

SEVENTY-FIFTH REPORT
ESTIMATES COMMITTEE
(1983-84)

(SEVENTH LOK SABHA)

MINISTRY OF TOURISM & CIVIL AVIATION
(DEPARTMENT OF CIVIL AVIATION)

DIRECTOR GENERAL OF CIVIL AVIATION



Presented to Lok Sabha on 7th April, 1984

LOK SABHA SECRETARIAT
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CONTENTS

	PAGE
CHAPTER I	
COMPOSITION OF ESTIMATES COMMITTEE	(iii)
INTRODUCTION	(v)
CHAPTER II	
INTRODUCTORY	1
ORGANISATIONAL SET UP	1
A. Civil Aviation Authority	3
B. Status of DGCA	4
C. Appointment of DGCA	5
D. Maintenance and operation of Domestic Air Terminals	8
E. Flight Inspection Directorate	9
F. Combination of administrative control over communication and Air Traffic Control Services	10
G. Delegation of Powers	11
CHAPTER III	
EXECUTION OF PROJECTS	
A. Plan Allocation and Expenditure on Communication and Air Traffic Safety Services	13
B. Instrument Landing System	2
C. Installation of Approach Lights	23
D. New Airports	24
(i) Aerodromes and Air Routes Service Projects	24
(ii) Airport at Simla	26
(iii) Airports in Andhra Pradesh	28
E. Encroachment on Airport Land	29
F. Infrastructural facilities at Airports	31
(i) General	31
(ii) Telecommunication system at Bombay	32
(iii) Procurement and use of sophisticated Technical Equipment	34
CHAPTER IV	
AIR ACCIDENTS/INCIDENTS	
A. Causes of Accidents/Incidents	38
B. Independent Agency for Investigating the Accidents	40

	PAGE
G. Security Arrangements at Airports	42
(i) Incident in which a cycle came in the way of P.Ms flight..	42
(ii) Matador Accident at Delhi (Palam) Airport.	43
(iii) Accident on the detonation near Madras Airport of an explosive device put in the aircraft.	45
D. Minimum Equipment List.	46
 CHAPTER V	
TRAINING	
A. Central Flying School for training of commercial Pilots.	49
B. Training Institute for ACS/ATS etc. personnel	49
 APPENDIX	
Statement of Recommendations/Observations.	52

ESTIMATES COMMITTEE

(1983-84)

Shri Bansi Lal—*Chairman*

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2. Shri Bipin Behari—*Chief Financial Committee Officer*
3. Shri D. M. Chanan—*Senior Financial Committee Officer*

INTRODUCTION

1. I, the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Seventy-fifth Report on the Ministry of Tourism & Civil Aviation (Department of Civil Aviation)—Director General of Civil Aviation.

2. The Committee took the evidence of the representatives of the Ministry of Tourism & Civil Aviation (Dept. of Civil Aviation) on 23, 24, 25 June, 1, 2, 4 August, 21 September, 27 and 28 October, 1983. The Committee wish to express their thanks to the Officers of the Ministry for placing before them the material and information which they desired in connection with the examination of the subject and giving evidence before the Committee.

3. The Committee also wish to express their thanks to the representatives of the following Associations for giving evidence and making valuable suggestions to the Committee:—

- (i) Communication Officers Association;
- (ii) Indian Commercial Pilots Association;
- (iii) Air Traffic Controllers' Guild (India).

4. The Committee also wish to express their thanks to all other Organisations who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on 19 April, 1984.

6. For facility of reference the recommendations/observations of the Committee have been printed in thick type in the body of the Report, and have also been reproduced in a consolidated form in Appendix to the Report.

NEW DELHI:

April 26, 1984..

Vaisakha 6, 1906 (S)

BANSI LAL, .

Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY

1.1 The Civil Aviation Department is responsible for various regulatory functions in the field of Civil Aviation and for providing necessary infrastructure for civil air transport operations from, through, and in India. The Department's main functions are as follows:—

- (i) Construction, development, maintenance and management of terminal buildings, runways, taxiways, aprons, etc. at Civil aerodromes and Civil Enclaves at Defence air-fields, other than the four International Airports at Bombay, Delhi, Calcutta and Madras where air navigation services are, however, being discharged by the Civil Aviation Department.
- (ii) Provision of air traffic services including air traffic control.
- (iii) Provision of navigational and landing aids and communication facilities for air traffic.
- (iv) Provision of necessary fire fighting facilities and visual aids at the civil aerodromes and civil enclaves.
- (v) Provision of security and anti-hijacking arrangements at civil aerodromes and civil enclaves.
- (vi) Laying down airworthiness standards for all civil aircraft registered in India and their enforcement, registration of aircraft on the civil register, issue and renewal of certificates of airworthiness of civil aircraft and gliders.
- (vii) Licensing of pilots, flight navigators, flight engineers, aircraft radio maintenance engineers, etc.
- (viii) Training of departmental personnel in air traffic control and aeronautical communication services.
- (ix) Supervision of the activities of the flying clubs and gliding clubs including grant and control of subsidies to them.
- (x) Enquiries into air accidents and incidents affecting the safety of aircraft.

- (xi) Formulation and administration of air transport policies relating to civil Aviation, conclusion of bilateral agreements and liaison with International Civil Aviation Organisation.
- (xii) Promotion of aeronautical research and development including airworthiness engineering, type certification of civil aircraft and equipment after scrutiny of design and test reports, evaluation of performance and economics of aircraft design and development of light aircraft and gliders.

1.2 The Civil Aviation Department is headed by the Director General of Civil Aviation with Headquarters at New Delhi, and has its regional offices at Delhi, Bombay, Calcutta and Madras headed by Regional Directors, besides various field offices. The Director General is assisted by the Director, Civil Aviation Security (*ex officio* Additional Director General), three Deputy Directors General and 13 Directors at Headquarters.

CHAPTER II

ORGANISATIONAL SET UP

A. Civil Aviation Authority

2.1. Directorate general of Civil Aviation is stated to be an attached office of the Ministry of Tourism and Civil Aviation (Department of Civil Aviation). The Tata Committee in 1975 had recommended that the Civil Aviation Department should be redesignated as Civil Aviation Authority. However, the 'Empowered Committee' set up by the Ministry to process and finalise the recommendations of Tata Committee was of the view that the existing designation need not be changed "as a simple change of name did not serve any purpose." However, a proposal for the conversion of the Civil Aviation Department into an Authority vested with certain statutory powers is stated to be under consideration of Government.

2.2 Asked to state the position in this regard, the Secretary, Ministry of Civil Aviation, stated during evidence that:—

"This proposal emanated from a recommendation of the Tata Committee. But the Tata Committee did not identify any reasons or enumerate the advantages for merely changing the nomenclature of the DGCA to that of an Authority. This proposal has been examined from time to time and it has been finally held that no useful purpose will really be served by changing the designation."

2.3 Asked further whether, in addition to a change in the nomenclature, Tata Committee had suggested any change in the structure, powers and functions of the DGCA also, the witness replied that the Tata Committee had suggested "no such change."

2.4 The witness further clarified:—

"that a mere change of nomenclature without enlarging the scope and functions of the DGCA was not going to serve any purpose. But perhaps this was going to lead to certain complications in the sense that if it is an Authority, then was the DGCA to be managed by a Board like the Airport Authority where there are a number of members on the Board. It is going to create certain

consequential problems. So, the Empowered Committee felt that no useful purpose would be served in a mere change of designation or nomenclature of the DGCA."

2.5 D.G.C.A. at present functions as an attached office of the **Ministry of Tourism and Civil Aviation** (Department of Civil Aviation). However, a proposal, recommended by **Tata Committee (1975)**, for conversion of the Civil Aviation Department into a Statutory Authority vested with certain statutory powers is stated to be still "under consideration." As the matter has been lingering on since 1975, the Committee recommend that Government should take an early decision in the matter to settle it once for all.

B. Status of DGCA

2.6. The Tata Committee made a recommendation that the DGCA may be made *ex officio* Addl. Secretary conferring Secretariat status to his Organisation. The Empowered Committee considered this recommendation and decided that the matter should be taken up with the Department of Personnel and Administrative Reforms indicating merits/demerits of the proposal. According to the written information furnished by the Ministry, the Empowered Committee had recommended that while making a reference to the Department of Personnel and Administrative Reforms, the merits and demerits of conferring the status of Additional Secretary-ship on the DGCA should also be indicated in the reference to that Department. It was quite obvious that the advice of the Department of Personnel and Administrative Reforms was to be based on the reference made to them by the Ministry.

2.7 Explaining the position in this regard, the Secretary, Civil Aviation, stated in evidence that:

"The final decision in the matter has been taken in consultation with the Department of Personnel and Administrative Reforms and the decision was that it was not necessary to confer the status of Additional Secretary on the DGCA. As a matter of fact, Additional Secretaries can be laterally inducted to this post and *de-facto* it is of the rank of Additional Secretary, but the status has not been conferred on it, because the Department of Personnel felt that this status was conferred only in these cases where an Officer occupying the position has to sign any agreement or document on behalf of the Government, in a certain capacity. And this is not the case in the case of DGCA. Further, the thinking has been that

conferment of the *ex officio* status should be very limited, and there should be certain over-riding considerations for it, which did not exist in this particular case."

2.8 The Committee enquired of the Secretary (Civil Aviation) whether the merits and demerits of bestowing of the status of Additional Secretary on the DGCA were indicated in the reference, the Secretary (Civil Aviation) gave the reply "I have not seen this particular communication."

2.9 When asked whether the status of *ex officio* Additional Secretaryship existed in any other Government organisation similar to DGCA, the witness replied "It exists in the Department of Tourism."

2.10 Tata Committee (1975) had recommended that the DGCA may be made *ex officio* Additional Secretary conferring Secretariat status to this organisation. The Empowered Committee considered this recommendation and decided that the matter should be taken up with the Department of Personnel and Administrative Reforms indicating the merits/demerits of the proposal. The Committee have been informed that the final decision in the matter was that it was not necessary to confer status of Additional Secretary on the DGCA. The reason for this decision indicated to the Committee was that such a status was conferred only in those cases where an officer occupying the position had to sign an agreement or document on behalf of Government. It was further argued that conferment of the *ex officio* status of Additional Secretary "should be very limited" and "there should be certain over-riding considerations for it", which did not exist in the case of DGCA. The Committee are unable to agree with this line of reasoning particularly when the head of a parallel organisation, namely, the Director-General of Tourism has been conferred such a status. They feel that if by conferring the status of *ex officio* Additional Secretary on the DGCA it is possible to streamline the decision making process in his organisation, this status should be conferred on him. The Committee recommend that the recommendation of the Tata Committee should be reconsidered and the prime consideration in taking a decision in the matter should be whether the proposed arrangement would lead to greater efficiency and speed in the decision making process and working of the organisation of the DGCA.

C. Appointment of DGCA

2.11 The Civil Aviation Department is headed by the Director General of Civil Aviation.

2.12 Asked to state the names of officers, who held the post of DGCA during the last five years, the Committee was informed during evidence by the Secretary (Civil Aviation) as follows:—

“Mr. Gidhwani held this post from 4-9-76 to 20-11-78. He was succeeded by Air Marshal Zafer Zaheer, who held the appointment from 15th January, 1979 to 17th July, 1980. He was succeeded by Mr. Kathpalia on an *ad hoc* basis who held the post from 1981 to October, 1982. He was succeeded by Miss Lal who was the Joint Secretary (Finance) in the Ministry with effect from 14th December, 1981 to date.”

2.13 When asked about the criteria for appointment of DGCA, the witness stated:—

“The first preference was given to people who had been working as Deputy Director General in the DGCA and who had 7 years' experience in that position, failing which officers of the All India Service are to be considered for this post; and failing which officers from the Indian Air Force with the rank of Air Marshal or with the minimum of three years' service as Air Vice-Marshall are considered.”

2.14 Enquired whether the DGCA, like the Chairman of the Railway Board, should not be a person from the Department, the witness submitted:—

“the Deputy Directors General, Civil Aviation are also candidates for the post of DGCA. The rules provide that only Deputy DGCAAs with 7 years experience can be considered for this position. My own view in the matter is that first preference should be given to the in-house candidates because it is they who have worked in the organisation and acquired a good knowledge of the working of the Department. Therefore, these are the people who should be considered first.”

2.15 In regard to the provision for experience of 7 years being essential before a Deputy DG could be appointed as Directorate General, the witness added:—

“Previously till July, 82 there was no prescribed limit of experience as Dy. DG. These rules got amended in July, 1982 and the experience qualification was raised from zero to 7 years, which I felt was very unfair, because here a man, who perhaps, becomes Dy. DG and has only 6 years

to retire, cannot aspire for this position. I took it up with the Department of Personnel and requested them to reduce the experience to 4 years. So far they have agreed to reduce it to 5 years. I am also trying to get the position of Addl. DG."

2.16 Pointing out the example of Railway Board where members come from various disciplines and one of them is appointed as Chairman, the Committee enquired of the witness why such a practice could not be evolved in the appointment of DGCA. Would it not be better if a person conversant with the operation of Civil Aviation was appointed to that post. The witness replied:—

"We had from time to time Secretaries who were non-technical. For instance, in the Ministry of Steel which is a very highly technical Ministry, there are persons who have not been engineers."

2.17 The Committee are surprised to find that the Ministry of Tourism and Civil Aviation have not been able to fill up the posts of DGCA on a regular basis since July, 1980 and that the incumbents of this post since then have been carrying on the responsibility of the office for short spells on ad hoc basis. This is highly irregular particularly because the DGCA is required to perform multifarious functions which require his whole-time and sustained attention. The Committee have a feeling that this state of affairs was also the result of various pulls and pressures for the appointment to the office which, if true, deserve depreciation in the strongest terms. The Committee desire that the appointment to the post of DGCA on regular basis should be finalised by Government without any further loss of time. The recruitment rules and Procedures should be such as would allow up prompt filling up vacancies in future.

