E.C. No. 325

ESTIMATES COMMITTEE
1962-63

TWENTY-NINTH REPORT
(THIRD LOK SABHA)

MINISTRY OF TRANSPORT AND COMMUNICATIONS

(Department of Communications and Civil Aviation)

CIVIL AVIATION DEPARTMENT

LOK SABHA SECRETARIAT
NEW DELHI—1

March, 1963 Phalguna, 1884 (Saka)

Price : Rs. 1.35 nP.

LIST OF AUTHORISED AGENTS OF LOK SABHA SECRETARIAT

ANDHRA PRADESH

1. G. R. Lakshmipathy Chetty & Sons, General Merchants & News Agents, Newpet, Chandragiri, Chittoor District (Andhra Pradesh).

BIHAR

2. 'Jagriti', Bhagalpur-2.

GUJARAT

3. Lok Milap, District Court Road, Bhavnagar.
4. The New Order Book Company, Ellis Bridge, Ahmedabad-6.

MADHYA PRADESH

5. The National Law House, Near Indore Library, Opposite Old High Court Building, Indore.
6. Modern Book House, 286, Jawahar Ganj, Jabalpur-1.

MADRAS

7. The Kalpana Publishers, Booksellers, Trichinopoly-3.

MAHARASHTRA

8. The Imperial Book Depot, 266, Mahatma Gandhi Road, Poona.
9. The Popular Book Depot (Registered), Lamington Road, Bombay-7.
10. M/s. Sundardas Gian Chand, 601, Girgaum Road-6, Near Princes Street, Bombay.
11. The International Book House, Private Ltd., 9, Ash Lane, Mahatma Gandhi Road, Bombay-1
12. The International Book Service, Deccan Gymkhana, Poona-4.
13. Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.
14. The Good Companions, Raopura, Baroda.
15. The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.
16. Deccan Book Stall, Fergusson College Road, Poona-4.
17. The New Book Company (P), Limited, Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.

MYSORE

18. Makkalapustaka Press, Balamandira, Gandhi Nagar, Bangalore-9.
19. People's Book House, Opp. Jaganmohan Palace, Mysore-1.
20. Pervaje's Book House, Koppikar Road, Hubli.

ORISSA

21. The Cuttack Law Times Office, Cuttack-2.
22. Ekamra Vidyabhaban, Eastern Tower Room No.3, Bhuvaneshwar—1.

PUNJAB

23. The English Book Depot, 78, Jhoke Road, Ferozepore Cantt.

RAJASTHAN

24. Information Centre, Govt. of Rajasthan, Tripolia, Jaipur City, Rajasthan.

UTTAR PRADESH

25. Swastik Industrial & Company, Private Limited, 15, Elgin Road, Allahabad.
26. A.H. Wheeler & Company Private Limited, 15, Elgin Road, Allahabad.
27. Law Book Company, Sardar Patel Marg, Allahabad—1.
28. Goel Traders, 100-C, New Mandi, Muzaffarnagar.
29. B. S. Jain & Company, 71, Abupura, Muzaffarnagar.

WEST BENGAL

30. M. C. Sarkar & Sons (Private) Limited, 14, Bankim Chatterjee Street, Calcutta-12.
31. W. Newman & Company Limited, 3, Old Court House Street, Calcutta.
32. Thacker Spink & Company (1933) Private Ltd., 3, Esplanade East, Calcutta-1.
33. Firma K. L. Mukhopadhyay, 6/IA, Banchharam Akrur Lane, Calcutta-12

CORRIGENDA

Twenty-Ninth Report of the Estimates Committee on the Civil Aviation Department

---

Page 4, Marginal Heading against para 10, *for* 'co-ordination Aerodromes' *read* 'co-ordination at Aerodromes'.

Marginal Heading against para 12, *for* 'Work' *read* 'Work Studies'.

Page 9, Marginal Heading against para 22, *for* 'Rule to of Air Corporations Act' *read* 'Rules to give effect to section 18(e) of Air Corporations Act'.

Page 13, Table in Para 33, Heading 'Extent of Delay', *for* '71 Mths' *read* '1 yr. 7 mths' and *for* '27 mths' *read* '2 yrs 7 mths'.

Page 20, Para 55, line 10, *for* 'eweepers' *read* 'sweepers'.

Page 20, Marginal Heading against para 56, *for* 'Lighting up Run' *read* 'Lighting up Runways'.

Page 25, Para 66, line 8 *for* '16705:08' *read* '16705.08'

Page 29, Para 76, line 5, *for* '84:43' *read* '84.43'

line 7, *for* '68:69' *read* '68.69'

line 8, *for* '2:96' *read* '2.96'

line 10, *for* '71:65' *read* '71.65'

Page 31, Footnote, line 3, *for* 'pwards' *read* 'upwards'

Page 32, line 5, *for* 'econompass' *read* 'encompass'

P.T.O.

Page 38, Para 85, line 10, *delete* 'it' between 'Department' and 'is'.

Page 38, Marginal Heading against para 102, *for* 'Need for Rationa sation o Inspections' *read* 'Need for Rationalisation of Inspections'.

Page 39, Marginal Heading against Para 13, line 4, *for* 'Aircra t' *read* 'Aircraft'.

Page 42, Para 109, line 2, *for* 'commerce' *read* 'commercial'.

Page 42, Para 109, lines 5-6, *insert* 'training' *between* 'composite' and 'could'.

Page 42, Marginal Heading against para 111, *for* 'School Allahabad' *read* 'Flying School, Allahabad'.

Page 45, line 19, *for* 'has' *read* 'had'.

Page 50, line 3, *for* '6' *read* '26'.

Page 51, Para 134, line 9, *for* 'at' *read* 'as'.

Page 59, Footnote, line 2, *for* 'actual' *read* 'factual'.

Page 59, Footnote, last line, *for* 'repared' *read* 'prepared'.

Page 61, Total of Clumn 5, *for* '2,86, 16,800' *read* '12,86, 16,800'.

Page 63, Footnote, *for* 'N roduced' *read* 'Not reproduced'.

Page 72, line 8, *for* '500:00' *read* '500.00'.

Page 82, Sl. No. 17, lines 1-2, *for* 'Depamment' *read* 'Department'.

Page 82, Sl. No. 17, line 3, *for* 'th ' *read* 'the'.

Page 82, Sl. No. 18, line 9, *for* 'ever' *read* 'even'.

Page 84, Sl. No. 29, line 1, *for* 'civi' *read* 'civil'.

Page 85, Sl. No. 35, line 2, *insert* 'of' *between* 'revenue' and 'civil'.

Page 88, Sl. No. 44, line 1, *for* 'radious' *read* 'radius'.

Page 90, Sl. No. 56, lines 1-2, *for* 'adn vanced' *read* 'advanced'.

Page 90, Sl. No. 56, line 2, *for* 'i –' *read* 'in'.

206-LSRP-29-3-63/1,100.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)
I. ORGANISATION	
A. Introductory	1
B. Functions and Organisation	3
C. Non-Scheduled Operators	7
II. AIR ROUTES AND AERODROMES	
A. Planning and Development of Aerodromes	11
B. Major Airports	14
C. Maintenance of Aerodromes	20
D. Revenues collected by the Directorate of Air Routes and Aerodromes	24
E. Indian Aircraft Rules, Inspection of Aerodromes etc.	27
III. AERONAUTICAL COMMUNICATION AND INSPECTION ORGANISATIONS	
A. Aeronautical Communication Directorate	29
B. Aeronautical Inspection Directorate	34
IV. TRAINING AND LICENSING DIRECTORATE	
A. Civil Aviation Training Centre, Allahabad	42
B. Flying Clubs	44
C. Gliding Clubs	50
V. GENERAL	
A. Research and Development	53
B. Investigation of Accidents	55
C. Search and Rescue of Aircraft in Distress	57
D. Procurement of Stores	58
E. Miscellaneous	59
APPENDICES	
I Statement showing the allocations made for the various projects of Civil Aviation Department during the First, Second and Third Five Year Plans and actual utilisation during the First and Second Plans	60
II. Note furnished by the Civil Aviation Department explaining the reasons for shortfall during the First and Second Plan Periods in utilisation of funds allocated for the following purposes :	
(i) Construction of technical buildings such as W. T. stations, Remote Receiving Stations, E. M. Workshops, Stores, etc.	62
(ii) Construction of new aerodromes, gliderdromes and Civil enclaves in I. A. F. aerodromes	62
III. Statement showing the break up of the amounts due for payment to the Civil Aviation Department as on 31st March, 1952	67
IV. Statement showing the amounts outstanding for payment to the Civil Aviation Department for more than three years	6

2868(Aii) L.S.—1.

PAGE

V. Comparative statement showing Landing Charges for some representative types of aircraft in India, United Kingdom, United States of America, Canada, Australia, France and Germany . . . 69

VI. Programme of Development envisaged by the Aeronautical Communication Organisation during the Third Five Year Plan . . 70

VII. System of Aeronautical Inspection in United States, Britain, Australia and India 73

VIII. List of Flying Clubs 76

IX. Copy of Department of Parliamentary Affairs Office Memorandum No. 119 (L)/57-PA dated the 25th June, 1957 . . . 77

X. Statement showing the summary of Conclusions/Recommendations of the Estimates Committee contained in the Report . . . 79

XI Analysis of recommendations contained in the Report . . . 95

XII. Abbreviations used in the Report 97

ESTIMATES COMMITTEE
1962-63

CHAIRMAN

Shri H. C. Dasappa

MEMBERS

2. Shri Joachim Alva
3. Shri D. Basumatari
4. Shri Brij Raj Singh*
5. Shri Shree Narayan Das
6. H. H. Maharaja Pratap Keshari Deo
7. Shri Govind Hari Deshpande
8. Shri Arun Chandra Guha
9. Shri S. Hansda
10. Shri Ansar Harvani
11. Shri Kanhu Charan Jena
12. Shri Anand Chandra Joshi
13. Lt. Col. H. H. Maharaja Manabendra Shah of Tehri Garhwal
14. Shri Jashvant Mehta
15. Shri N. Sreekantan Nair
16. Shri Ananda Nambiar
17. Shri A. Nesamony
18. Shri Tika Ram Paliwal**
19. Shri Panna Lal
20. Shri Naval Prabhakar
21. Shri K. Rajaram
22. Dr. K. L. Rao
23. Shri Rameshwar Sahu
24. Shrimati Jayaben Shah
25. Shri Diwan Chand Sharma
26. Shri Vidya Charan Shukla
27. Shri Tekur Subramanyam
28. Shri G. G. Swell
29. Shri K. K. Warior
30. Shri Balkrishna Wasnik

SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*

---

* *Elected w.e.f. 15th November, 1962 *vice* late Shri B. J. Singh

**Elected w.e.f. 18th August, 1962 *vice* Shri Shivram Rango Rane resigned.

INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the report on their behalf, present this Twenty-ninth Report on the Ministry of Transport & Communications (Department of Communications & Civil Aviation)—Civil Aviation Department.

2. Examination of the estimates relating to the Ministry of Transport & Communications (Department of Communications & Civil Aviation)—Civil Aviation Department was taken up by the Estimates Committee (1961-62) but could not be completed within their term. Examination of the subject was, therefore, continued by the Estimates Committee (1962-63).

3. A statement showing an analysis of the recommendations contained in this Report is appended to the Report (Appendix XI). Another statement showing the abbreviations used in this Report is also appended (Appendix XII).

4. The Committee took evidence of the representatives of the Ministry of Transport and Communications (Department of Communications and Civil Aviation) and Civil Aviation Department on the 24th, 25th, 27th, 28th and 29th August, 1962. They wish to express their thanks to the Secretary of the Ministry of Transport and Communications and other officers of the Ministry and Civil Aviation Department for placing before them the material and information that they wanted in connection with the examination of the estimates.

5. They also wish to thank Shri J. R. D. Tata, Chairman, Air India, Shri V. Shankar, Chairman, Indian Airlines Corporation and Shri C. Balan, General Manager, Kalinga Airlines (P) Ltd., for giving evidence and making valuable suggestions to the Committee.

6. The Report was considered and adopted by the Committee on the 4th March, 1963.

H. C. DASAPPA,
Chairman,
Estimates Committee.

NEW DELHI-1,
March 20, 1963.
Phalguna 29, 1884 (*Saka*).

I. ORGANISATION

A. Introductory

India took to aviation later than many Western countries but progress since independence has been significant. India now occupies a prominent place on the aviation map of the world. **Historical Background.**

The history of civil aviation in this country may be broadly divided into three stages. The first stage (1911—1930) was concerned with pioneering in the field, the second stage (1930—1953) covered developments during the Second World War and the post-Independence boom of private air companies while the third stage (1953 onwards) covers the progress made after nationalisation of major air companies in August, 1953.

2. An aircraft was first flown in India in 1911. **First Stage (1911—1930).**

The first World War emphasised the geographical importance of India as a link between Europe, Far East and Australia. The Indian Aircraft Act, 1911 and the Indian Air Ship Rules, 1913 vested in the Government power for controlling possession, use, manufacture, sale, export and import of aircraft.

In 1919, Indian skies were thrown open to foreign air services as a result of her signing the International Convention on Air Navigation.

In 1927, the Department of Civil Aviation was created in pursuance of the recommendations of the Indian Air Board. A programme for developing air routes was taken up. Civil aerodromes were constructed at important places and flying clubs initiated. Regular air services between India and Britain were established in 1929-1930.

3. Between the years 1930—1939, a number of Indian companies such as the Tata Airlines, the Indian National Airways Limited, the Air Services India Limited etc. were developed. **Second Stage (1930—1953).**

During the Second World War, the entire resources of civil air transport organisation were pressed into war service. This spurt of activity during the War accelerated the development of aviation in the post-war period.

After the War the Civil Aviation Directorate was reorganised and the Director of Civil Aviation was redesignated as Director General with two Deputy Directors General (Airways & Administration and Technical) under him.

A system of licensing was introduced in 1946 and an Air Transport Licensing Board was established. A large number of air companies were floated in the years 1947—49 to operate services inside and outside the country.

As the air transport industry was not showing signs of stability, Government appointed Air Transport Enquiry Committee in February, 1950 to go into the matter. The Committee pointed out that the industry suffered from over-equipment, unweildy organisation and severe competition. The re-organisation of the air companies was not found feasible and in 1953 the Government decided to nationalise the air transport industry, and the Air Corporations Act, 1953 was passed. In pursuance of this Act, major air companies were nationalised on the 1st August, 1953.

Third Stage (1953 onwards).

4. Today India, which is advantageously placed for civil aviation, has one of the largest networks of air services in Asia. Her vast expanse, her usually clear skies and her geographical position at the head of the Indian Ocean are all conducive to the development of civil aviation. Besides, there are many areas in this vast country e.g. Assam, NEFA, Ladakh etc., where air transport is the most convenient means of communication. In times of emergency, such as the present, or during floods, air communications provide an essential link. The ever-widening horizons of commerce and industry also require that fast means of transport be developed.

Some idea of the striking progress made by India since 1946 in civil aviation can be gathered from the following table which indicates hours and kilometres flown, passengers and freight carried etc. in scheduled operations during the period:

Year	Hours flown	Kilometre flown	Passengers carried	Freight carried (Kgs.)	Mails carried (Kgs.)	Capacity tonne/ kilometres offered	Revenue tonne/ kilometres
1946	29,539	7,274,110	105,251	855,205	465,489	13,958,814	10,450,977
1947	59,312	15,065,740	254,960	2,561,253	637,221	3 ,409,451	23,473,564
1951	118,684	31,377,335	449,462	39,757,473	3,256,966	93,865,492	63,797,572
1956	136,813	37,791,773	558,625	43,642,216	5,753,389	151,754,983	99,085,104
1961	138,450	44,380,144	973,941	40,069,865	7,533,853	313,694,058	170,249,308
1962*	131,913	45,225,287	1,032,706	37,499,350	8,100,993	357,754,430	190,356,474

*The figures for the year 1962 are estimated.

5. The years ahead seem to hold even better prospects. The Committee were informed by the Chairman of the Indian Airlines Corporation that in another five or six years, traffic on trunk routes would easily become double of what it was at present and that on the regional routes it would increase by at least 50 per cent.

The Committee have examined the activities of the Civil Aviation Department in the light of this background.

B. Functions and Organisation

6 The Civil Aviation Department is responsible for the provision and development of civil aviation facilities in the country. In particular it is responsible for providing the following facilities: **Functions.**

(i) aerodromes, aeronautical communication and visual and radio aids to navigation and other facilities required by the civil aircraft;

(ii) inspection and registration of licensing of aircraft and aircraft personnel;

(iii) training in flying, air traffic control, aeronautical communication etc.;

(iv) promotion of aeronautical research and development;

(v) formulation and enforcement of civil aviation regulations; and

(vi) type certification of civil aviation aircraft and aeronautical equipment, aircraft design and airworthiness requirements.

7. The organisational set up of the Director General, Civil Aviation has two distinct parts: the Headquarters Organisation and the Field Units. The Director General who is responsible for the proper functioning of the Department as a whole is assisted by two Deputy Directors General and eight Directors who supervise the following eight Directorates: **Organisational set up.**

(i) Administration;
(ii) Air Routes and Aerodromes;
(iii) Aeronautical Communication;
(iv) Aeronautical Inspection;
(v) Air Transport;
(vi) Training and Licensing;
(vii) Regulations and Information;
(viii) Research and Development.

Field Organisations.

8. Three of the Directorates *viz.*, (i) Air Routes and Aerodromes; (ii) Aeronautical Communication, and (iii) Aeronautical Inspection have field organisations under them with regional offices at Bombay, Calcutta, Delhi and Madras.*

Sub-Region at Gauhati.

9. The representative of the Department stated during evidence that there was a proposal to have a sub-region at Gauhati as air traffic in Assam and NEFA area had increased considerably and it was difficult to control all traffic from Calcutta. *The Committee recommend that the proposal to open a sub-regional office at Gauhati may be examined expeditiously by Government in all its aspects so that civil aviation in this strategic area may render efficient service to cope with the increasing flow of air traffic.*

Co-ordination of Aerodromes.

10. The Committee are given to understand that at present there are separate co-equal officers at large aerodromes in charge of aerodrome service, communication service and meteorological service. The representative of the Department stated during evidence that they were thinking of designating one of the officers for co-ordination. It was proposed to implement the proposal at first in Calcutta and later extend it to Bombay. *The Committee believe that the above proposal would not entail additional expenditure as it is only a question of naming an existing officer as co-ordinating authority. The Committee hope that in the light of experience gained of the working of the scheme in Bombay and Calcutta it would be extended to other large airports to ensure better co-ordination.*

Administrative and Financial Powers.

11. The Committee were informed that a review of the administrative and financial powers vested in the Director General, Civil Aviation, and the Heads of Field Organisations had been undertaken recently with a view to decentralisation and certain proposals for the delegation of additional powers and the enhancement of certain existing powers had been submitted to the Government in August, 1962. *While certain proposals relating to financial powers had since been agreed to by Government, proposals for the delegation of enhanced administrative powers to Director General, Civil Aviation, were still under the consideration of Government. The Committee urge that early decision be taken in the matter.*

Work

12. The Committee understand that in implementation of decision of the Central Economy Board, the Cabinet Secretary had suggested in June, 1959 to the Ministry of Transport and Communications that the internal economy committee may undertake work studies of such selected

---

* The regional office of Aeronautical Inspection is located at Bangalore.

sectors of attached and subordinate organisations which were "most likely to yield quick results". In compliance with this suggestion the Secretary, Department of Communications and Civil Aviation deputed a Deputy Secretary (O. & M. Officer of the Ministry) to undertake work studies of the Civil Aviation Department. Accordingly the Deputy Secretary conducted a survey of selected sectors of the Headquarters organisation of the Civil Aviation Department with a view to "eliminating duplication of work, rationalising the system of collection and maintenance of statistical data and reducing number of stages through which work passed". The Deputy Secretary in his report after completion of the works study pointed out *inter alia* that:

> "A large number of case studies reveal that cases are at present being routed through far too many levels, the officers in the heirarchy in the ascending order being Assistant Director (Planning), Deputy Director (Planning), Director of Air Routes and Aerodromes, Deputy Director General (A) and/or Deputy Director General (T) and Director General."
>
> * *
>
> "It has also been noticed that cases are being marked to and by officers almost in an arbitrary manner. No decision appears to have been taken with regard to the levels to which the various cases should be submitted for orders."
>
> * *
>
> "*Prima Facie* the organisational pattern at the headquarters office of the Civil Aviation Department is top heavy. After the Section Officers, the work being dealt with in the various Branches is supervised by a very large number of officers."
>
> * *
>
> "An interesting fact which emerges from a study of the organisational pattern is that, while the sections conform to the 'Secretariat pattern', the same is not the case so far as officers are concerned. The work done in some of the Sections is of a technical nature and perhaps, more than one officer is required to supervise the work of each such Section. But then, in such cases, it should not be necessary to have the normal Secretariat strength in the Sections, for the Section Officers, Assistants and Upper Division Clerks cannot be fully utilised."

