtime)		(No overtime)	Uniform allowance	25.00
	(No overtime)		(No overtime)		Plus hot allowance @ 10% of pay. (No overtime)		Plus house allowance @ 10% of pay. (No overtime)						2,040.00
													Plus house allowance @ 12 1/2% of pay. (Overtime not included)
Harbour Master and Dredger Superintendent				Harbour Master				Harbour Master					
Scale—Rs. 800-40-1,000-50-1,500				Scale—Rs. 1,200-50-1,300-60-1,600				Scale—Rs. 1,200-50-1,300-60-1,600					
Pay	800.00	Pay	1,500.00	Pay	100.00	Pay	1,600.00	Pay	1,200.00	Pay	1,600.00		
Dearness allowance	100.00	Special pay	100.00	Uniform allowance	25.00	Uniform allowance	25.00	Uniform allowance	25.00	Uniform allowance	25.00		
Special pay	100.00	Uniform allowance	25.00										
Uniform allowance	25.00	Car allowance	75.00										
Car allowance	75.00												
	1,100.00		1,700.00		125.00		1,625.00		1,225.00		1,625.00		
	(No overtime)		(No overtime)		Plus hot allowance @ 10% of pay. (No overtime)		Plus house allowance @ 10% of pay. (No overtime)		(No overtime)		(No overtime)		

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DESIGNATION	CALCUTTA		BOMBAY		MADRAS			
	Initial pay Rs. n.P.	Maximum pay Rs. n.P.	Initial pay Rs. n.P.	Maximum pay Rs. n.P.	Initial pay Rs. n.P.	Maximum pay Rs. n.P.	Initial pay Rs. n.P.	Maximum pay Rs. n.P.
Commander	Scale Rs. 1,800/- (fixed)		Master Pilot Scale Rs. 1,750/- (fixed)		Scale Rs. 800-40-1,000-50-1,500.			
Pay	1,800.00		Pay	1,750.00	Pay	800.00	Pay	1,500.00
Compensatory allowance	100.00		Compensatory allowance	100.00	Compensatory allowance	100.00	Compensatory allowance	100.00
Uniform allowance	25.00		Uniform allowance	25.00	Uniform allowance	100.00	Uniform allowance	25.00
Transport allowance	100.00		Car allowance	150.00	Car allowance	175.00	Car allowance	100.00
Mess allowance	150.00		*Mess allowance	40.00	Mess allowance	40.00	Mess allowance	40.00
Away from Base allowance	80.00 (average)		Plus house allowance @ 12½% of pay.	2,065.00	Plus house allowance @ 15% of pay. (Overtime not included)	1,290.00	Plus house allowance @ 12½% of pay. (Overtime not included)	2,040.00
Plus house allowance @ 10% of pay. (No overtime)	2,255.00				Plus house allowance @ 10% of pay. (Overtime not included)	1,222.00	Plus house allowance @ 10% of pay. (Overtime not included)	2,105.00
Pilot (without Night Pilotage Fee)	Scale Rs. 275/300/325/800-40-880/920-40-960/1,150-40-1,350-50-1,600/1,700-50-1,750.		Scale Rs. 800-50-1,250-75-1,400-50-1,700.		Scale Rs. 800-40-1,000-50-1,500.			
Pay	Rs. n.P. 800.00	Pay Rs. n.P. 1,750.00	Pay	Rs. n.P. 900.00	Pay	Rs. n.P. 800.00	Pay	Rs. n.P. 1,500.00
Dearness allowance	100.00	—	Dearness allowance	100.00	Compensatory allowance	100.00	Dearness allowance	100.00
Compensatory allowance	75.00	Compensatory allowance 100.00	Compensatory allowance	50.00	Car allowance	175.00	Car allowance	100.00
Away from Base allowance (average)	42.00	Away from Base allowance (average) 50.00	Car allowance	175.00	Car allowance	175.00	Uniform allowance	25.00
Mess allowance	80.00	Mess allowance 80.00	Mess allowance	40.00	Mess allowance	40.00	Uniform allowance	25.00
Uniform allowance	25.00	Uniform allowance 25.00	Uniform allowance	25.00	Uniform allowance	25.00		
Transport allowance	100.00	Transport allowance 100.00						
Plus house allowance @ 10% of pay. (Overtime not included)	1,222.00	Plus house allowance @ 10% of pay. (Overtime not included) 2,105.00	Plus house allowance @ 15% of pay. (Overtime not included)	1,290.00	Plus house allowance @ 12½% of pay. (Overtime not included)	2,040.00	Plus house allowance @ 10% of pay. (No overtime)	1,625.00
							Plus house allowance @ 10% of pay. (No overtime)	1,625.00
Pilot (with Night Pilotage Fee)	Scale Rs. 275/300/325/600-40-680/720-40-760/800-40-1,000-50-1,250/1,350-50-1,400.							
Pay	600.00	Pay 1,400.00						
Dearness allowance	85.00	—						
Compensatory allowance	75.00	Compensatory allowance 75.00						
Away from base allowance (average)	42.00	Away from Base allowance (average) 50.00						
Mess allowance	80.00	Mess allowance 80.00						
Uniform allowance	25.00	Uniform allowance 25.00						
Transport allowance	100.00	Transport allowance 100.00						
Night Pilotage fee	350.40	Night Pilotage fee 623.00						
plus house allowance @ 10% of pay. (Overtime not included)	1,357.40	plus house allowance @ 10% of pay. (Overtime not included) 2,353.00						

