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ECONOMIC COMMISSION FOR LATIN AMERICA
Office for the Caribbean



INTERIM REPORT
ON
PORT ADMINISTRATION

DOMINICA

Prepared by

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DOMINICA

Only two days were set available for the first visit to this island, because with the exception of some hydraulic aspects, the first impression of the Harbour of Roseau I got from the Report of Mr. Appel and other information, were relatively reasonable concerning cargo handling and the extension of the harbour in the future.

However, it appeared that soon the Harbour will be facing the same troubles as they have at Castries, namely:

- lack of storage room, and
- inefficient management of the port.

A very important attendant aspect is that the present method of cargo handling by way of wooden lighters may have to be continued for some time yet, during which an increase in the movement of goods can be expected, with perhaps no short-term extension of the existing jetty.

The lighterage method of cargo handling makes a scientific approach almost impossible, because of many uncertain factors, such as unworkable days, quality and maintenance of the vessels, continuity of the services, the nature of the management organization ashore, etc. Nevertheless, it has to be accepted as long as the projected new wharf including sheds etc. are not yet realised.

In response to a recent request by the Ministry of Finance, Mr. C.E. Neblett of the Port Authority of Barbados made an examination of the organization and methods of operation of the Port Division of the mentioned ministry, during the period from 10-20 October 1969. His findings and recommendations are submitted in the "Report of the Commission of Enquiry into the Conditions at the Roseau Harbour."

After only 1-1/2 days of discussions with several persons (See Appendix I) and a short visit to the Harbour, it is impossible to come into such an insight in which I can give a fully informed opinion upon the mentioned recommendations. However, it seems to me that the report is the best available basis for the further discussions with officials and business people at Roseau.

I am at one with the conclusion:

"The Ministry of Communications and Works shall have to create as soon as possible a Transitional Administration, in charge of the Management of the Harbour and in accordance with the present norms of all efficient harbours."

Accordingly, the norms and possible organizational methods mentioned
..... in the Appendices II - IX are presented as a framework of considerations.

It seems possible on the basis of these data and methods to find a solution, acceptable to all parties concerned and to create an Administration, from which the final Management Body (the Port Authority) can be developed in time.

Appendix 1

Officials and business people met

Hon. R. Armour	Minister of Finance, Trade and Industry
Mr. A. Lazare	Assistant Secretary, Ministry of Finance
Mr. N. Watty	Permanent Secretary, Ministry of Planning
Mr. C.A. Severin	Assistant Secretary Ministry of Communications and Works
Mr. E. André	Deputy Comptroller of Customs
Mr. A. Royer	Assistant Harbour Master
Mr. Lamens	Chief Engineer
Mr. Charles and 3 Members	President of the Chamber of Commerce

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Appendix IX

Norms of Organization Methods

I. Port Administration

Generally speaking the best planned port will not be efficient unless it is properly managed, under a reasonable administrative system.

There are several forms of managing harbours/ports. Experience shows the most successful is beyond any reasonable doubt the autonomous form; the least successful is that which is directly managed by the State or a Central Governmental department.

The main principles upon which a modern port administration should be based can be summarized as follows:

1. Autonomy. A government-owned port of national importance should be managed by a separate autonomous or semi-autonomous body (the Port Authority or P.A.) under a quite general overall supervision by the Government.

The Port Authority should have the right to establish its own rules and regulations, to select, appoint and promote the staff in accordance with professional skills and abilities of the individuals concerned. It should not be forced to act in such matters under the pressure of political affiliations.

The Port Authority should be fully responsible for the current administration of the port, within the framework of the Government's port development policy.

It should be free to take prompt decisions, dictated by day-to-day requirements, without being obliged to wait for Governments approval on matters of detail.

2. Financial Independence. The current financial management of the port should be entirely separated from the finances of the State.

The port should have its own separate budget, both for revenues and expenses. It should be self financing.

Proceeds of port dues and other receipts should be used exclusively for administration and for maintenance and improvement of the port, and should not be absorbed by the treasury of the State.

3. Management Methods. The bureaucratic system usually prevailing in governmental departments, with rigid rules and regulation, are not suited to port operations. The management system needs to be more flexible, to permit suitable commercial operations and practical and adaptable to the changing requirements of the traffic.

4. Authority. The Port Authority should have the jurisdiction over the entire port area and all main port functions.

A port should be managed as one complete unit and should not be split into separate parts and different jurisdictions. A unified command should be exercised over the various functions of the port, such as movement of vessels, pilotage, navigation police, allocation of berths, use of mechanical equipment and of storage facilities, as well as our maintenance, improvement and construction of all port installations.

It is not advisable, however, for the port administration to engage in purely commercial activities, as stevedoring or physical handling of cargo on shore. Such functions are usually better performed by private contractors under a certain degree of supervision by the port management.

5. Re-organization. In the present situation it is impossible to introduce such an administration in one step, or to realise it on a short time basis. Shortage of qualified personnel and essential equipment makes a Transitional Administration necessary, within which all available manpower must be used as well as possible. As in the case of St. Vincent it should be possible to create under the guidance of an expert, such a temporary managing body, whose functions would include drafting all the requisite bye-laws, regulations etc. with the assistance of the existing local civil servants and other persons. The transitional administration should be transformed gradually into an autonomous - or semi-autonomous Port Authority after attracting and training the personnel required.