13. The Committee were informed during the course of evidence by the representative of the Department of Communications and Civil Aviation that before taking action on the above study they wanted the S.R.U. of Ministry of Finance to go into the matter, and that was the reason why action on the recommendations contained in the Report of the Deputy Secretary had remained pending for three years. It was stated that the S.R.U. had started the study of the Headquarters of the Civil Aviation Department in July, 1962 and that a work study group was being formed to examine the field organisation. *The Committee are unable to appreciate the reasons advanced above for holding up action on the Report of the Deputy Secretary (O. & M. Officer of the Ministry) when his findings were clear and specific and the object of undertaking the study admittedly was "to achieve quick results" and "reduce the number of stages through which work passed" The Committee feel that had prompt action been taken on the Report, it would have resulted not only in economy but also improved efficiency by reducing the number of stages through which work passed.*

The Committee hope that the S.R.U. studies will be completed at an early date and the Government would lose no time in taking prompt action with a view to rationalise the system of work in the Civil Aviation Department and to effect economy.

Duplication of Returns.

14. The Committee would also like to draw attention to another recommendation made in the Report after completion of works study in 1959 that there were cases of duplication in the submission of returns, *e.g.*

(i) Hangar returns;

(ii) Audit Objection returns;

(iii) M.T. Vehicles returns; and

(iv) Standard instrument landing equipment returns.

It had been suggested that the various Directorates of the Civil Aviation Department should examine all returns received in the sections with a view to effect economy in effort and paper by reducing the number of returns, their periodicity and simplifying some others. The Committee are surprised to learn that this matter too has remained pending for consideration before the Government for several years. ***They see no reason why this wholesome recommendation has not been given effect to. They expect that in a matter such as this the Head of the Department should on his own review periodically the returns so as to eliminate those which are unnecessary. The Committee would urge the Government to take an early decision in the matter.***

C. Non-Scheduled Operators

15. The following eight private airlines in the country are engaged at present in non-scheduled operations: **Present Operators.**

1. Air Survey Company of India Limited, Calcutta.
2. Bharat Commerce and Industries Limited, Bombay.
3. Airways (India) Limited, Calcutta.
4. Darbhanga Aviation, Calcutta.
5. Jamair Company (P) Limited, Calcutta.
6. Kalinga Airlines (P) Limited, Calcutta.
7. Aviation Service, New Delhi.
8. Wings India Private Ltd., Calcutta.

16. Control over the operations of these non-scheduled operators is exercised by the Director General, Civil Aviation by imposing suitable conditions while issuing permits to them, so as to ensure that they do not come in the way of the desired growth of civil aviation in the country. The conditions are generally those which are applicable to the Indian Airlines Corporation and Air India which also undertake non-scheduled operations. To safeguard the interests of the nationalised Corporations, executive orders are also issued from time to time placing restrictions on non-scheduled operators. For example, instructions have been issued that before operating a non-scheduled service outside India, a non-scheduled operator should obtain a "no objection" certificate both from Air India and Indian Airlines Corporation. **Control over Non-Scheduled Operations.**

17. A leading non-scheduled airlines represented to the Committee that their experience in the past had been that in many cases either the issue of the "no objection" certificate was delayed until it was too late or it was refused on the ground that one of the Corporations could operate the flight. It was pointed out that private Indian operators could have earned valuable foreign exchange for running freighter services to Afghanistan when a ban had been imposed by Afghanistan on transport of goods through Pakistan, but the opportunity was lost because of delay in issuing "no objection" certificate by Indian Airlines Corporation. **"No Objection" Certificate.**

18. The Chairman of the Indian Airlines Corporation stated that a number of operators had requested for permission to ply freighter services to Afghanistan and Indian Airlines Corporation had issued "no objection" certificates after taking into account their own capacity. Some of the operators had, however, applied at a time when the Indian Airlines Corporation itself wanted to spare aircraft for running extra freighter services to Afghanistan, but they were not able to do so because of some trouble developing in the Viscounts. In the meantime Air India was permitted to

operate on that route under an agreement with a foreign charterer.

19. *The Committee had asked for information about the number of times when the "no objection" certificates could not be issued in* 1961-62 *to the non-scheduled operators and the reasons thereof. They had also asked for information about the maximum and minimum time taken for the issue of 'no objection' certificates by the Corporations.* But they regret that the information has not been furnished to them. They suggest that the Corporations should streamline the procedure of issuing "no objection" certificate to private operators. Government may also prescribe the maximum period within which the Corporations should issue or refuse "no objection" certificate.*

Operation between Scheduled and Non-scheduled Airports.

20. The Committee were informed in a memorandum by the Indian Airlines Corporation that—

> "Some non-scheduled operators freely operate what are nothing but scheduled operations, and that too, for all practical purposes between points served by the IAC. For example, one operator runs a regular service between Calcutta and an airfield named Ambari which is but a few miles away from Bagdogra, a station connected by the IAC. Bagdogra is the gateway to and from Darjeeling. There is heavy traffic between Calcutta and Darjeeling, and due to the very favourable rates offered by the non-scheduled operator, substantial traffic is diverted from the IAC to this so-called non-scheduled operation."

When the Ministry were asked as to how they ensured that the grant of permission to non-scheduled operators for running air services between one scheduled and another non-scheduled airport did not affect adversely the Indian Airlines Corporation, they informed the Committee that—

> "Under the conditions of the non-scheduled permit a non-scheduled operator can operate air transport service between an airport served by a scheduled service and another not so served.

---

*The Ministry have furnished the following information at the time of factual verification :—

> "Generally speaking the time taken for processing of requests for issue of no objection certificates to foreign operators to uplift traffic from India for a destination abroad takes four days, though in one Particular case, the time taken was sixteen days on account of non-receipt of relevant information in the first instance. As regards operations within India, the certificate is generally given the very same day, however in one case there was a delay of three to four days."

Therefore, the question of preventing the non-scheduled operators from operating flights between such two aerodromes in the interest of IAC does not arise."

21. The Committee, however, note that in reply to another question on the role of non-scheduled air transport services, the Ministry have stated:

"Non-scheduled services are allowed to operate in a defined sphere with a view to meeting the demands of air transport on routes or between points which are, broadly speaking, not served by scheduled services."

The Committee feel that as permits for operation of non-scheduled services are issued by the Director General, Civil Aviation, it should be possible for him to make sure that the non-scheduled operators play the supplementary role of meeting the demand of air transport which could not be met by Air Corporations. This is all the more necessary as the latest amendment of* 1962 *to Section* 18 *of the Air Corporations Act,* 1953 *provides that a non-scheduled operator may "operate, with the previous permission of the Central Government for such period and subject to such terms and conditions as the Government may determine, any scheduled air transport service as aforesaid which is not provided by either of the Corporations or their associates."*

Rule 1 to of Air Corporations Act.

22. The Committee were informed during evidence by a representative of the Ministry that they were drafting Rules in pursuance of the above provision of the Act which would ensure that the private operators were not able to divert the traffic being handled by Indian Airlines Corporation. *The Committee recommend that while framing early rules to give effect to Section* 18(*e*) *of the Air Corporations Act,* 1953, *Government may ensure that in the interests of planned and regulated development of air transport the private non-scheduled operators are not allowed to cut into the services operated by the Corporations.*

Foreign Tourists.

23. The Chairman of Air India informed the Committee during evidence that the two Corporations were earning several crores of foreign exchange† for providing air facili-

---

*Act 17 of 1962.

†According to Air India Annual Report for 1961-62:

"It is estimated that the total foreign exchange earned or saved by the Corporation on its total operations during the year 1961-62 was approximately Rs. 4·80 crores which the Country would otherwise have spent if Air-India had not been in existence."

According to Indian Airlines Corporation Annual Report for 1961-62:

"The Corporation would like to draw attention to the fact that the number of foreign tourists to India increased from 123,000 in 1960 to 140,000 in 1961, an increase of 13·8%. This was reflected in the revenue from bookings made abroad, which rose from Rs. 257 lakhs in 1960-61 to Rs. 282 lakhs in 1961-62."

ties for foreign tourists. He added that even though the potential for earning foreign exchange from tourists was enormous, far too little had been done to attract them. Only 1·3 lakhs had visited India in 1961-62 as compared to 180 lakhs who had visited Italy during the same period. He was convinced that with a concentrated effort and an expenditure of Rs. 50 to 100 crores in all on hotels, roads etc. it could be possible to attract within five years, half a million foreign visitors a year. It was estimated that every foreigner spent about Rs. 2,000 worth of foreign exchange in the country so it should be possible to earn Rs. 100 crores from the expected half a million foreign tourists.

Chartered Flights for Foreign Tourists.

24. With the large number of foreign tourists coming to India there is a great demand for chartering of aircraft as would be evident from the following table:

Number of Chartered Flights from Overseas to India

Operated by	Years		
	1959-60	1960-61	1961-62
Indian Corporations . .	213	205	550
Indian Non-Scheduled Operators . . .	99	78	225
Foreign Non-Scheduled Operators . . .	145	160	394
	457	443	1169

The Committee find that a very large number of chartered flights are being undertaken by foreign non-scheduled operators. In view of the possibilities of earning foreign exchange the Committee hope that Government will encourage the Corporations and Indian operators to cater as much as possible for chartered aircraft to and within the country.

II. AIR ROUTES AND AERODROMES

A. Planning and Development of Aerodromes

Directorate of Air Routes and Aerodromes.

25. The Directorate of Air Routes and Aerodromes in the Civil Aviation Department is concerned with aircraft operation, air traffic control, planning, development and operation of aerodromes, purchase and distribution of aerodrome equipment, operational and night landing equipment, lease or licence of land to users of aerodromes, execution of agreements in respect of restaurants etc. The Directorate is also responsible for collection of revenues at the aerodromes.

Aerodromes in the Country.

26. The Civil Aviation Department has under it 82 aerodromes, which are divided for administrative purposes, into four regions.* Each region is under the charge of a Controller of Aerodromes, who is responsible for the administration and operation of the aerodromes in his region and for their maintenance through the Central Public Works Department.

Construction of Technical Buildings and new Aerodromes.

27. A statement showing the allocations made for the various projects of the Civil Aviation Department in the First, Second and Third Five Year Plans and actual utilisation during the First and Second Five Year Plans is enclosed as Appendix I. It appears from the statement that there was a heavy shortfall under the following headings in the First and Second Five Year Plans:

Name of Head	Shortfall in the First Five Year Plan	Shortfall in the Second Five Year Plan
	Rs.	Rs.
1. Construction of technical buildings such as W.T. Stations, Remote Receiving Stations, E.M. Workshops, Stores, Garages and Hangars etc.	29,92,586	20,55,013
2. Construction of new aerodromes, gliderdromes and civil enclaves in I.A.F. aerodromes.	22,24,877	15,93,414

*The headquarters of the four Regional Controllers are at Bombay, Calcutta, Madras and Delhi.

28. The Ministry were asked to explain the reasons for the shortfalls and the note furnished by them is reproduced in Appendix II. It will be seen therefrom that the main reasons for the shortfall under the heading "construction of technical buildings" were non-sanction of works in time, delay in the selection of sites and in acquisition of land. *The Committee are surprised to note that provision was not made for some important works required to be taken up in the Second Five Year Plan for development of Santacruz, Palam and Dum Dum airports for jet operations and therefore a number of works originally included in the Plan for technical buildings at airports for an estimated amount of Rs. 5,37,000 had to be dropped in order to find funds for the former works.*

29. *As regards the shortfall in the utilisation of funds for the construction of "new aerodromes" the Committee note that works in respect of new aerodromes in Tripura (Plan provision Rs. 7 lakhs) could not be proceeded with because of non-availability of bricks, which in turn was stated to be due to shortage of coal for brick-kilns. The Committee consider that the reason advanced for failure to execute the work is quite untenable. The Committee feel that arranging priority for movement of coal for manufacture of bricks should not have presented an insuperable difficulty.*

30. The Committee also note that an amount of Rs. 3,67,000 out of Rs. 4,10,000 could not be utilised for construction in civil enclaves in Indian Air Force aerodromes in Jamnagar, Jorhat, Jodhpur and Pathankot as the Indian Air Force did not make the land available in all the aerodromes as the terms and conditions for it were not finalised. *The Committee cannot appreciate why two Government deparments, namely, the Air Force and the Civil Aviation were not able to finalise a simple matter of terms and conditions during the entire Second Plan period of five years.*

31. The Committee note that the Civil Aviation Department have provided for an outlay of Rs. 304·65 lakhs for construction of technical buildings and of Rs. 307·20 lakhs for construction of new aerodromes in the Third Five Year Plan. In view of the heavy shortfalls under these headings in the first two Five Year Plans, the Committee cannot help doubting the Department's ability of utilising these amounts in full.

The Committee recommend that the work in regard to the construction of technical buildings and new aerodromes should be geared up and all bottlenecks eliminated so as to utilise in full the allocations made during the Third Five Year Plan.

32. The Committee note that there has been delay of several years in the acquisition of land for extension of facilities at the airports. For example, out of Rs. 93,23,000 provided for acquisition of land for further extension of runway in Bombay during the Second Plan period hardly any money was utilised. In Bagdogra too the work of extension of runway was delayed on account of time taken in the acquisition of land. Similarly, there was delay in the installation of approach lights at Nagpur because of the long time taken in the acquisition of land required for this purpose. *The Committee feel that the Department of Civil Aviation should follow up cases of land acquisition with the State Government authorities so that delays are reduced to the minimum. Government may also consider issuing a general circular to the State Governments to accord high priority for acquisition of land for Civil Aviation specially in view of the present emergency.*

Delay in Acquisition of Land.

33. The Committee have been furnished a list indicating details of major works taken up by the Civil Aviation Department during the Second Five Year Plan. The Committee note therefrom that there is delay in some cases of more than one year between sanction of the work and its actual commencement as would be seen from the following table:

Sanction and Commencement of Works.

Name of the Project	Date of Sanction	Date of Commencement of Work	Extent of Delay	
			Yrs.	Mths.
Construction of second runway at Amritsar	16-1-57	28-8-58	..	71
Extension of runway at Gauhati.	17-10-56	21-5-59	..	27
Construction of second runway at Lucknow.	6-9-56	28-10-57	1	1½

The Committee feel that if detailed planning is done in advance there would not be so much lapse of time between the sanction of the work and its commencement.

34. *The Committee note that the work of construction or extension of runways and airport buildings was behind schedule by several months in a large number of cases.* For example, there was unusual delay of more than two years in the construction of second runway at Agartala which was scheduled for completion on 26-2-1959 but was actually completed on 13-12-1961. Similarly the construction of new runway at Palam which was scheduled for completion in March, 1961 was actually completed in March, 1962.

Construction Extension of Runways.

The Chairman of Indian Airlines Corporation suggested that dates set for completion of Civil Aviation works at the time of calling for tenders should be adhered to. He added that it was worthwhile considering whether it would not in the long run be more economical to pay a little more for completion of works in time. *The Committee suggest that reasons for delays—unusual in many cases—in the execution of the projects should be gone into by the Ministry in consultation with Civil Aviation Department, Central Public Works Department and other departments concerned so as to avoid such delays in future.*

B. Major Airports

Santacruz Airport.

35. The Santacruz Airport was taken over by the Civil Aviation Authorities from the Defence Department in 1946. Its further development into an International Airport is stated to have been effected through the execution of a large number of works that were sanctioned from time to time as and when the need arose and financial and other resources became available. It has been admitted by the Department that the Airport as it is to-day "has not been developed through any originally conceived single master plan."

Terminal Building, Santacruz.

36. The Committee understand that one of the main development works carried out at Santacruz Airport was the consrtuction of a new terminal building. This terminal building had come in for criticism in the Lok Sabha in April, 1958 soon after its completion. During the course of evidence a witness knowledgeable and competent to speak on the subject described the Santacruz Airport building as a "monstrosity and will always be so". He added that the capacity of the building had already reached the saturation point mainly because of its design. It was stated that at Santacruz during peak hours 300 to 400 people arrived from all parts of the world, within an hour. It took three hours or more to process them through immigration and customs authorities. The Chairman of the Indian Airlines Corporation was also of the view that the terminal building at Santacruz was inadequate to meet the requirements.

37. It would appear that it was designed when the office of the Director General, Civil Aviation was held by a Police Officer.

The Committee were informed that the administrative approval and expenditure sanction for construction of the new Terminal Building at Santacruz was accorded by the Government in 1949. The construction work was undertaken in different stages depending on the availability of

funds. The entire work was completed in the beginning of 1958.

It was stated that space had been left in the development plans for building additional units to meet the needs of increased traffic. The Committee have also been furnished records of correspondence and of meetings which indicate that Air India and some other leading air companies were consulted in 1953 about the new terminal building (under construction) and the proposed customs' building.

38. *The Committee feel that if consultations had been held right in the beginning with the airlines who were principally going to use the airport, it would have made for the better designing of the building, which would have rendered satisfactory service to the travelling public. The Committee recommend that in designing new buildings and runways at important airports the Government should consult the Airlines and where necessary Indian Air Force, before finalising designs. In fact, it may be useful to have a small consultative committee consisting of the leading users of the airport so that continuous consultation was possible even during the period of construction for settling details which would enhance the utility of the building.*

Advances made in Airport Designing.

39. The Committee understand that the work of designing airports has advanced rapidly in the United States, Switzerland, Germany etc. *They feel that the Civil Aviation Department should constantly study the advances made in this respect in foreign countries so that the desirable features thereof could be adopted with advantage in important Indian airports.*

Extension of Main Runway, Santacruz.

40. Another important development work carried out at Santacruz Airport is stated to be the extension of main East-West runway upto a length of 11,000 ft. The Committee were informed by the Chairman of an Air Corporation that the middle portion of the main runway in Bombay was cracking up although the extensions done on either sides of it were strong and serviceable. The Chief of Flight Tests, Boeing Airplane Company, United States of America is also understood to have pointed out the roughness of this runway in 1960. It was admitted by the representative of the Central Public Works Department during evidence before the Committee that the middle part of the runway at Santacruz was "not very good". In order to determine the exact nature of repairs and work to be undertaken, the Central Public Works Department were undertaking a survey with precision levelling instruments. It was stated that after the result of survey was known and the work commenced it would take 18

months to 2 years for completion. It would also mean complete closure of the runway during the period of repairs.

Second Runway, Santacruz.

41. The Committee understand that the work would be taken up after the lengthening of the second runway (NW/SE) had been completed. They further understand that although the necessity for lengthening this second runway had been realised as early as 1958 and sanction for the various components of the project including acquisition of land costing Rs. 63·22 lakhs was taken from the Expenditure Finance Committee in May, 1959, the Department deferred the undertaking of the work till the Third Plan on the ground that they had other commitments for development of Dum Dum and Palam airports for Boeings. The revised estimates for undertaking this work have been sanctioned only on the 27th July, 1962. *The Committee feel that three precious years have been lost in commencing a project the necessity of which according to the Department itself was realised as early as* 1958. *They see no reason why at least the acquisition of land required for lengthening this runway, which is admittedly a time consuming process, was not proceeded with during the Second Plan period, even if the actual construction was to be deferred till the Third Plan. The Committee suggest that the second runway should be extended at a very early date and in the meantime the existing main runway (East/West) kept in good enough condition for the smooth landing and taking off of heavier aircraft like Boeing.*

Kamani Tower.