*Only two of the three Master Pilots, who perform acts of Pilotage when the Pilot Vessels is not on stations or who stay on board in command of the Pilot Vessel alternately for two days at a time, when the vessel is on station, are eligible for mess allowance. The third Master Pilot who works in the Head Office as Assistant to the Harbour Master is not eligible for the mess allowance.

APPENDIX 'D'—(Contd.)

VIZAG

Initial pay
Rs. nP. Maximum pay
Rs. nP.

Scale Rs. 800-40-1,000-50-1,500

Pay	Rs. nP. 800.00	Pay	Rs. nP. 1,500.00
Dearness allowance	100.00	Uniform allowance	25.00
Uniform allowance	25.00	Car allowance	75.00
Car allowance	75.00		

1,000.00

(No overtime)

1,600.00

(No overtime)

COCHIN

Initial pay
Rs. nP. Maximum pay
Rs. nP.

Scale Rs. 800-40-1,000-50-1,500

Pay	Rs. nP. 920.00	Pay	Rs. nP. 1,500.00
Dearness allowance	100.00	Uniform allowance	25.00
Uniform allowance	25.00		

1,045.00

Plus house allowance
@ 10% of pay.
(No overtime)

Scale Rs. 800-40-1,000-50-1,500

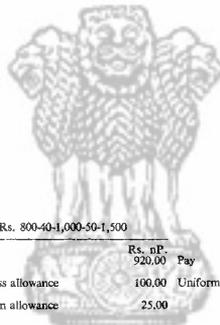
Pay	Rs. nP. 800.00	Pay	Rs. nP. 1,500.00
Dearness allowance	100.00	Dearness allowance	100.00
Uniform allowance	25.00	Uniform allowance	25.00

925.00

(No overtime)

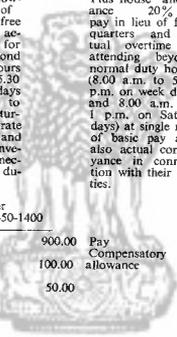
1,525.00

(No overtime)