2.18 The Committee learn that in the recruitment Rules for the post of DGCA, first preference is required to be given to a qualified Dy. Director General in the organisation of the DGCA. However, only officers having 7 years experience as Dy. D.G. are eligible for the post. In view of the fact that local officers of the organisation reach the level of Dy. D.G. towards the fag end of their career, it will be difficult to find a Dy. Director General of 7 years standing for consideration for the post of DGCA. In these circumstances the only alternative would be to induct someone from outside. The Committee feel that the requisite experience in the case of Dy. D.G. for appointment to the post of DGCA is unrealistic and it should be reduced to a reasonable level, say three years, so that there is a chance for the

local officers being considered for the post. In this context the Committee would like to point out that there are definite advantages in the DGCA being an insider who has risen from the ranks as he would be having the necessary technical orientation to handle the technical aspects of his responsibility.

D. Maintenance and Operation of Domestic Air Terminals

2.19 In para 19 of Part II of their 42nd Report (1981-82) on Indian Airlines, the Committee on Public Undertakings had recommended that "perhaps it would be better from the point of view of accountability that the Airlines is allowed to maintain the domestic airports/terminals.....DGCA continuing to exercise such functions are being exercised in relation to the international airports." At the Action Taken stage the Ministry of Civil Aviation informed the Committee in January, 83 that Government were giving serious consideration to their recommendation.

2.20 Asked to indicate the latest position in this regard, the representative of the Civil Aviation Department stated during evidence that "the Indian Airlines under the Air Corporation Act is supposed to provide the air transport service only..... Because they, said that if they are saddled with the additional responsibility of managing the airports, for which they do not have the necessary expertise, the real task of supplying the aircraft and other services may suffer."

2.21 The witness was asked to give his reaction to the following suggestion made to the Committee:

"Functions of airport constructions, maintenance and operation should be transferred to the International Airport Authority of India and this body should be expanded and redesignated as Airport Authority of India and given the responsibility for all Civil Airports in India and not for the 4 international airports as at present."

2.22 The witness replied:

"Separately there is a case for an Airport Authority which can manage the International Airports as well as the domestic terminals. But as they stand today the IAAI would be growing into such an organisation which has to take care of more than 86 airports in the country, in about five or six years. DGCA provides the navigation and other services and guides the airports."

2.23 The Committee on Public Undertakings in their 42nd Report (1981-82) on Indian Airlines had recommended that "perhaps it would be better from the point of view of accountability that the Airlines is allowed to maintain the domestic airports/terminals DGCA continuing to exercise such functions as are being exercised in relation to the international airports." The Ministry of Civil Aviation had informed the Committee on Public Undertakings at the Action Taken stage that "Government were giving serious consideration to the recommendation of the Committee." During evidence the Secretary, Civil Aviation pointed out that the basic function of Indian Airlines would suffer if they were to be saddled with the extra responsibilities of maintaining the domestic terminals, for which they did not have the necessary expertise. The Estimates Committee desire that the Ministry should examine whether this work could not be entrusted to the International Airport Authority of India, which can be suitably remained as Airport Authority of India, nor to a separate Public Undertaking

E. Flight Inspection Directorate

2.24 The Tata Committee (1975) had recommended that a "Flight Inspection Directorate be set up to check proficiency of flying crews." The Empowered Committee had accepted the recommendation and in pursuance thereof "guidelines for implementation" are stated to have been given.

2.25 Asked to indicate the position in this regard, the representative of the Ministry stated in evidence that:—

"Immediately after the unfortunate accident in which Mr. Kumaramangalam died, the Tata Committee has seized of this matter. They recommended that the French model should be adopted. In that model, the airlines pilots work for the Government for checking the other pilots. They said that the Director and the Deputy Director should be full time employees of the Government and that they should sever all connections with the airlines. This raised certain administrative problems. We got a pilot from the Indian Airlines and Air India. But the pilot from the Indian Airlines went back. Since then we do not have any other incumbent. But the pilot from Air India is working for the DGCA as a check pilot. This matter was considered by the Empowered Committee and the conclusion was that we might engage the services of pilots from Air India and Indian Airlines, but to do the

checking the Flight Inspection Directorate would be necessary. But the Flight Inspection Directorate has not come up."

2.26 Drawing attention to the number of accidents due to human factors, the Committee asked the witness whether it would not have been better to accept the Tata Committee's recommendation. He replied:

"We have got the figures all over the world. We are very concerned with the human factor involvement in the accidents. Keeping that in mind, I think in one of the very recent discussions they have come to this conclusion that an independent examining body is desirable. An attempt was made in the past to borrow pilots from IAC and Air India. But I think it went wrong somewhere. If we had accepted in toto what was suggested by the Tata Committee, probably we would have been most successful. There were some modifications, which were suggested which led to the maximisation of ideas....."

2.27 The Committee are constrained to note that though the Tata Committee (1975) had recommended setting up of a Flight Inspection Directorate to check proficiency of flying crews and Government had accepted the recommendation and issued guidelines for implementation, the Directorate has not been set up as yet. Since the need for the creation of such a Directorate is admitted, the Committee would like the Ministry to implement the recommendation of the Tata Committee and set up an independent Flight Inspection Directorate, so that the possibilities of human errors involved in the air accidents are minimised, if not eliminated altogether.

F. Combination of Administrative Control over Communication and Air Traffic Control Services.

2.28 It has been stated in a memorandum submitted to the Committee that:—

"The primary function of any aviation authority of a country is to control and monitor the movement of aircraft within and across the country's air space and to ensure their safe departure and arrival at airports. In the existing set-up of DGCA, these tasks are performed by a combination of air traffic control services, aeronautical communication and navigational aids, which incidentally are under different directorates functionally as well as administratively."

2.29 It has been suggested that these functions should be combined under one wing to enable more efficient and effective functioning. Giving his reaction to the above suggestion, the Secretary, Civil Aviation stated during evidence:—

“The Aeronautical Communication Services complement the functions of the air traffic control. One of the primary functions of the communication personnel is to instal, to maintain the communication equipment and the navigational aids. The qualifications, the job required and the experience required of the two disciplines are different. I do not think any tangible improvement will emerge by combining these two different Directorates. The essential difference between these two Directorates is that the air traffic control uses the equipment provided, installed and maintained by the Directorate of Communications. If we combine these two services, I think it will create many problems; but I have no serious reservations about putting them under one Deputy Director General. But, for certain reasons we have not done it just now. By putting them together under one Deputy Director General, perhaps we can do better.”

2.30 It was suggested to the Committee that the air traffic control services and aeronautical communication services, which are at present under different Directorates in the DGCA should in the interest of their coordinated and efficient functioning, be combined. The Secretary, Civil Aviation giving his reaction to the suggestion stated “if we combine these two services, it will create many problems, but I have no serious reservations about putting them under one Deputy Director General. By putting them together under one Deputy Director General, perhaps we can do better.” The Committee welcome the proposal of the Secretary, (Civil Aviation) and hope that for efficient functioning of the two disciplines they would be placed under one Deputy Director General.

G. Delegation of Powers

2.31. It has been stated in the preliminary material furnished to the Committee that “the Director General of Civil Aviation has been delegated financial powers to sanction works/schemes costing upto Rs. 50 lakhs in each individual case, subject to the condition that the scheme/works have been approved in principle either at the time of pre-budget scrutiny or at the post-budget stage.”

2.32 Asked to state as to when the limit of Rs. 50 lakhs was fixed, the Secretary, Civil Aviation stated in evidence that the limit fixed was Rs. 25 lakhs earlier, but it was enhanced to Rs. 50 lakhs in July, 1980.

2.33 In view of the escalation of project costs, the Committee enquired, whether this limit merited a review. The witness stated:

"I think the observations made are very correct. The limit merits revisions. We are contemplating to revise it."

2.34 The Committee note that the Director General of Civil Aviation has been delegated financial powers to sanction works/schemes costing upto Rs. 50 lakhs in each individual cases, subject to the condition that the scheme/works have been approved in principle either at the time of pre-budget scrutiny or at the post-budget stage. This limit was stated to have been fixed in July, 1980. In view of the subsequent escalations in project costs, the Committee feel that the limit fixed in July, 1980 merits an upward revision.

CHAPTER III

EXECUTION OF PROJECTS

A. Plan Allocations and Expenditure on Communication and Air Traffic Control and Safety Services

3.1 The following information has been given by the Ministry in regard to the Plan allocations, Revised Estimates and Actuals for the period 1974—82 in respect of Aeronautical Communication Services and Air Traffic Control and Safety Services:—

(in crores)

	1974—78	1978—80		1980—82			
	Plan Allocation.	Revised Estimates.	Actual Expenditure	Plan Allocation.	Rev. Est.		
				Act- ual Exp.	Plan Allocation.	Rev. Est.	Actual Exp.
Aeronautical communication services.	23.28	16.28	12.54	15.39	8.48	4.63	16.35
Air Traffic Control & Safety Services	6.89	5.85	2.84	9.76	5.68	3.92	9.47

3.2 The above statement reveals that it has not been possible for the D.G.C.A. to provide Aeronautical Communication Services and Air Traffic Control and Safety Services as planned. During the 8 years (1974-75 to 1981-82), out of a total Plan allocations of Rs. 55.02 crores for the communication services; only Rs. 26.62 crores could be spent. Similarly, during this period, out of a total Plan allocation of Rs. 26.12 crores for the Traffic Control and Safety Services only Rs. 12.89 crores could be spent. The shortfall has been more than 50 per cent. Some of the reasons for the huge shortfall in expenditure have been stated to be as follows:

- (i) Delay in indigenous development of Crash Fire Tenders;
- (ii) Delay in acceptance of imported Crash Fire Tenders due to commercial/technical reasons;
- (iii) Delay in Fabrication of Water Bowzers;

- (iv) Delay in submission/processing of proposals within the Department in the absence of adequate infrastructure in the Directorate of Communication (Planning);
- (v) Non-receipt of imported X-Ray Baggage Inspection Units; and
- (vi) Delay in execution of civil and technical/electrical works by CPWD;

3.3 The Secretary (Civil Aviation) stated during evidence that the shortfall in expenditure was on account of delayed supplies by indigenous manufacturers viz. The Electronics Corporation of India, Hyderabad; Bharat Electronics Corporation Ltd., Bangalore; and Gujarat Communication Electronics Ltd. all public sector undertakings.

3.4 According to him "there are certain factors which are completely beyond our (Ministry's) control, which militate against our plan targets".

3.5 In this connection, the Secretary (Civil Aviation) mentioned to the Committee that he had written a letter to the Secretary, Department of Electronics on 23-3-1983 giving his views on the problems of improving the quality of indigenous equipment and also its delivery in time, so that the funds allocated to the DGCA were properly and fully utilised.

3.6 Asked to state the percentage of utilisation of allocated funds under the above heads in each of the past 10 years, the representative of the Ministry indicated the percentage of utilisation as follows:—

1974-75	48.68%
1975-76	59.21%
1976-77	82.67%
1977-78	26.95%
1978-79	31.21%
1979-80	36.21%
1980-81	51.03%
1981-82	68.51%
1982-83	73.80%

Expenditure Control

3.7 It has been stated in the Preliminary Material that "the progress of implementation of projects/schemes and the expenditure incurred on them are closely monitored by the Ministry through periodical expenditure control and quarterly reviews in respect of Plan schemes and appropriate corrective action initiated wherever necessary". However, during the last five years under the major head "536—Capital Outlay on Civil Aviation" sizeable shortfalls in expenditure have taken place even as against revised estimates on account of non-receipt of equipment. Finding the existing system of expenditure control and for taking corrective action either inadequate or not being worked properly both at the level of the Ministry as well as the Organisation of DGCA, the Committee asked the Secretary, Civil Aviation to give his opinion in the matter, the witness stated:

"There have been slippages, which have been very very substantial. There have been number of factors, both internal and external, which have contributed to these. I do not wish to give any alibi to this Committee. I definitely feel that in the DGCA and in the Ministry the project monitoring was not upto the mark. When I say that, I mean that when a project had been approved, thereafter, how its implementation was supervised whether an order for equipments had been placed, there was no such thing or it was very little. The levels at which it would be periodically reviewed and monitored, to see that progress has been made, I have not been able to find much evidence of that. Often, the time frame within which the project was to be implemented, I do not think it was determined accurately or with any realism. These are some of the short-comings which are of my Department, which are of my Ministry".

3.8 The witness added:

"Substantial amount of money could not be spent because the equipment which we wanted for communications, for navigation and otherwise was not given in time by the indigenous manufacturers....

I feel that if the DGCA and the Ministry have chased up the orders and identified the delivery dates, these delays could have been reduced. I do not blame the manufacturers alone. It was our duty to carry out stage inspection

to see how they are progressing and bring them to the notice of the appropriate authority. I do not think this was done seriously....

We have also introduced a system by which it will be monitored. There are certain minor projects and some major projects. The projects of the value of Rs. 1 crore and above are major projects. Those who are in-charge are expected to go into the details: which critical part of the work is being delayed, which is behind the target date, what attempt is being made to expedite them and so on.... to keep a tight control on the expenditure, after placement of order for all major items, there should be monthly review of the progress and of the work being undertaken." In addition, the DGCA could do a good amount of inspection to ascertain all the progress that is taking place as to whether the production has started and also thereafter, a review is to be taken monthly by the DGCA himself, by the Joint Secretary in the Ministry once in two months, and by myself once in a quarter. We have started this system."