42. The Chiarman of Air India had informed the Committee during evidence that the Kamani Tower which was situated just in line with the main runway at Santacruz constituted "a most dangerous obstruction" and that they had been representing to the Civil Aviation Department about it for several years. *The representative of the Ministry admitted during eivdence that Kamani Tower constituted an air hazard.* After protracted negotiations for several years it had been decided by the Government to acquire alternative piece of land for the Kamani Engineering Works to shift the tower but this could not be implemented as Government pended the decision to acquire the land for the company in view of the Supreme Court judgment questioning the right of Government to acquire land for companies. *Now that the Land Acquisition (Amendment) Act,* 1962 *has been passed the Committee hope that the Government would move speedily in the matter so that the grave hazard constituted by Kamani Tower near the important international airport is removed at a very early date at any rate before the onset of the next monsoons.*

43. At Palam airport, the Indian Air Force is responsible for aerodrome control of all aircraft—civil and military. However, certain enclaves *e.g.* main terminal building at Palam are under the jurisdiction of Director General, Civil Aviation and administrative control is exercised by the Aerodrome Officer of the Civil Aviation Department. **Palam**

The representative of the Civil Aviation Department stated during evidence that all the air operators were in favour of Palam being earmarked exclusively for civil purposes. A Committee appointed by the Cabinet to look into the matter, had decided that Palam should be jointly utilised for civil and military purposes. A proposal to have an airport across the river Jumna for civil air services had also been dropped as it was not found suitable.

44. *The Chairman of Air India stated in his evidence before the Committee that*:

> ".....it is a very grave state of affairs that 15 years after independence you still have an airport in the capital of India which mixes a fighter airforce operation with civil operation. That is absolutely and totally unacceptable from the point of view of safety."
>
> * * *
>
> "Palam must be the civil airport for the capital of India."
>
> * * *
>
> "If there are military operations anywhere near Delhi civil airports will come under the military authorities. But in peace time it is of tremendous advantage to the travelling public, to the Government and to the operators to have Palam exclusively for civil operations. It is a great good fortune that we have an airport so close as Palam is—within seven miles from the city."

45. *The Committee note that the Chairman of the Indian Airlines Corporation was also of the view that it was not consistent with safety that military jet aircraft and civil jet aircraft should use the same airport. The increase in military air traffic because of the emergency and the growing volume of both national and international traffic touching Delhi has further accentuated the situation. The Committee, therefore, feel that Government should reconsider the question of having separate airfields for civil and military aircraft in Delhi.*

46. The Committee have been informed that the estimates for construction of a portion of the first floor of the right wing of the terminal building at Palam airport so as to **Terminal Building, Palam.**

provide two retiring halls for ladies and gentlemen were sanctioned in August, 1958 and the work completed on the 30th December, 1959. In the meanwhile, there were persistent demands for increased accommodation for airline counters and customs enclosures and it was proposed to remodel the retiring rooms and shift the restaurant from ground floor to first floor. The restaurant had not yet been shifted as adequate arrangements for kitchen, electric food hoist etc. had not been made. The Committee understand that the restaurant is expected to move up in early 1963. *The Committee regret that the remodelling of the two halls has taken about three years. They also feel that if the construction of these two halls had been done after proper planning and consultations, it would not have been necessary to remodel the same later. The Committee, therefore, urge that the Civil Aviation Department should effect complete co-ordination with the Corporations, operating companies, customs authorities etc. in formulating construction plans of terminal buildings etc.*

Arrangements for Keeping Luggage at Palam.

47. The Committee understand that no arrangement for keeping luggage at the airport had been provided at Palam though such facilities existed in Santacruz. Bombay. *The Committee feel that since a suitable charge is to be recovered from air passengers for keeping the luggage, to cover the expenses for running the service, the Civil Aviation Department should at an early date provide the facility at major airports including Palam.*

Shortcomings at Palam.

48. The Committee are given to understand that various shortcomings at Palam airport, such as displacement of threshold due to main Gurgaon Road, non-availability of straight approach to the runway due to Tilpeth danger area, have been taken up by the Ministry of Transport and Communications with the Ministry of Defence.

49. As regards the displacement of threshold, the Committee have been informed by the Ministry of Defence that the Air Headquarters have agreed to the proposal but the proposed diversion is on land which belongs to the Army. *The Committee hope that a decision in the matter will be taken early, keeping in view the defence requirements of the country in the present emergency.*

50. As regards the Tilpeth danger area it is stated that to enable international aircraft to operate with reasonable safety from the runway, new operating procedure has been drafted in conjunction with the Director General, Civil Avatiion. *The Committee hope that the new procedure*

will solve the difficulties hitherto experienced by international operators.

Customs Channel, Dum Dum.

51. The Committee learn that the third customs' channel at Dum Dum airport which has been ready since early 1960, has not so far been utilised. Arrangements to augment the customs' staff for starting this channel were completed in August, 1961, but as the West Bengal Security Police had not arranged for posting of their staff, the channel had not yet been opened. *The Committee are constrained to note that there is no proper co-ordination among various authorities. The Committee are of the view that matters relating to posting of staff etc. should be settled at the stage of sanctioning a project, so that as soon as a project is completed it can be put to effective use.*

The Committee suggest that the representatives of the Civil Aviation Department, Customs Department of Central Government and Security Department of West Bengal should immediately go into the question of pressing into service the third customs channel at Dum Dum airport.

*The Committee also feel that to ensure that Customs Department limit their demands for built accommodation to their actual requirements, the question of levying a charge on them may be considered so that it acts as a salutary check.**

Air Conditioning Plant, Nagpur Airport.

52. *Another interesting instance which came to the notice of the Committee during the course of their tour in* 1961 *related to non-commissioning for more than two years of air-conditioning plant of* 10 *ton capacity at the Civil Aerodrome, Nagpur, (which was installed in February,* 1960) *for want of appointment of a mechanic. The Committee cannot appreciate the helplessness pleaded by the Government in finding a mechanic to operate the air-conditioning plant for more than two years. They cannot resist the conclusion that the authorities have not paid the*

---

*The U.K. Estimates Committee in their Fifth Report (1960-61) on London's Airports have stated:

"Your Committee consider that to charge Customs and Immigration a proper rent for their office accommodation would be a form of discipline to encourage them to limit their demands for accommodation. They note that it is the practice of the Port of London Authority to charge rent for Customs accommodation, although at a privileged rate, and that the costs of all services provided for that accommodation are also paid by Customs. They therefore, recommend that the Ministry should charge Customs, Immigration and Port Health an agreed rental for their office accommodation at the airports."

requisite attention to put to work the equipment which had been installed at considerable cost to the exchequer for the convenience of the travelling public. The Committee hope that the Government would see to it that the plant is commissioned before the summer season starts and that effective action would be taken to make officers at all levels realise the importance of acting with expedition in such matters.

Madras Airport.

53. The representative of the Ministry informed the Committee in August, 1962 that Meenambakam (Madras) airport was as yet suitable only for Comet jet aircraft and not for Boeings. The Committee note that the proposal for the strengthening of taxi tracks in Madras airport was mooted as early as November, 1959 but work was not [illegible] taken up till 1962 due to changes in the proposal to develop the airport for Boeing aircraft. *The Committee feel that Government should have taken early decision in the matter so that the work for making the airport fit for operation of Boeings was not unduly delayed.*

Patna Airport.

54. The Committee understand that the question of either developing the airport at Patna or building one in nearby Bhita for operation of bigger type of aircraft like Viscounts has been under consideration of the Government for a long time. *They hope that an early decision will be taken in the matter.*

C. Maintenance of Aerodromes

Cleaning of Runways.

55. The Chairman of the two air Corporations in their evidence before the Committee stressed the necessity of proper cleaning of runways for jet engines had the capacity to suck in anything lying a few feet away on the runway. The representative of the Department stated that it had been found in foreign countries like Australia that mechanical sweeper was not effective for removing nuts, bolts, stones etc. from the runways and that most effective sweeping could be done manually. Further mechanical eweepers had to be imported which involved foreign exchange. It was stated that because of these reasons as well as the ready availability of manual labour in India the Civil Aviation Department had not gone in for mechanical sweepers. *The Committee would like to emphasise that the Civil Aviation Department should take necessary steps to ensure that the runways are kept free from hazards such as small pebbles, nuts, bolts etc.*

Lighting up Run-

56. As regards lighting up the runways at the major airports the representative of the Department stated that runway

lighting systems had not yet been installed at Allahabad, Baroda, Kumbigram, Bhubaneswar, Rupsa, Begumpet and Bhopal. At Meenambakam (Madras) airport, approach lighting equipment had yet to be installed. In the remaining major airports adequate ground lighting had been provided. *The Committee hope that suitable lighting equipment would be provided at an early date at all major airports catering for night traffic.*

Delay in Groud Lighting Projects.

57. The Committee also note that there has been delay of several years in the completion of ground lighting projects at airports as would be seen from the following instances:

Name of the Project	Original date for completion of work	Actual date of completion
Lighting of runway and Taxi track at Nagpur.	31-5-56	31-10-60
Lighting of runway and Taxi-tracks at Santacruz.	31-11-54	June, 1961

The Committee would urge the Civil Aviation Department to analyse in detail the reasons for such inordinate delays in the execution of ground lighting projects so that lessons learnt therefrom can be applied with profit for speeding up the execution of future projects.

Runway Lighting Equipment.

58. The Committee were informed that runway lighting equipment worth about Rs. 50 lakhs was imported during the Second Five Year Plan. It is estimated that runway lighting equipment of the value of about Rs. 126 lakhs would be required during the Third Plan period. This would entail foreign exchange outlay of about Rs. 40 lakhs for the import of certain essential components to enable certain firms to assemble the equipment in the country. *The Committee suggest that the Civil Aviation Department should contact leading electrical industries both in public and private sectors for manufacturing as much of the equipment indigenously as possible.*

59. *The Committee would also urge the Civil Aviation Department to continuously study the advances which are*

being made in the lighting of runways, and airports in advanced countries such as United States, France, West Germany and United Kingdom, so that desirable features thereof can be adopted within the country.

Fire Fighting Organisations at Airports.

60. The representative of the Civil Aviation Department admitted in his evidence before the Committee that the international airports in the country were short of one crash tender and two water-bowzers each, as per guiding principles laid down in this behalf by I.C.A.O. It was stated that indents had been placed to make good the deficiencies noticed, but the I.C.A.O. had revised the scale of extinguishing equipment in 1962. Orders for equipment were now accordingly being placed. It was stated that no foreign exchange was available for importing such equipment. It was added that difficulties were being experienced in getting the fire fighting equipment within the country. For example an order had been placed on a firm as early as 1959 for supply of one prototype crash fire tender, but it had not been supplied. The firms appeared to be not taking much interest because the requirements were limited. The Department was now seriously thinking of fabricating and manufacturing such equipment itself.

61. The Committee were informed by the Chairman of Air India that past experience had indicated that equipment such as vehicles, extinguishing agents, personnel etc. had not been able to meet an emergency adequately. In this connection he mentioned that in 1959 when a Super Constellation made a belly landing, slightly off the runway at santacruz, there was a little oil fire in one of the engines. The passengers and the crew came out of the plane safely but the fire fighting services were unable to put out the little fire and the whole aeroplane was burnt.

62. The Committee were informed by the Civil Aviation Department that immediately after the Air India Super Constallation crash at Santacruz airport in 1959, an Officer of that Department was deputed to enquire into the circumstances which led to the inability of the Aerodrome Fire Service to extinguish the fire. The enquiry showed that the fire could not be extinguished as the approaches to the scene of crash were difficult and slushy and the weather conditions prevailing on the night of the accident hampered the fire fighting operations. The Government thereafter had appointed a Committee under the Chairmanship of Shri M. G. Pradhan, Commandant, National Fire Service College, Nagpur to examine the question of adequacy of the Fire Fighting personnel available at the aerodromes in the

country and to recommend improved methods of training etc.

The Committee were informed that the report of Pradhan Committee was received on the 23rd September, 1960, while a minute of dissent, from the representative of the Civil Aviation Department on the Committee, was received on the 18th October, 1960.

63. The Report of the Pradhan Committee and the Minute of Dissent were examined by the Civil Aviation Department who communicated to the Ministry their views on the 1st July, 1961. The Ministry had examined the comments of the Department and had recently directed the Department to proceed in the following manner:

"(i) An efficient fire fighting Service should be the aim having regard to economy in running the Service.

(ii) It would be better to build a structure from the foundation upwards instead of starting off from the top without considering cost or operational utility.

(iii) The training of the Fire Crew should be improved and brought up to standard so that the immediate requirements of the department are satisfied. The immediate requirements may be assessed for running the Fire Service efficiently in the various categories of airports. The urgent requirement would be to bring up at least the International Airports to a very high level of operation.

(iv) The structure of the whole set up should be examined independently of the recommendations after the Director General of Civil Aviation decides what should be the minimum requirements of trained personnel to maintain an efficient service at different airports. To increase the efficiency, the training of Fire Operators as drivers and drivers as fire operators would eliminate the creation of pockets in the service and thus increase efficiency.

(v) The creation of an Auxiliary Fire Service would be useful as it will be difficult to maintain a full complement of active Fire Service personnel at all airports.

(vi) The Director General of Civil Aviation should examine the existing set up, keeping in view the recommendations of the majority and the

minority reports and submit detailed proposals for the overhaul of the Fire Service Organisation as a whole."

The Committee were informed that the detailed proposals by the Department were under submission to the Ministry. *The Committee are surprised that Government have taken more than two years to work out detailed proposals for giving effect to the recommendations for gearing up the fire fighting organisations at aerodromes. They note with concern that a Boeing aircraft was burnt at Santacruz on the 1st December*, 1962. In this connection the Committee would like to recall that the Chairman, Air India in his evidence before the Committee in August, 1962 had described the fire fighting services at airports as 'dangerously inadequate'. *The Committee would urge the Government to make up the deficiencies in fire fighting equipment and in training of fire fighting personnel at an early date. In particular they recommend that fire fighting equipment at international airports, should be brought up to the prescribed I.C.A.O. standard without loss of time as these airports are being used by large jet aircraft.*

D. Revenues collected by the Directorate of Air Routes and Aerodromes

Items of Revenue.

64. The Directorate of Air Routes and Aerodromes is responsible for collecting revenue on account of the following:

1. Landing, housing and parking.
2. Hangars allotted to companies and other parties.
3. Buildings allotted to private parties.
4. Residential buildings.
5. Supply of electricity and water to consumers.
6. Apron and open space for storage of serviceable and unserviceable aircraft.
7. Land licensed to oil companies for installation of fuelling facilities; to private parties for construction of temporary structures, to the Corporations for construction of temporary and permanent buildings.
8. Land leased for agricultural and grass cutting purposes; collection of revenue for lease of fruit bearing trees at airports; fishing rights from tanks situated at airports.

9. Catering, travellers' requisite stalls/curio stalls, money exchange and insurance facilities at airports.

Outstanding Revenues.

65. *The Committee learnt with concern that the amount of revenue of Civil Aviation Department which remained outstanding at the end of the year* 1961-62 *was Rs.* 25,19,644·97. The representative of the Department stated that the main outstandings were against the Corporations who made deferred payments. A statement showing the break up of the amounts due for payment to the Civil Aviation Department by Corporations, foreign airlines, non-scheduled operators etc. is enclosed as Appendix III. Another statement showing the amounts outstanding for payment to the Civil Aviation Department for more than three years is enclosed as Appendix IV.

66. *The Committee note with regret that an amount of Rs.* 8,08,227 *has remained unrealised for more than three years by the Civil Aviation Department.* They have been furnished with details of some of these cases. They note therefrom that besides the aviation companies which had since been merged into the Indian Airlines Corporation, amounts are also due from caterers for a long period. For example an amount of Rs. 16,705:08 is due from the caterer at Safdarjang airport for the period from 1st October, 1946 to April, 1949 and Rs. 11,355·06 from a caterer at Dum Dum for the period from 1st July, 1951 to July, 1952. *The Committee see no justification for extension of contracts to the caterers at Safdarjung and Dum Dum from time to time without making sure that they had paid all arrears of rent etc. If this elementary precaution had been taken, the arrears would not have accumulated to such an extent.*

67. The Committee also find that there are heavy arrears of rent due from private air companies for hangars, buildings, etc. A substantial amount out of this is due from certain air companies which have since been nationalised. *The Committee see no reason why Government could not make recoveries out of compensation paid to these companies on nationalisation specially when the Government and Indian Airlines Corporation had been advised by the Civil Aviation Department of these dues well in advance of payment of compensation. .They would urge the Government to go into the matter without delay so that these amounts are realised before they become irrecoverable.*

For future the Committee would suggest that following steps may be taken to ensure that arrears do not accumulate:

(i) *Government should insist on security money from caterers and other users of the airport e.g. private air companies who are given accommodation on rent so that in case of default arrears can be made good from security money.*

(ii) *Rent should be made payable in advance and there should be provision for imposition of penalty, termination of lease, etc. if the arrears remain outstanding for more than say one month.*

(iii) *A deterrent rate of interest may be levied on all payments which are not made by parties within the stipulated time.*

The Committee expect that Government officials would take timely action to see that the dues are recovered promptly.

Landing and Housing Charges.

68. The Committee were informed that the landing and housing charges for aircraft were determined in 1937 and revised in 1946. The question of again revising these charges is stated to be under examination. The representative of the Ministry stated during evidence that these rates were drawn up on an *ad hoc* basis. International Civil Aviation Organisation had only laid down that the rates should be uniformly applied to all users and that there should be no discrimination. A comparative statement showing the rates of landing charges in India and other countries *e.g.* United Kingdom, United States, Canada, Australia, etc. is reproduced in Appendix V. It reveals that the landing charges are the lowest in India for aircraft weighing upto 35,700 lbs. Landing charges for aircraft of more weight are also the lowest excepting United States of America.

The Committee find that the Department of Communications and Civil Aviation had issued a notification dated 21st November, 1962 containing proposals for revision of landing charges. The affected persons have been asked to forward their suggestions or objections to the proposed charges before the 21st February, 1963 for consideration of the Government. *The Committee have no doubt that in finalising early the revised landing charges, Government would give due consideration to suggestions and objections, if any, received from affected persons, the extent of facilities provided in the country and the charges therefor as compared to charges levied for similar facilities in other countries.*

69. *The Committee consider that the day is not far off when the major airports would have to effectively tackle problems of congestion. It is obvious that the enhanced facilities would call for a bigger outlay of capital expenditure and therefore, the Government would have to think of taking steps to increase the revenue from airports by providing adequate facilities such as the following and levying suitable charges therefor:* **Steps to increase Revenues.**

(i) *Shopping counters;*

(ii) *Space for display of hoardings, advertisements etc;*

(iii) *Facilities for keeping luggage at the airports by air passengers.*

(iv) *Roof gardens; and*

(v) *Car parks.*

70. *The Committee would in this connection also like to mention that at certain airports like Paris and Copenhagen a surcharge is levied on fuel supplies for augmenting revenue for services rendered at the airport. The Government may like to examine the feasibility of levying such a charge on fuel to meet the expenses at major airports.*

The Government may also examine the feasibility of levying passenger service charge for every passenger departing for abroad as per practice obtaining in Britain.

The Committee feel that it should be the endeavour of the Department to see that as far as possible the airports pay their way.

E. Indian Aircraft Rules, Inspection of Aerodromes etc.

71. The Committee are given to understand that the standards and the practices relating to personnel licensing were first adopted by International Civil Aviation Organization in April, 1948. The question of adoption of these rules for India was taken up for consideration by the Department in 1950. Draft amendments to revise Indian Aircraft Rules were prepared by the Civil Aviation Department and submitted to the Ministry for approval in June, 1952. The proposals to amend the licensing rules were stated, however, to have been held back for several reasons one of which was lack of a Director of Training for a long time*. The work concerning the revision of the licensing rules was commenced *de novo* in Civil Aviation Department in 1957 when a number of important countries were approached to supply **Indian Aircraft Rules.**

*There was no Director of Training from 22nd March, 1949 to 17th September, 1956.

material showing the employment of these international standards in their country. On the basis of this study, draft amendments to licensing rules were prepared and after processing by the Ministry of Transport and Communications and the Ministry of Law were published in the Government of India Gazette in July, 1960 for the information of the public and to enable them to send objections and suggestions. After considering all such comments the licensing rules were finalised and published in the Gazette of India dated the 15th September, 1962. *The Committee are constrained to observe that the Government have taken more than* 14 *years to adopt the International Civil Aviation Organisation standards in a vital matter like the licensing of pilots etc.* and that *there has been inordinate delay at various levels in dealing with the matter. They would commend to the Department preparation of an analytical case study to bring out various factors responsible for the delay so that lessons may be profitably applied for streamlining the procedure in future.*

Inspection of Aerodromes.