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DESIGNATION	CALCUTTA		BOMBAY		MADRAS	
	Initial pay Rs. n.P.	Maximum pay Rs. n.P.	Initial pay Rs. n.P.	Maximum pay Rs. n.P.	Initial pay Rs. n.P.	Maximum pay Rs. n.P.
Commodore	Scale—Rs. 800-50-1650		Senior Dredging Master Scale—Rs. 1100-50-1500		Harbour Master Scale—Rs. 1200-50-1300-60-1600	
	Pay 1,650.00		Pay 1,100.00	Pay 1,500.00	Pay 1,200.00	Pay 1,600.00
	Compensatory allowance 100.00		Compensatory allowance 75.00	Compensatory allowance 100.00	Car allowance 100.00	Car allowance 100.00
	Mess allowance 150.00				Uniform allowance 50.00	Uniform allowance 50.00
	Away from Base allowance (average) 100.00					
	Uniform allowance 25.00					
	Conveyance allowance 100.00					
	Command Pay 300.00					
	2,425.00		1,175.00	1,600.00	1,350.00	1,750.00
	Plus house allowance @10% of pay. (No overtime)		Plus house allowance @22½% of pay in lieu of free quarters and actual overtime for attending beyond normal duty hours (8.00 a.m. to 5.30 p.m. on week days and 8.00 a.m. to 1 p.m. on Saturdays) at single rate of basic pay and also actual conveyance in connection with their duties.	Plus house allowance @ 20% of pay in lieu of free quarters and actual overtime for attending beyond normal duty hours (8.00 a.m. to 5.30 p.m. on week days and 8.00 a.m. to 1 p.m. on Saturdays) at single rate of basic pay and also actual conveyance in connection with their duties.	Plus house allowance @10% of pay. (No overtime)	Plus house allowance @ 10% of pay. (No overtime)
Commander	Scale—Rs. 800-50-1650		Dredging Master Scale—Rs. 900-50-1400			
	Pay 1,250.00	Pay 1,650.00	Pay 900.00	Pay 1,400.00		
	Compensatory allowance 75.00	Compensatory allowance 100.00	Dearness allowance 100.00	Compensatory allowance 75.00		
	Mess allowance 150.00	Mess allowance 150.00	Compensatory allowance 50.00			
	Away from Base allowance (average) 100.00	Uniform allowance 25.00				
	Conveyance allowance 100.00	Away from Base allowance (average) 100.00				
	Command pay 200.00	Conveyance allowance 100.00				
	Uniform allowance 25.00	Command Pay 200.00				
	1,900.00	2,325.00	1,050.00	1,475.00		
	Plus house allowance @ 10% of pay. (No overtime)	Plus house allowance @ 10% of pay. (No overtime)	Plus house allowance @ 25% of pay in lieu of free quarters and actual overtime for attending beyond normal duty hours at single rates of basic pay and also actual conveyance in connection with their duties.	Plus house allowance @ 22½% of pay in lieu of free quarters and actual overtime for attending beyond normal duty hours at single rates of basic pay and also actual conveyance in connection with their duties.		



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APPENDIX 'D'—(Contd.)

VIZAG				COCHIN				KANDLA			
Minimum pay Rs. nP.	Initial pay Rs. nP.	Maximum pay Rs. nP.		Initial pay Rs. nP.	Maximum pay Rs. nP.			Initial pay Rs. nP.	Maximum pay Rs. nP.		
Harbour Master & Dredger Superintendent Scale—Rs. 800-40-1000-50-1500				Dredging Superintendent Scale—Rs. 600-40-1000-50/2-1150							
Pay	800.00	Pay	1,500.00	Pay	600.00	Pay	1,150.00				
Dearness allowance	100.00	Special pay	100.00	Dearness allowance	85.00						
Special pay	100.00	Uniform allowance	25.00								
Uniform allowance	25.00	Car allowance	75.00								
Car allowance	75.00										
	<u>1,100.00</u>		<u>1,700.00</u>		<u>685.00</u>		<u>1,150.00</u>				
(No overtime)		(No overtime)									
				<p>Plus bonus at 33 1/3% of pay for work beyond 12 hours. It is proportionately reduced if extra hours of duty fall short of full 4 hours required to be put in.</p>				<p>Plus bonus at 33 1/3% of pay for work beyond 12 hours. It is proportionately reduced if extra hours of duty fall short of full 4 hours required to be put in.</p>			
(j) Dredger Commander S. D. "Vizag" Scale—Rs. 600-40-1000-1000-1050-1050-1100-1100-1150								Master Tug Scale—Rs. 500-30-740			
Pay	600.00	Pay	1,150.00					Pay	500.00	Pay	740.00
Dearness allowance	85.00							Dearness allowance	70.00	Dearness allowance	85.00
	<u>685.00</u>		<u>1,150.00</u>								
(No overtime)		(No overtime)									
(ii) Dredger Commander S. D. "Visakha" Scale—Rs. 800-40-1000/2-1050/2-1100/2-1150-50-1300											
Pay	800.00	Pay	1,300.00								
Dearness allowance	100.00										
	<u>900.00</u>		<u>1,300.00</u>						<u>570.00</u>		<u>825.00</u>
(No overtime)		(No overtime)						(No overtime)		(No overtime)	



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APPENDIX--D--(Contd.)