3.9 According to Secretary (Civil Aviation) this system was introduced "four months" back only.

3.10 Asked whether penalty clause or risk purchase clause was included in the agreements, the witness stated "it should be there". The witness added, I have passed orders that in the future contracts stringent guarantee and delivery performance should be built in. Personally, I think something more than this needs to be done".

3.11 The Ministry subsequently through a written note informed the Committee that recognising, the importance of ensuring that the funds allocated for upgrading the communication and safety equipment in the Directorate are utilised to the maximum extent, and based on the past experience in this regard, a number of corrective measures have either been initiated or are under consideration. These have been summed up below:

- (a) Major items of equipment required at different airports in the country have been identified and in respect of those items where there have been slippages in delivery, the question of expediting the deliveries has been taken up.

at the level of the Secretaries and the Ministers, with the Administrative Ministries of the Public Sector Undertakings concerned.

- (b) A system of stage inspection of equipment on order is proposed to be introduced so that prompt corrective action can be taken by the suppliers/manufacturers in cases of slippages.
- (c) Apart from the quarterly review of the progress of expenditure on Plan schemes, a system of review every month by the Director General of Civil Aviation and the concerned Director in the Ministry, every two months by the Joint Secretary, and every quarter by the Secretary has also been introduced.
- (d) The monitoring systems have also been strengthened by the introduction of PERT and BAR charts and of periodical inspections by the officers of the concerned Directorates and of the Ministry.
- (e) The penalty clauses incorporated in the contracts for delayed deliveries are proposed to be invoked more frequently so as to serve as a deterrent.

3.12 Asked as to the extent to which the relevant services have suffered and air traffic exposed to risk on account of delays, the representative of the Ministry stated:

“Because of the fact that we had out-moded equipment, on that account, we have not been exposed to risk excepting that we have not been able to completely equip our airports with more solid-state equipment”.

3.13 The Secretary, Civil Aviation added:

“It is very difficult to quantify that. We definitely know that the operations would have been better and smoother. Perhaps, the pilots would not have had such a difficult time also. The very fact that we want to instal this equipment is to reduce the risk. That is why we are doing it. If there was no risk, then there would be no need to instal the equipment. We are only doing it to minimise the risk. It is very difficult to quantify the risk.”

Development of Communication and Air Traffic Control and Safety Services

3.14 It has been stated in a memorandum from a non-official organisation that:—

“....the air traffic services/communication facilities in India are in dire and urgent need of a thorough overhaul. For this purpose, we feel that all the projects and budgets prepared by the DGCA for installation of ATS/COM equipments should be sanctioned by Government on priority basis and executed most expeditiously”.

3.15 Asked to give his views in the matter, Secretary, Civil Aviation stated in evidence that:—

“At present, there are about 87 airports with the DGCA. Regular operations are conducted through 45 airports. The minimum requirements of communication aids for orderly and safe conduct of air operations are VHF, air to ground communication channel, High frequency point to point radio telephone channel and NDP. These equipments exist on all the 45 operating airports. As I have submitted before the Committee that in view of the increase in the intensity of operations and in view of the type of aircrafts which have been inducted into the various Airlines, we looked into 20 air-fields where the operations are of intense nature and we are intending to upgrade them.

I would also like to refer briefly to what extent the radio navigation aids and radars have been augmented in the last five years, from 1978 onwards. In 1978, there were 29 VORs. Today, we have 34”.

3.16 Subsequently in a written note, the Ministry have stated that the Civil Aviation Department is quite conscious of the substantial shortfall in the expenditure on Aeronautical Communication and Air Traffic Control and Safety Services during the period 1974—82. Having regard to the urgent need for upgrading the existing air traffic services/communication facilities, the Department is making concerted efforts to upgrade the facilities and is endeavouring to ensure that the schemes for the installation of such facilities are sanctioned on priority basis and executed most expeditiously.

3.17 The Ministry have also informed that development of Aeronautical Communication Service in respect of 20 important airports is

estimated to cost Rs. 80 crores in addition to the expenditure being incurred during the Five Year Plan period (1980-85) towards this aim. The details of the equipment to be procured in addition to those being procured during the current (1980-85) plan period for the development of 20 airports are as follows:—

Number of Equipment	Quantity	Estimated cost in Lakhs	Remarks
1. Air Route Surveillance Radar (ASR)	2	2400.00	Trivandrum, Ahmedabad.
2. ARSR Updator	3	2100.00	Calcutta, Delhi, Madras.
3. Airport Surveillance Radar	2	1100.00	Hyderabad, Gauhati
4. Instrument Landing System (ILS)	12	1200.00	Bombay (2), Delhi (2) Madras, Ranchi, Trivandrum, Amritsar, Varanasi, Bangalore, Jaipur, Lucknow.
5. Terminal VOR (TVOR)	1	10.00	Bombay
6. Doppler VOR (DVOR)	1	60.00	Delhi, Ranchi, Tiruchirapalli
7. Distance Measuring Equipment (DME)	4	60.00	Amritsar, Imphal, Ranchi, Tiruchirapalli.
8. Very High Frequency Direction Finder (VHF DF)	1	20.00	Ranchi
9. Non-Directional Beacon (NDB)	2	20.00	Bombay, Madras.
10. Extended Range Very High Frequency Air-Ground Communication (ER VHF)	3	90.00	Bombay, Tiruchirapalli, Gauhati
11. Automatic Terminal Information Service	3	25.00	Varanasi, Hyderabad, Bangalore
12. Automatic Message Switching System (AMSS)	3	900.00	Calcutta, Delhi, Madras.
13. Speech Recorder	2	15.00	Delhi, Calcutta.
Total		8000.00 Lakhs	

3.18 The Committee note that there has been heavy short-fall in the utilisation of Plan Funds during the period 1974-82. Out of the total allocation of Rs. 55.02 crores for communication services, only Rs. 26.62 crores could be spent during the period. Similarly, out of

the total allocation of Rs. 26.12 crores for the Traffic Control and Safety Services only Rs. 12.89 crores could be spent. The shortfall has been more than 50%, and some of the reasons were stated to be (i) delay in indigenous development of Crash Fire Tenders; (ii) delay in acceptance of imported Crash Fire Tenders due to commercial/technical reasons; (iii) delay in submission/processing of proposals within the Department in the absence of adequate infrastructure; and (iv) delay in execution of civil and technical/electrical works by CPWD.

3.19 Secretary (Civil Aviation) during evidence laid the blame for the shortfall in expenditure partly on the Department of Electronics and the Public Undertakings under that Department on whom orders were placed for certain equipment and on the Central PWD which according to him, was responsible for delay in execution of certain civil and technical/electrical works. He, however, admitted the absence of adequate system of monitoring and stage inspection within the Department for identifying the delivery dates and chasing up the orders placed. This is highly regrettable.

3.20 The Committee have been informed that recognising the importance of ensuring that the funds allocated are utilised to the maximum extent, based on the past experience, a number of corrective measures as detailed below have been initiated or are under consideration in the Ministry:—

- (a) Major items of equipment required at different airports in the country have been identified and in respect of those items where there have been slippages in delivery, the question of expediting the deliveries has been taken up, at the level of the Secretaries and the Ministers, with the administrative Ministries of the Public Sector Undertakings concerned.
- (b) A system of stage inspection of equipment on order is proposed to be introduced so that prompt corrective action can be taken by the suppliers/manufacturers in cases of slippages.
- (c) Apart from the quarterly review of the progress of expenditure on Plan schemes, a system of review every month by the Director General of Civil Aviation and the concerned Director in the Ministry, every two months by the Joint Secretary, and every quarter by the Secretary has also been introduced.

- (d) The monitoring system have also been strengthened by the introduction of PERT and BAR charts and of periodical inspection by the office of the concerned Directorates and of the Ministry.
- (e) The penalty clauses incorporated in the contracts for delayed deliveries are proopsed to be invoked more frequently so as to serve as a deterrent.

3.21 The Committee hope that these steps will have the desired effect and avoid future slippages, in the achievement of physical and financial targets. The Committee further desire that the micro planning machinery should also be strengthened.

3.22 The Committee note the categorical assurance of the representative of the Ministry that by the delay in replacement of outmoded equipment "we have not been exposed to risk except that we have not been able to completely equip ourselves with more solid-state equipment". However, this is tempered by the admission of the Secretary (Civil Aviation) during evidence before the Committee that "the very fact that we want to instal this equipment is to reduce the risk. If there was no risk, then there would be no need to instal the equipment". The Committee have subsequently been informed by the Department that "having regard to the urgent need for upgrading the existing air travel services/communication facilities, the Department is making concerted effort to upgrade the facilities and is endeavouring to ensure that the scheme for installation of such facilities are sanctioned on priority basis and executed most expeditiously". In this connection a programme of modernisation of aeronautical communication services in respect of 20 important air ports costing an estimated Rs. 80 crores has been drawn up. This would be in addition to the expenditure being incurred during the period 1980-85. The Committee expect the Ministry to pay special attention to improvement in and modernisation of communication and traffic control and safty equipment at the airports so that air travel is no longer a safety hazard.

B. Instrument Landing System

3.23 In regard to the scheme of "provision of instrument landing system (Reciprocal) at Delhi, Bombay and Calcutta Airports", costing Rs. 121 lakhs which was to be completed in 1978, it has been stated that "though the equipment was received in 1978, Bombay and Delhi equipments were diverted to Hyderabad and Trivandrum

respectively to meet the operational needs.....Due to delay in land acquisition, Calcutta equipment has not been in position (expected to be commissioned in 1983)."

3.24. Enquired as to when were the instruments meant for Delhi and Bombay received and when were they diverted to Hyderabad and Trivandrum, the Secretary (Civil Aviation) stated in his evidence that "the instrument landing system, meant for reciprocal runway at Delhi and Bombay were received in January, 1978. The ILS for Delhi was diverted to Trivandrum in September, 1979. The glide path component of the ILS at Bombay port was diverted to Hyderabad in November, 1979. The ILS consisted of four components the glide path, the localiser, the middle marker and the outer marker. So, these four components are never kept in one place. They have four different locations. The outer marker is placed four kilometres away from the threshold of the runway."

3.25. Giving the reasons for non-installation of ILS at Delhi the witness added:—

"The background is like this. After the unfortunate crash in which Mr. Kumaramangalam died, the Civil Aviation Deptt. started doing some exercise to see how to prevent such accidents. One of the decisions was that they should have a reciprocal landing system which only means that you can land from either side of the field. You can have a reciprocal landing system by which you can land in one direction and if there is any difficulty in that direction, you can land on the other side. Immediately they placed the order for this. But having placed the orders nobody bothered to see whether it is possible to instal them. In the Delhi airport there is a road running very close to the runway. So, it is not even feasible to instal that unless the runway gets shifted. So there was no use. The only alternative was to keep it in stock or have it installed somewhere, where it will have some utility."

3.26. Pointing out that an amount of Rs. 121 lakhs was spent on the ILS equipments, which remained idle, and had to be shifted to other places, the Committee desired to know whether any responsibility had been fixed for authorisation of its purchase without any feasibility report. The witness stated that "this equipment was purchased as a result of the inquiry made by the Khosla Committee." The witness admitted that "there was no feasibility report prepared for installation of this equipment."

3.27 The Committee find that Instrument Landing System (Reciprocal) procured for installation at Delhi, Bombay and Calcutta Airports at a cost of Rs. 1.21 crores could not be installed at these Airports for various reasons. The equipments meant for installation at Delhi and Bombay, which were received in January 1978, were diverted to Trivandrum and Hyderabad in September and November, 1979 respectively. The Committee were informed during evidence that after the equipments for Delhi and Bombay were received, it was found that it was not feasible to install the equipments at these Airports. It was admitted before the Committee by the Secretary (Civil Aviation) that "there was no feasibility report prepared for installation of this equipment" and that "having placed the orders, nobody bothered to see whether it is possible to install them." The Committee deplore the lapse on the part of the authorities who gave a "go ahead" for the purchase of the equipment in that they did not bother to ascertain beforehand whether the installation of such equipment at the Delhi and Bombay Airports was feasible or not. The Committee would like a thorough investigation to be made in the matter and action taken against those found negligent.

3.28 For the future the Committee would like the Ministry to issue strict instructions that orders for new equipment system should not be placed unless a proper feasibility report is prepared before hand and got approved at the appropriate level.

3.29 As for the equipment meant for Calcutta Airport, the Committee find that despite a lapse of several years since the acquisition of the Instrument Landing System, it was expected to be commissioned only in 1983. The reason indicated is "delay in acquisition of land". This action shows lack of advance planning and coordination with the State Government, on the part of the DGCA, which the Committee would like the Ministry to look into.

3.30 The Committee would like to be assured that the Instrument Landing System has been installed and is now operational at Trivandrum, Hyderabad and Calcutta Airports.

C. Installation of Approach Lights

3.31. From the information furnished to the Committee by the Ministry it is seen that installation of approach lights at 12 stations was planned at a cost of Rs. 114 lakhs, but lights could be provided at 3 stations only by 1980-81. The slippage in providing lights at other stations is stated to be due to delay in acquisition of land.

3.32 Explaining the difficulties in acquiring land, Secretary, Civil Aviation stated:—

“In the Sixth Five Year Plan period, we had planned that we would set up lights at 12 stations and where the State Government have been more enthusiastic and keen about it, we have been able to get the land and where the State Govts. have not been fully involved, there are difficulties. We have been able to instal these approach lights at three stations so far namely, Nagpur, Udaipur and Jaipur. We deferred the work at nine stations.”

3.33 The Committee are distressed to find that approach lights could not be installed at 9 airports as planned for during the 6th Five Year Plan period on account of non-requisitioning of land by State Governments. This reflects complete absence of coordination between the DGCA and the State Governments concerned. The Committee are unable to appreciate as to how the projects were approved and funds allocated therefor without DGCA assuring itself beforehand that the land will be available to execute the projects. The Committee would like the Ministry to review the system of approval of projects and allotment of funds to take steps to avoid such situations in future.