It is already evident that this transitional administration would be faced soon after its establishment with one of the most serious problems that can happen to a port, namely cargo congestion.

Such a situation would naturally require special measures, and these in turn may indicate the organization of the temporary Port Authority. The form it may take could depend on the considerations raised in consultation with the authorities concerned at Dominica, where a temporary and a "final" organization Chart for Roseau Harbour shall be discussed.

Starting points for these Charts were:

- circumstances prevailing in the port (lack of storage room etc.), suggest it preferable to operate transit sheds as public facilities, open to all port users under supervision of the port manager. Initially physical handling of cargo may need to be done by own personnel of the port administration to assure a proper service to port users.
- A smooth uninterrupted flow of cargo through the port should be assured, with no waiting time for vessels and no delays for processing cargo on shore.
- Formalities connected with loading and discharging of vessels and with clearance and delivery of cargo should be as simple as possible. Unnecessary paper work should be avoided in order to alleviate the burden of the responsible officials and of port users, and to prevent accumulation of cargo within the port (congestion).
- As Customs practices and regulations are one of the sources of delays, their control should be strict but not to the point of impeding the rapid flow of the cargo through the port. Losses due to delays and congestions may easily exceed by far the monetary benefits that could be derived from an over-zealous application of Customs rules.

- Activities of Customs should be limited to the field of their proper responsibilities, that is, the collection of dues and prevention of smuggling. They should never be extended to port operations which should be under full control of the port management. In particular, Transit sheds should be operated by the port, not by the Customs.
- There are advantages in having a measure of uniformity with ports in neighbouring States. Mention may be made of the situation in the Harbour of Kingstown, St. Vincent, where under the guidance of the C.I.D.A. expert, Captain J. Seck a Transitional and a final managing body (the Port Authority) have been introduced and prepared for authorization.