VIZAG

COCHIN

KANDLA

Initial pay
Rs. nP.

Maximum pay
Rs. nP.

Initial p
Rs. nP.

Maximum pay
Rs. nP.

Initial pay
Rs. nP.

Maximum pay
Rs. nP.

(i) Dredger Chief Officer S.D. "Vizagapatam"

Scale Rs. 550-40-950-50/2-1,050

Pay---	550.00	Pay---	1,050.00
Dearness allowance	85.00	Dearness allowance	50.00
	<u>635.00</u>		<u>1,100.00</u>
(No overtime)		(No overtime)	

(ii) Dredger Chief Officer S.D. "Visakha"

Scale Rs. 650-30-800

Pay---	650.00	Pay---	800.00
Dearness allowance	85.00	Dearness allowance	100.00
	<u>735.00</u>		<u>900.00</u>
(No overtime)		(No overtime)	



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Designation	CALCUTTA		BOMBAY		MADRAS	
	Initial pay	Maximum pay	Initial pay	Maximum pay	Initial pay	Maximum pay
	Rs. n.P.	Rs. n.P.	Rs. n.P.	Rs. n.P.	Rs. n.P.	Rs. n.P.
Engineer Superintendent	Scale Rs. 1,200-100-1,800 Pay— 1,200.00 Compensatory allowance 75.00 Car allowance 150.00 1,425.00	Pay— 1,800.00 Compensatory allowance 100.00 Car allowance 150.00 2,050.00				
	Plus house allowance @ 10% of pay. (No overtime)	Plus house allowance @ 10% of pay. (No overtime)				
Assistant Engineer Superintendent	Scale Rs. 700-50-1,250 Pay— 700.00 Dearness allowance 85.00 Compensatory allowance 75.00 Special pay 200.00 (Whenever the post is held by a Chief Engineer or an officiating Chief Engineer Class I Vessel). Car allowance 150.00 1,210.00	Pay— 1,250.00 Compensatory allowance 75.00 Special pay 200.00 (Whenever the post is held by a Chief Engineer or an officiating Chief Engineer, Class I Vessels). Car allowance 150.00 1,675.00				
	Plus house allowance @ 10% of pay. (No overtime)	Plus house allowance @ 10% of pay. (No overtime)				
Chief Engineer, 1st Class B.O.T	Scale Rs. 700-50-1,250 plus a special pay of Rs. 200/- per mensem Pay— 700.00 Dearness allowance 85.00 Compensatory allowance 100.00 Special pay 200.00 Transport allowance 100.00 Uniform allowance 25.00 Mess allowance 150.00 70.00 1,430.00	Pay— 1,250.00 Compensatory allowance 75.00 Special pay 200.00 Transport allowance 100.00 Uniform allowance 25.00 Mess allowance 150.00 100.00 1,900.00	Engineer-in-Charge "Chalura" (1st Class M.O.T.) Scale Rs. 800-40-1,000 Pay— 800.00 Dearness allowance 100.00 Compensatory allowance 50.00 950.00		Pay— 1,000.00 Dearness allowance 100.00 Compensatory allowance 50.00 1,150.00	
	(excepting Chief Engineers attached to Bucket Section) Away from Base allowance (average)	(excepting Chief Engineers attached to Bucket Section) Away from Base allowance (average)	Plus house allowance @ 25% of pay in lieu of free quarters and actual overtime for attending beyond normal duty hours at single rate of basic pay and also actual conveyance charge in connection with their duties.		Plus house allowance @ 22 1/2% of pay in lieu of free quarters and actual overtime for attending beyond normal duty hours at single rate of basic pay and also actual conveyance charge in connection with their duties.	
	Plus house allowance @ 10% of pay. (Overtime for officers attached to P.D. Unit not included).	Plus house allowance @ 10% of pay. (Overtime for officers attached to P.D. Unit not included).				