D. New Airports

(i) Aerodromes and Air Routes Services Projects

3.34 According to the information furnished to the Committee by the Ministry, out of 37 Aerodromes where major projects have been undertaken under the heading “Aerodromes and Air Routes Services (Works at Aerodromes)”, projects at nine Aerodromes viz. Ahmedabad; Agartala; Bhopal; Gauhati; Jammu; Kanpur; Mohanbari; Patna and Trivandrum have been or are likely to be delayed.

3.35 When asked about the reasons for delay or non-completion of projects in scheduled time, the Secretary, Civil Aviation stated in evidence that:—

“Out of the nine projects, six were completed in time and others were completed before time. For the six projects, there is no cost overrun. There are only three cases where we had enormous delays. Cost over-runs are involved. These three are Agartala, Gauhati and Mohanbari. All the three airports projects are in the Eastern area and there have been various reasons for delays including labour availability, the material availability, abandoning

the contracts leaving action to be taken up by another contractor.....In these three cases there have been cost over-runs and there have been abnormal delays. Agartala will be completed by the middle of next year. Gauhati has already been completed. Mohanbari is still in a difficult stage. After the contract was awarded to a particular contractor on the basis of his own quotation, he demanded 35 per cent increase. So we had to go for re-tendering, and the contract has been awarded recently. We have to see how things move."

3.36 It has been suggested in several memoranda submitted to the Committee that in view of the delays in the execution of civil aviation works by the CPWD, arrangement should be made whereby the officers of the CPWD worked under the DGCA/Ministry of Civil Aviation. Asked to give his reactions to the above suggestion, Secretary, Civil Aviation stated in evidence:—

"To my mind, this is likely to create more problems, because it would mean another large organisation. DGCA is already there. What is required is a close and systematic monitoring of projects under implementation, which we have been doing and we have seen that the results are much better."

3.37 Asked whether the existing arrangement of getting the Works executed through CPWD was satisfactory, the witness stated:

"there was considerable room for improvement in the quality of work. The quality is not as good as one would like it to be."

3.38 The Committee observe from the material furnished to them that out of 37 Aerodromes where major projects have been taken up under "Aerodromes and Air Routes Services (Works at Aerodromes)", projects at nine Aerodromes viz. Ahmedabad, Agartala, Bhopal, Gauhati, Jammu, Kanpur, Mohanbari, Patna and Trivandrum have been or are likely to be delayed. However, during evidence the Committee was informed by the Secretary, Civil Aviation that out of nine projects, there are only three cases where there had been enormous delays. These three Airports are Agartala, Gauhati and Mohanbari. The delay is attributed to various reasons, such as non-availability of labour and material and abandonment of contracts. This has involved cost over-runs also. The Committee were assured that works at Gauhati have been completed, those at Agartala would be completed by the middle of 1984, but Mohanbari is still in a difficult stage, as

the contractor, to whom the contract was awarded demanded 35 per cent increase, and this involved calling of fresh tenders. The Committee learn that the contract has been awarded recently. The Committee are displeased at considerable delays in the execution of civil and electrical works at some of the Air Terminals leading to substantial cost escalation. They have elsewhere in the report recommended the setting up for effective monitoring mechanism and follow up system to watch the progress of various projects under execution. They hope that the works at Agartala airport would now be completed as per revised schedule, and similarly the work at Mohanbari, for which a fresh contract has been negotiated, would also be completed according to the terms of the contract.

3.39 Delay in execution of aviation works by the C.P.W.D. has been brought to the notice of the Committee, and it has been suggested that the Officers of the CPWD should work under the DGCA or the Ministry of Civil Aviation. Though the Secretary, (Civil Aviation) did not favour this proposal because in his opinion this was likely to create more problems and would need the creation of another large organisation, he admitted that in the existing system "there was considerable room for improvement in the quality of work and that the quality is not as good as one would like it to be." Keeping in view the delays in execution of works by CPWD and its poor quality, the Committee would like the Ministry of Tourism and Civil Aviation to examine whether there could be any better alternative to the existing system of execution of their civil and electrical works through C.P.W.D.

(ii) *Airport at Simla*

3.40 During the course of evidence of the representatives of the Ministry of Civil Aviation, the Committee specifically enquired as to when the Airport at Simla will become operational, the Secretary, Civil Aviation stated "Simla airport is a complicated matter."

3.41 The witness further stated that:—

"There is no possibility of this airport becoming commercial. The State Government had invested some money in levelling some land for the purposes of building a runway. They have spent about Rs. 85,00,000. They came up with the proposal that this money should be reimbursed to them and we should build an airport there. The Chief Secretary of the State had a discussion with me. I told him that this project is not included in any of the plans that if the Himachal Pradesh Govt. agrees

to level the land and hand it over to us, we will build a run-way there but we told them not to ask for reimbursement of this land. It was then agreed formally between me and the Chief Secretary that they will do the levelling and will not ask for reimbursement. In the meanwhile, the government changed and the same point is being agitated again though a clear-out agreement is that they will invest in the levelling of land. In the meanwhile I have had a project report made, and we intend to build an airport there but not on a grand scale because, the number of operations will be very few due to weather conditions, due to the clouds and mist and so on. They have to acquire some more land also. So once they hand over the land to us, we will build the run-way and a small building and operate with a small aircraft. To give a time-schedule for this would not be correct . . .

We will be spending about Rs. 50 lakhs to Rs. 60 lakhs in building the run-way because it is going to be a small airport with a small aircraft operating-possibility Dornier aircraft with about 20 seats only. After the traffic builds up we can change the aircraft. Apart from this, we will be spending about Rs. 2.5 crores on aircraft and then some amount on equipment also."

3.42 Enquired specifically as to when would it be possible to start operating the Simla airport, Secretary, Civil Aviation stated "within a year of the land being handed over to us, it could be done. If they could expedite the land acquisition, then we will do our best. I cannot give a commitment, but I will look into it."

3.43 The Committee were informed by the Secretary (Civil Aviation) during evidence that at some stage in the recent past it was agreed between the Chief Secretary to the Government of Himachal Pradesh and the Secretary (Civil Aviation) that the State Government would make available levelled land to the Central Government and the Central Government will provide a runway and arrange for air services to and from Simla. The Committee were also informed that the State Government has already spent a sum of Rs. 85 lakhs on levelling of the land for the purpose. They note the assurance given to them by the Secretary (Civil Aviation) that the Simla Airport will be operational "within a year of the land being handed over" to the Central Government. The Committee are anxious that Simla Airport should become operational soon. The Committee would therefore like the Department of Civil Aviation and the State Government to

work in concert and see that the proposed Simla Airport on which a substantial amount of money has already been spent by the State Government, becomes operational within a year.

(iii) *Airports in Andhra Pradesh*

3.44 The Committee enquired of the Secretary, Civil Aviation, the position in regard to building of more aerodromes in Andhra Pradesh. In this connection, the Committee pointed out that Government had announced in Parliament that services would operate from about 5 or 6 places in Andhra Pradesh, but the Ministry had limited this only to two places so far. Asked for the reasons therefor, the Secretary replied:—

“For that purpose, we have constituted a Committee under the Chairmanship of Shri Billimoria. We are awaiting their report. We have constituted the Committee about six weeks back. Most of the work has been done. Earlier also, when we started a number of services, a number of routes had to be closed down because those were losing propositions. Sometimes the crew was more than the passengers. There is hardly any passenger traffic. Therefore, we thought it was better to have a closer survey and lay down certain criteria for opening new routes.”

3.45 Pointing out that a super thermal power project, a fertiliser factory, Singareni colliery, a number of cement factories and other industries had come up in Andhra Pradesh, particularly in Karimnagar district, and there were no railway facilities. The Committee asked the Secretary, Civil Aviation if more aerodromes could be established in that state. He replied:

“We will have a look at this suggestion.”

3.46 The Committee note that a Committee has been set up recently under the Chairmanship of Shri Billimoria which will report inter alia on the criteria to be adopted for opening up new air routes and services. They would however, like the Department of Civil Aviation to bear in mind the massive industrial developments taking place in certain areas of the country, necessitating the air linkage of such areas with other commercial and trade centres. One such area that the Committee would like to point out is the Karimnagar District of Andhra Pradesh. Further an airport at Calicut, Kerala, is justified on a variety of grounds. The Committee hope that in deciding new air routes and services the need of such areas will receive due attention.

E. Encroachment on Airport Land

3.47 Regarding the Kota Airport, the Committee brought to the notice of the Civil Aviation Secretary, the following complaint received by them:—

“The area under Kota airport is said to be nearly 500 bighas while the area of land which is in their possession is only 260 bighas, i.e. more or less, 50 per cent. The rest of the land is being trespassed by some private contractors with the connivance of the person who is in-charge of the airport. Some private contractors have been allowed to dig earth from that area and he is charging money. On the other side, . . . some cottage has been constructed. There is a big encroachment on that area. Somebody has been sent there for an enquiry. But he has only completed some formalities, nothing else.”

3.48 The Secretary assured the Committee that he would send somebody there. Subsequently in a written note the Ministry have informed that an enquiry was conducted on 30th October, 1983 to ascertain the alleged encroachment and trespassing on the Civil Aviation Department land at Kota airport. The report of the Enquiry Officer reveals the following:—

- (1) The barbed fencing at Kota aerodrome has been found broken at many places. This may be the result of efforts of un-authorised persons and stray cattle to enter into the Civil Aviation Department area.
- (2) Due to the broken condition of the fencing, the aerodrome boundary is not effectively demarcated. Two kucha houses have been found near the boundary. It could not be established whether these houses were built on the Civil Aviation Department land or outside. However, the matter has been referred to the CPWD for verification of the ownership of the land in question, in consultation with the Local Revenue Authorities.
- (3) The theft and removal of the barbed wire has been established. The Officer-in-charge, Aerodrome, Kota had duly lodged a complaint with the Police.
- (4) Digging and removal of earth from the aerodrome land has been established. The involvement of the Aerodrome Assistant in this affair could not be positively established.

(5) The complaint about misuse of the Government transport has been investigated. From the entries in the vehicle log book, it is found that frequent movements have been recorded for runway inspection and cattle chasing which appeared to be on the higher side in comparison to the actual aircraft movements. The matter is being pursued further.

3.49 The above findings of the Enquiry report have been examined in the DGCA headquarters and necessary remedial action has since been initiated, which includes the following:—

- (a) Vigorous follow up action with local Police and Revenue Authorities to stop encroachment.
- (b) Strict control on use of transport.
- (c) Proper fencing of the DGCA land at Kota airport.'

3.50 The Committee are surprised that large scale encroachment and trespass on land in the possession of the DGCA at Kota Airport escaped notice of the Officers on the spot and it was only after the Committee pointed out the fact to the Secretary (Civil Aviation) during evidence on 17-10-83 that a team despatched to inquire into the matter confirmed it and thereafter steps were initiated to meet the problem. The Committee fear that such encroachments and trespassing may be there on land meant for other Airports also, of which DGCA may not be aware. The Committee desire that immediate instructions should be issued to the Airport Managers/officers to make a survey of the lands in the possession of the DGCA and to certify that it is completely free from any kind of encroachment and/or trespassing. The Committee would await the details of encroachment, if any. It should be clearly enjoined upon them that it is their personal responsibility to see that all lands in the possession of the DGCA under their charge remains free from such encroachments and trespass and if it does take place under circumstances beyond their control, suitable action for getting it vacated should be taken by them immediately under intimation to the DGCA.

3.51 In regard to the encroachment and trespass on land in the possession of DGCA for Kota Airport, the Committee would like the Ministry to fix responsibility for inaction on the part of the Airport Manager and others even though the encroachment and trespass on the land had been continuing for quite sometime.

F. Infrastructural facilities at airports

(i) General

3.52 Pointing out inadequacies of the existing facilities at the airports, a non-official memorandum to the Committee observes:—

“Even though a very large volume of traffic is being carried through these airports by the main users, Indian Airlines, these places are still woefully lacking in technical services, equipment, passenger amenities and even terminal buildings at some of the airports.”

3.53 Asked to give his comments on the above observation, the Secretary (Civil Aviation) stated during evidence:—

“I would like to take you back to 1973. I can at best indicate, on the basis of figures, what was the infra-structure then on the ground and what it is now to-day. From the point of view of equipment, in 1973 we had 42 crash-fire tenders in the entire country. In 1983 we have 103. Similarly, water bowzers we now have 13. High chemical tenders, there were 4; now we have 19. Rapid intervention vehicles, which can reach an aircraft in case of fire within a few seconds, there was none; we are now planning to have 24 by next year.”

3.54 When asked about the number of airports where night landing facilities were available, the witness submitted:—

“Actually, the infrastructural facilities have been improved over the years. For instance there are only three aerodromes on which there were the approach lighting systems. We have been able to instal visual approach slope indicator system on 17.

The number of aerodromes with run-way light installations is 25.”

3.55 Keeping in view the sophisticated aircraft in operation, the Committee asked the witness if these facilities were not a must. the witness stated that “we have finished this exercise for atleast twenty airports.”

3.56 The witness further informed the Committee that the following facilities are necessary at aerodromes for safe flying of aeroplanes:—

1. Very high frequency, air-ground communication channel so the Air Traffic Controller and the Pilot can sustain communication;
2. Facility—high frequency Controller Communication Channel—it could be an aerial channel or line-line channel which is hired from the P & T Department.

3.57 When asked by the Committee as to how did the essential requirements to support air operations available at Indian Airports compare with those available in most of the advanced countries, the witness replied:

“In respect of about 25 aerodromes where we have provided run-way lighting system, we have been able to provide visual aids only at 17 aerodromes. To that extent, we are slightly lagging behind. It is our plan to provide visual aids progressively at all airports particularly where jet aircrafts operate so that they could be brought to the requirements of international standard.”