72. The Controllers of Aerodromes are expected to inspect the aerodromes under their charge, at least once a year. Important stations are inspected more than once as necessary. *The Committee note from details of inspections carried out during the last three years by Controllers of Aerodromes that none of the Controllers had been able to inspect all the airports even once a year. The representative of the Department admitted that the Controller of Aerodromes was somewhat tied down to the desk and could not find adequate time for inspection of aerodromes under his control. As a Controller of Aerodromes is required to inspect each aerodrome in his region at least once a year, the Committee would urge the Department to see that the rule is adhered to in practice.*

III. AERONAUTICAL COMMUNICATION AND INSPECTION ORGANISATIONS

A. Aeronautical Communication Directorate

Historical Background

73. The Aeronautical Telecommunication Service was created in 1946. An Aeronautical Communication station was opened at Karachi in August, 1946 and at Delhi in September, 1946 and a total of 13 stations which were being operated by the Posts and Telegraphs Department were taken over on 1st February, 1947.

Present Communication facilities.

74. At the end of the Second Plan period (March 1961) there were 80 Aeronautical Communication Stations providing more than 540 air/ground and point to point communication channels, and nearly 140 navigation and approach aids, comprising MF Radio Beacon, VHF Direction Finder, MF Radio Ranges, VOR, Locator Beacon, Responder Beacon, Instrument Landing Systems and Radars. The programme of development for the Aeronautical Communication Organisation for the Third Five Year Plan is reproduced in Appendix VI.

The Committee hope that earnest efforts will be made to adhere to the programme of development envisaged during the Third Plan.

Replacement of old equipment.

75. The Committee are given to understand that the development programme of Aeronautical Communication Directorate includes progressive replacement of old equipment and systems with modern devices. Specialised equipment are, however, required for providing aeronautical communication and navigational facilities. Such equipment are stated to have hitherto been manufactured by a few foreign firms only.

76. It was only during the Second Plan period that certain requirements of communication equipment were met by the Bharat Electronics Ltd. Orders were placed by the Civil Aviation Department for supply of communication equipment worth Rs. 84:43 lakhs during the Second Plan. period out of which the Bharat Electronics Ltd. were able to supply equipment worth Rs. 68:69 lakhs during the Second Plan period and of Rs. 2:96 lakhs worth during 1961-62 and 1962-63 (upto December, 1962) making a total of Rs. 71:65 crores.

77. The requirements of equipment are communicated by the Civil Aviation Department to the Radio and Cable Board which in turn, intimate them to the Bharat Electronics Ltd. The tentative requirements of Civil Aviation Department for the Third Plan were submitted to the Radio and Cable Board in June, 1959 and the final requirements in November, 1960. Orders for certain items of equipment like H.F. transmitters which are already on the production line of BEL have been placed. It is understood that the Bharat Electronics Ltd. are negotiating with foreign firms for the regular manufacture of other items of equipment such as MF beacon transmitters of various outputs, communication receivers, VHF Direction Finders etc. The Committee have been informed by the Civil Aviation Department that as soon as these negotiations are completed by the Bharat Electronics Limited and they furnish them detailed specifications of equipment and the cost thereof, further orders would be placed. It has been added that the Bharat Electronics Limited had recently informed the Civil Aviation Department that they would have to provide foreign exchange for each item of equipment to the extent of about 50% of the cost.

78. The Committee have been informed by the Ministry of Defence under whom the Bharat Electronics Limited function that many of the items of electronics equipment required by the Civil Aviation Department are of a special nature peculiar to the Civil Aviation Department and are required in quantities which do not lend themselves to economical indigenous manufacture.

79. The estimated value of communication equipment required during the Third Plan period is Rs. 500 lakhs out of which equipment worth Rs. 443 lakhs (88.6%) is proposed to be imported. *The Committee cannot too strongly emphasise the need for making redoubled efforts to develop indigenous sources for manufacture of the communication equipment in the Bharat Electronics Limited and elsewhere so as to reduce the drain on foreign exchange as far as practicable. They would also urge that the Civil Aviation Department and Indian Air Force may by mutual agreement standardise, as far as possible, communication equipment so that the difficulty expressed by the Bharat Electronics Ltd. of undertaking manufacture of specialised items of equipment in small quantities is eliminated.*

Airways Control.

80. The Committee understand that the International Civil Aviation Organisation Joint Middle East/South East

Asia Regional Navigational meeting held in January/February, 1959 had in its recommendations stressed the desirability of replacing air traffic advisory system by air traffic control before 1962. Following the above recommendation of International Civil Aviation Organisation the demand from International Airline operators to convert the advisory routes into airways control* naturally became more pressing.

81. Four requisites for the introduction of airways' control are stated to be as under:—

(i) adequate number of trained and experienced air traffic control officers;

(ii) inter-centre controller-to-controller radio telephone communication facility;

(iii) direct pilot to airways controller means of voice communcation; and

(iv) airways control desks, flight progress boards and flight progress strip holders in adequate number to be installed at the airways control centres at Delhi, Bombay, Calcutta and Madras.

82. The Committee were informed that it was proposed to replace the advisory routes between Delhi-Bombay and Bombay-Calcutta into airways control in the beginning of 1963 and that necessary staff was being trained for that purpose and that equipment was also being procured. They understand that implementation of that proposal would need co-operation of the Air Force particularly in the mater of improving communication system. They also understand that Director General, Civil Aviation is considering a proposal for the provision of land line communication between the four Area Control Centres and important Indian Air Force and civil aerodromes under each Area Control Centre. *The Committee hope that both Indian Air Force and Civil Aviation Department would fully cooperate with each other so that the airways control may be established as early as possible.*

Increasing the radius of Control Zone.

83. Air India in their memorandum to the Committee have urged that—

* "Airways control" is defined as a control area or portion thereof established in the form of a corridor equipped with radio navigational aids. Control Area is defined as 'a controlled airspace extending pwards from a specified height above the surface of the earth.

"The terminal areas which are controlled areas around international airports should be so modified to give effective control for jet aircraft operating into and out of terminals. Such airspace should econompass the whole manoeuvring area of arriving jet air-craft from the point of initial descent to final approach and landing, and similarly, for departing aircraft from ascending to cruising level. The existing system only gives protection to a portion of the ascending and descending traffic while the remainder is under the advisory system, for which the ATC does not take any responsibility. The recent Alitalia accident points to the urgent need of this measure—the object of which can be achieved by increasing the radius of the control zone from 100 N.M. to 150 N.M."

The Committee were informed by the Civil Aviation Department that a specific request had been received by them from Air India for extension of control zone in Calcutta and the work had been taken in hand. *The Committee suggest that the radius of the control zone at all the international airports in India may be increased suitably so as to provide effective control for jet aircraft entering into and out of terminals.*

Improvement in Ground Air Communication Facilities.

84. The Chairman, Indian Airlines Corporation in his evidence before the Committee had stated that if the ground air communication facilities were improved it would enable them to operate their aircraft on the basis of two-pilot system and eliminate radio officers who would be given alternative employment, compensation etc.

The Committee understand that recently static free VHF air ground facilities have been provided in many countries.

The representative of the Department informed the Committee that in Britain and United States, a system on the principle of scatter propagation had been developed and tried out across the Atlantic and North Pacific. It was proposed to obtain three sets of such equipment under Exim Bank Credit allotted to the Civil Aviation Department by the Government and introduce the facility on the Bombay-Calcutta and the Bombay-Delhi routes.

The Committee hope that in the light of experience gained of this equipment and in close coordination with the Airlines Corporation the Civil Aviation Department would extend such air ground communication facilities to other routes so that maximum efficiency and economy consistent with safety can be achieved.

85. The Committee learn that Radar facilities at Bombay (Santa Cruz) and Calcutta (Dum Dum) are provided for 19 and 16 hours respectively to save staff and equipment cost. There are, however, no Radar facilities provided at Palam and Meenambakam. The Ministry of Defence who are concerned with provision of Radar facilities at Palam have informed the committee that the question of the purchase of Surveillance Radar is under consideration. As regards Meenambakam, the Civil Aviation Department it is stated to have plans to provide Radar facilitity in the near future. *The Committee hope that Radar facilities at Palam and Meenambakam will be provided early. They also suggest that the question of manning the Radar services at Bombay (Santa Cruz) and Calcutta (Dum Dum) for 24 hours at least during the monsoons in the interest of safety may be examined.* **Radar Facilities.**

86. The representative of the Department stated that Precision Approach Radars for installation at Bombay and Dum Dum had been received under T.C.M. aid, but the plan for the buildings had yet to be finalised by the suppliers of equipment. *The Committee recommend that the matter may be pursued with the suppliers so that the Radars are put to effective use at these international airports without avoidable delay.* **Precision Approach Radars.**

87. The Committee understand that the Sixth Session of International Civil Aviation Organisation Communication Division held in September/October, 1957 had prescribed certain maximum time for the despatch and receipt of messages of various categories between different stations over aeronautical fixed telecommunication network. The Committee observe from a statement showing the transit time statistics of traffic for the months April to June, 1962, as furnished by the Civil Aviation Department that in a majority of cases the messages had not been despatched within the time limit prescribed by the I.C.A.O. In some cases the average time taken was more than 3 to 4 times of the prescribed time. **Despatch and Receipt of Messages**

88. The representative of the Department admitted that the airline operators had from time to time pointed out delays in the handling of messages. To overcome delays, radio teletype and landline teletype circuits are stated to have been introduced in the service. It is also proposed to use semi-automatic/automatic relay methods for quick transmission.

The Committee are constrained to note that India has not been able to conform to the time prescribed by I.C.A.O. for the despatch and receipt of messages even

after lapse of five years. They urge that the Civil Aviation Department should draw up a planned programme to speed up transmission of messages.

Multiple Announcing positions.

89. The representative of the Department stated during evidence that at present multiple announcing positions were available only at Bombay airport. It was stated that requests had been received from airline operators for multiple announcing positions at Calcutta, Delhi and Madras. These could be complied with only when the Civil Aviation Department received new equipment in about a year's time. Such equipment is stated to be fabricated largely within the country.

The Committee hope that in installing the new equipment Government have profited from the latest advances made in other leading countries and their own experience of the working of multiple announcing positions at Santa Cruz. They would like the Department to pay special attention to the public address system so as to raise its standard to a high level of efficiency.

Training of Announcers.

90. It was admitted by the representative of the Civil Aviation Department that they were receiving complaints that the announcements made at the aerodromes were not clear. This was ascribed by the Department largely to the fact that the airline announcers were not properly trained and Government had no control over them. *The Committee suggest that the feasibility of evolving a scheme for training of announcers through All India Radio may be examined in consultation with the Air Corporations.*

B. Aeronautical Inspection Directorate

Functions.

91. The primary function of the Aeronutical Inspection Directorate is to exercise control on overhaul and maintenance work done in the workshops of the scheduled and non-scheduled operators in the country. The Directorate has under it four Controllers of Aeronautical Inspection with headquarters at Delhi, Calcutta, Bombay and Bangalore.

The majority of the Aeronautical Inspectors are attached to the Corporations' Workshops.

Duplicate Inspections.

92. The Chairman, Indian Airlines Corporation in his memorandum to the Committee has stated *inter alia* that—

"The normal practice in countries such as the U.K., Australia and the U.S.A. is for major operators to set up inspection organisations of their own with Government's approval. The bulk

of the inspection work in the engineering shops is performed by internal inspectors, with Government inspectors exercising general supervision of technical practices and carrying out occasional surprise checks. This arrangement leaves much to the discretion and initiative of the internal inspectional organisation and yet ensures the maintenance of high technical standards.

The IAC has a full-fledged inspection organisation of its own which has the approval of the D.G.C.A. Nevertheless the Aeronautical Inspection Directorate also maintains a considerable force of inspectors and insists on detailed inspection of almost all the work done even after it has been checked by the IAC's own inspectors. This results in duplicate and sometimes even triplicate inspections and is a major cause for delays in the IAC's engineering workshops."

93. Similarly, the Chairman, Air India in his memorandum to the Committee has stated *inter alia* that—

"The Controller of Aeronautical Inspection. Bombay, employs 20 Inspectors, of whom 12 Inspectors are attached to Air India. It appears to be the Civil Aviation Department's intention to allocate a number of these Inspectors to Air India's overhaul and maintenance shops on a full-time basis, presumably to exercise monitoring control over work done in these shops. As Air India has an extensive Inspection Organisation, it would be a waste of money to super-impose a battalion of Government Inspectors for monitoring the work of an approved Inspection Organisation. In the context of Air India having operated on the basis of inspection approval since 1949 and the practices followed in the U.S.A., the U.K. and Australia, the employment of additional inspection staff by the Aeronautical Inspection Wing for the purpose of exercising more control is not a step in the right direction."

System of Inspection in foreign countries.

94. A brief note setting out the system of aeronautical inspection in the United States, Britain, Australia and India as furnished by the Department of Civil Aviation is reproduced in Appendix VII. The note while claiming that the inspection system in this country is based on the principles followed in Britain and Australia concedes that the

control exercised by the Civil Aviation Department here is more rigid as compared to other countries. The fundamental reasons for such rigid control are stated to be—

(1) In the case of Indian Airlines Corporation, the Chief Inspector of the engineering base is directly responsible to the Chief Engineer who is directly responsible for production and the inspectors work under the Shop-in-Charge.

(2) In the case of Air India, the Chief Inspector is responsible to the Engineering Manager who is head of production and the inspectors work directly under the Shop Superintendent.

The Department of Civil Aviation have stated that the Chief Inspectors of both the Corporations are susceptible to influence by the production side, whereas in Britain and Australia the Chief Inspector being directly responsible to the Directors of the firm is not susceptible to such influence. It has, therefore, been contended that more rigid inspection by Government inspection officers is a necessity in this country.

Present Inspection Procedure.

95. It is stated that normally, a public transport aircraft undergoing major overhaul is put up to Civil Aviation Department for inspection in stages as the work on the aircraft progresses. The stage inspection is put up in the form of a memo. by an Aircraft Maintenance Engineer or an approved inspector after he has carried out inspection of that stage of the aircraft. Defects found by the Government inspector on this stage are recorded in the memo. and these are required to be rectified before the certificate of airworthiness of the aircraft is renewed or the aircraft is permitted to fly.

96. In the case of Air India this system of inspection was discontinued about six years ago and the Government Inspectors carry out spot checks as and when the work is in progress and the certificate of airworthiness is renewed on that basis. Defects found by the Government Inspectors are verbally pointed out to Air India inspectors on the spot.

97. As far as Indian Airlines Corporation is concerned they are stated to have obtained only a partial approval of their inspection organisation which is confined to overhaul of Dakota and Skymaster aircraft and their power plants. They have also been granted provisional approval for the overhaul of Rolls Royce Dart engines. They do not hold approval for overhaul of Viscount and Fokker Friendship aircraft and their accessories. Indian Airlines Corporation

are, therefore, required to submit stage inspections to the Government inspection officers.

98. It is stated by the Civil Aviation Department that serious defects found in the work of Air India have been taken lightly by the latter by stating that the inspection on the parts affected had not been completed by them. As a result disciplinary action, which should have been taken under the Indian Aircraft Rules, could not be taken. The question of introducing a stage inspection system at least at the major check (Check V) of Boeing aircraft at 3600 hours is stated to be under the consideration of the Civil Aviation Department.

99. It is further stated by the Civil Aviation Department that "as regards Indian Airlines Corporation because of their poor maintenance planning they generally take long time for carrying out maintenance and overhaul of their aircraft, and therefore, any delay on our (Aeronautical Inspection Department) part does not arise. For example, on Viscount aircraft, a Check IV schedule which covers part overhaul of the aircraft has been carried out by Indian Airlines Corporation anywhere from 18 days to 56 days. This Check IV is put up to Government inspection in about six stages. The actual time taken for carrying out stage inspection by the Government inspectors is only about 10 hours."

The above note was furnished to the Committee by the Civil Aviation Department long after the Chairman, Indian Airlines Corporation had appeared before them and, therefore, they had no opportunity of going into the matter. *They have, however, no doubt that Government would take such action as is necessary to eliminate delays, if any, in the overhaul of aircraft.*

Proposals for Increased Lives of engine/airframe/components.

100. The Indian Airlines Corporation have further brought to the notice of the Committee several instances where there has been delay by the Aeronautical Inspection Department in approving proposals for increased lives of engine/airframe/components. It was also stated that a request was made to the Civil Aviation Department on the 23rd January, 1962 to approve the extension of major inspection period of Viscount aircraft but despite issue of 10 written reminders no reply was received till 18th August, 1962, on which date the Chairman of Indian Airlines Corporation appeared before the Estimates Committee. When the Estimates Committee raised this question with the Civil Aviation Department on the 28th August, 1962

the representative of the Department promised to look into the matter. In a subsequent note furnished to the Committee it has been stated that the Indian Airlines Corporation life development proposal of 23rd January, 1962 "was found lacking in the most vital information that was necessary for evaluating the life development and the Chief Inspector of Indian Airlines Corporation was advised to submit further data *vide* their letter dated the 31st August, 1962." In extenuation of delay the Civil Aviation Department have stated that they were waiting for a personal discussion which was held on the subject on the 31st July, 1962.

101. *The Committee are not convinced that a discussion could not be held for several months between the Aeronautical Inspection Department and the Chief Inspector of Indian Airlines Corporation specially when in the same note it has been stated that "it is a common practice with our field officers to discuss subjects verbally in the initial stages with the Chief Inspector and his staff whom they meet daily in the course of their normal inspections in the hangar." They are also not convinced by the arguments advanced by the Aeronautical Inspection Department for not sending a written reply to a letter which the Indian Airlines Corporation had followed up by 10 reminders. They recommend that the matter may be looked into and appropriate action taken so that such gross delays do not recur and the letters from the Corporations are dealt with in a business-like manner.*

Need for Rationalisation of Inspections.

102. The Committee note that the Chairman of both the Corporations in their evidence before the Committee had stated that detailed inspection imposed on them was resulting in delays and had adversely affected their efficiency and working. The Indian Airlines Corporation have further pointed out that "the total utilisation of fleet would show an improvement of 10 per cent in case the delays in taking decisions are reduced to minimum and the whole system of granting extensions and approval of development of maintenance programme is streamlined." *As improvement in procedure of inspection would make for better utilisation of aircraft and earning of additional revenue, the Committee feel that the matter deserves serious consideration. They recommend that Government should appoint an expert committee to go into the whole question of reorganisation and rationalisation of the functions of the Aeronautical Inspection Department after taking into account the developments in turbo-prop and turbo-jet aircraft, the practice followed in other countries, the standard of maintenance achieved by the Corporations, the*

need for re-organisation of the Corporations' inspectorates so as to take them out of the influence of production head, etc.

Investigation of Failure of Aircraft.

103. The operators are required to investigate into the failure of aircraft and engine components and submit to Civil Aviation Department a report on the prescribed form. The Civil Aviation Department have stated that the Corporations are not fully complying with this requirement at present as they have represented that to submit these reports in respect of all the prematurely removed components would be cumbersome. The Civil Aviation Department have, however, been insisting on the Corporations to have an independent defect investigation section of their own to carry out investigations into all premature removals and report on them promptly.

104. Indian Airlines Corporation have represented that the investigation is often held up either due to the representative of Aeronautical Inspection Department being not readily available (Corporation operates round the clock) or due to his insistance on carrying out detailed checks involving dismantling etc. which according to the Corporation are not necessary.

The Indian Airlines Corporation have suggested that the Defects Analysis and Investigation Branch under the Chief Inspector at each base should be made responsible for carrying out investigations of prematurely removed components. They have added that the Government Surveyor need not witness investigation of every component but carry out surprise checks or co-ordinate investigations where necessary. They have also stressed the need of Investigation Branch keeping a full record of defects noticed etc.

The Committee suggest that the Expert Committee referred to earlier may also go into this problem of investigation of failed parts and prescribe a suitable procedure therefor.

Training of Inspectors.

105. The representative of the Department admitted that the Inspectors of Aeronautical Inspection Organisation had not been trained in time for checking the maintenance of Boeing and Fokker Friendship Aircraft. *The Committee suggest that before a new type of aircraft is introduced by an operator, the concerned inspection staff of the Department should be given proper training and necessary directions in the mechanism of the new type so as to ensure effective inspection.*

Refresher Course for Inspection Officers.

106. The Committee understand that a scheme for imparting training in modern and latest techniques of aircraft maintenance and inspection to Inspection Officers at Civil Aviation Training Centre, Allahabad and Hindustan Aircraft Limited, Bangalore was approved by the Ministry of Transport and Communications in June, 1956. The first batch of inspection officers was, however, sent for training with effect from the 11th July, 1960. The commencement of the Refresher Course for the Inspection Officers is stated to have been delayed due to the following reasons:

"(i) A large number of posts in the Inspection Organisation were lying vacant during that period. Withdrawal of even a few officers from the Inspection Officers available at various stations would have seriously affected the smooth running of the offices concerned. The deficiencies, to a large extent, were made good by 1960 when it was decided to send batches of Inspection Officers for Refresher training.