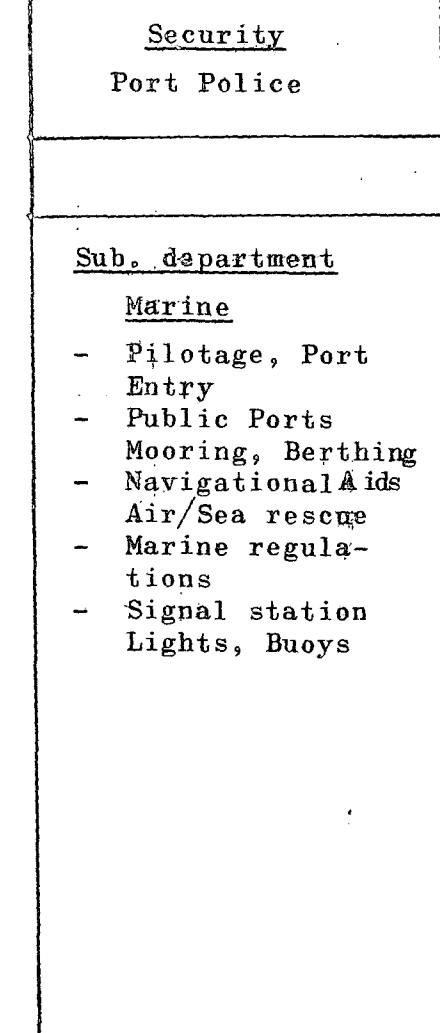
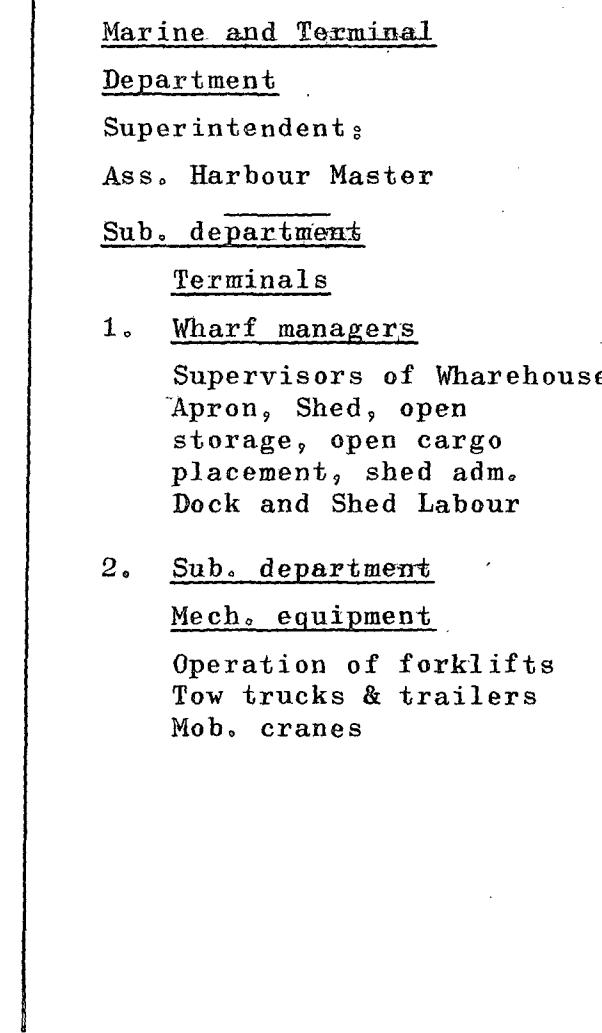
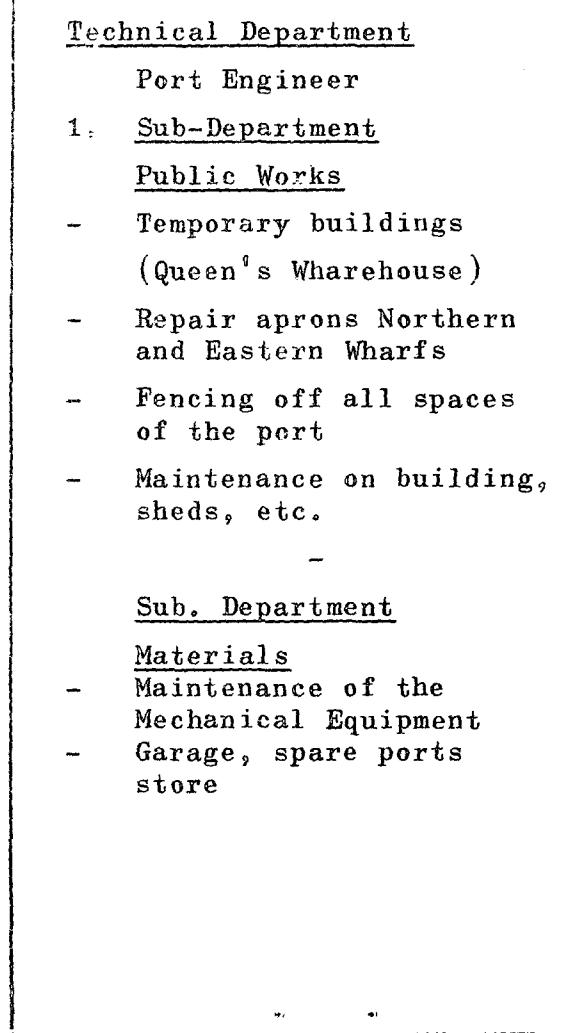
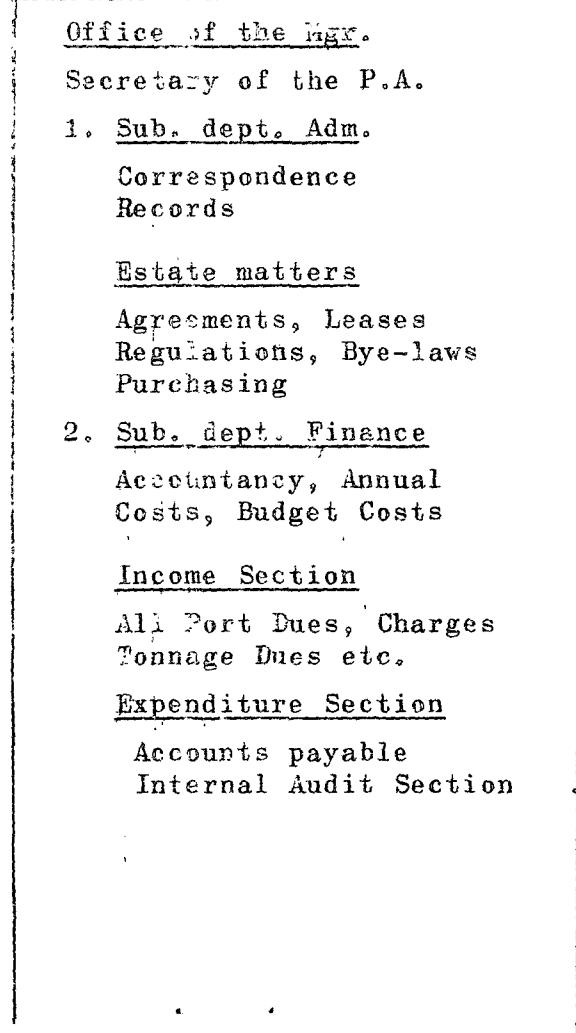
Temporary Organization Chart
(Transitional Administration)