3.58 Expressing their concern about the lack of facilities available at Indian airports, the Committee asked the witness the reasons as to why it could not be provided earlier. The witness responded:—

“What had not been done in 30 years had to be done in 1980 and 1981. Till 1980 the facilities which were not there, had to be stepped up or improved . . .

We have trebled the facilities like very high frequency measuring equipment, frequency landing system, ALS, ASR ASSR, PAR etc.”

3.59 The witness further stated that “we have got seven systems of safety. We have provided all the seven systems of safety. But-to-day the deficiency is only in communications, in the man-power field.”

(ii) Telecommunication System at Bombay

3.60 It has been pointed out in a memorandum to the Committee that on account of poor performance of our telecommunication system, it was decided at the ICAO meeting held in Singapore in January 1983 to by-pass India from shouldering any international responsibility.

3.61 Asked to state as to what steps had been taken by the Ministry to improve the Aeronautical Communication Service at Bombay, the DGCA informed the Committee in evidence that "we had provided for it, but unfortunately at that time, the mid-term review was made and the automatic message switching system was dropped in 1975-76." The DGCA also admitted that "bypass (i.e. ICAO's decision) is a bad thing. It could have been avoided if automatic message switching system had been installed."

3.62 The Committee pointed out that in respect of Aeronautical Communication Service as against a plan provision of Rs. 15.39 crores in the year 1979-80 the actual expenditure during the period was Rs. 4.63 crores and one of the seasons given was the delay in submission and processing of proposals within the Department in the absence of adequate infrastructure in the Directorate of Communication (Planning).

3.63 Asked as to who was responsible for this, the DGCA stated in evidence that "the Planning Directorate was set up only in 1973. This has been admitted. For the lack of planning infrastructure, the blame could be attributed to both."

The representative further clarified:—

"A recommendation was made in that (ICAO) meeting that pending the installation of Automatic Message Switching Systems at Bombay, the exchange of messages between the East and the West of the Indian sub Continent will be handled in a circuit between Bahrain and Singapore."

3.64 Asked whether it was a fact that a proposal was made as far back as in 1975-76 for the introduction of this AMSS Circuit, but it was not accepted then, the representative of the D.G.C.A. stated as follows:—

"... the proposal was made. I would not commit the date but we did take the proposal to the Expenditure Secretary where in the Planning Commission and the Electronics Commission were also represented. We were very keen to buy the equipment but we were told that no import is permitted and that the Computer Corporation of India, Bombay will procure this equipment for us. We were told that in 2 years' time we will have the indigenous equipment but so far we have not even received the quotations. We have the funds for constructing the building for AMSS but we are not doing that. We are utilising this fund elsewhere for the development of

aviation knowing fully well that this equipment will not come so soon."

3.65 Enquired specifically as to when the local manufacturer would be able to deliver the equipment, the representative added—

"So far the specifications are being charted out by the Computers Corporation of India, Bombay. We have no hope of getting the equipment in the near future. Even the orders have not been placed. In the next 2-3 years, there is no hope though the funds are available."

3.66 The former Secretary added:—

"The point ICAO made is about switching system. On all other fronts, we don't have any deficiency, because we have satisfied the minimum requirements for navigational safety in regard to Communications, as required by them."

Regarding switching system, there is a push button switching system with us. They said it should be made automatic. In 1980—82, I was there, and I had included it in the Plan. We are now processing their projects. I will plead guilty to the fact that between 1972 and 1981, this was not included. In 1981, when the new Plan was formulated, we got it included."

3.67 Asked whether it was not a serious lapse on DGCA's part, the witness admitted the same. He, however, submitted:—

"In fact, provision was accordingly made in the 5th Plan and then without assigning any reason, this scheme was dropped on the ground that some economy had to be effected; the scheme was revived in the 6th Plan."

(iii) Procurement and use of Sophisticated Technical Equipment

3.68 It has been stated in the preliminary material furnished to the Committee by the Ministry that "as far as the navigation facilities are concerned, some of the equipment are old equipment, that is with the tube technology. These are being replaced by the progressive purchase of the new equipments or by the new generation equipment . . ."

3.69 In reply to a question about the areas/regions in which the equipments were old and obsolete but were still in use and the steps taken to replace such equipments, the Ministry informed the

Committee through the preliminary material that "the replacement of obsolete equipment in the Aeronautical Communication Organisation is a continuing process. Schemes are progressively being drawn up under the successive 5 year Plans for the replacement of old equipments which had outlived their utility."

3.70 The Committee during evidence enquired whether a consolidated survey had been made of the old equipment which needed immediate replacement and if so, had any estimate been made of the money required to replace this equipment by new generation equipment to be procured locally or from abroad. The representative of the Ministry stated:—

"We make provision in the successive Five-Year Plans for replacement of the obsolete equipment. In the 6th Plan, we have made provision for replacement of two equipments particularly, one is communication equipment and the other is radio and navigational equipment, and we have made provisions for Rs. 13.55 crores and Rs. 8.29 crores respectively, and we have placed orders for Rs. 9.55 crores and Rs. 5.39 crores worth of equipment for both these items. We hope to place orders for the rest of the equipment during the currency of the 6.h Plan."

3.71 When asked which were the airports where this problems was acute, the witness replied "Bombay".

3.72 Enquired as to whether it would be possible to replace all the obsolete equipment during the 6th Plan, Secretary, Civil Aviation replied:—

"No, Sir. In addition to this provision, I have strongly felt the need for additional equipment to bring the airports to a better standard of performance, and the equipments for these airports have been identified. And for that I am trying to convince the Planning Commission and the Finance Ministry to give me additional money. If my answer has to be in the affirmative, I would require Rs. 120 crores more spread over a number of years."

3.73 The witness added:—

"We are operating about 37 airports in the country and I thought it would be advisable keeping in view the resource constraints, to get about 20 modernised first and

the balance 17 can do with lesser equipment. There are about 17 runways in which operation is once a day on the average. They don't require very high level of sophisticated equipment."

3.74 The Committee note the progress made during the last three-four years in the procurement of fire fighting and emergency equipment for the airports and also installation of "approach lighting system" and "visual approach slope indicator system" at some of the airports. They are, however, highly distressed to find that the communication and radio and navigational equipment at the airports is very old and unreliable and therefore unsafe, particularly when majority of the operationally active airports handle jet aircrafts. It is indeed surprising that the Ministry of Civil Aviation was until very recently oblivious to the need of modernizing the facilities at the airports and was moving in the matter, if at all, at a snail's pace. The Committee have been informed that in the 6th Five Year Plan period equipments have been ordered for replacing some of the old and unreliable equipments at some of the airports. The Committee desire that all out effort should be made to acquire the equipment ordered for at the earliest, whether by local procurement or by imports, so that at least some of the sensitive airports are brought at the level of high efficiency and air safety.

3.75 The Committee were informed by the Secretary (Civil Aviation) during evidence that apart from the equipment that has already been ordered for, he would require additional equipment to bring the airports to a better standard of performance, which would cost around Rs. 120 crores and that he was trying to convince the Planning Commission and the Ministry of Finance of the need for the allocation of funds to this extent. The Committee would like to emphasise that for operating the air services at optimum efficiency and safety it is absolutely necessary to modernize the facilities at the airports. Adequate funding for provision of sophisticated facilities at the airports to take on the type of aircrafts that have been acquired and pressed into service is of utmost importance and should be provided for unhesitatingly.

3.76 It is disgraceful that International Civil Aviation Organisation (ICAO) had recently taken a decision to bypass India for transmission of air communication messages from West to East and vice versa and that such messages are at present being handled through a circuit between Bahrain and Singapore. The reason for this decision of the ICAO is the absence of Automatic Message Switching system (AMSS) at Bombay. The Committee are informed that AMSS could not be provided at Bombay because the Electronics Commission

was opposed to the proposal for importing the equipment and suggested that it could be manufactured by the Computer Corporation of India. Whereas the estimates of the Electronics Commission was that it would take the Corporation two years time to manufacture the equipment, the manufacturing proposal is even now stated to be at the most elementary stage in the Computer Corporation of India. Meanwhile, knowing fully well "that this equipment will not come so soon", the Department of Civil Aviation have diverted elsewhere, the funds earmarked for construction of building for housing the AMSS. The representative of the DCCA has expressed the opinion before the Committee that he has "no hope of getting the equipment in the near future." The Committee deplore the negative attitude over this matter of the Department of Electronics/Electronics Commission. They have been instrumental in blocking the import of a sophisticated electronic equipment urgently required by the Department of Civil Aviation on the plea that the Computer Corporation of India had the capacity to manufacture such equipment and that it could be manufactured in a couple of years' time. They have, however, not been able to prompt and direct the said Corporation so far to conceive and design the equipment and even offer quotations. The result is that Civil Aviation Organisation of the country has fallen in international estimation and the blame for this must lie squarely on the Department of Electronics/Electronics Commission. The Committee hope that in future the Electronics Commission/Department of Electronics would play a more positive role and oppose import of an essential electronic equipment only when they are sure that it could be designed and manufactured in the country within a determined time. When a commitment is made about the supply of an equipment it is surely the responsibility of the Department of Electronics that the commitment is fully honoured and for that purpose that Department should have an effective monitoring system to watch progress in designing and manufacture of equipment and its delivery in due time.

CHAPTER IV

AIR ACCIDENTS/INCIDENTS

A. Causes of Accidents/Incidents

4.1 The Preliminary Material furnished to the Committee reveals that during the period 1978-82 (up to 15-10-1982) as many as 93 accidents and 1666 incidents took place. Four of these accidents were investigated by Courts of Inquiry appointed by the Government of India under Rule 73 of Aircraft Rules, two by Committees of Enquiry under Rule 74 of Aircraft Rules and the remaining by Inspectors of Accidents under Rule 71 of the Aircraft Rules.

4.2 The Committee enquired whether any analysis had been made of the causes of these accidents/incidents as reported by the Commissions/Committees of Inquiry or by Inspectors of Accidents. If so, how many of the accidents were due to (i) human failure alone; (ii) failure of equipment alone; and (iii) both human and equipment failure.

4.3 The Secretary, Civil Aviation stated during evidence:

"an analysis of the causes of accidents has been made and major causes have also been identified. Various remedial measures recommended by various enquiry officers have also been introduced. The major cause is, of course human failure. Very often, this cannot be related to their training or that the pilots are not up to the mark. The same pilot who perform excellently one day, may not perform that way the other day. But unfortunately, human failure is the major cause of accidents. To some extent, the causes of accidents are also environmental. In 1981-82, we had as many as 369 incidents of bird-hits. These included military, civil and international aircrafts. This requires better management of environments. Birds are attracted to the locations near the airports."

The witness further stated: "that if we see the break-up, we find that roughly 50 per cent of these accidents are during the training of the pilots, i.e. mainly by the trainee pilots, who have not as yet acquired the licences. They can make

mistakes, because they are still learning. About 22 per cent are in agricultural flying. Because of electrical wires etc. these aircrafts fly very low. On our airlines carriers, it is only 15 per cent. That also we have found that it generally does not happen in a normal situation. It happens in a compounded emergency, not one failure, but two failures put together. Under such conditions when the emergencies are compounded, it is possible that some human failure occurs."

4.4 The witness explained that "accidents due to human failure are 80 per cent in USA, 96 per cent in Australia and 45 in U.K. In comparison we do not fare badly."

4.5 Pointing out that out of four accidents inquired into by Courts of Enquiry, in two accidents that occurred near Bombay, the common factor had been the human failure, the Committee asked the witness if it could be concluded that our Pilots and supporting airport staff were not given the professional training of the highest order. The Secretary, Civil Aviation stated:

"we have fine training centres at present where training is going on. We may give decision now that we should have one centre where we should have the equipment, infrastructure and training facilities as also personnel comparable with the best in the world. For that, we have set up a group which has identified our requirements. We are trying to set up a school where we can train people under better conditions and with better equipment."

4.6 Asked to state the action taken to liquidate the bird menace and to minimise the accidents/incidents near airports, the representatives of the Ministry stated in evidence:

"firstly, on the runways we shoot them out in the hope that the birds might know that this is a danger zone to visit. The assessment made by the Delhi Administration is that there are about 800,000 vultures and kites in and around Delhi and there is a great deal of concentration near the airports. The only answer to reduce the number is to wean away the population around the airports. We have constituted a group to take action in this respect. We are prosecuting people. There are a lot of poultry farms around the airport. We are also in the process of coming up with a new legislation where the Ministry will have

the authority to direct not to carry these kinds of operations in the proximity of airports. We will be authorised to give him compensation and stop his work. The answer really lies in reducing the bird population. We are trying to take some measures to reduce their population."

4.7 The Committee note that during the period 1973—83 (up to 15-10-1982) as many as 93 accidents and 1666 incidents took place. Of these four were investigated by the Courts of Inquiry, two by Committees of Inquiry and the remaining by Inspectors of Accidents under the Air-Craft Rules. An analysis of the accidents made revealed that the major cause of accidents/incidents has been 'human failure'. Another important cause was 'environmental' which included 'bird hits'. Leaving aside the accidents/incidents involving trainee pilots and those during agricultural flying, human failure was the case in 15 per cent of the accidents in India, while accidents due to human failure in USA were 80%, in Australia 96% and in U.K. 45%. The Committee would, however, like to caution the Ministry against any complacency in the matter, and urge that all out endeavour should be made to remove snags which are responsible for accidents due to human failures. Since inadequate training of pilots and other operating staff including air traffic controller and communicators, could be another factor causing accidents due to human failure, they recommend that training facilities of such personnel should be improved.