(ii) Another reason which contributed to the belated commencement of the Course was lack of residential accommodation at the Bamrauli aerodrome due to various other Courses being in progress."

The Committee are not convinced by the reasons advanced for the inordinate delay of four years in sending the first batch of inspection officers for refresher training. They suggest that the executive machinery should be tightened up so that there is no delay in implementing the scheme after it is approved.

Overloading of Aircraft.

107. The Committee learn that one of the functions of the Aeronautical Inspection Directorate is "surprise check of transport aircraft to detect overloading". They note that during the period April, 1959 to March, 1962, 184 load checks were carried out which revealed 17 overloading cases relating to Indian Airlines Corporation and 21 overloading cases relating to private companies. *It is revealed that in case of private companies all the overloading cases detected are restricted to Calcutta airport which has a weigh bridge.*

108. It is stated that a total sum of Rs. 3,80,000 had been provided for the purchase of 3 aircraft weighing scales and other inspection equipment during the Second Five Year Plan. However, due to the stringency of foreign exchange position, it was decided to restrict purchase of the Inspec-

tion equipment to the barest minimum and to defer purchase of aircraft weighing scales till foreign exchange position improved. The position is expected to be reviewed during the Third Plan period if the foreign exchange position eased.

The Committee feel that the feasibility of providing weigh bridges at other important airports which are used by non-scheduled operators may be considered. They would also urge that checking for overweight at airports particularly those which are used by non-scheduled operators, should be tightened up.

IV. TRAINING AND LICENSING DIRECTORATE

A. Civil Aviation Training Centre, Allahabad

Keen Demand for Aviation Personnel

109. The post-war boom in air transport generated a keen demand for the services of commerce pilots and other aviation personnel. As flying clubs could not cope with the demand for training personnel, Government proposed in 1946 to establish a Central Institute where composite could be provided for pilots, ground engineers, mechanics, air traffic control officers and communication officers.

C.A.T.C. Allahabad.

110. The following four schools were started at the Civil Aviation Training Centre at Allahabad between 1948 and 1950:—

(i) Engineering School (for training of aeronautical engineers).

(ii) Flying School (for training of pilots).

(iii) Communication School (for training of communication officers).

(iv) Aerodrome School (for training of aerodrome officers).

The Committee have been informed that the Engineering School at Allahabad was closed on the 30th April 1962 as the Corporations were training their own engineers.

School, Allahabad.

111. Flying School was also expected to be closed due to unemployment among the pilots. Another reason for closing the Flying School is stated to be the requirements of Ministry of Defence who would take over the present land, buildings, etc. where the Civil Aviation Training Centre is located. The Civil Aviation Department would be retaining accommodation to the north of the Grand Trunk Road where the training of Aerodrome and Communication Officers would continue.

112. In this connection the Committee would like to draw attention to the following extracts from para 202 of the Report of the Committee to examine the existing system of the grant of subsidy and subvention to the Flying and Gliding Clubs, 1963 (Narayanaswami Committee):

"The Committee is of the view that the Flying Clubs have almost passed the first stage of spreading airmindedness, by training large number of

persons upto the 'A' licence standard, and that a stage has been reached when the people interested in aviation should look forward for facilities for advanced training at the Clubs. It seems desirable and essential to review the position not only for this reason but also in view of the fact that the facilities for training upto the Commercial Pilot's Licence standard will no more be available anywhere as the Civil Aviation Training Centre, Allahabad will be shortly closed. The Committee would therefore, suggest that in case it is not possible for all the clubs to be equipped with adequate facilities for the training upto the Commercial Pilots Licence standard, at least some clubs should be selected and permitted to impart such training, subject to their acquiring the necessary equipment. The selection could be made on a sort of zonal basis so that the trainees may not have to incur too much expenditure on going to long distance for the training."

113. The Committee would also like to draw attention to the following observations made by them in their Thirteenth Report (February, 1963) on action taken by Government on the recommendations contained in their Hundred and Fifteenth Report on "Training and Employment of Civil Pilots":

"The Committee note that Government have since decided that the Flying School at Civil Aviation Taining Centre would be closed down towards the end of 1962. The Committee hope that before any new scheme for training of commercial pilots is finalised, the Government would consider carefully the recommendations contained in their Hundred and Fifteenth Report and would consult fully the Airline Corporations, Indian Air Force etc. so as to make sure that only the requisite number of pilots for whom employment opportunities could be assured are trained."

The Estimates Committee feel that Government should review at an early date the whole position regarding the training of civil pilots keeping in view the requirements of emergency, recommendations made in their Thirteenth Report (February, 1963), *and recommendations made by Narayanaswami Committee.*

B. Flying Clubs

114. In 1928 Flying Clubs were started at Calcutta, Bombay and Delhi and in 1929 at Madras. All States with the exception of Jammu and Kashmir State have now at least one Flying Club each.*

Flying Clubs are autonomous bodies, registered either under the Indian Companies Act, or the Societies Registration Act or the State Co-operative Societies Act and are managed by their own elected managing committees etc.

The scope of training in the Flying Clubs is at present confined to:

(i) hobby flying;

(ii) training for Private Pilot's Licence;

(iii) training of cadets of the Air Wing of N.C.C.

115. Under the Subsidy Agreement the Central Government besides giving subsidy and subvention to Flying clubs, provide free landing, hangarage and housing facilities. The expenditure incurred by the Civil Aviation Department giving subsidy, subvention etc., to the Flying and Gliding Clubs during the last three years is indicated in the table below:

Year	Subsidy and subvention to	
	Flying Clubs	Gliding Clubs
	Rs.	Rs.
1959-60	19,81,970	30,097
1960-61	20,90,433	51,285
1961-62	21,41,640	52,037

Appointment of Narayanaswami Committee

116. The Estimates Committee learnt in 1962 that Government had appointed *vide* their Order No. 15-V(E)(35)/61 dated the 20th March, 1962 a Committee under the Chairmanship of Shri G. Narayanaswami to examine the existing system of grant of subsidy and subvention to the Flying and Gliding Clubs in India and to recommend the procedure to be followed in the maintenance of the accounts by the Clubs. This had incidentally come to notice when the Chairman, Estimates Committee, in his capacity as a Member of Parliament received in June, 1962 a detailed questionnaire issued by Narayanaswami Committee.

*For details of Flying Clubs, please See Appendix VIII.

The Estimates Committee considered the matter at their sitting held on the 10th August, 1962 and noted that Government had appointed Narayanaswami Committee without prior consultation with the Estimates Committee in contravention of the instructions contained in the Department of Parliamentary Affairs Office Memorandum No. 119(L)/57-P.A. dated the 25th June, 1957 (Appendix IX). The representative of the Department of Communications and Civil Aviation in his evidence admitted that it was a mistake to have appointed Narayanaswami Committee at a time when the Estimates Committee were examining the Civil Aviation Department.

The Estimates Committee desired that Government should not publish the report of the Narayanaswami Committee without their prior consultation. They also decided that in view of the terms of reference of Narayanaswami Committee, the Estimates Committee need not go in detail into the working of the subsidy and grants-in-aid scheme of the Flying and Gliding Clubs, even though written memoranda has been earlier called for and received from some Flying and Gliding Clubs.

117. Narayanaswami Committee submitted its Report to Government on the 14th January, 1963. On the 18th January, 1963, the Department of Communications and Civil Aviation forwarded copies of the Report for the perusal of the Estimates Committee. The Estimates Committee at their sitting held on the 1st February, 1963 decided that they had no objection to the Government publishing the Report of the Narayanaswami Committee and this was duly communicated to the Department of Communications and Civil Aviation.

The Committee need hardly stress the desirability of Government strictly complying with the instructions contained in the Department of Parliamentary Affairs Office Memorandum No. 119(L)/57-P.A. dated the 25th June, 1957 (Appendix IX) on the subject of "Appointment by Government of Committees to consider matters already under examination by a Committee of Parliament", so that the instructions contained therein are not contravened in future.

Control of Flying Clubs

118. The Committee understand that the extent of control exercised by the Director General of Civil Aviation on behalf of Government, over the management of a club is laid down in the Subsidy Agreement between Government and the Club. Instructions are also issued from time to time by the Director General of Civil Aviation for the conduct of the Flying Clubs. All clubs also have a representative of the

Central Government (usually the Controller of Aerodromes or the Aerodrome Officer) on the Managing Committee. Technical and administrative officers of the Civil Aviation Department also inspect the clubs.

119. The representative of the Department stated during evidence that as far as technical inspections were concerned, officers of the Aeronautical Inspection Directorate visited the Flying Clubs for issuing certificates of airworthiness. Normally two visits were made for each aircraft; the first visit was made when the aircraft was in fully dismantled stage and the second after the aircraft had been assembled on completion of overhaul.

As regards administrative inspections it was stated that these were carried out by officers of the Training and Licensing Directorate, but the main control was exercised by the Director General of Civil Aviation through his representative on the Managing Committee of the Club who sent monthly reports about the activities of the club.

120. The Committee find from a statement furnished by the Department that while technical inspections to flying clubs have been frequent, the administrative inspections were *only* 4 *in* 1959, 3 *in* 1960 *and* 10 *in* 1961. *They also notice* that in the case of some flying clubs, administrative inspections had not been done even at an interval of two years. *The Committee feel that the administrative inspection of clubs should be done at least once every year so that irregularities which are brought to notice are tackled without loss of time.*

Irregularities in the working of Bengal Flying Club.

121. In this connection, the Committee would like to refer in particular to the case of the Bengal Flying Club, Calcutta. The Bengal Flying Club is stated to have been inspected by an Officer of the Department in August, 1959. Some of the main irregularities which came to notice as a result of the inspection are indicated below:

(i) The outstanding payment from the members of the club on account of the various dues amounted to Rs. 44,330·36 nP. at the end of March, 1959. The list of outstanding was found to be a long one and it appeared that timely action was not taken by the club to effect the recoveries.

(ii) Cash and receipt books were not maintained properly.

(iii) Pages of Stock Register were found missing.

(iv) Job estimates and Job Cards were not being prepared by the Club.

*(v) It was found that the Club claimed flying subvention in excess.

122. The Committee find that on the 19th April, 1960 the Controller of Aerodromes, Calcutta who was the representative of the Civil Aviation Department on the Managing Committee of the Bengal Flying Club, had forwarded to the Director General, Civil Aviation a copy of letter dated the 1st April, 1960 addressed by Shri Balgopal Mundhra a member of the Bengal Flying Club, to the Hony. Joint Secretary of the Club, which contained specific allegations about the working of the Club. It was alleged in that letter that in "an effort to raise the category of the Club, most of the members' annual quota of flying (50 hours) has been consumed even without flying and certain members were made to cooperate. I may also state that petrol has been distributed very freely amongst the office-bearers and also sold to No. X taxi in a mofussil town in order to log more hours and to show that you consumed the petrol in flying." In the second letter dated the 16th April, 1960, the member had levelled allegations that the club had opened branches at Jalpaiguri and Asansol with a view to log extra hours without flying.

123. The Committee are surprised to note that for the next few months the Controller of Aerodromes, Calcutta contented himself by sending a cryptic report to the Director General of Civil Aviation to the effect that "there is nothing to report". It was only in the month of April, 1961 that he suggested that "it is considered that the flying club's position is not at all satisfactory and some action by Headquarters is suggested". About the middle of 1961 the Civil Aviation Department sent an officer from headquarters to investigate into the affairs of the Bengal Flying Club.

124. The Committee were informed that "as a result of the investigation it was established that the Management of the club were keeping themselves in power by the support of the 'Dining' members and that they were not admitting new members for fear of opposition. There were also instances of overlogging of flying hours, recording of fictitious entries in the Log Books and other serious irregularities". It was stated that the explanation of the Club in respect of these irregularities was called for, but despite a protracted correspondence, the Club had "given no proper explanation". Payment of subsidies to the Bengal Flying Club was withheld for some time during 1962-63 but sanctioned during the latter part of the year.

---

*NOTE : The excess payment of flying subvention is stated to have been recovered from the Club in subsequent bills.

The Civil Aviation Department had also requested the Government of West Bengal to look into the affairs of the Club.

125. The Committee were informed that the Club had decided on the intervention of the Chief Minister, West Bengal that it should delegate powers of management to a Committee consisting of three members *viz.*,

(i) the Controller of Aerodromes;

(ii) the Transport Commissioner of West Bengal; and

(iii) the nominee of N.C.C.

The proposal to hand over the Management of the club to a Committee consisting of three members was considered by the Department of Communications and Civil Aviation in consultation with the Ministry of Law. It was considered that the constitution of the 'Three-Man Committee' might not be quite legal in terms of the Articles of Association of the Bengal Flying Club, and that the only safeguards which appeared to be necessary were that the representatives of the Director General, Civil Aviation and the West Bengal Government should take more active interest in the affairs of the club and that the Managing Committee should agree to the appointment of an officer of the West Bengal Government as Administrative officer to carry out the day-to-day administration of the club. This would safeguard against any irregularities. Accordingly, an Administrative Officer had been appointed to carry out the day-to-day administration of the Club.

126. *The Estimates Committee cannot, however, appreciate the delay of one year in taking action on serious irregularities noticed in the working of the Club. They do not see any reason as to why an enquiry was not held soon after receipt of a copy of letter dated the* 1st *April,* 1960 *from a member of the Club which contained specific charges of misappropriation of petrol and manipulation of flying hours etc.*

The Committee would also like to stress that the local representative of the Civil Aviation Department on the Flying Clubs should act with vigilance to see that malpractices are not indulged in by the Club. It is not enough that he should merely forward minutes of the executive committee meetings etc. of the club. In fact, it should be his duty to suggest concrete line of action when there is reason to believe that malpractices are being indulged in and that the affairs of the club are not being properly managed. The Committee would like to emphasise that prompt action should be taken when irregularities in the working of Flying Clubs come to the notice of the authorities.

127. Training is at present imparted at the flying clubs in a variety of light aircraft such as Chipmunk, Piper, Silvaire, L-5, Bonanza, Tigermoth, Auster, etc. Lately the flying, clubs have taken to "Pushpak" which are manufactured by Hindustan Aircraft Limited,, Bangalore. The "Pushpak" aircraft is stated to be only partly satisfactory for abinitio flying. It was stated by the representative of the Civil Aviation Department that Pushpak was not of modern design. Its range was stated to be not satisfactory for the purposes of the club. HT-2 the other trainer plane manufactured by Hindustan Aircraft Limited was stated to be not popular with flying clubs because of its high operating cost. **Trainer Aircraft.**

Narayanaswami Committee has also pointed out that—

> "The Committee during its visit to the Clubs came to understand that the Pushpak aircraft has certain limitations though good for abinitio training. It is a non-spinnable aircraft and has a limited range for cross country flying."

* * *

> "The Clubs are also averse to have any HT-2 trainers."

128. A pressing need is therefore, stated to have been felt for a new aircraft design with greater speed and range capability than the "Pushpak" and capable of performing spinning manoeuvres. A draft requirement specification for a light aircraft was, therefore, forwarded by the Civil Aviation Department to Hindustan Aircraft Limited in September, 1961. The Hindustan Aircraft Limited informed the Civil Aviation Department that if it was desired to design an aircraft to meet the requirements, it would require considerable amount of design and testing work and it might take about a year before the prototype could be flown. Hindustan Aircraft Limited have, therefore, recommended use of 'Krishak' aircraft which is stated to have been designed to meet the requirements of Air Force. The Civil Aviation Department have stated that 'Krishak' is not suitable for use as a basic trainer. *It is obvious that there is need for developing a suitable trainer aircraft to meet the requirements of Flying Clubs. Narayanaswami Committee in their report have also* inter alia *observed*:

> "If training aircraft and equipment in the Clubs is standardised and made uniform there would be considerable saving in the annual recurring expenditure."

The Committee recommend that Government should at an early date standardise a trainer aircraft for the use of Flying Clubs, in consultation with Hindustan Aircraft Limited and Indian Air Force.

Spare Parts for Trainer Aircraft.

129. The Committee understand that the Clubs are also facing considerable difficulty in obtaining spares for trainer aircraft as there are very few local concerns dealing in this trade. The representative of the Department informed the Committee that lack of spares was the main reason which delayed overhauling and repairs of aircraft.

130. Narayanaswami Committee have pointed out that "in their anxiety to keep the aeroplanes serviceable some clubs had been piling up stocks of spare parts which stood at Rs. 16,49.440 on 31st March, 1961 as compared to 13,03,349 on 31st March, 1959. Even then experience had shown that work on aircraft had in several cases been delayed because of non-availability of a particular spare part." Narayanaswami Committee have also noted that certain clubs had surplus spare parts which were awaiting disposal.

The Estimates Committee find that a large number of aircraft of Flying Clubs remain unserviceable. They would also like to draw attention in this connection to Statement No. 7 of Narayanaswami Committee Report which indicates that out of 133 aircraft with the clubs 51 were unserviceable. *The Committee, therefore, feel that the Civil Aviation Department should actively help the flying clubs in getting spare parts at reasonable rates.*

Certificates of Airworthiness.

131. The Committee also find that a number of aircraft and gliders remain grounded awaiting certificates of airworthiness. For example, 6 aircraft and 3 gliders were awaiting certificate of airworthiness in July, 1962. *The Committee recommend that Civil Aviation Department should streamline the procedure of granting certificate of airworthiness so that delays are eliminated.*

Training of Pilot Instructors.

132. The Committee understand that there is a dearth of qualified Pilot Instructors at the Flying Clubs and the number of trained personnel is not commensurate with the programme of expansion of the Flying Club movement in the country. The representative of the Department admitted that it had not been possible to arrange for refresher courses for flying instructors employed by the Flying Clubs.

The Committee are in agreement with Narayanaswami Committee that "for the future, immediate steps should be taken to train as many Pilot Instructors as possible considering the number of Clubs existing at present and the number

that is likely to be started in future". The Estimates Committee also suggest that a scheme should be worked out and implemented early to impart refresher courses to flying instructors.

C. Gliding Clubs

133. Glider training was started in the country in 1931 with the formation of the Indian Gliding Association in Bombay. The Association opened a Gliding Centre in Poona. The Centre was taken over by the Government of India in 1954 and is now run as a departmental centre. Two more departmental centres, one at Bangalore and the other at Allahabad were established in February, 1956. Two private gliding clubs *i.e.* the Delhi Gliding Club at New Delhi and Birla Gliding Club, Pilani were formed in October, 1950 and January, 1959 respectively. The Rajasthan Flying Club has formed a Gliding Wing at Jaipur in November, 1960.

Third Plan Target.

134. The Committee learn that out of 35 Gliding Clubs or gliding wings attached to the Flying Clubs proposed in Third Plan, only two gliding wings have come into existence and one Gliding Club and one gliding wing are about to open. *Gliding apart from providing a joyous and adventurous sport also inculcates airmindedness in the youths of the country. The Committee recommend that the Civil Aviation Department should take effective steps to popularise gliding by adopting such measures at (i) observing club days for arranging demonstration fligts; (ii) giving publicity to facilities available in the clubs in the universities and colleges.*

Indigenous Manufacture of Gliders.

135. The Committee understand that no expenditure has so far been incurred against Rs. 45,82,000 provided in the Third Plan for gliders and other ancillary equipment. The Third Five Year Plan provides for the purchase of 110 twin-seater gliders, 75 single-seater gliders and 30 sail-plane gliders. No order has actually been placed so far. It is stated that a bulk order was placed for the supply of 27 single-seater gliders and 22 twin-seater gliders in 1959. Only 14 single-seater gliders and 10 twin-seater gliders have been received so far. The deliveries of remaining gliders are expected to be completed by the end of the current financial year. The supplies already received and likely to be received are stated to be sufficient for the present needs.

136. *The Committee are glad that the Research and Development Directorate have been taking keen interest in designing gliders and sail planes.* The Technical Centre under the Research and Development Directorate has built

several glider prototypes, including Ashvini—2 seater trainer glider and Rohini—2 seater trainer with side by side seating arrangements. The Committee understand that Ashvini glider is currently in quantity production within the country and that Rohini glider is also expected to be soon taken up for quantity production.