VIZAG

Initial pay

Rs. nP.

Engineer (2nd Class B. O. T.
or M.O.T.) Rock Breaker-cum
D. D. "Waltair"
Scale Rs.—400-20-600

Pay 400.00 Pay
Dearness allowance 70.00 Dearne

470.00

(No overtime)

CALCUTTA

Designation.

Initial pay

Maximum pay

Rs. nP.

Rs. nP

Second
Engineer.

Scale—Rs. 700-50-1,250

Pay 700.00

Dearness allowance 85.00

Compensatory
allowance 100.00Conveyance
allowance 50.00

Uniform allowance 25.00

Mess allowance 150.00

(excepting 2nd Engi-
neers attached to
Bucket Section)
Away from Base
allowance (average)

70.00

1,180.00

Plus house allowance
@ 10% of pay.
(Overtime for officers
attached to P.D.
Unit not included)

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MADRAS

Initial pay

Maximum pay

Rs. nP.

Rs.

P

APPENDIX 'D'—(Contd.)

VIZAG				COCHIN		KANDLA	
Initial pay		Maximum pay		Initial pay	Maximum pay	Initial pay	Maximum pay
Rs. nP.		Rs. nP.		Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
Second Engineer (1st Class B.O.T. or M.O.T.) S. D. "Vizagapatam" and S. D. "Visakha".							
Scale—Rs. 550-40-950-50/2-1,050.							
Pay	550.00	Pay	1050.00				
Dearness allowance	85.00	Dearness allowance	50.00				
	<u>635.00</u>		<u>1,100.00</u>				
	(No overtime)		(No overtime)				

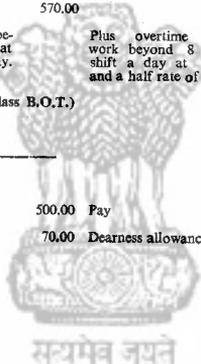


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Designation	CALCUTTA		BOMBAY		MADRAS	
	Initial pay	Maximum pay	Initial pay	Maximum pay	Initial pay	Maximum pay
	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
Engineer-in-Charge, (2nd Class B.O.T)	Scale—Rs. 250-10-310-15-400-20-500-EB-40-740		(i) Engineer-in-Charge "Chelure" (2nd Class M.O.T.) Scale—Rs. 650-25-800		Engineer (2nd or M.O.T.) R. D. D. "Walhat" Scale Rs.—400	
	Pay	740.00	Pay	650.00	Pay	800.00
	Dearness allowance	85.00	Dearness allowance	85.00	Dearness allowance	100.00
	Compensatory allowance	75.00	Compensatory allowance	50.00	Compensatory allowance	50.00
	Special pay	100.00		785.00		950.00
	Conveyance allowance	50.00	Plus house allowance @ 25% of pay in lieu of free quarters and actual overtime for attending beyond normal duty hours at single rate of basic pay and also actual conveyance charge in connection with their duties.	Plus house allowance @ 25% of pay in lieu of free quarters and actual overtime for attending beyond normal duty hours at single rate of basic pay and also actual conveyance charge in connection with their duties.		
	Uniform allowance	25.00				
	Mess allowance (excepting officers attached to Tugs and Hawser Boat) . Away from Base allowance (average)	150.00 50.00	(ii) Engineer 1st Grade (2nd Class M.O.T.) Scale—Rs. 500-25-700			
		1,275.00				
	Plus house allowance @ 10% of pay. (Overtime allowance paid to officers attached to P. D. Unit not included)		Pay	500.00	Pay	700.00
			Dearness allowance	70.00	Dearness allowance	85.00
			Compensatory allowance	50.00	Compensatory allowance	50.00
				620.00		835.00
			Plus house allowance @ 25% of pay in lieu of free quarters in respect of two officers (the third officer is paid a maximum of 15% of pay as house allowance) and actual overtime for attending beyond normal duty hours at single rate of basic pay and also actual conveyance charge in connection with their duties.	Plus house allowance @ 25% of pay in lieu of free quarters in respect of two officers (the third officer is paid a maximum of 15% of pay as house allowance) and actual overtime for attending beyond normal duty hours at single rate of basic pay and also actual conveyance charge in connection with their duties.		