B. Independent Agency for Investigating the Accidents

4.8 The Estimates Committee had in their 29th Report (1962-63) recommended that the Accident Investigation Section might be taken out of the purview of the Director-General of Civil Aviation and placed directly under the Ministry of Transport and Communication (erstwhile) or under any other Ministry considered suitable.

4.9 In their reply Government had stated that the recommendation had been carefully considered by them and in view of the fact that almost all fatal accidents to passengers aircraft were enquired into by Courts of Inquiry assisted by assessors possessing technical knowledge and experience, the Government of India were of the view that no useful purpose would be served by transferring the Accidents Investigation Section from the Civil Aviation Directorate. The Committee in their Action Taken Report reiterated their recommendation that the wholesome principle that the agency investigating into accidents should be independent of the organisation should be followed in the case of Civil Aviation also.

4.10 The Tata Committee (1975) also recommended that an Accident Investigation Commission be set up under the Ministry. The matter was considered by the Empowered Committee and accepted with certain modifications about composition of the Commission. The proposal was not finally agreed to in the Cabinet.

4.11. Committee on Public Undertakings had in Para 13 of the 42nd Report (1981-82) commended the idea of having an independent Air Safety Cell in Government. It was reiterated by the Committee in their 57th Report (1982-83) on Action Taken by Government on the original report that the Directorate of Air Safety should be placed directly under the Ministry of Civil Aviation.

4.12 Giving his reaction to the above observations, the Secretary, Civil Aviation stated during evidence:

"the spirit of their recommendation is that the same organisation should not be a judge in its own cause. There have been some administrative difficulties in implementing this—most of the time when an accident takes place it is either a Supreme Court Judge or a High Court Judge who conducts the inquiry. It is an independent body; it is independent enough. We need not have a permanent body, I do not think it is necessary."

4.13 When specifically asked that as in the Railways where the Accident Commission was under Civil Aviation Ministry, why could not the Ministry of Civil Aviation have an Independent Commissioner of Accidents, the witness stated that:—

"Recently there has been an innovation. In DGCA we invited an inquiry officer and he made an inquiry and the result of that inquiry was reviewed by the Ministry. I constituted another committee with the representatives of the airlines on it, not necessarily of the DGCA."

4.14 The witness added that the results of this inquiry were found to be satisfactory.

4.15 The question of setting up an Accident Investigating Agency independent of DGCA has been engaging attention since 1962-63, when the Estimates Committee had made a recommendation to that effect. The Tata Committee (1975) also recommended that an Accident Investigating Commission be set up under the Ministry, but the proposal was not accepted by Government. The Committee on Public Undertakings (1981-82) also commended the idea of having an inde-

pendent Air Safety Cell in Government and the Committee reiterated the same in its 57th Action Taken Report recommending that the Directorate of Air Safety should be placed direct under the Ministry of Civil Aviation. The Committee re-endorsing the earlier recommendations of such high powered Parliamentary and Government Committees desire the Ministry to reconsider the setting up of an Accident Investigating Agency independent of the DGCA, on the pattern of the Commissioner of Railways Safety, who is not under the control of the Ministry of Railways but of the Ministry of Civil Aviation.

C. Security Arrangements at Airports

4.16 The following incidents where security arrangements were found to have lax have come to the notice of the Committee:

(i) *The incident in which a cycle came in the way of Prime Minister's flight from Delhi Airport*

4.17 On 27th July, 1982, at about 8.40 a.m., when the special Air-India aircraft carrying the Prime Minister, was scheduled to take off for U.S.A. from the technical area, an employee of Central Public Works Department (Electrical) Delhi Airport, crossed the runway on cycle ignoring signal direction of the Constable at Red Light Point and of the Constable at post No. 6 and went towards the Dairy Gate. After the take-off of the VVIP aircraft, an airport jeep followed the cyclist and he was taken to A.T.C. building. Being an employee of the C.P.W.D. at the airport, and in possession of Photo Identification Card (P.I.C.) No. 11789, his pass was confiscated and was later on cancelled.

4.18 The Deputy Commissioner of Police, Airport Security, informed the Executive Engineer, C.P.W.D. (Electrical) of the default made by his employee and asked him to issue necessary instructions to all concerned in his Department for strict observance of the rules of the operational area. The point was also discussed in the Airport Security Committee meeting and all airlines/agencies were requested to direct their employees not to cross runways without permission from the A.T.C. Tower.

4.19 The Executive Engineer, C.P.W.D. (Electrical) informed the Deputy Commissioner of Police, Airport Security, Palam, that the culprit being a temporary employee had left the service. He had now issued strict instructions to all the workers to follow the rules to ensure prevention of any such incidents in future.

(ii) Matador Accident at Delhi (Palam) Airport

4.20 On 15th December, 1982 an Indian Airlines' Boeing 737 aircraft VT-ECS was operating flight No. IC-494 (Delhi-Ahmedabad-Jaipur-Delhi) with six crew members and 108 passengers on board. While landing on runway 28 of Palam Airport, just before touch down, the aircraft hit a mini-bus (bearing registration DEP-2673) near the beginning of the 2000 feet marker on the right hand side of the runway centre-line. The landing of the aircraft was normal but as a result of its collision with the ground vehicle, it suffered damage. The persons on board the aircraft as well as driver of minibus were not hurt. The incident took place at 2218 hrs. There was no fire to the aircraft.

4.21 An enquiry was instituted by the Regional Controller of Air Safety, New Delhi. The Inquiry Officer arrived at following conclusions:—

- (i) The driver of the Mini Bus had driven the vehicle for his personal use and without the permission of the Shift Incharge of Police Control Room.
- (ii) The driver did not take any permission from ATC to cross the runway.
- (iii) The driver attempted to cross the runway with head lights OFF from 'C'-Taxi-way, where crossing was prohibited.

A case under Section 279 IPC was registered against the driver. The case is pending in the Court.

4.22 As a sequel to the accident the steps to be taken by the different agencies at the International Airports were reviewed in consultation with the Director General of Civil Aviation, Director, Civil Aviation Security, the International Airports Authority of India, Indian Airlines and Air India. It has been decided to introduce, with immediate effect, the following measures:—

- (a) The International Airport Authority of India will provide "Follow Me" Jeeps from dusk to dawn at Bombay and Delhi Airports. These will be fitted with the requisite equipment for being in contact with and giving the appropriate directions to the pilots of aircraft and ATC.

- (b) The responsibility for marshalling of aircraft shall remain with the airlines concerned. In order, however, to ensure complete coordination, the Marshallers will be in the "Follow Me" Jeep till the taxiing is over after which the marshalling operation will be taken over by the Marshallers. The Marshallers shall wear yellow-coloured jackets to be provided by the airlines, similar jackets being provided by both Air India and Indian Airlines.
- (c) Regular Refresher Courses for the Marshallers shall be arranged by the airlines.
- (d) Periodical painting of the yellow guidelines will be undertaken by the International Airports Authority of India.
- (e) Apron lighting, to be provided by the International Airports Authority of India, shall be of Standard Lux.
- (f) An Air Information Circular will be issued to the effect that Bays 10, 11 and 12 in Delhi-airport will be used exclusively for Airbus operations.
- (g) It shall be the responsibility of the airlines to ensure that their equipment or other material is not left lying around in the operational area causing obstruction. On noticing any such obstruction, the International Airports Authority of India will immediately direct the concerned airline to remove the obstruction and such directive shall be forthwith complied with, failing which the Authority shall remove the obstruction.
- (h) The frequency of the periodical check of the operational area by the officials of the Authority shall be increased. Periodical inspection of the operational area shall also be undertaken by them to ensure that the area is free of all unauthorised personnel or vehicles.
- (i) The personnel of all the agencies having access to the operational area shall display an Identity Card on their dress.
- (j) Speed limits for vehicles moving in the operational area shall be prescribed and strictly enforced by the International Airports Authority of India.
- (k) The personnel of the airlines, the Authority and Civil Aviation Security shall be given appropriate instructional and refresher courses, standard material for such courses

being prepared by the Authority. A list of DOs shall also be prepared and circulated by the Authority and the different agencies shall issue appropriate instructions to their personnel to ensure strict adherence thereto.

4.23 The question of vesting the authorities with appropriate powers to impose penalties for violations is also actively under consideration of Government and orders in this regard will issue separately.

(iii) *Accident on the detonation near Madras Airport of an explosive device put in the Aircraft.*

4.24 It is stated that the Inquiry Committee that investigated into the accident which occurred on 28-4-1979 near Madras and in which Boeing 737 Plane of the I.A. was involved has described the accident as follows:—

“On a consideration of the material on record the Committee is of the view that the cause of the accident was the detonation of an explosive device in the forward lavatory of the aircraft”

4.25 When enquired whether there were inadequate security arrangements at Indian Airports, the Secretary, Civil Aviation stated in evidence:—

“This accident took place on 28-4-1979 and the inquiry committee had observed that based on the evidence before the Committee it felt that there were inadequate security arrangements at the Indian Airports. This flights was coming from Trivandrum to Madras, and before it landed at Madras while probably when it was descending this accident took place because of the explosion.”

4.26 The witness further submitted:—

“The (inquiry) Committee felt that this explosive device must have been put in the lavatory at Trivandrum Airport and it observed that the security arrangements at Trivandrum were not adequate and they also felt that this would be generally the state of affairs at other airports also.”

4.27 The witness added:—

“Various recommendations which were made by this Committee regarding security arrangements were looked into

and there were certain shortcomings in the security arrangements. This was in 1979, and then all the security arrangements at the airports have been reviewed and instructions were issued to see that these shortcomings are removed."

4.28 The witness stated that some of the recommendations were:—

1. Issue of photo identification cards to staff.
2. Grading of access points from the terminal building on to the operational area.
3. Flight anti-sabotage check.

4.29 The Committee are perturbed to note that due to lack of proper security arrangements, incidents such as a cyclist coming in the way of Prime Minister's flight, a Matador Vehicle colliding with a taxiing aircraft; and detonation of an explosive device in an aircraft took place. Various steps to tighten the security measures, such as observance of rules by the airport staff; avoidance of overlapping functions between different agencies in safe air operations, training and introduction of refresher courses for the Marshalls, display of Identity Cards on their dress etc. have been issued. The Committee still feel that there is room for further tightening the security arrangements at the Airports, particularly the International Airports, to avoid major incidents, sabotaging etc. The Committee, therefore, recommend that efforts should be made to further tighten the security measures at the Airports.

D. Minimum Equipment List

4.30 It has been stated in a memorandum submitted to the Committee that "the Aircraft maintenance and defect rectification system needs lot of improvement. To-day the entire responsibility is left to the Operator and the DGCA relaxes the rules as and when required by the operator in the matter of despatching aircraft with multiple snags and defects even of the repetitive nature."

4.31 Elucidating the above statement, a representative of the Indian Commercial Pilots Association, stated in evidence before the Committee that—

"There is a minimum equipment list which we call in short 'MEL'. To-day, it is used as a rule. It permits an aircraft

to fly upto 72 hours, but in between efforts should be made, during the stop-over to attend to those defects. Probably, they may not be able to remove them in places like Gauhati, Bombay, we certainly expect that those defects should be attended to. But our experience has been very disappointing. Once a defect has developed in an item, the effort of the Engineering Department is to carry it forward on the minimum equipment list. Our various representations have not been looked into..... Every court of enquiry has noted down that repeated snags should be looked into. So many courts have opined that I.A. along with DGCA must have definitely a minimum time for checking an aeroplane. Otherwise, short-cut is likely to come in. The practice remains where it is to-day inspite of so many accidents."

4.32 Later in a written note the Ministry have stated that M.E.L. stands for Minimum Equipment List, which is a document approved by the Airworthiness Authority, containing details of aircraft components and systems which can remain inoperative on the aircraft, without adversely affecting the airworthiness or reducing safety of operation of the aircraft. The purpose of this list is to assist in reducing delays at transit and terminal stations and as such the aircraft may continue its flights with items unserviceable as given in the MEL, till it reaches the base of the aircraft, where both equipment and workshop facilities and parts are available for servicing and repairing or replacing the item concerned. M.E.L. is prepared for each type of aircraft on the basis of manufacturers' recommendations, duly approved by the type certification authority of that country.

4.33 The M.E.L. is not intended to provide for continued operation of the aircraft for an indefinite period with inoperative items, but the defects so carried forward are to be rectified and the deficiencies made good at the first available opportunity, where facilities for repair and parts are available.

4.34 The Ministry also furnished the following statement showing the total number of defects carried forward under the provisions of Minimum Equipment List (MEL) in respect of the different types

of aircraft operated by Indian Airlines during a period of one year (July 82 to June, 83):—

	Airbus A-300		Boeing 737		HS-748		F-27	
	Single Defect	Multi- ple Defect						
July, 82	82	87	63	96	5	29	12	
August, 82	82	85	37	92	6	11	13	1
Spt., 82	82	77	45	93	6	20	2	2
Oct., 82	82	71	47	114	6	7	2	8
Nov., 82	82	77	57	115	13	4	8	
Dec., 82	82	78	73	110	8	5	4	
Jan. 83	83	70	76	109	9	11	3	
Feb., 83	83	79	56	102	13	8	16	3
March, 83	83	80	65	113	18	9	4	1
April, 83	83	67	88	133	17	20	14	
May, 83	83	70	72	136	25	9	8	..
June, 83	83	75	67	148	22	12	1	1
Total:	916	746	1361	148	145	5	102	8
Total No. of flights take-off		14699		55032		15087		9754

4.35 Whenever defects are carried forward under the provisions of MEL, the requirements to be complied with by the operator before releasing the aircraft for service are specifically mentioned in the M.E.L. and they are to be strictly adhered to by the operator. No case of any violation has been reported.