The Committee were assured by the representative of the Department that requirements of gliders during the Third Plan will be fully met by indigenous manufacturers.

Winches.

137. The Committee understand that difficulties are being experienced by the gliding clubs in the matter of supply of winches and cables which have to be imported. It has been stated that orders have been placed for import of 15 winches out of which 3 have been received. Two prototypes of glider launching winches have been made by the Department and blueprints are available for production. *The Committee hope that indigenous manufacture of winches will be soon taken up.*

Cables.

138. As regards cables it was stated that efforts were being made to manufacture them within the country. *Pending its manufacture within the country, the Committee would suggest that the Civil Aviation Department should ensure that this essential item of consumable stores is supplied to the Gliding Clubs at reasonable rates.*

Scholarships for Gliding Clubs.

139. The Committee understand that Government have also instituted a scheme of awarding 100 scholarships at the Gliding Clubs/Centres with effect from 1-4-1961 in order to provide greater incentive to gliding activities among the youth of the country. During the year 1961-62 only 73 scholarships were utilised as this was the first year and it took some time to select the persons. *The Committee note that selection of candidates for the year* 1962-63 *had not been finalised till August,* 1962. *They suggest that it should be finalised soon after the commencement of the financial year so that the scholarships are utilised in full.*

V. GENERAL

A. Research and Development

140. The functions of the Research and Development Directorate *inter alia* are: Functions.

(i) development and supervision of design airworthiness and type certification of civil aircraft including gliders and equipment;

(ii) civil aircraft performance testing;

(iii) approval of major modifications;

(iv) operational research;

(v) evaluation and development of safety devices;

(vi) scientific investigation of accidents;

(vii) design and development of light aircraft including gliders; and

(viii) selection of suitable aircraft types for civil operations.

141. The Ministry of Transport and Communications consult the Directorate for technical advice about the suitability of aircraft for air services. The Committee were informed that technical studies had been made by the Directorate on the following types of aircraft:

(i) *International Operations*

Brittania, Lockheed 1649A, Boeing 707 and 720, DC-8, Comet-4, etc.

(ii) *Domestic Operations*

Viscount, Convair 340, Friendship, Herald, Avro-748, Heron, Illyshin 14P, Caribou, etc.

(iii) *VIP and Club uses*

Beaver, Cessna-310, Beachcraft, Twin-Bonanza, Piper Apache.

(iv) *Helicopters*

Bell-47, Sikorsky S-51, Hiller-360, MI-4, etc.

Need for Standardising Aircraft.

142. The Chairman of Air India in his evidence before the Committee stated that he was strongly of the view that Air Corporations should standardise on as few types of aircraft as possible having due regard to the operational needs. At one end there might be an aircraft like Boeing for long-range inter-continental operations and on the other end a small twin engined aeroplane for feeder services while in the middle for trunk services there might be fairly large aircraft like Viscount or Caravelle. He was in favour of introduction of jets on the country's trunk routes.

The Chairman, Indian Airlines Corporation stated in his evidence that the Corporation had recommended to Government purchase of four Caravelles for operation on trunk routes as the capacity of Viscounts was proving insufficient. The Viscounts, thus released, would be utilised for meeting growing demands of traffic on other regional routes.

143. The Committee find that the Indian Airlines Corporation have the following aircraft:

(i) Viscounts.

(ii) Fokker Friendships.

(iii) Skymasters.

(iv) Dakotas.

(v) Herons.

(vi) Vikings.

The Committee are glad to note that Air India have already standardised their aircraft to one type namely Boeings. The Committee recommend that Government may examine the feasibility of standerdising aircraft for air services within the country also and suggest that having regard to the various requirements, there should be not more than three types so as to achieve maximum economy and efficiency.

Replacement of Dakotas by Avro 784.

144. *Asked about the replacement of Dakotas, the Committee were informed by the representative of the Ministry that it was proposed to replace them by Avro 748 being manufactured by the Ministry of Defence provided the aircraft in its final form satisfied the specifications applicable to a civil air transport aircraft. He added that the aircraft should be able to carry a paying load. The Committee were also informed that the cost of Avro 748 had yet to be worked out as also other relevant aspects like operating cost etc. The Committee have no doubt that Government would*

satisfy itself fully about the payload capacity, operating cost etc. of Avro 748 before undertaking its manufacture for commercial use in the country.

B. Investigation of Accidents

145. The Accident Investigation section of the Civil Aviation Department are entrusted *inter alia* with the following functions relating to investigation of accidents:

(i) to investigate and report on all major aircraft accidents in India;

(ii) to be associated with inquiries into all accidents to Indian registered aircraft outside India;

(iii) to make recommendations for the avoidance of such accidents;

(iv) to investigate airmisses (the potentially dangerous proximity of an aircraft to another in the air); and

(v) to publish periodically Air Safety Circulars and annually a Survey of Accidents to Indian registered aircraft.

Accident Investigation Section to wo[illegible]der [illegible]istry.

146. The Chairman, Air India in his memorandum to the Committee has stated that—

"As this Directorate (Accident Investigation) is now under the Director General, Civil Aviation who also controls other activities c[illegible] with the development of civil aviation *e.g.* inspection, aerodromes and communications, it is desirable that the Accident Investigation Branch is made independent of the D.G.C.A.'s control and placed directly under the control of the Ministry, so that it can function without bias or prejudice."

The Chairman, Indian Airlines Corporation has also urged in his memorandum that:—

"The Government's accident investigation branch is at present a part of the D.G.C.A.'s office, where it comes under the Director of Air Safety. Since, however, the D.G.C.A.'s organisation itself can at times be involved in an accident to an aircraft, it is recommended that the accident investigation branch be separated from the D.G.C.A. and given independent status under the Ministry of Transport and Communications."

147. The Secretary, Department of Communications and Civil Aviation, stated during evidence that the question of bringing the Accident Investigation Section under the Ministry had been considered by him on joining the Ministry. He had not pursued the idea on the ground that the Director General of Civil Aviation is the administrative head but not directly involved in any particular item of working of aeroplanes. It was added that the Director General of Civil Aviation had also to express final opinion on all the reports of the Accident Investigation Section.

The Committee consider that the views of both the air corporations on the point merit serious consideration. Their stand is supported by the procedure followed in the case of investigation of major railway accidents. The Government Inspectors of Railways who investigate accidents on railways are not only made independent of all Zonal Railways but also of the Railway Board and function under the Ministry of Transport and Communications.

The Committee consider that the wholesome principle that the agency investigating into accidents should be independent of the organisation should be followed also in the case of Civil Aviation. They recommend that the Accident Investigation Section may be taken out of the purview of the Director General of Civil Aviation and placed directly under the Ministry of Transport and Communications or under any other Ministry considered suitable.

Action on Accident Investigation Findings.

148. *The Committee find that a long time has been taken in certain cases to consider recommendations made by the Accident Investigation Section.* For instance, one of the recommendations made in the case of accident to one Dakota V.T.—C.G.I. which met with accident on the 29th March, 1959, near Hilakandi that "The present procedure for passing weather information to the aircraft could be improved" was still under consideration. Again in the case of accident to Auster Mark V VT-CSH on the 23rd October, 1959 near Borgaon, District Akola, it was recommended that "rules should be introduced to govern the operation of aircraft engaged in crop-protection work". The Committee were informed that in pursuance of the recommendation, amendment to Rule 7 of Indian Aircraft Rules was under examination by the Ministry of Transport and Communications. *The Committee feel that prompt decision and follow up action should invariably be taken on recommendations made by the Accident Investigation Section so as to avoid recurrence of such accidents.*

149. The Committee note that one of the duties of the Accident Investigation Section is to publish Air Safety Circulars periodically. *The Committee are constrained to note that these Circulars which contain an analysis of accidents and a section on general safety precaution were not issued during the years* 1960 *and* 1961 *on the ground that officers of the Accident Investigation Section had been deputed for training abroad or were too busy with the investigation of accidents to bring out the Circulars. The Committee are unable to appreciate reasons for suspending issue of Air Safety Circulars for two years and consider that such Circulars which constitute an effective means of educating the aircraft operators in safety precautions should be issued regularly.* **Air Safety Circulars.**

C. Search and Rescue of Aircraft in Distress

150. The Committee have been informed by the Civil Aviation Department that the provision of long, medium and short range aircraft for purposes of carrying out search and rescue of aircraft in distress, as specified by International Civil Aviation Organisation in respect of India is the responsibility of the Indian Air Force.

The Ministry of Defence have, however, informed the Committee that—

> "Indian Air Force is responsible for providing search and rescue facilities on the sea. For this purpose, there are medium range aircraft (Liberator) and Super Constellation long range aircraft. I.A.F. provides Air Sea rescue facilities upto approximately 250 miles from the coast."
>
> "Air land rescue is the responsibility of D.G.C.A. The aircraft which are earmarked for A.S.S.R. (Air Sea Search and Rescue) can also be utilised for A.L.S.R. (Air Land Search and Rescue). The search and rescue of aircraft in distress is done in complete co-ordination between I.A.F. and D.G.C.A. and whatever assistance is required by D.G.C.A. is provided by I.A.F. according to their resources."

151. The Committee were informed during evidence that the Civil Aviation Department do not have any aeroplanes of their own for search and rescue work and that they depended on the Indian Air Force and the Air Corporations etc. for such operations. *The Committee feel that as in the case of search and rescue on sea, the responsibility has been clearly entrusted to the Indian Air Force, it would*

be better if they were also given the responsibility for air land search and rescue operations. It is obvious that specialised training is required for such search and rescue work, which the Air Force would be in a better position to undertake. The Committee would, therefore, urge Government to review the position.

D. Procurement of Stores

Delays in Procurement of Stores.

152. The Committee were informed that there had been considerable delays in procurement of stores. It was stated that it took about 18 to 20 months to receive the equipment after indents had been placed on the Director General, Supplies and Disposals. It was also stated that there appeared to be certain procedural delays in the office of the Director General, Supplies and Disposals in placing orders after receipt of recommendations from the indenting Department, issue of import recommendation certificates and corresponding amendments to delivery dates for supply of equipment. When the representative of the Department was asked whether any procedure had been laid down for placing indents 18 to 24 months ahead of requirements it was stated that the Director General, Supplies and Disposals required a certificate regarding allotment of foreign exchange before considering any indent for imported items. Due to stringency of foreign exchange and limited amounts that were being released on six monthly basis, indents could not be placed 18 to 24 months ahead of the time of requirement. *The Committee recommend that the representatives of the Ministry of Transport and Communications, Civil Aviation Department and the Director General, Supplies and Disposals may jointly go into the question of streamlining the procedure and expediting the procurement of equipment required by the Civil Aviation Department.*

Spare parts for Aircraft.

153. The Committee understand that the Indian Airlines Corporation and Air India have asked for an import licence to the tune of Rs. 84 lakhs and 150 lakhs respectively for aircraft spares and equipment for the period April-September, 1962. Besides spare parts are also required by the Ministry of Defence.

The Committee understand that the Ministry of Defence have set up Directorate of Technical Development and Production (Air) in their Ministry for purposes of co-ordinating *inter alia* the indigenous development and production of aircraft spares and accessories. As regards general aircraft stores like bolts nuts, rivets, screws, couplings, clips etc. the requirements of Indian Air Force, Navy, Hindustan Aircraft Limited, Indian Airlines Corporation and Air India have already been consolidated by that

Directorate and that sufficient progress has been made in setting up indigenous manufacture of these items. Dakota spares required by Hindustan Aircraft Limited or Indian Air Force are also being manufactured. Ministry of Defence have contended that as, major consumers of general aircraft stores would be aircraft manufacturers like the Hindustan Aircraft Limited and the Aircraft Maintenance Depot at Kanpur which form parts of the Defence Organisation, the manufacture of general aircraft stores also should be developed only as an agency within the Defence Organisation. *The Committee suggest that the feasibility of appointing a Standing Committee consisting of the representatives from the various interested organisations including the Ministry of Defence, the Hindustan Aircraft Limited, the Indian Airlines Corporation, the Air India, and the Director General, Civil Aviation may be examined so that there is proper co-ordination and the requirements of spare parts are met as far as possible from indigenous sources.*

E. Miscellaneous

Loss of Rebate.

154. The representative of the Department stated that under P.W. System of Accounting followed by the Civil Aviation Department payments were made by cheques and not in cash. It was added that as cheques were not readily acceptable to electrical authorities and private firms at outstations the delay in payment deprived the Department of the benefit of rebate which it would have otherwise been entitled to. Payments are now stated to be made in cash or by demand drafts. *The Committee would like the Department to ensure that payments in all such cases are made expeditiously so that the Government do not lose the rebate.*

Annual Reports.

155. Annual Reports of the Civil Aviation Department have been printed only upto the year 1955. Annual Reports for the year 1956, 1957 and 1958 are stated to be under print. Reports for the years 1959, 1960 have not yet been finalised.

*The Committee regret that the compilation and publication of annual reports of a Department which deals with the fastest means of communication should be delayed for several years. They suggest that if the reports are to serve any useful purpose, they should be brought out in time. They recommend that a time limit may be prescribed for compilation of the annual report of the Department and steps may be taken to see that the reports are published expenditiously.**

NEW DELHI-1;
March 20, 1963.
Phalguna 29, 1884 (*Saka*).

H. C. DASAPPA,
Chairman,
Estimates Committee.

*The Ministry have furnished the following information at the time of factual verification :

"Annual Reports of the Civil Aviation Department have been printed only upto the year 1958. Reports for the years 1959, 1960 [illegible]

APPENDIX I

(*vide* para 27)

Statement showing the allocations made for the various construction works of Civil Aviation Department during the First, Second and Third Five Year Plans and actual utilisation during the First and Second Plans.

Sl. No.	Name of Head	1st Plan		IInd Plan		Third Plan
		Allocation	Utilisation	Allocation	Utilisation	Allocation*
		Rs.	Rs.	Rs.	Rs.	Rs.
1	2	3	4	5	6	7
					(Rupees in Lakhs)	
(*i*)	Construction of new or improvement to existing runways, aprons and taxitracks	3,73,46,500	2,05,45,045	7,05,87,000	7,28,96,707	575·35
(*ii*)	Construction of new or improvement to existing terminal buildings .	93,00,800	46,97,915	71,78,800	68,28,566	144·50
(*iii*)	Construction of Technical Buildings such as W.T. Stations, Remote receiving stations, E.M. Workshops, Stores, Garages and Hangars etc.	55,45,200	25,52,614	89,93,000	69,37,987	304·65
(*iv*)	Construction of Residential Quarters	1,23,70,800	96,30,024	92,54,600	1,14,81,579	145·10

(*v*)	Construction of new Aerodromes, Glider-dromes and Civil Enclves in I.A.F. Aerodromes . .	69,50,100	47,25,223	53,73,400	37,79,986	307·20
(*vi*)	General Development including Water supply, Electric supply, Welfare facilities, Drainage and Minor Works	1,30,90,900	63,72,468	1,35,91,600	1,16,51,236	273·45
(*vii*)	Works connected with Civil Aviation Training Centre, Allahabad and Technical Centre, New Delhi	26,40,600	9,53,998	12,72,000	8,57,818	25·00
(*viii*)	Land Acquisition	1,13,14,600	89,10,570	62,08,000	64,30,899	30·00
(*ix*)	Provision of or improvement to runway lighting	1,00,01,500	38,62,633	61,58,400	57,10,067	44·00
	TOTAL . . .	10,85,61,000	6,22,50,490	2,86,16,800	12,65,74,845	1849·25 say Rs. 1850 lakhs

*Provision given under Plan.

APPENDIX II

(*Vide* para 28)

Note furnished by the Civil Aviation Department explaining the reasons for shortfall during the first and second Plan periods in utilisation of funds allocated for the following purposes:

(i) *Construction of technical buildings such as W.T. stations, Remote Receiving Stations, E.M. Workshops, Stores, etc.*

(ii) *Construction of new aerodromes, gliderdromes and Civil enclaves in I.A.F. aerodromes.*

The following table gives the shortfall during the First and Second Plan periods in the utilisation of funds allotted for the construction of Technical buildings such as W.T. Stations, Remote Receiving Stations, E.M. Workshops, Hangars, Stores etc.:—

	First Five Year Plan	Second Five Year Plan
	Rs.	Rs.
Total Allocation . . .	55,45,200	89,93,000
Total Expenditure: . . .	25,52,614	69,37,987
Total Shortfall . . .	29,92,586	20,55,013

The following are the main reasons for the shortfall during the *First Plan Period*:—

(1) The Planning Circle in the C.P.W.D. for the preparation of estimates for Civil Aviation Works, was created only on 14th March, 1955 *i.e.* just in the beginning of the last year of the First Five Year Plan. Before this date, there was no such Planning Organisation and as a result of this, estimates for all the works provided in the 1st Five Year Plan could not be prepared and sanctioned in time, and consequently the full amount could not be utilized.

The statement at Annexure* includes works for which there was provision in the plan but could not be sanctioned in the plan period. The total

*Not reproduced.

provision for these works amounting to Rs. 8,76,900 could not be utilized.

(2) According to the Budgetting procedure in vogue during the 1st Five Year Plan period, provision was to be made in the Budget Estimates for all works to be taken up during a particular year irrespective of the fact whether the works were actually sanctioned or not. Estimates for new works were to be prepared by the C.P.W.D. only after the budget estimates were voted. After the estimates were prepared they were to be sanctioned by the Government and works could be taken up only thereafter. As a result of the above procedure, the works mentioned in the *statement could not be sanctioned in time for one reason or the other with the result that the budget provision made for these works during various years could not be utilized till they were actually sanctioned. The total amount so unspent is Rs. 9,91,000.

(3) On account of reduction in the scope of works at the time of preparation of the project estimates the full amount allocated for the works mentioned in the Statement* could not be utilized. The amount so saved is Rs. 4,35,000.

(4) The works mentioned in Statement* were dropped from the 1st Plan as the final decision could not be taken on account of various reasons. The unspent amount due to this was Rs. 3,07,000.

The total unspent amount on account of the above reasons comes to Rs. 26,09,900 as against the shortfall of Rs. 29,92,586.

The reasons for the shortfall in the expenditure during the *Second Plan Period* are as under:—

(1) Most of the technical buildings such as W.T. Stations, Wireless Receiving Stations and VHF/DF Stations are constructed outside the Aerodrome Boundary. The sites for these buildings are selected after examining their suitability from the technical angle and also their availability. Some times, it takes considerable time to select a suitable site. After the site is selected it takes a long time to acquire the land. In respect of works mentioned in Statement either the site could not be finally selected due to one

*Not reproduced.

reason or the other or the land could not be acquired in time and therefore, these works could not be started. The amount of Rs. 11,94,500 allocated for the works could not, therefore, be utilized.

(2) On account of reduction in the scope of work at the time of preparation of preliminary estimates the full amount allocated for works mentioned in the statement* could not be utilized. The amount so saved is Rs. 2,77,740.

(3) Certain works, as mentioned in the statement* for which there was a provision in the plan, were not taken up in order to find funds for more important works required in connection with the Development of Santacruz, Palam and Dum Dum Airports for Jet Operations, which were not provided in the plan, but could not be postponed. The amount of Rs. 5,37,000 allocated for these works, under this heading, which could not be taken up in the 2nd Plan, therefore, lapsed. It would be seen that as against the total allocation of Rs. 12,86,16,800 for Civil Aviation Works during the 2nd Plan period, the expenditure is Rs. 12,65,74,845 and there is as such only a shortfall of Rs. 20,41,955 which is only 1.6% of the total outlay.

The shortfall in the utilisation of funds allotted for the construction of new aerodromes, gliderdromes and Civil enclaves in the I.A.F. aerodromes during the first two plans, is as under:—

	First Five Year Plan Rs.	Second Five Year Plan Rs.
Total Allocation . . .	69,50,100	53,73,400
Total Expenditure . . .	47,25,223	37,79,986
Total Shortfall . . .	22,24,877	15,93,414

The shortfall in the expenditure during the 1*st Plan Period* is mainly due to the following reasons:—

(1) In the First Five Year Plan, an allocation of Rs. 13,54,000 was made for the construction of new aerodromes at Bhagalpur, Nowgong, Dharam Nagar and Hubli, but afterwards it was

*Not reproduced.

found that it was not necessary to construct the aerodromes at these places and as such this provision of Rs. 13,54,000 could not be utilized.