APPENDIX 'D'—(Contd.)

VIZAG			COCHIN			KANDLA		
Initial pay	Maximum pay		Initial pay	Maximum pay		Initial pay	Maximum pay	
Rs. nP.	Rs. nP.		Rs. nP.	Rs. nP.		Rs. nP.	Rs. nP.	
2nd Class B. O. T. Rock Breaker-cum Asst. Engineer Scale—Rs. 500-600			(i) Chief Engineer, Tug (2nd Class B.O.T.) Scale—Rs. 500-30-740			Chief Engineer, Tug "Jambo" and "Rukmani" (2nd Class B.O.T.) Scale—Rs. 500-30-740.		
400.00	600.00	Pay	500.00	740.00	Pay	500.00	740.00	Pay
70.00	85.00	Dearness allowance	70.00	85.00	Dearness allowance	70.00	85.00	Dearness allowance
470.00	685.00		570.00	825.00		570.00	825.00	
(No overtime)	(No overtime)	Plus overtime for work beyond 8 hrs. shift a day at time and a half rate of pay.	(No overtime)	(No overtime)	Plus overtime for work beyond 8 hrs. shift a day at time and a half rate of pay	(No overtime)	(No overtime)	(No overtime)
(ii) Chief Engineer (2nd Class B.O.T.) Hopper Barge Scale—Rs. 500-30-740								
		Pay	500.00	740.00	Pay			
		Dearness allowance	70.00	85.00	Dearness allowance			
			570.00	825.00				



Plus bonus at 33 1/4% of pay for work beyond 12 hrs. It is proportionately reduced if extra hours of duty fall short of full 4 hrs. required to be put in.

Plus bonus at 33 1/4% of pay for work beyond 12 hrs. It is proportionately reduced if extra hours of duty fall short of full 4 hrs. required to be put in.