4.36 The Committee are averse to the system of flying of Aircraft with defects which are of repetitive nature. The fact that flights are being authorised with such defects reflects inadequacies in the system of repair and maintenance of aircraft. The Committee would like the DGCA to devise ways and means to ensure that the airlines have adequate and proper arrangements for maintenance of Aircraft at the Base as well as en-route and that the flights are not authorised until the defects, at least those of repetitive nature, are removed.

CHAPTER V

TRAINING

A. Central Flying School for Training of Commercial Pilots

5.1. One of the recommendations of the Tata Committee (1975) was that a Central Flying School should be set up for initial training of the pilots. The Empowered Committee had accepted the recommendation. It has been stated that the implementation of the recommendation has not been possible on account of financial constraints.

5.2 Asked to explain the need for taking up this project with reference to the projected requirements of Commercial Pilots, the Secretary, Civil Aviation stated during evidence that:—

“Tata Committee had made a recommendation to set up a Central Flying School and this recommendation was accepted at the 9th meeting of the Empowered Committee held on 24th August, 1977 and the D.G. was asked to submit a proposal for setting up the School. This proposal was based on the assumption that there will be demand for 65 commercial pilots per year over a period of five years. But when the proposal was considered by the Ministry in January, 1981 in consultation with the Ministry of Finance, it was found that we could not properly identify specifically the specific requirements of the Indian Airlines and the Air India. Therefore, this proposal was not approved. Subsequently, because of the poor state of the Flying Clubs and the need for upgrading the skills of the pilots, we set up a Task Force which submitted its report in April, 1983 recommending the setting up of Central Flying School. This recommendation has been accepted in principle and we are proceeding the proposal in consultation with our Finance for approval. It is at the cost of Rs. 5.8 crores over a period of three years that this Academy will be set up. They have tentatively suggested Delhi, Lucknow and Nagpur as sites for the school.”

B. Training Institute for ACS/ATS etc. personnel

5.3 Civil Aviation Training Centre at Allahabad was established in 1950 to provide training in Aeronautical Communications, Air

Traffic Control, Flying and Aircraft Maintenance Engineering. It has been stated that in 1962, a major portion of the Training Complex including the airport was taken over by the Defence Authorities due to which the flying and engineering schools were closed and training in other subjects was curtailed.

5.4 Enquired as to why no alternative arrangements were made with the compensation provided by the Defence Ministry, the Secretary, Civil Aviation stated in evidence as follows:—

“In 1962, when a portion of the Training Centre was handed over to the Defence Ministry, DGCA did not receive any compensation. So, the question of investing that money for creating additional facilities did not arise. It was a Defence requirement. So, we gave it back to them.”

5.5. It has been stated that “with a large increase in the number of technical department personnel requiring training and with the introduction of sophisticated Navigational aids and facilities required in all fields of Aviation, particularly in the Aeronautical Telecommunication and Air Traffic Control, the training facilities available at Civil Aviation Training Centre are grossly inadequate. Various Committees have recommended for the augmentation and modernisation of the training facilities. At present there is a project under consideration by the Govt. for this purpose.”

5.6 Asked to state the latest position in regard to the proposed project, the witness stated that:—

“Since 1961-62, Rs. 17 lakhs have been spent on additional equipment installed for training purposes. In 1962-63, Rs. 15 lakhs were spent in the construction of hostel and additional class rooms. The facilities and accommodation are now adequate for about 150 trainees. Realizing that there are certain shortcomings and inadequacies in training facilities, an Officer of the International Civil Aviation Organisation was recently asked to come here and conduct a study, identify and indicate the future requirements of this Institute. The investment involved in what the study revealed, is about Rs. 4 crores. We are trying to get UNDP to finance part of the project for improving, updating and augmenting the facilities in this Institute. The Ministry has approved this proposal. We are also now in the process of obtaining the concurrence of Finance Ministry.”

5.7 Tata Committee (1975) had recommended that a Central Flying School should be set up for initial training of the pilots. The Empowered Committee of the Department of Civil Aviation had accepted the recommendation. The Committee note that such school is proposed to be established at a cost of Rs. 5.80 crores. The Committee would like the Ministry of Tourism and C. A. to expedite the processing of proposal and selection of the site.

5.8 The Committee further note that after taking over by the Defence Authorities of a major portion of the Civil Aviation Training Complex at Allahabad, the training programmes in some of the disciplines had to be curtailed. Government have admitted that with a large increase in the number of technical personnel requiring training and with the introduction of sophisticated navigational aids and facilities required in all fields of aviation, particularly in the Aeronautical Telecommunication and Air Traffic Control, the training facilities, available at Civil Aviation Training Centre are grossly inadequate. Realising that there are certain short-comings and inadequacies in training facilities, an Officer of the International Civil Aviation Organisation was recently invited by the Ministry to conduct a study, identify and indicate the future requirements of this Institute. The study revealed that an investment of Rs. 4 crores is needed to expand the training facilities in the Centre and it is proposed to approach UNDP for financing a part of the expenditure. The Committee would eagerly await the results of the efforts of the Ministry in augmenting the training facilities at the Allahabad institute.

NEW DELHI;

April 28, 1984.

Vaisakha 6, 1906 (S)

BANSI LAL

Chairman,
Estimates Committee

APPENDIX
Statement of Recommendations/Observations

Sl. No.	Para No.	Recommendation/Observation
1	2	3
1	2.5	D.G.C.A. at present functions as an attached office of the Ministry of Tourism and Civil Aviation (Department of Civil Aviation). However, a proposal, recommended by Tata Committee (1975), for conversion of the Civil Aviation Department into a Statutory Authority vested with certain statutory powers is stated to be still "under consideration." As the matter has been lingering on since 1975, the Committee recommend that Government should take an early decision in the matter to settle it once for all.
2	2.10	Tata Committee (1975) had recommended that the DGCA may be made ex-officio Additional Secretary conferring Secretariat status to this organisation. The Empowered Committee considered this recommendation and decided that the matter should be taken up with the Department of Personnel and Administrative Reforms indicating the merits/demerits of the proposal. The Committee have been informed that the final decision in the matter was that it was not necessary to confer status of additional Secretary on the DGCA. The reason for this decision indicated to the Committee was that such a status was conferred only in those cases where an officer occupying the position had to sign an agreement or document on behalf of Government. It was further argued that conferment of the ex-officio status of Additional Secretary "should be very limited" and "there should be certain over-riding considerations for it", which

did not exist in the case of DGCA. The Committee are unable to agree with this line of reasoning particularly when the head of a parallel organisation, namely, the Director-General of Tourism has been conferred such a status. They feel that if by conferring the status of ex-officio Additional Secretary on the DGCA it is possible to streamline the decision making process in his organisation, this status should be conferred on him. The Committee recommend that the recommendation of the Tata Committee should be reconsidered and the prime consideration in taking a decision in the matter should be whether the proposed arrangement would lead to greater efficiency and speed in the decision making process and working of the organisation of the DGCA.

3 2.17 The Committee are surprised to find that the Ministry of Tourism and Civil Aviation have not been able to fill up the post of DGCA on a regular basis since July, 1980 and that the incumbents of this post since then have been carrying on the responsibility of the office for short spells on *ad hoc* basis. This is highly irregular particularly because the DGCA is required to perform multifarious functions which require his whole-time and sustained attention. The Committee have a feeling that this state of affairs was also the result of various pulls and pressures for the appointment to the office which, if true, deserve depreciation in the strongest terms. The Committee desire that the appointment to the post of DGCA on regular basis should be finalised by Govt. without any further loss of time. The recruitment rules and Procedures should be such as would allow up prompt filling up vacancies in future.

4 2.18 The Committee learn that in the recruitment Rules for the post of DGCA, first preference is required to be given to a qualified Dy. Director

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General in the organisation of the DGCA. However, only officers having 7 years experience as Dy. D.G. are eligible for the post. In view of the fact that local officers of the organisation reach the level of Dy. D.G. towards the fag end of their career, it will be difficult to find a Dy. Director General of 7 years standing for consideration for the post of DGCA. In these circumstances the only alternative would be to induct someone from outside. The Committee feel that the requisite experience in the case of Dy. D.G. for appointment to the post of DGCA is unrealistic and it should be reduced to a reasonable level, say three years, so that there is a chance for the local officers being considered for the post. In this context the Committee would like to point out that there are definite advantages in the DGCA being an insider who has risen from the ranks as he would be having the necessary technical orientation to handle the technical aspects of his responsibility.

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2.23

The Committee on Public Undertakings in their 42nd Report (1981-82) on Indian Airlines had recommended that "perhaps it would be better from the point of view of accountability that the Airlines is allowed to maintain the domestic airports/terminals....DGCA continuing to exercise such functions as are being exercised in relation to the international airports." The Ministry of Civil Aviation had informed the Committee on Public Undertakings at the Action Taken stage that "Government were giving serious consideration to the recommendation of the Committee." During evidence the Secretary, Civil Aviation pointed out that the basic function of Indian Airlines would suffer if they were to be saddled with the extra responsibilities of maintaining the domestic terminals, for which they did not have the necessary expertise. The Estimates Committee desire that

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the Ministry should examine whether this work could not be entrusted to the International Airport Authority of India which can be suitably renamed as Airport Authority of India, or to a separate Public Undertaking.

6 2.27 The Committee are constrained to note that though the Tata Committee (1975) had recommended setting up of a Flight Inspection Directorate to check proficiency of flying crews and Government had accepted the recommendation and issued guidelines for implementation, the Directorate has not been set up as yet. Since the need for the creation of such a Directorate is admitted, the Committee would like the Ministry to implement the recommendation of the Tata Committee and set up an independent Flight Inspection Directorate, so that the possibilities of human errors involved in the air accidents are minimised, if not eliminated altogether.

7 2.30 It was suggested to the Committee that the air traffic control services and aeronautical communication services, which are at present under different Directorates in the DGCA should in the interest of their coordinated and efficient functioning, be combined. The Secretary, Civil Aviation giving his reaction to the suggestion stated "if we combine these two services, it will create many problems, but I have no serious reservations about putting them under one Deputy Director General. By putting them together under one Deputy Director General, perhaps we can do better." The Committee welcome the proposal of the Secretary, (Civil Aviation) and hope that for efficient functioning of the two disciplines they would be placed under one Deputy Director General.

8 2.34 The Committee note that the Director General of Civil Aviation has been delegated financial

powers to sanction works/schemes costing upto Rs.50 lakhs in each individual cases, subject to the condition that the scheme/works have been approved in principle either at the time of pre-budget scrutiny or at the post-budget stage. This limit was stated to have been fixed in July, 1980. In view of the subsequent escalations in project costs, the Committee feel that the limit fixed in July, 1980 merits an upward revision.

9 3.18 The Committee note that there has been heavy short-falls in the utilisation of Plan Funds during the period 1974-82. Out of the total allocation of Rs. 55.02 crores for communication services, only Rs. 26.62 crores could be spent during the period. Similarly, out of the total allocation of Rs. 26.12 crores for the Traffic Control and Safety Services only Rs. 12.89 crores could be spent. The shortfall has been more than 50 per cent, and some of the reasons were stated to be (i) delay in indigenous development of Crash Fire Tenders; (ii) delay in acceptance of imported Crash Fire Tenders due to commercial/technical reasons; (iii) delay in submission/processing of proposals within the Department in the absence of adequate infrastructure; and (iv) delay in execution of civil and technical/electrical works by CPWD.

10 3.19 Secretary (Civil Aviation) during evidence laid the blame for the shortfall in expenditure partly on the Department of Electronics and the Public Undertakings under the Department on whom orders were placed for certain equipment and on the Central PWD which according to him, was responsible for delay in execution of certain civil and technical/electrical works. He, however, admitted the absence of adequate system of monitoring and stage inspection within the Department for identifying the delivery dates and chasing up the orders placed. This is highly regrettable.

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11	3.20 & 3.21	<p>The Committee have been informed that recognising the importance of ensuring that the funds allocated are utilised to the maximum extent, based on the past experience, a number of corrective measures as detailed below have been initiated or are under consideration in the Ministry:—</p> <p>(a) Major items of equipment required at different airports in the country have been identified and in respect of those items where there have been slippages in delivery, the question of expediting the deliveries has been taken up, at the level of the Secretaries and the Ministers, with the <u>Administrative Ministries of the Public Sector Undertakings</u> concerned.</p> <p>(b) A system of stage inspection of equipment on order is proposed to be introduced so that prompt corrective action can be taken by the suppliers/manufacturers in cases of slippages.</p> <p>(c) Apart from the quarterly review of the progress of expenditure on Plan schemes, a system of review every month by the Director General of Civil Aviation and the concerned Director in the Ministry, every two months by the Joint Secretary, and every quarter by the Secretary has also been introduced.</p> <p>(d) The monitoring systems have also been strengthened by the introduction of PERT and BAR charts and of periodical inspections by the officers of the concerned Directorates and of the Ministry.</p> <p>(e) The penalty clauses incorporated in the contracts for delayed deliveries are proposed to be invoked more frequently so as to serve as a deterrent.</p>

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The Committee hope that these steps will have the desired effect and avoid future slippages, in the achievement of physical and financial targets. The Committee further desire that the micro planning machinery should also be strengthened.

12 3.22 The Committee note the categorical assurance of the representative of the Ministry that by the delay in replacement of outmoded equipment "we have not been exposed to risk except that we have not been able to completely equip ourselves with more solid-state equipment". However, this is tempered by the admission of the Secretary (Civil Aviation) during evidence before the Committee that "the very fact that we want to instal this equipment is to reduce the risk. If there was no risk, then there would be no need to instal the equipment". The Committee have subsequently been informed by the Department that "having regard to the urgent need for upgrading the existing air travel services/communication facilities, the Department is making concerted effort to upgrade the facilities and is endeavouring to ensure that the scheme for installation of such facilities are sanctioned on priority basis and executed most expeditiously". In this connection a programme of modernisation of aeronautical communication services in respect of 20 important airports costing an estimated Rs. 80 crores has been drawn up. This would be in addition to the expenditure being incurred during the period 1980-85. The Committee expect the Ministry to pay special attention to improvement in and modernisation of communication and traffic control and safety equipment at the airports so that air travel is no longer a safety hazard.