(2) Under the terms and conditions of construction of aerodromes at Haldwani and Behala, the land was to be given free of cost by the State Governments. In the case of Behala, land could not be made available by the West Bengal Government during the First Five Year Plan and in case of Haldwani, land handed over by the State Government was not found suitable and some other site had to be selected at Phool Bagh. The new site at Phool Bagh was handed over by the State Government during the 2nd Plan. The amount of Rs. 7,00,000 allocated for these two Aerodromes during the 1st Five Year Plan could not thus be utilized.

(3) A provision of Rs. 1,25,000 made for a Gliderdrome at Poona lapsed because the land required for its construction could not be acquired during the First Five Year Plan period, for one reason or the other.

The total unspent amount on account of the above reasons comes to Rs. 21,79,000 against the total shortfall of Rs. 22,24,877.

The following are the main reasons for the shortfall in expenditure during the *Second Plan Period*:—

(1) Due to the re-organisation of States, policy decision with regard to the construction of new aerodromes had to be revised, with the result that the construction of aerodromes mentioned in the statement* were dropped and the funds allocated for them lapsed. The total amount of funds so lapsed is Rs. 5,65,000.

(2) There was a provision of Rs. 4,10,000 for the construction of Civil Enclaves in I.A.F. Aerodromes, at Jamnagar, Jorhat, Jodhpur and Pathankot. But the I.A.F. did not make the land available on all the Aerodromes as the terms and conditions under which the Civil Enclaves were to be established were not finalised. Consequently, out of the above amount, Rs. 3,67,000 could not be utilised.

*Not reproduced.

(3) An amount of Rs. 1,00,000 was provided for the construction of a new aerodrome at Jogbani. After the lands were acquired, possession taken and work started, there arose a dispute regarding the existence of a grave yard in the aerodrome area. The alignment of the Runway had, therefore, to be changed and fresh land was to be acquired. Fresh land has not been acquired by the State Government so far and the amount provided for this work was, therefore, not utilised.

(4) Works in respect of new aerodromes in Tripura could not be proceeded because of non-availability of bricks, which could not be burnt, due to the Shortage of coal on account of transportation difficulties from West Bengal. Unspent amount on this account was Rs. 7,00,000.

Full amount allocated for the Behala Aerodrome could not be spent as the West Bengal Government, who were to give the land free of cost, did not make the land available in the earlier years of the Plan. As such there was a lapse of Rs. 3,00,000 on this account.

APPENDIX III

(*Vide* para 65)

Statement showing the break up of the amounts due for payment to the Civil Aviation Department as on 31st March, 1962

Sl. No.	Name of Party	Landing charges	Housing charges	Rents of lands & Buildings	Electric and water charges	Miscellaneous	Total
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Indian Airlines Corporation (including Nationalised Companies).	3,83,874·62	4,480·44	8,84,495·22	48,169·38	3,820·00	13,24,839·66
2	Air India International .	9,150·00	2,220·00	69,862·08	4,677·77	..	85,909·85
3	Foreign Airlines . . (including foreign military aircraft)	1,03,353·00	4,576·00	3,553·17	746·65	285·25	1,12,514·07
4	Non-Scheduled Operators	15,863·33	12,799·22	27,578·62	8,608·15	..	64,849·32
5	Others . . . . (comprising of Government Departments, Government servants, Flying Clubs and Private Parties).	3,917·00	20,017·57	6,16,823·90	2,79,847·50	10,926·10	9,31,532·07
	TOTAL .	5,16,157·95	44,093·23	16,02,312·99	3,42,049·45	15,031·35	25,19,644·97

APPENDIX IV

(*Vide* para 65)

Statement showing the amounts outstanding for payment to the Civil Aviation Department for more than three years.

	Rs. nP.
1. Indian National Airways	1,95,674·46
2. Bharat Airways	42,491·62
3. Air Services of India	50,978·19
4. Air India	460·56
5. Indian Airlines Corporation	9,875·00
6. Devico's Restaurant, Safdarjung Aerodrome	16,705·08
7. Shri H.C. Sahani, Ex-Caterer, 2nd Class Canteen at Dum Dum	11,355·06
8. M/s. Associated Airways, Dum Dum	19,584·19
9. Aeronautical International Corporation, Dum Dum	25,253·81
10. Central Government Departments :	
(*a*) Posts & Telegraphs	11,225·57
(*b*) Police	1,014·86
(*c*) Indian Air Force	1,27,575·64
(*d*) Central P.W.D.	3,467·50
(*e*) Customs	1,260·00
11. State Governments :	
(*a*) West Bengal	2,50,382·68
(*b*) Uttar Pradesh	4,008·06
(*c*) Madhya Pradesh	9,758·82
(*d*) Rajasthan	3,325·00
12. Government servants	6,831·65
13. Persons migrated to Pakistan	1,877·00
14. Private parties :	
(*a*) Shri E.T. Roderricks	5,778·00
(*b*) Shri R.J. Sondhi	2,815·50
(*c*) Shri Narain Das	452·74
(*d*) Shri A.K. Sarkar	980·82
(*e*) Shri Sohan Lal Dawar	841·47
(*f*) M/S S. K. Kar & Co.	1,793·50
(*g*) Civil Aviation Deptt. Employees Union	2,461·11
TOTAL	8,08,227·89

APPENDIX V

(*Vide* para 68)

Comparative statement showing landing charges for some representative types of Aircraft in India, United Kingdom, United States of America, Canada, Australia, France & Germany.

Type of Aircraft	Weight		India	U.K.	U.S.A.	Canada	Australia	France	Germany
	Lbs.	Kgs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Dakota (DC 3)	26,200	11,910	25	104	45	266	67	56	55
Avro 748	33,000	15,000	50	140	55	304	82	70	68
Fokker Friendship . . .	35,700	16,195	50	156	60	323	90	75	78
Viscount 768	63,000	28,635	150	484	105	494	202	150	132
Skymaster (DC 4) . . .	73,000	33,115	150	627	122	557	234	192	155
Super Constellation . . .	1,37,500	62,370	300	1325	230	1055	515	465	287
D.H. Comet 4	1,68,876	76,762	300	1646	282	1310	631	592	532
TU 104 A	1,64,250	74,655	300	1592	273	1282	616	589	518
TU 110	1,75,000	77,112	300	1708	292	1354	653	610	539
DC 8	2,87,000	1,30,410	750	2952	478	2159	1071	1309	905
Boeing 720	2,03,000	92,081	750	2000	338	1555	758	805	642
Boeing 707	3,12,000	1,41,820	750	3200	520	2339	1165	1860	980

APPENDIX VI

(*Vide* para 74)

Programme of Development envisaged by the Aeronautical Communication Organisation during the Third Five Year Plan.

The Third Five Year Plan, which is necessarily a continuation of the First two plans has been drawn up with the primary object of augmenting the telecommunication facilities and radio navigation aids already provided and also to meet the requirements of new types of aircraft which have been or will be introduced in the service in the near future. Particular attention has been paid to the needs of turbo-jet and Jet aircraft. The Plan is intended to improve and/or provide additional facilities at the aerodromes covered by the first two Plans and to provide additional facilities at certain aerodromes to be developed, to ensure safety and regularity of domestic and international air services in India. The Plan provides for modernization of aeronautical fixed communication services to meet the stringent transit time criteria stipulated by the International Civil Aviation Organisation (ICAO). Improved types of Navigational Aid are proposed to be implemented at the selected aerodromes to provide all weather aids to high speed aircraft which operate at high altitudes. Facilities for aeromobile (air/ground) communication services are to be further augmented to ensure almost instantaneous exchange of messages with aircraft in flight. Facilities for Terminal Control Communication and Dissemination of Meteorological information are to be improved to satisfy the growing demand of high speed air services. In the context of far reaching development in the field of aviation in general and aeronautical communication service in particular, it is a pressing necessity of the day that radio communication service and navigation aids provided in India are modernised in step with the changing requirement. High speed Turbine-Propeller and Jet aircraft are only the harbingers of super-sonic aircraft with the speed upto 1700 m.p.h. which is predicted to be in operation about 1965. India has therefore to take adequate measures to provide Aeronautical Radio facilities at least for the Turbo-Propeller and Turbine-Powered aircraft.

Brief details of the Scheme proposed under the Third Plan are given below:—

(a) Provision of more M.F. Radio Beacons at selected locations to ensure gapfree coverage on all the routes.

(b) Provision of additional automatic Visual VHF Direction Finding facility at some more selected aerodromes mainly to replace the manual VHF/DF in operation.

(c) Provision of Very High Frequency Omni-Directional Radio Range (VOR) at a few more aerodromes.

(d) Provision of additional equipment for HF Radio Telephony as well as VHF Radio Telephony to cope with the introduction of the Viscount and Fokker Friendship aircraft by the Indian Airlines Corporation.

(e) Provision of Radio Teletype circuits to replace Wireless telegraph circuits at certain aerodromes.

(f) Provision of High Power Surveillance Radar equipment to provide Surveillance facilities at selected air routes.

(g) Installation of Distance Measuring Equipment at selected aerodromes.

(h) Installation of Instrument Landing System at few more aerodromes.

(i) Provision of teleprinter exchange equipment Conveyor Belt System and Message Tube System for distribution of messages at selected aerodromes.

(j) Modernisation of the existing facilities for the dissemination of Meteorological information to the aircraft in flight as well as between ground stations.

(k) Provision of ancillary facilities such as Automatic Speech Recorders, Selective Calling Device, VHF/UHF Multi-channel Link, Message Tube Relay system, Telescriber system etc. etc.

(l) Replacement of outlived ex-disposals HF, MF and VHF equipment.

The proposed total outlay of the Third Plan in respect of the development of Aeronautical Communication Service is Rs. 500:00 lakhs plus a spill-over of Rs. 85·00 lakhs from the Second Plan. The actual expenditure during the plan period is estimated at Rs. 490.00 lakhs leaving a carry-over of Rs. 95·00 lakhs to the Fourth Plan.

APPENDIX VII

(*Vide* para 94)

System of Aeronautical Inspection in United States, Britain, Australia and India

United States.—The Federal Aviation Agency (FAA) has approved certain responsible senior officers of the manufacturers and operators to carry out physical inspection of aircraft during manufacture, overhaul and maintenance. Such persons are called FAA Designees. In addition to this Inspectors of the FAA carry out spot checks themselves to ensure that the quality of work passed by the approved personnel is up to the FAA standard.

Britain.—The inspection organisations of the manufacturers and repair and overhaul shops of airline operators are approved by the Air Registration Board (ARB) who have been entrusted with the responsibility for issue/renewal of certificate of Airworthiness by the Ministry of Civil Aviation in U.K. An approved inspection organisation is headed by a Chief Inspector *who is directly responsible to the Directors of the firm so that his decisions are not influenced by considerations other than the quality of work for which he is responsible. The Chief Inspector controls inspection through all departments of the firm.* (Reference "Inspection and Design Approval of Firms under Air Navigation Acts" published by Air Registration Board). The Air Registration Board Surveyors carry out spot checks on the work of the approved inspection organisations to ensure that airworthiness standards are maintained.

Australia.—The system of aeronautical Inspection is similar to U.K. The Government authorities approve the Chief Inspector who is responsible to the management of the firm for quality control.

The basic principles of inspection under terms of approval by the above foreign countries are given in various pamphlets published by them. However, the conditions of application of the principles vary considerably. For example, in Australia the work on the maintenance schedule is carried out and checked by a mechanic, then by an Aircraft Maintenance Engineer of the production side and

finally by an approved inspector. In other words, the work is covered by three stages of inspection. In addition, spot checks are carried out by the Government inspection officers. The approved inspectors in U.K. and U.S.A. function more as representatives of the Government than those of airlines. These facts are stated on the basis of talks the Director of Aeronautical Inspection had with ARB and FAA Representatives during his visit to U.K. and U.S.A. in 1960 and with the Director of Airworthiness, Australia, when the latter visited this country in 1961.

India.—Our inspection system is basically based on the U.K. and Australian principles. We also issue approval of inspection organisations of overhaul shops. The Chief Inspector is approved by us and he is required to be directly responsible to the management for quality control. A percentage check is carried out by the Government inspection officers to ensure that the standard of airworthiness is maintained. However, our control probably has been more rigid compared to that of other countries. The fundamental reasons being—

(1) in the case of IAC, the Chief Inspector of the Engineering Base is directly responsible to the Chief Engineer who is directly responsible for production and the inspectors work under the shop-in-charge.

(2) in the case of Air India, the Chief Inspector is responsible to the Engineering Manager who is head of the production and the inspectors work directly under the shop superintendent.

As the Chief Inspectors of both the Corporations are susceptible to influence by the production side, a more rigid inspection by Government inspection officers has automatically become necessary. Further, as a result of a number of fatal accidents in the past and because of questions raised in Parliament, we had been directed by the Ministry on more than one occasion to be more rigid in our inspection standards and that no relaxation should be made in this respect.

In fact prior to nationalisation, checks on maintenance of aircraft by Government inspectors were not carried out, but these had to be introduced because of accidents. Inspite of the additional duties the strength of our staff compares favourably with that of the A.R.B. (Air Registration Board). For example, we have an effective strength

of 6 to 8 officers for the supervision of Air India's engineering organisation. Compared to this, the A.R.B. (Air Registration Board) has 9 Surveyors posted at London airport to supervise the maintenance and overhaul of Boeing Aircraft belonging to B.O.A.C.

APPENDIX VIII

(*vide para* 114)

List of Flying Clubs

1. The Andhra Pradesh Flying Club Ltd., Hyderabad (Andhra Pradesh).

2. Assam Flying Club Limited, Gauhati (Assam).

3. The Bengal Flying Club Limited, Calcutta (West Bengal).

4. The Bihar Flying Club Limited, Patna (Bihar).

5. The Bombay Flying Club Limited, Bombay (Maharashtra).

6. The Delhi Flying Club Limited, New Delhi.

7. Government Flying Training School, Bangalore (Mysore).

8. Gujarat Flying Club Limited, Baroda (Gujarat).

9. The Hind Provincial Flying Club Limited, Lucknow (Uttar Pradesh).

10. The Kerala Flying Club Limited, Trivandrum (Kerala).

11. The Madhya Pradesh Flying Club Limited, Indore (Madhya Pradesh).

12. The Madras Flying Club Limited, Madras.

13. The Nagpur Flying Club Limited, Nagpur (Madhya Pradesh).

14. The Northern India Flying Club Limited, Jullundur Cantt. (Punjab).

15. The Orissa Flying Club Limited, Bhubaneswar (Orissa).

16. The Rajasthan Flying Club Limited, Jaipur (Rajasthan).

17. The Coimbatore Flying Club Limited, Coimbatore (Madras).

APPENDIX IX

(*Vide* para 116)

No. 119(L)/57-PA

GOVERNMENT OF INDIA

DEPARTMENT OF PARLIAMENTARY AFFAIRS

14, PARLIAMENT HOUSE,

New Delhi, the 25th June, 1957.

OFFICE MEMORANDUM

Subject.—Appointment by Government of Committees to consider matters already under examination by a Committee of Parliament.

Some time ago a Ministry of the Government of India appointed a Committee, consisting partly of Members of Parliament to look into certain aspects of a matter which was already under examination by the Estimates Committee of Parliament. When the matter came to be raised in the Lok Sabha, the Minister concerned assured the House that the Ministry was not aware that the Estimates Committee or a Sub-Committee thereof was already looking into the matter and that there was no intention of bypassing the Estimates Committee.

2. The general questions arising from the above mentioned incident have been considered in consultation with the various Ministries and the Speaker, Lok Sabha and it has been decided that the following conventions should, in future, be observed in this regard by all Ministries/Departments:

(i) (a) If any Ministry/Department proposes to set up a Committee to investigate or inquire into any matter, it should ascertain from the Lok Sabha Secretariat whether any Committee of Parliament is already engaged on an examination of the same matter;

(b) If a Committee of Parliament or a Sub-Committee thereof is already so engaged, no other Committee should be set up

unless the appointment of such a Committee is clearly unavoidable in the public interest;

(ii) (a) Where the appointment of such a Committee is considered necessary, no member of Parliament shall be appointed as a member of such a Committee except after previous consultation with the Parliamentary Committee already engaged in the examination of the matter, such consultation being made through the Lok Sabha Secretariat;

(b) The Report of any Committee so set up should not be published without prior consultation with the said Parliamentary Committee through Lok Sabha Secretariat. If any difference of opinion arises between the Ministry and the Parliamentary Committee, the guidance of the Speaker should be sought.

3. The above procedure will not apply to purely departmental Committees composed entirely of officials which may be set up to examine specific questions and whose reports are not intended to be published.

Sd./ N. K. BHOJWANI,

Secretary.

To

All Ministries/Departments of the Government of India.

APPENDIX X

Statement showing the summary of Conculsions/Recommendations of the Estimates Committee contained in the Report.

Serial No.	Reference to Para No. in the Report	Summary of Conclusions/Recommendations
1	2	3
1	9	The Committee recommend that the proposal to open a sub-regional office at Gauhati may be examined expeditiously by Government in all its aspects so that civil aviation in this strategic area may render efficient service to cope with the increasing flow of air traffic.
2	10	The Committee believe that the proposal to designate one officer for co-ordination at large aerodromes would not entail additional expenditure as it is only a question of naming an existing officer as co-ordinating authority. The Committee hope that in the light of experience gained of the working of the scheme in Bombay and Calcutta it would be extended to other large airports to ensure better co-ordination.
3	11	The Committee urge that early decision may be taken on the proposals for delegation of enhanced administrative powers to the Director General, Civil aviation.
4	13(i)	The Committee are unable to appreciate the reasons advanced for holding up action on the Report of the Deputy Secretary (O&M Officer of the Ministry) when his findings were clear and specific and the object of undertaking the study admittedly was " to achieve quick results" and "reduce the number of stages through which work passed". The Committee feel that had prompt action been taken on the Report, it would have aesulted not only in economy but also improved efficiency by reducing the number of stages through which work passed.
	(ii)	The Committee hope that the S.R.U. studies will be completed at an early date and that the Government would lose no time in taking prompt action with a view to rationalise the system of work in the Civil Aviation Department and to effect economy.

1	2	3
5	14	The Committee see no reason why the wholesome recommendation made in the Report of the Deputy Secretary (O&M Officer of the Ministry) that the various Directorates of Civil Aviation Department should examine all returns received in the Sections with a view to effect economy in effort and paper by reducing the number of returns, their periodicity and simplifying some others has not been given effect to. They expect that in a matter such as this the Head of the Department should on his own review periodically the returns so as to eliminate those which are unnecessary. The Committee would urge the Government to take an early decision in the matter.
6	19	The Committee suggest that the Air Corporations should streamline the procedure of issuing "no objection" certificate to private operators. Government may also prescribe the maximum period within which the Corporations should issue or refuse " no objection" certificate.
7	21	The Committee feel that as permits for operation of non-scheduled services are issued by the Director General, Civil Aviation, it should be possible for him to make sure that the non-scheduled operators play the supplementary role of meeting the demand of air transport which could not be met by Air Corporations. This is all the more necessary as the latest amendment of 1962 to Section 18 of the Air Corporations Act, 1953 provides that non-scheduled operator may " operate, with the previous permission of the Central Government for such period and subject to such terms and conditions as the Government may determine, any scheduled air transport service as aforesaid which is not provided by either of the Corporations or their associates".
8	22	The Committee recommend that while framing early rules to give effect to Section 18(e) of the Air Corporations Act, the Government may ensure that in the interests of planned and regulated development of air transport the private non-scheduled operators are not allowed to cut into the services operated by the Corporations.
9	24	In view of the possibilities of earning foreign exchange the Committee hope that the Government will encourage the Corporations and Indian operators to cater as much as possible for chartered aircraft to and within the country.

1	2	3
10	29	The Committee note that works in respect of new aerodromes in Tripura (Second plan provision Rs. 7 lakhs) could not be proceeded with because of non-availability of bricks which in turn was stated to be due to shortage of coal for brick kilns. The Committee consider that the reason advanced for failure to execute the work is quite untenable. The Committee feel that arranging priority for movement of coal for manufacture of bricks should not have presented an insuperable difficulty.
	30	The Committee cannot appreciate why two Government departments, namely, the Air Force and the Civil Aviation were not able to finalise a simple matter of terms and conditions for making the land available for construction in civil enclaves in I. A. F. aerodromes in Jamnagar, Jorhat, Jodhpur and Pathankot during the entire Second Plan period of five years.
12	31	In view of the heavy shortfalls of Rs. 29·92 lakhs and Rs. 20·55 lakhs for construction of technical buildings and Rs. 22·24 lakhs and Rs. 15·93 lakhs for construction of new aerodromes in the First and Second Five Year Plans the Committee cannot help doubting the Departmant's ability of utilising in full Rs. 304·65 lakhs provided for construction of technical buildings and Rs. 307·20 lakhs for construction of new aerodromes during the Third Five Year Plan. The Committee recommend that the work in regard to the construction of technical buildings and new aerodromes should be geared up and all bottlenecks eliminated so as to utilise in full the allocations made during the Third Five Year Plan.
13	32	The Committee feel that the Department of Civil Aviation should follow up cases of land acquisition for airports with the State Government authorities so that delays are reduced to the minimum. The Government may also consider issuing a general circular to the State Governments to accord high priority for acquisition of land for Civil Aviation specially in view of the present emergency.
14	33	The Committee feel that if detailed planning is done in advance there would not be so much lapse of time (more than one year) between the sanction of the work and its commencement.