Port Council
Chairman & 4 members

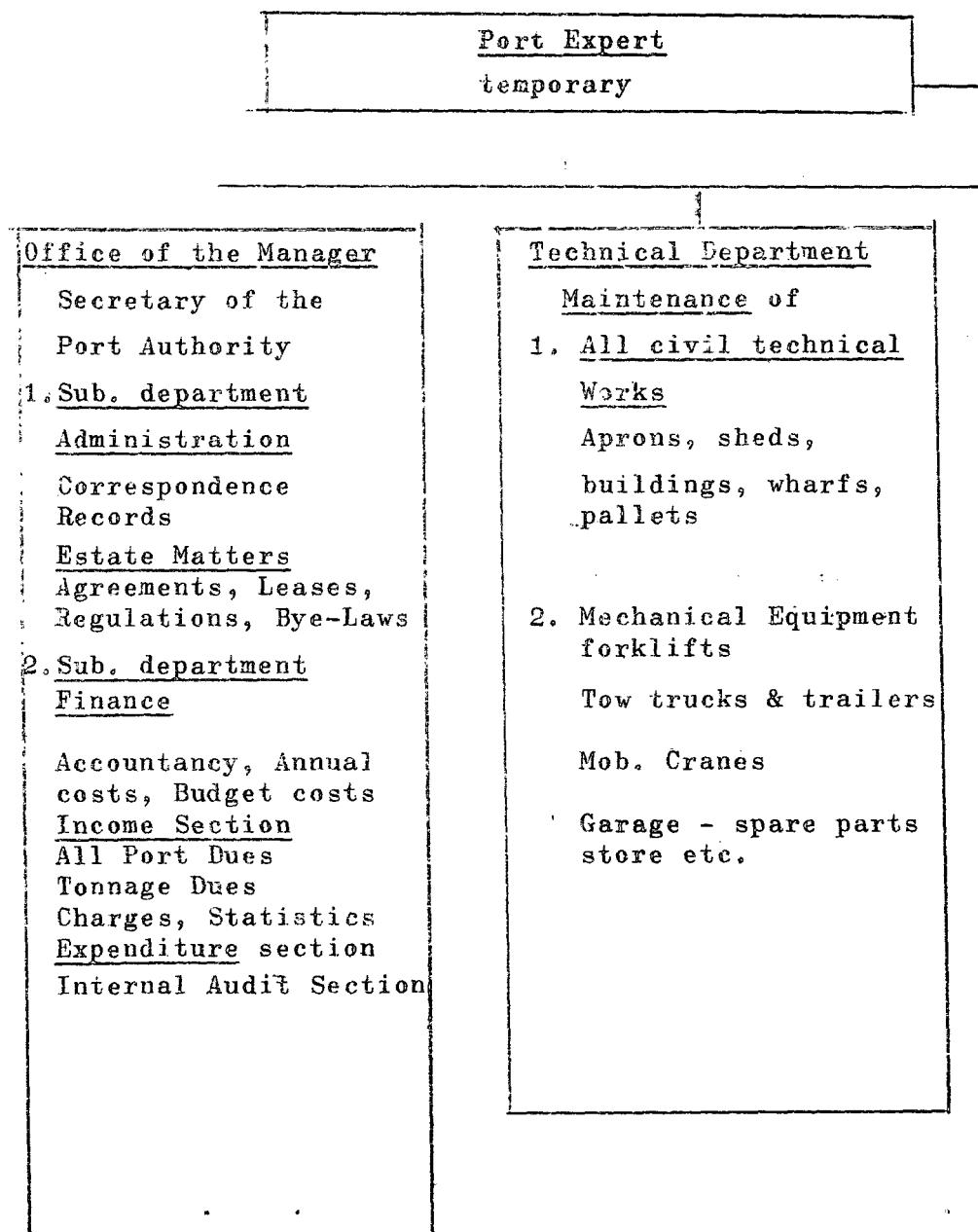
Port Expert
(temporary)

Port Officer
(temporary)
(Port Manager)
(Harbour Master)

Board of Advisers
(Chairman = Port Officer)
Members = Port officials
port users, port labour



Temporary Organisation Chart
(Transitional Administration)



Appendix No. IV

Port Council
Chairman & 4 members

Port Manager
Deputy:
Harbour Master

Board of Advisers
(Chairman = Port Manager)
Members = port officials,
port users, port labour