13 3.27 The Committee find that Instrument Landing System (Reciprocal) procured for installation at Delhi, Bombay and Calcutta Airports at a cost

of Rs. 1.21 crores could not be installed at these Airports for various reasons. The equipments meant for installation at Delhi and Bombay, which were received in January 1978, were diverted to Trivandrum and Hyderabad in September and November, 1979 respectively. The Committee were informed during evidence that after the equipments for Delhi and Bombay were received, it was found that it was not feasible to instal the equipments at these Airports. It was admitted before the Committee by the Secretary (Civil Aviation) that "there was no feasibility report prepared for installation of this equipment" and that "having placed the orders, nobody bothered to see whether it is possible to instal them." The Committee deplore the lapse on the part of the authorities who gave a "go ahead" for the purchase of the equipment in that they did not bother to ascertain beforehand whether the installation of such equipment at the Delhi and Bombay Airports was feasible or not. The Committee would like a thorough investigation to be made in the matter and action taken against those found negligent.

14 3.28 For the future the Committee would like the Ministry to issue strict instructions that orders for new equipment system should not be placed unless a proper feasibility report is prepared before hand and got approved at the appropriate level.

15 3.29 As for the equipment meant for Calcutta Airport, the Committee find that despite a lapse of several years since the acquisition of the Instrument Landing System, it was expected to be commissioned only in 1983. The reason indicated is "delay in acquisition of land". This action shows lack of advance planning and co-ordination with the State Govt., on the part of

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the DGCA, which the Committee would like the Ministry to look into.

16 3.30 The Committee would like to be assured that the Instrument Landing System has been installed and is now operational at Trivandrum, Hyderabad and Calcutta Airports.

17 3.33 The Committee are distressed to find that approach lights could not be installed at 9 airports as planned for during the 6th Five Year Plan period on account of non-requisitioning of land by State Governments. This reflects complete absence of coordination between the DGCA and the State Governments concerned. The Committee are unable to appreciate as to how the projects were approved and funds allocated therefor without DGCA assuring itself beforehand that the land will be available to execute the projects. The Committee would like the Ministry to review the system of approval of projects and allotment of funds to take steps to avoid such situations in future.

18 3.38 The Committee observe from the material furnished to them that out of 37 Aerodromes where major projects have been taken up under "Aerodromes and Air Routes Services (Works at Aerodromes)", projects at nine Aerodromes viz. Ahmedabad, Agartala, Bhopal, Gauhati, Jammu, Kanpur, Mohanbari, Patna and Trivandrum have been or are likely to be delayed. However, during evidence the Committee was informed by the Secretary, Civil Aviation that out of nine projects, there are only three cases where there had been enormous delays. These three Airports are Agartala, Gauhati and Mohanbari. The delay is attributed to various reasons, such as non-availability of labour and material and abandonment of contracts. This has involved cost over-runs also. The Committee we are assured that works at Gauhati have

been completed, those at Agartala would be completed by the middle of 1984, but Mohanbari is still in a difficult stage, as the contractor, to whom the contract was awarded demanded 35 per cent increase, and this involved calling of fresh tenders. The Committee learn that the contract has been awarded recently. The Committee are displeased at considerable delays in the execution of civil and electrical works at some of the Air Terminals leading to substantial cost escalation. They have elsewhere in the report recommended the setting up for effective monitoring mechanism and follow up system to watch the progress of various projects under execution. They hope that the works at Agartala airport would now be completed as per revised schedule, and similarly the work at Mohanbari, for which a fresh contract has been negotiated, would also be completed according to the terms of the contract.

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3.39

Delay in execution of aviation works by the C.P.W.D. has been brought to the notice of the Committee, and it has been suggested that the Officers of the CPWD should work under the DGCA or the Ministry of Civil Aviation. Though the Secretary, (Civil Aviation) did not favour this proposal because in his opinion this was likely to create more problems and would need the creation of another large organisation, he admitted that in the existing system "there was considerable room for improvement in the quality of work and that the quality is not as good as one would like it to be." Keeping in view the delays in execution of works by CPWD and its poor quality, the Committee would like the Ministry of Tourism and Civil Aviation to examine whether there could be any better alternative to the existing system of execution of their civil and electrical works through C.P.W.D

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3.43

The Committee were informed by the Secretary (Civil Aviation) during evidence that at some stage in the recent past it was agreed between the Chief Secretary to the Government of Himachal Pradesh and the Secretary (Civil Aviation) that the State Government would make available levelled land to the Central Government and the Central Government will provide a runway and arrange for air services to and from Simla. The Committee were also informed that the State Government has already spent a sum of Rs. 85 lakhs on levelling of the land for the purpose. They note the assurance given to them by the Secretary (Civil Aviation) that the Simla Airport will be operational "within a year of the land being handed over" to the Central Government. The Committee are anxious that Simla Airport should become operational soon. The Committee would therefore like the Department of Civil Aviation and the State Government to work in concert and see that the proposed Simla Airport on which a substantial amount of money has already been spent by the State Government, becomes operational within a year.

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3.46

The Committee note that a Committee has been set up recently under the Chairmanship of Shri Billimoria which will report *inter alia* on the criteria to be adopted for opening up new air routes and services. They would however, like the Deptt. of Civil Aviation to bear in mind the massive industrial developments taking place in certain areas of the country, necessitating the air linkage of such areas with other commercial and trade centres. One such area that the Committee would like to point out is the Karimnagar Distt. of Andhra Pradesh. Further an airport at Calicut, Kerala, is justified on a variety of grounds. The Committee hope that in deciding new air routes and services the need of such areas will receive due attention.

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22 3.54 The Committee are surprised that large scale encroachment and trespass on land in the possession of the DGCA at Kota Airport escaped notice of the officers on the spot and it was only after the Committee pointed out that fact to the Secretary (Civil Aviation) during evidence on 27-10-83 that a team despatched to inquire into the matter confirmed at and thereafter steps were initiated to meet the problem. The Committee fear that such encroachments and trespassing may be there on land meant for other Airports also, of which DGCA may not be aware. The Committee desire that immediate instructions should be issued to the Airport Managers/officers to make a survey of the lands in the possession of the DGCA and to certify that it is completely free from any kind of encroachment and/or trespassing. The Committee would await the details of encroachment, if any. It should be clearly enjoined upon them that it, is their personal responsibility to see that all lands in the possession of the DGCA under their charge remains free from such encroachments and trespass and if it does take place under circumstances beyond their control, suitable action for getting it vacated should be taken by them immediately under intimation to the DGCA.

23 3.51 In regard to the encroachment and trespass on land in the possession of DGCA for Kota Airport, the Committee would like the Ministry to fix responsibility for inaction on the part of the Airport Manager and others even though the encroachment and trespass on the land had been continuing for quite sometime.

24 3.74 The Committee note the progress made during the last three-four years in the procurement of fire fighting and emergency equipment for the airports and also installation of "approach lighting system" and "visual approach slope indicator system" at some of the airports. They are, however, highly distressed to find that the com-

munication and radio and navigational equipment at the airport is very old and unreliable and therefore unsafe, particularly when majority of the operationally active airports handle jet aircrafts. It is indeed surprising that the Ministry of Civil Aviation was until very recently oblivious to the need of modernizing the facilities at the airports and was moving in the matter, if at all, at a snail's pace. The Committee have been informed that in the 6th Five Year Plan period equipments have been ordered for replacing some of the old and unreliable equipments at some of the airports. The Committee desire that all out efforts should be made to acquire the equipment ordered for at the earliest, whether by local procurement or by imports, so that at least some of the sensitive airports are brought at the level of high efficiency and air safety.

25 7.75

The Committee were informed by the Secretary (Civil Aviation) during evidence that apart from the equipment that has already been ordered for, he would require additional equipment to bring the airports to a better standard of performance, which would cost around Rs. 120 crores and that he was trying to convince the Planning Commission and the Ministry of Finance of the need for the allocation of funds to this extent. The Committee would like to emphasise that for operating the air services at optimum efficiency and safety it is absolutely necessary to modernize the facilities at the airports. Adequate funding for provision of sophisticated facilities at the airports to take on the type of aircrafts that have been acquired and pressed into service is of utmost importance and should be provided for unhesitatingly.

26 3.76

It is disgraceful that International Civil Aviation Organisation (ICAO) had recently taken a decision to bypass India for transmission of air communication messages from West to East and vice versa and that such messages are at present being handled through a circuit between

Beharain and Singapore. The reason for this decision of the ICAO is the absence of Automatic Message Switching system (AMSS) at Bombay. The Committee are informed that AMSS could not be provided at Bombay because the Electronics Commission was opposed to the proposal for importing the equipment and suggested that it could be manufactured by the Computer Corporation of India. Whereas the estimates of the Electronics Commission was that it would take the Corporation two years time to manufacture the equipment, the manufacturing proposal is even now stated to be at the most elementary stage in the Computer Corporation of India. Meanwhile, knowing fully well "that this equipment will not come so soon", the Department of Civil Aviation have diverted elsewhere, the funds earmarked for construction of builidng for housing the AMSS. The representative of the DGCA has expressed the opinion before the Committee that he has "no hope of getting the equipment in the near future." The Committee deplore the negative attitude over this matter of the Department of Electronics/Electronics Commission. They have been instrumental in blocking the import of a sophisticated electronic equipment urgently required by the Deptt. of Civil Aviation on the plea that the Computer Corporation of India had the capacity to manufacture such equipment and that it could be manufactured in a couple of years' time. They have, however, not been able to prompt and direct the said Corporation so far to conceive and design the equipment and even offer quotations. The result is that Civil Aviation Organisation of the country has fallen in international estimation and the blame for this must lie squarely on the Deptt. of Electronics/Electronics Commission. The Committee hope that in future the Electronics Commission/Department of Electronics would play a more positive role and oppose import of an essential electronic equipment only when they are sure that it could

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be designed and manufactured in the country within a determined time. When a commitment is made about the supply of an equipment it is surely the responsibility of the Department of Electronics that the commitment is fully honoured and for that purpose that Department should have an effective monitoring system to watch progress in designing and manufacture of equipment and its delivery in due time.

27 4.7

The Committee note that during the period 1973-82 (upto 15-10-1982) as many as 93 accidents and 1666 incidents took place. Of these four were investigated by the Courts of Inquiry, two by Committees of Inquiry and the remaining by Inspectors of Accidents under the Aircraft Rules. An analysis of the accidents made revealed that the major cause of accidents/ incidents has been 'human failure'. Another important cause was 'environmental' which included 'bird hits'. Leaving aside the accidents/ incidents involving trainee pilots and those during agricultural flying, human failure was the case in 15 per cent of the accidents in India, while accidents due to human failure in USA were 80 per cent, in Australia 96 per cent and in U.K. 45 per cent. The Committee would, however, like to caution the Ministry against any complacency in the matter, and urge that all out endeavour should be made to remove snags which are responsible for accidents due to human failures. Since inadequate training of pilots and other operating staff including air traffic controller and communicators, could be another factor causing accidents due to human failure, they recommend that training facilities of such personnel should be improved.

28 4.19

The question of setting up an Accident Investigating Agency independent of DGCA has been engaging attention since 1962-63, when the Estimates Committee had made a recommendation to that effect. The Tata Committee

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(1975) also recommended that an Accident Investigating Commission be set up under the Ministry, but the proposal was not accepted by Government. The Committee on Public Undertakings (1981-82) also commended the idea of having an independent Air Safety Cell in Government and the Committee reiterated the same in its 57th Action Taken Report recommending that the Directorate of Air Safety should be placed direct under the Ministry of Civil Aviation. The Committee re-endorsing the earlier recommendations of such high powered Parliamentary and Government Committees desire the Ministry to reconsider the setting up of an Accident Investigating Agency independent of the DGCA, on the pattern of the Commissioner of Railways Safety, who is not under the control of the Ministry of Railways but of the Ministry of Civil Aviation.

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The Committee are perturbed to note that due to lack of proper security arrangements, incidents such as a cyclist coming in the way of Prime Minister's flight, a Matador Vehicle colliding with a taxying aircraft and detonation of an explosive device in an aircraft took place. Various steps to tighten the security measures, such as observance of rules by the airport staff, avoidance of overlapping functions between different agencies in safe air operations, training and introduction of refresher courses for the Marshallers; display of Identity Cards on their dress etc. have been issued. The Committee still feel that there is room for further tightening the security arrangements at the Airports, particularly the International Airports, to avoid major incidents, sabotaging etc. The Committee, therefore, recommend that efforts should be made to further tighten the security measures at the Airports.

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30 4.36 The Committee are averse to the system of flying of Aircraft with defects which are of repetitive nature. The fact that flights are being authorised with such defects reflects inadequacies in the system of repair and maintenance of aircraft. The Committee would like the DGCA to devise ways and means to ensure that the airlines have adequate and proper arrangements for maintenance of Airport at the Base as well as en-route and that the flights are not authorised until the defects, at least those of repetitive nature, are removed.

31 5.7 Tata Committee (1975) had recommended that a Central Flying School should be set up for initial training of the pilots. The Empowered Committee of the Department of Civil Aviation had accepted the recommendation. The Committee note that such school is proposed to be established at a cost of Rs. 5.80 crores. The Committee would like the Ministry of Tourism and C.A. to expedite the processing of proposal and selection of the site.

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