Designation	CALCUTTA		BOMBAY	
	Initial pay Rs. n.P.	Maximum pay Rs. n.P.	Initial pay Rs. n.P.	Maximum pay Rs. n.P.
Junior Marine Engineer (with recognised certificate)	Scale Rs. 250-10-310-15-400-20-500-EB-40-740.		Engineer 2nd Grade (2nd Cl)	M.O.T.) Scale Rs. 350-25-600
	Pay— 280.00 Dearness allowance 70.00 Compensatory allowance 30.00 Uniform allowance 25.00 Away from Base allowance (average) 50.00 <hr/> 455.00	Pay— 740.00 Dearness allowance 85.00 Compensatory allowance 75.00 Uniform allowance 25.00 Away from Base allowance (average) 50.00 <hr/> 975.00	Pay— 350.00 Dearness allowance 70.00 Compensatory allowance 30.00 <hr/> 450.00	Pay— 600.00 Dearness allowance 85.00 Compensatory allowance 50.00 <hr/> 735.00
	Plus house allowance @ 10% of pay. (Overtime paid to officers attached to P.D. Unit not included)	Plus house allowance @ 10% of pay. (Overtime paid to officers attached to P.D. Unit not included)	Plus house allowance @ 15% of pay in respect of one of the officers (the other two being paid a maximum house allowance upto 25% of pay in lieu of free quarters) and actual overtime for attending beyond normal duty hours at single rate of basic pay and also actual conveyance charge in connection with their duties.	Plus house allowance @ 15% of pay in respect of one of the officers (the other two being paid a maximum house allowance upto 25% of pay in lieu of free quarters) and actual overtime for attending beyond normal duty hours at single rate of basic pay and also actual conveyance charge in connection with their duties
Deputy Dock Master.	Scale Rs. 1,050/- (fixed)		Senior Assistant Dock Master	Scale : Rs. 1050/- (fixed)
	Pay— 1,050.00 Dearness allowance 50.00 Compensatory allowance 75.00 Uniform allowance 25.00 Transport allowance 100.00 <hr/> 1,300.00		Pay— 1,050.00 Uniform allowance 25.00 Conveyance allowance 100.00 Compensatory allowance 75.00 Dearness allowance 50.00 <hr/> 1,300.00	
	Plus free quarters. (No overtime)		Plus house allowance @ 12% of pay. (No overtime)	
Assistant Dock Master	Scale Rs. 950/- (fixed)		Scale Rs. 950/- (fixed)	
	Pay— 950.00 Dearness allowance 100.00 Compensatory allowance 75.00 Uniform allowance 25.00 Transport allowance 100.00 <hr/> 1,250.00		Pay— 950.00 Dearness allowance 100.00 Compensatory allowance 50.00 Uniform allowance 25.00 Conveyance allowance 100.00 <hr/> 1,225.00	
	Plus free quarters (No overtime)		Plus house allowance @ 15% of pay. (No overtime)	
Berthing Master	Scale Rs. 300-30-900 Rs. 420-30-900 (for candidates with 2nd Mates' certificate)		Scale Rs. 650-25-900	
	Pay— 300.00 Dearness allowance 70.00 Compensatory allowance 30.00 Transport allowance 100.00 Uniform allowance 25.00 <hr/> 525.00	Pay— 900.00 Dearness allowance 100.00 Compensatory allowance 75.00 Transport allowance 100.00 Uniform allowance 25.00 <hr/> 1,200.00	Pay— 650.00 Dearness allowance 85.00 Compensatory allowance 50.00 Conveyance allowance 100.00 Uniform allowance 25.00 <hr/> 910.00	Pay— 900.00 Dearness allowance 100.00 Compensatory allowance 50.00 Conveyance allowance 100.00 Uniform allowance 25.00 <hr/> 1,175.00
	Plus house allowance @ 10% of pay. (No overtime)	Plus house allowance @ 10% of pay. (No overtime)	Plus house allowance @ 15% of pay.	Plus house allowance @ 15% of pay.

MADRAS	VIZAG		COCHIN		KANDLA	
Maximum pay Rs. nP.	Initial pay Rs. nP.	Maximum pay Rs. nP.	Initial pay Rs. nP.	Maximum pay Rs. nP.	Initial pay Rs. nP.	Maximum pay Rs. nP.
<u>Engineer (2nd Class B.O.T. or M.O.T.) Rock Breaker-cum-</u>						
<u>D.D. "Walihar".</u>						
Scale—Rs. 400-20-600						
Pay—	400.00	Pay—	600.00			
Dearness allowance	70.00	Dearness allowance	85.00			
	470.00		685.00			
	(No overtime)		(No overtime)			



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Statement showing the total emoluments drawn by the Uncertified Engineers employed by the Merchant Navy on Foreign going vessels.

	Scindia		Eastern Shipping		India Steamship.	
	Scale Rs. 440-640		Rs. 440-640		Rs. 450-675	
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
Pay	440.00	640.00	440.00	640.00	450.00	675.00
Mess allowance	165.00	165.00	165.00	165.00	150.00	150.00
Compensation	44.00	64.00	44.00	64.00	60.00	90.00
Bonus	73.44	105.00	*18.34	26.67	37.50	56.25
	722.44	974.00	667.34	895.67	697.50	971.25

N.B.— The emoluments drawn by the Commissioners' Uncertified Engineers are given in Appendix. 'F'.

Bonus in the case of the officers of Messrs. Scindia Navigation Co. and Messrs. India Steamship Co. has been calculated at the rate of two months' pay per year, though one month's pay as bonus is more usual.

*Allowance for good work calculated at the rate of 15 days' pay in the case of the officers of the Eastern Shipping Corporation.