Terminal Department

Superintendent

1. Wharf managers
Supervisors of
Apron I, II, III...
Shed I, II, III...

Warehouse/s

2. Senior Mech. Oper.
Assignment, equipment and
station operators

Marine Department

Harbour Master

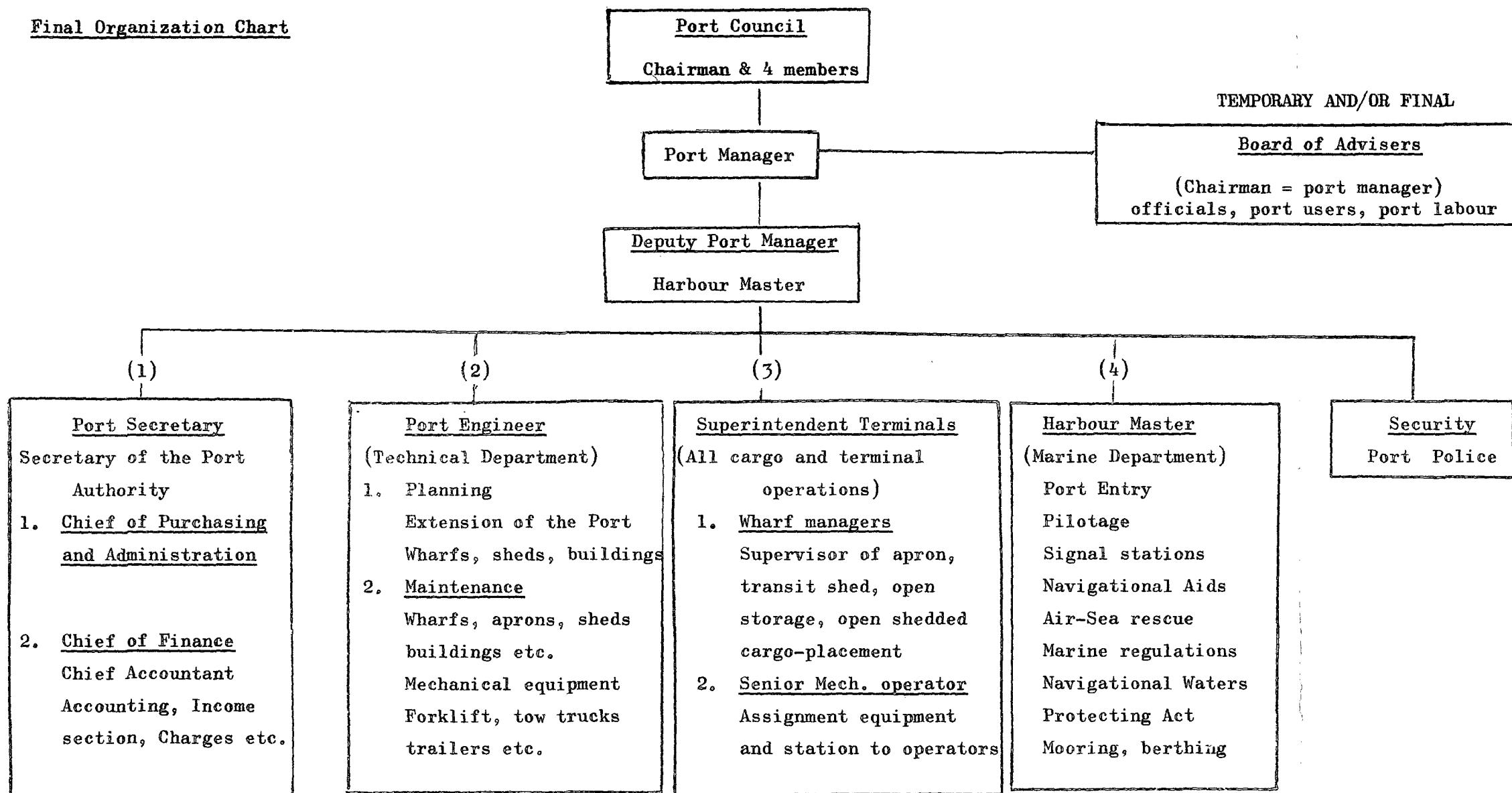
1. Pilotage & Port
Entry
2. Public Ports
Mooring, Berthing
3. Navigational Aids
Air/Sea Rescue
4. Signal station
Lights, Buoys
5. Marine regulations

Navigational
Waters Protecting
Act

Security
Port Police

Appendix No. V

Final Organization Chart



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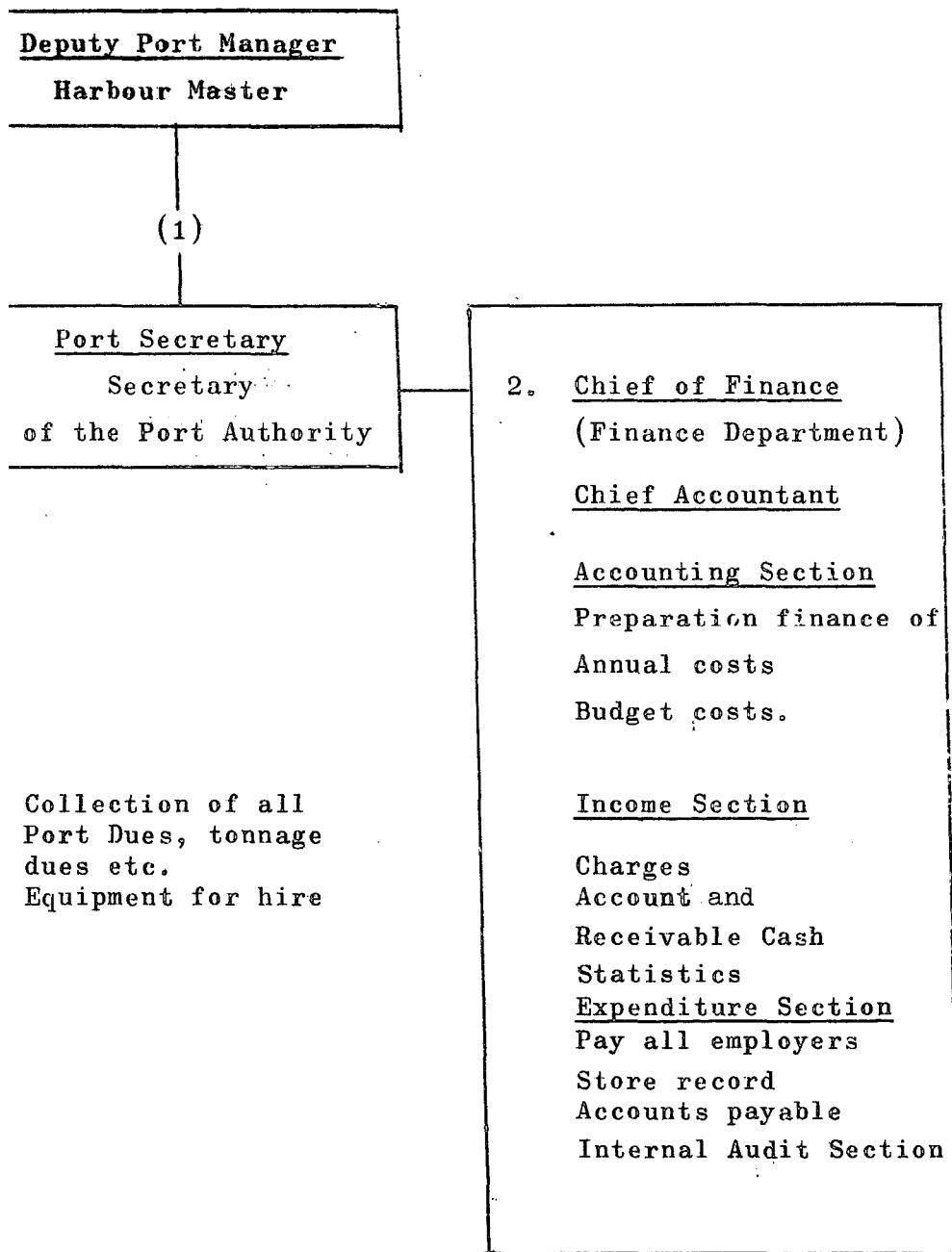
1. Chief of Purchasing
and Administration
(Administration Department)