Comparative Statement showing the total emoluments drawn by the Junior Engineers employed on Home-Trade vessels and the Junior Engineers employed under the Port Commissioners

		Merchant Navy.		Calcutta Port Commissioners.	
		Minimum	Maximum	Minimum	Maximum
		Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
Uncertified Engineer (Rs. 310-525).	Pay	310.00	525.00	Pay	250.00 500.00
	Food	165.00	165.00	Dearness allowance	70.00 70.00
	Overtime	30.00 (5th Engr.)	50.00 (2nd Engr.)	Comp. allowance	20.00 50.00
	Bonus	52.00	87.00	Away from Base allowance	70.00 70.00
				Uniform allowance	25.00 25.00
			House rent allowance	28.00 53.00	
		<u>557.00</u>	<u>827.00</u>		<u>463.00 768.00</u>
Part 'A' Drivers (Rs. 340-525)	Pay	340.00	525.00 (Inland Engineer)	Pay	280.00 740.00
	Food	165.00	165.00	Dearness allowance	70.00 85.00
	Overtime	30.00 (5th Engr.)	50.00 (2nd Engr.)	Comp. allowance	30.00 75.00
	Bonus	57.00	87.00	Away from Base allowance	70.00 70.00
				Uniform allowance	25.00 25.00
		<u>592.00</u>	<u>827.00</u>	House rent allowance	31.00 78.00
					<u>506.00 1,073.00</u>
Second Class Engineer (Rs. 500-735)	Pay	500.00	735.00	Pay	280.00 740.00
	Food	165.00	165.00	Dearness allowance	70.00 85.00
	Overtime	40.00 (3rd Engr.)	50.00	Comp. allowance	30.00 75.00
	Bonus	83.00	122.00	Away from Base allowance	70.00 70.00
				Uniform allowance	25.00 25.00
		<u>788.00</u>	<u>1,072.00</u>	House rent allowance	31.00 78.00
					<u>506.00 1,073.00</u>

Statement showing the total emoluments drawn by the Engineers holding Second Class Foreign Certificate on Foreign going vessels of the Merchant Navy.

	Scindia		Eastern Shipping		India Steamship.	
	Scale—Rs. 550-835		Scale—Rs. 550-835		Scale—Rs. 640-920	
	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
Pay	550.00	835.00	550.00	835.00	640.00	920.00
Mess	165.00	165.00	165.00	165.00	150.00	150.00
Compensation	55.00	83.50	55.00	83.50	85.33	122.33
Bonus	91.70	139.17	*23.00	34.80	53.33	76.67
	<u>861.70</u>	<u>1,222.67</u>	<u>793.00</u>	<u>1,118.30</u>	<u>928.66</u>	<u>1,269.00</u>

N.B.— The emoluments drawn by the Commissioners' Second Class Engineers are given in Appendix 'F'.

*Allowance for good work calculated at the rate of 15 days pay in a year.

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Statement showing the hours of duty, etc. of works of pilots.

MONTHLY AVERAGE—BRANCH PILOT

Year.	No. of vessels piloted	Hours of pilotage		Duration of pilotage		Hours in Sandheads		Hours in Calcutta		Acts of pilotage earning. Night pilotage fees. Nos.
		H.	M.	H.	M.	H.	M.	H.	M.	
1957	8.36	158	09	18	55	115	02	364	55	11.49
1958	8.98	148	16	16	32	116	37	370	45	12.04
1959	8.36	150	26	18	13	145	46	464	33	13.82
Total	25.70	456	51	53	40	377	25	1200	13	37.35
Average ...	8.60	152	17	17	53	125	48	400	04	12.45

MONTHLY AVERAGE—MASTER PILOT

1957	7.06	154	45	21	56	98	08	330	08	11.09
1958	8.76	171	00	18	26	113	31	381	46	13.05
1959	8.51	169	14	19	52	130	31	399	50	13.26
Total	24.33	494	59	60	14	342	10	1111	44	37.40
Average ...	8.11	165	00	20	04	114	03	370	35	12.46

MONTHLY AVERAGE—MATE PILOT

1957	5.86	131	01	22	43	138	08	342	45	9.00
1958	6.16	134	28	21	47	136	36	372	08	9.99
1959	7.31	162	16	22	06	142	37	375	29	11.61
Total	19.33	427	45	66	36	417	21	1090	22	30.60
Average ...	6.44	142	35	22	12	139	07	363	27	10.20