Lawyer
Preparation of Committee
Agenda's
Minutes reports
Correspondence
Records
Telephones

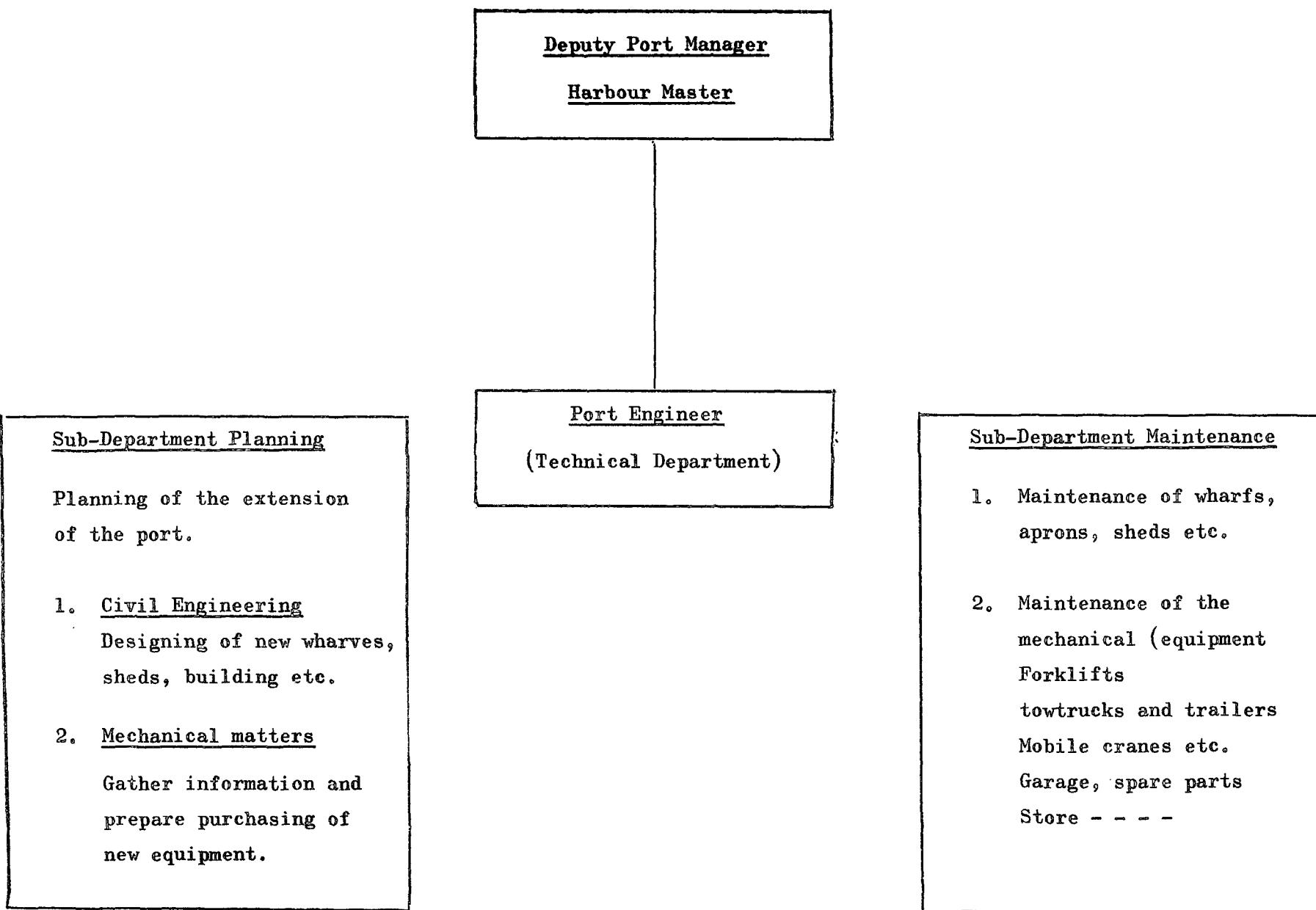
Estate Matters
Preparation of
Agreements
Leases

Purchasing of all matters
necessary for the management
of the port

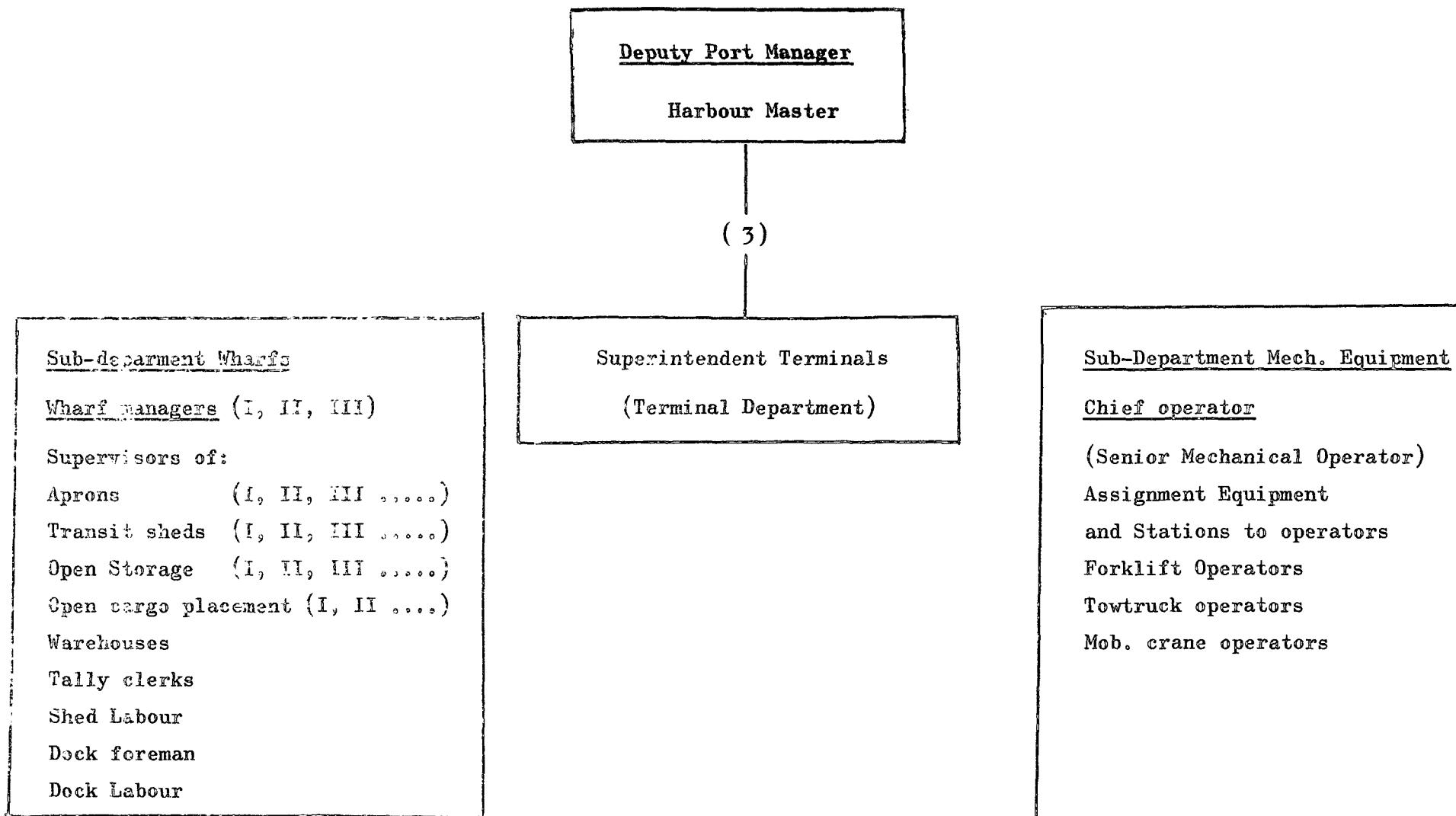
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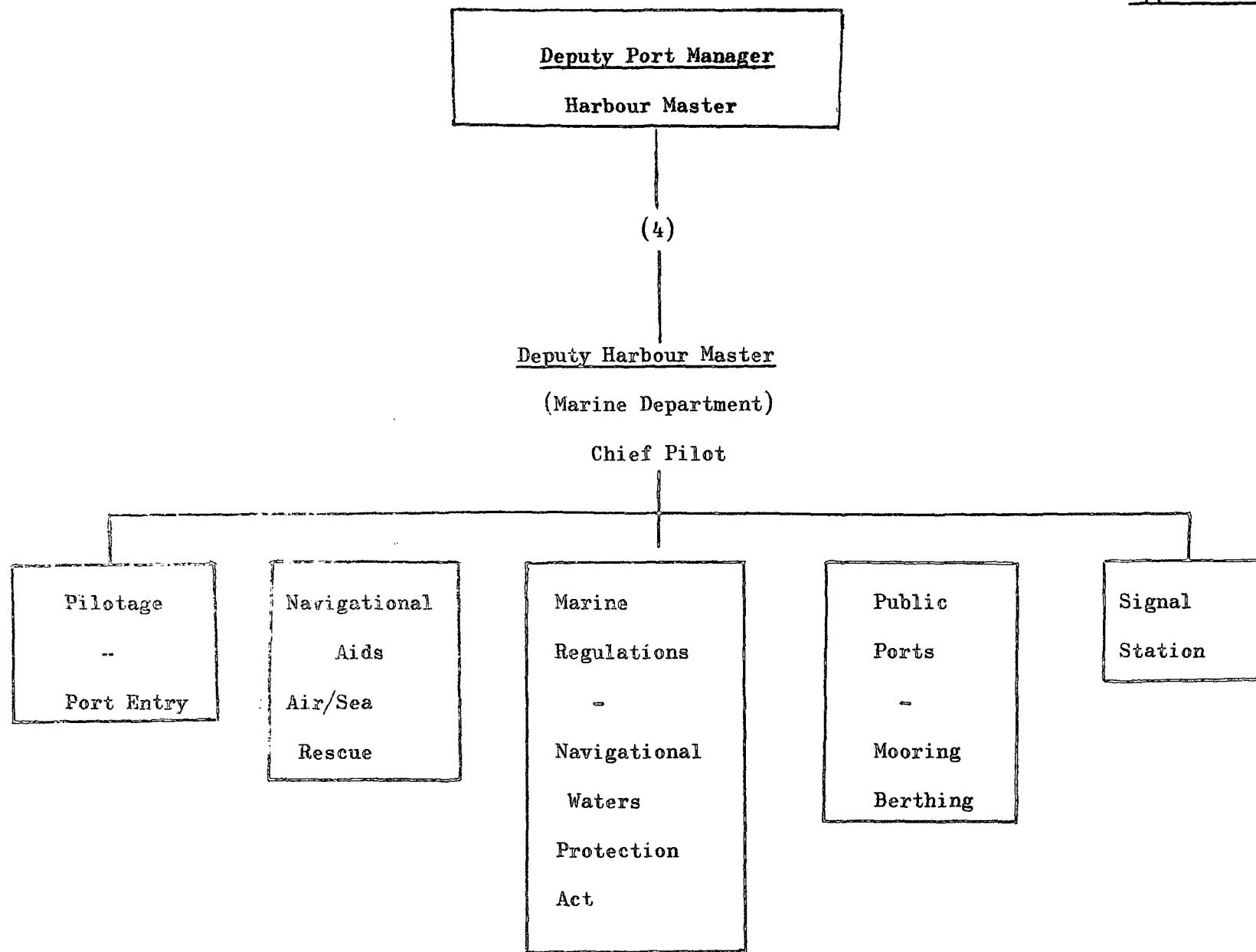
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Appendix VIII



Appendix No. IX



GUIDE FOR OPTIMAL PLANNING

1. Preparatory activities

Advance notice of arrival:	Ship captain
Notification of port manager with advance copies of documents	
Co-ordination of reception	Port manager
<u>Practice</u>	Customs, health, immigration
Preparation of equipment and shed space	Wharf manager, stevedore crews
Mechanical equipment, transit sheds, services and utilities	

2. Arrival at berth

Entry	Pilot
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3. Unloading

Passengers, baggage, mail, cargo;	Wharf manager, stevedore crews,
Transfer of cargo to sheds Trans-shipment	

4. Clearance after unloading

Cargo	Checkers
Port charges	Accounting department

GUIDE FOR ORGANIZATION OF A PORT AUTHORITY

1. Ports and Harbour Acts

(Proclamation of Public Harbours
by the House of Assembly)

2. Act for the Port Authority of
(Act to provide the Establishment of the
Port Authority of

Assented date
by (Queen/Governor?))

3. Terminal Operations

(Regulation/Prescription)

4. Port Security

(Regulation)

5. Roseau, Dominica

Port Authority

Bye-Law No. 1

(Encompassing all legal aspects of Port operation,
Management and Port administration).

- Port Regulations

Application for Licence etc.

Grant of Licence

Supplemental (Fencing and railing, mooring facilities,
Landing steps for boats, Life-saving appliances,
Lights on piers, Inspection Fees and other dues etc.
etc.)

- Docks and Premises Bye-Laws

Mooring of ships

Loading and discharging cargo

Prevention of fire

Admission of Persons to Quays, Wharves and Premises
and their conduct whilst therein

Animals, Vehicles and drivers

Penalty for breach of Bye-Laws.

6. Dues and Rates Regulations (All Tariffs)

Part I - Harbour Dues

- Passengers, Animals, Cargo (Unshipped, Shipped, Reshipped and Transhipped)
- Exemptions from Harbour Dues
- Dues on ships using a port
 - Light and Buoyage Dues, Anchorage Dues, Mooring Dues, Berthing Dues, Berthage Dues, Pilotage Dues.

- Shore Handling Rates

Part II - Wharfage Rates

Part III - Storage Rates

Imports, Goods Transhipped or Overlanded, Exports
Conditions Applying to Storage Rates

Part IV - Mechanical Equipment Rates

Part V - Crane Rates

Part VI - Towage Rates

Part VII - Fresh Water Rates

Part VIII - Other Services

7. Organization Charts

Transitional to 1973 - future.

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