1	2	3
15	34	The Committee note that the work of construction or extension of runways and airport buildings was behind schedule by several months in a large number of cases. They suggest that reasons for delays—unusual in many cases—in the execution of the projects should be gone into by the Ministry in consultation with Civil Aviation Department, Central Public Works Department and other departments concerned so as to avoid such delays in future.
16	38	The Committee feel that if consultations regarding construction of terminal building at Santacruz had been held right in the beginning with the air lines who were principally going to use the airport, it would have made for the better designing of the building, which would have rendered satisfactory service to the travelling public. The Committee recommend that in designing new buildings and runways at important airports Government should consult the Airlines and where necessary Indian Air Force before finalising the designs. In fact, it may be useful to have a small consultative committee consisting of the leading users of the airport so that continuous consultation was possible even during the period of construction for settling details which would enhance the utility of the building.
17	39	The Committee feel that the Civil Aviation Deparn ment should constantly study the advances made it designing of airports in foreign countries so that thdesirable features thereof could be adopted with advantage in important Indian airports.
18	41	The Committee feel that three precious years have been lost in commencing the work for lengthening of the second runway at Santacruz, the necessity of which according to the Department itself was realised as early as 1958. They see no reason why at least the acquisition of land required for lengthening this runway, which is admittedly a time-consuming process, was not proceeded with during the Second Plan period, ever if the actual construction was to be deferred till the Third Plan. The Committee suggest that the second runway should be extended at a very early date and in the meantime the existing main runway kept in good enough condition for the smooth landing and taking off of heavier aircraft like Boeing.

1	2	3
19	42	Kamani Tower near Santacruz admittedly constitutes an air hazard. Now that the Land Acquisition (Amendment) Act 1962 has been passed the Committee hope that the Government would move speedily in the matter so that the grave hazard constituted by Kamani Tower near the important international airport is removed at a very early date at any rate before the onset of the next monsoons.
20	45	The Committee note that the Chairmen of both the Air Corporations were of the view that it is not consistent with safety that military jet aircraft and civil jet aircraft should use the same airport. The increase in military air traffic because of the emergency and the growing volume of both national and international traffic touching Delhi has further accentuated the situation. The Committee, therefore, feel that Government should reconsider the question of having separate airfields for civil and military aircraft in Delhi.
21	46	The Committee regret that the remodelling of the two retiring halls in the terminal building at Palam has taken about three years. They also feel that if the construction of these two halls had been done after proper planning and consultations, it would not have been necessary to remodel the same later. The Committee, therefore, urge that the Civil Aviation Department should effect complete co-ordination with the Corporations, operating companies, customs authorities etc. in formulating construction plans of terminal buildings, etc.
22	47	The Committee feel that since a suitable charge is to be recovered from air passengers for keeping the luggage, to cover the expenses for running the service, the Civil Aviation Department should at an early date provide the facility at major airports including Palam.
23	49	The Committee note that one of the shortcomings at Palam airport is owing to displacement of threshold due to main Gurgaon Road. The Committee hope that a decision in the matter will be taken early, keeping in view the defence requirements of the country in the present emergency.
24	50	The Committee hope that the new operating procedure for international aircraft will solve the difficulty of non-availability of straight approach to runway at Palam hitherto experienced by international operators due to Tilpeth danger area.

1	2	3
25	51	(i) The Committee are constrained to note that there is no proper co-ordination among various authorities for manning third customs' channel at Dum Dum which has been ready since 1960. The Committee suggest that the representatives of the Civil Aviation Department, Customs Department of Central Government and Security Department of West Bengal should immediately go into the question of pressing into service the third customs channel at Dum Dum airport. (ii) The Committee are of the view that matters relating to posting of staff etc. should be settled at the stage of sanctioning a project so that as soon as a project is completed it can be put to effective use. (iii) The Committee also feel that to ensure that the Customs Department limit their demands for built accommodation to their actual requirements the question of levying a charge on them may be considered so that it acts as a salutary check.
26	52	The Committee hope that the Government would see to it that the air conditioning plant at Civil Aerodrome Nagpur which was installed in February, 1960 is commissioned before the summer season starts. Effective action should also be taken to make officers at all levels realise the importance of acting with expedition in such matters.
27	53	The Committee feel that Government should have taken early decision in the matter of developing Meenambakam (Madras) airport so that the work for making the airport fit for operation of Boeings was not unduly delayed.
28	54	The Committee hope that an early decision will be taken in the matter of either developing the airport at Patna or building one in nearby Bhita for operation of bigger type of aircraft like Viscounts.
29	55	The Committee would like to emphasise that the Civil Aviation Department should take necessary steps to ensure that the runways are kept free from hazards such as small pebbles, nuts, bolts etc. which are liable to be sucked in by jet engines.
30	56	The Committee hope that suitable lighting equipment would be provided at an early date at all major airports catering for night traffic.

1	2	3
31	57	The Committee would urge the Civil Aviation Department to analyse in detail the reasons for inordinate delays in the execution of projects for lighting of runways and taxi tracks atNagpur and Santa Cruz so that lessons learnt therefrom can be applied with profit for speeding up the execution of future projects.
32	58	The Committee suggest that the Civil Aviation Department should contact leading electrical industries both in public and private sectors for manufacturing as much of the runway lighting equipment indigenously as possible.
33	59	The Committee would urge the Civil Aviation Department to continuously study the advances which are being made in the lighting of runways and airports in advanced countries such as United States, France, West Germany and United Kingdom so that desirable features thereof can be adopted within the country.
34	63	(*i*) The Committee are surprised that Government have taken more than two years to work out detailed proposals for giving effect to the recommendations for gearing up the fire fighting organisations at aerodromes. They note with concern that a Boeing aircraft was burnt at Santa Cruz on the 1st December, 1962. (*ii*) The Committee would urge the Government to make up the deficiencies in fire fighting equipment and in training of fire fighting personnel at an early date. In particular, they recommend that fire fighting equipment at international airports should be brought up to the prescribed I.C.A.O. standard without loss of time as these airports are being used by large jet aircraft.
35	65—67	(*i*) The Committee learnt with concern that the amount of revenue Civil Aviation Department which remained outstanding at the end of the year 1961-62 was Rs. 25,19,644.97. (*ii*) The Committee note with regret that an amount of Rs. 8,08,227 has remained unrealised for more than three years by the Civil Aviation Department. (*iii*) The Committee see no justification for extension of contracts to the caterers at Safdarjung and Dum Dum from time to time without making sure that they had paid all arrears of rent etc. If this elementary precaution had been taken, the arrears would not have accumulated.

1	2	3
		(*iv*) The Committee see no reason why Government could not make recoveries of arrears of rent due from the air companies out of compensation paid to them on nationalisation specially when the Government and Indian Airlines Corporation had been advised by the Civil Aviation Department of these dues well in advance of payment of compensation. They would urge the Government to go into the matter without delay so that these amounts are realised before they become irrecoverable.
		(*v*) The Committee would suggest that following steps may be taken to ensure that arrears do not accumulate :
		(*i*) Government should insist on security money from caterers and other users of the airport *e.g.* private air companies who are given accommodation on rent so that in case of default arrears can be made good from security money.
		(*ii*) Rent should be made payable in advance and there should be provision for imposition of penalty, termination of lease, etc. if the arrears remain outstanding for more than say one month.
		(*iii*) A deterrent rate of interest may be levied on all payments which are not made by parties within the stipulated time.
		The Committee expect that Government officials would take timely action to see that the dues are recovered promptly.
36	68	The Committee have no doubt that in finalising early the revised landing charges on the basis of proposals notified on the 21st November, 1962, Government would give due consideration to suggestions and objections if any, received from affected persons, the extent of facilities provided in the country and the charges therefor as compared to charges levied for similar facilities in other countries.
37	69	The Committee feel that the day is not far off when our important airports would have to effectively tackle problems of congestion. It is obvious that the enhanced facilities would call for a bigger outlay of capital expenditure and therefore the Government would have to think of taking steps to increase the revenue

1	2	3
		from airports by providing adequate facilities such as the following and levying suitable charges therefor : (*i*) Shopping counters ; (*ii*) Space for display of hoardings, advertisements etc. ; (*iii*) Facilities for keeping luggage at the airports by air passengers ; (*iv*) Roof gardens ; and (*v*) Car Parks.
38	70	(*i*) The Committee would like to mention that at certain airports like Paris and Copenhagen a surchrage is levied on fuel supplies for augmenting revenue for services rendered at the airport. The Government may like to examine the feasibility of levying such a charge on fuel to meet the expenses at major airports. (*ii*) The Government may also examine the feasibility of levying passenger service charge for every passenger departing for abroad as per practice obtaining in Britain. (*iii*) The Committee feel that it should be the endeavour of the Department to see that as far as possible the airports pay their way.
39	71	The Committee are constrained to observe that the Government have taken more than 14 years to adopt the I. C. A. O. standards in a vital matter like the licensing of pilots etc. and that there has been inordinate delay at various levels in dealing with the matter. They would commend to the Department preparation of an analytical case study to bring out various factors responsible for the delay so that lessons may be profitably applied for streamlining the procedure in future.
40	72	As a Controller of Aerodromes is required to inspect each aerodrome in his region at least once a year, the Committee would urge the Department to see that the rule is adhered to in practice.
41	74	The Committee hope that earnest efforts will be made to adhere to the programme of development envisaged for the Aeronautical Communication Organisation during the Third Plan.

1	2	3
42	79	The Committee cannot too strongly emphasise the need for making redoubled efforts to develop indigenous sources for manufacture of the communication equipment in the Bharat Electronics Limited and elsewhere so as to reduce the drain on foreign exchange as far as practicable. They would also urge that the Civil Aviation Department and Indian Air Force may by mutual agreement standardise as far as possible, communication equipment so that the difficulty expressed by the Bharat Electronics Limited of undertaking manufacture of specialised items of equipment in small quantities is eliminated.
43	82	The Committee hope that both Indian Air Force and Civil Aviation Department would fully co-operate with each other so that the airways control may be established as early as possible.
44	83	The Committee suggest that the radious of the control zone at all the international airports in India may be increased suitably so as to provide effective control for jet aircraft entering into and out of terminals.
45	84	The Committee hope that in the light of experience gained of the equipment for providing static free VHF air ground facilities and in close co-ordination with the Airlines Corporation, the Civil Aviation Department would extend such air ground communication facilities to routes other than Bombay-Calcutta and Bombay-Delhi so that maximum efficiency and economy consistent with sefety can be achieved.
46	85	(i) The Committee hope that radar facilities at Palam and Meenambakam will be provided early. (ii) They also suggest that the question of manning the radar services at Bombay (Santa Cruz) and Calcutta (Dum Dum) for 24 hours at least during the monsoons in the interest of safety may be examined.
47	86	The Committee recommend that the installation of Precision Approach Radars at Santa Cruz and Dum Dum be pursued with the suppliers so that the Radars are put to effective use at these international airports without avoidable delay.
48	88	The Committee are constrained to note that India has not been able to conform to the time prescribed by I.C.A.O. for the despatch and receipt of messages

1	2	3
		even after lapse of five years. They urge that the Civil Aviation Department should draw up a planned programme to speed up transmission of messages.
49	89	The Committee hope that in installing the new equipment relating to multiple announcing positions Government have profited from the latest advances made in other leading countries and their own experience of the working of such equipment at Santacruz. They would like the Department to pay special attention to the public address system so as to raise its standard to a high level of efficiency.
50	90	The Committee suggest that the feasibility of evolving a scheme for training of airline announcers through All India Radio may be examined in consultation with the Air Corporations.
51	99	The Committee have no doubt that Government would take such action as is necessary to eliminate delays, if any, in the overhaul of aircraft belonging to Indian Airlines Corporation.
52	101	The Committee are not convinced that a discussion could not be held for several months between the Aeronautical Inspection Department and the Chief Inspector of Indian Airlines Corporation for approval of extension of major inspection period of Viscount aircraft specially when it has been stated by the Civil Aviation Department that "it is a common practice with our field officers to discuss subjects verbally in the initial stages with the Chief Inspector and his staff whom they meet daily in the course of their normal inspections in the hangar". They are also not convinced by the arguments advanced by the Aeronautical Inspection Department for not sending a written reply to a letter which the Indian Airlines Corporation had followed up by ten reminders. They recommend that the matter may be looked into and appropriate action taken so that such gross delays do not recur and the letters from the Corporations are dealt with in a business-like manner.
53	102	As improvement in procedure of inspection would make for better utilisation of aircraft and earning of additional revenue, the Committee feel that the matter deserves serious consideration. They recommend that Government should appoint an expert committee to go into the whole question of reorganisation and rationalisation of the functions of the Aeronautical Inspection Department after taking into

1	2	3
		account the developments in turbo-prop and turbo-jet, aircraft, the practice followed in other countries, the standard of maintenance achieved by the Corporations, the need for re-organisation of the Corporations inspectorates so as to take them out of the influence of production head, etc.
54	104	The Committee suggest that the Expert Committee referred to earlier may also go into the problem of investigation of failed parts and prescribe a suitable procedure therefor.
55	105	The Committee suggest that before a new type of aircraft is introduced by an operator, the concerned inspection staff of the Department should be given proper training and necessary directions in the mechanism of the new type so as to ensure effective inspection.
56	106	The Committee are not convinced by the reasons adn vanced for the inordinate delay of four years i-sending the first batch of inspection officers for refresher training. They suggest that the executive machinery should be tightened up so that there is no delay in implementing a scheme after it is approved.
57	108	The Committee feel that the feasibility of providing weigh bridges at important airports which are used by non-scheduled operators may be considered. They would also urge that checking for overweight at airports, particularly those which are used by non-scheduled operators, should be tightened up.
58	113	The Estimates Committee feel that Government should review at an early date the whole position regarding the training of civil pilots keeping in view the requirements of emergency, recommendations made in their Thirteenth Report (February, 1963) and recommendations made by Narayanaswami Committee.
59	117	The Committee need hardly stress the desirability of Government strictly complying with the instructions contained in the Department of Parliamentary Affairs Office Memorandum No. 119(L)/57-P.A. dated the 25th June, 1957 on the subject of "Appointment by Government of Committees to consider matters already under examination by a Committee of Parliament" so that the instructions contained therein are not contravened in future.

1	2	3
60	120	The Committee feel that the administrative inspection of flying clubs should be done at least once every year so that irregularities which are brought to notice are tackled without loss of time.
61	126	(i) The Estimates Committee cannot appreciate the delay of one year in taking action on serious irregularities noticed in the working of Bengal Flying Club. They do not see any reason as to why an enquiry was not held soon after receipt of a copy of letter dated the 1st April, 1960 from a member of the Club which contained specific charges of misappropriation of petrol and manipulation of flying hours etc. (ii) The Committee would like to stress that the local representative of the Civil Aviation Department on the Flying Clubs should act with vigilance to see that malpractices are not indulged in by the Club. It is not enough that he should merely forward minutes of the executive committee meetings etc. of the club. In fact, it should be his duty to suggest concrete line of action when there is reason to believe that malpractices are being indulged in and that the affairs of the club are not being properly managed. The Committee would like to emphasise that prompt action should be taken when irregularities in the working of Flying Clubs come to the notice of the authorities.
62	128	The Committee recommend that Government may at an early date standardise a trainer aircraft for the use of Flying Clubs, in consultation with Hindustan Aircraft Limited and Indian Air Force, as it would lead to considerable saving in the annual recurring expenditure.
63	130	The Committee find that a large number of aircraft of flying clubs remain unserviceable. They feel that the Civil Aviation Department should actively help the Flying Clubs in getting spare parts at reasonable rates.
64	131	The Committee recommend that Civil Aviation Department should streamline the procedure of granting certificates of airworthiness so that delays are eliminated.

1	2	3
65	132	The Committee are in agreement with Narayanaswami Committee that "for the future, immediate steps should be taken to train as many Pilot Instructors as possible considering the number of Clubs existing at present and the number that is likely to be started in future ". The Estimates Committee also suggest that a scheme should be worked out and implemented early to impart refresher courses to flying instructors.
66	134	The Committee recommend that the Civil Aviation Department should take effective steps to popularise gliding by adopting such measures as (*i*) observing club days for arranging demonstration flights; (*ii*) giving publicity to facilities available in the clubs in the universities and colleges.
67	137	The Committee hope that indigenous manufacture of winches will be soon taken up.
68	138	Pending the manufacture of cables within the country, the Committee would sugggest that the Civil Aviation Department should ensure that this essential item of consumable stores is supplied to the Gliding Clubs at reasonable rates.
69	139	The Committee note that selection of candidates for awarding scholarships at the Gliding Clubs Centres for the year 1962-63 had not been finalised till August, 1962. They suggest that it should be finalised soon after the commencement of the financial year so that the scholarships are utilised in full.
70	143	The Committee are glad to note that Air India have already standardised their aircraft to one type namely Boeings. The Committee recommend that Government may examine the feasibility of standardising aircraft for air services, within the country also and suggest that having regard to the various requirements there should be not more than three types so as to achieve maximum economy and efficiency.
71	144	The Committee have no doubt that Government would satisfy itself fully about the payload capacity, operating cost etc. of Avro 748 before undertaking its manufacture for commercial use in the country.

1	2	3
72	147	The Committee find that the Government Inspectors of Railways who investigate accidents on railways are not only made independent of all Zonal Railways but also of the Railway Board and function under the Ministry of Transport and Communications. The Committee consider 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. They recommend that the Accident Investigation Section may be taken out of the purview of the Director General of Civil Aviation and placed directly under the Ministry of Transport and Communications or under any other Ministry considered suitable.
73	148	The Committee feel that prompt decision and follow up action should invariably be taken on recommendations made by the Accident Investigation Section so as to avoid recurrence of such accidents.
74	149	The Committee are constrained to note that Air Safety Circulars, which contain an analysis of accidents and a section on general safety precautions, were not issued during the years 1960 and 1961 on the ground that officers of the Accident Investigation Section had been deputed for training abroad or were too busy with the investigation of accidents to bring out the Circulars. The Committee are unable to appreciate reasons for suspending issue of Air Safety Circulars for two years and consider that such Circulars, which constitute an effective means of educating the aircraft operators, in safety precautions should be issued regularly.
75	151	The Committee feel that as in the case of search and rescue on sea, the responsibility has been clearly entrusted to the Indian Air Force, it would be better if they were also given the responsibility for air land search and rescue operations. It is obvious that specialised training is required for such search and rescue work which the Air Force would be in a better position to undertake. The Committee would, therefore, urge Government to review the position.
76	152	The Committee recommend that the representatives of the Ministry of Transport and Communications, Civil Aviation Department and the Director General, Supplies and Disposals may jointly go into the question of streamlining the procedure and expediting the procurement of equipment required by the Civil Aviation Department.

1	2	3
77	153	The Committee suggest that the feasibility of appointing a Standing Committee consisting of the representatives from the various interested organisations including the Ministry of Defence, the Hindustan Aircraft Limited, the Indian Airlines Corporation, the Air India, and the Director General, Civil Aviation may be examined so that there is proper co-ordination and the requirements of spare parts are met as far as possible from indigenous sources.
78	154	The Committee would like the Civil Aviation Department to ensure that payments in all cases where rebate is allowed for making payments in time are made expeditiously so that the Government do not lose the rebate.
79	155	The Committee regret that the compilation and publication of annual reports of a Department which deals with the fastest means of communication should be delayed for several years. They suggest that if the reports are to serve any useful purpose, they should be brought out in time. They recommend that a time limit may be prescribed for compilation of the annual report of the Department say six months after the close of the year and steps may be taken to see that the reports are published expeditiously.

APPENDIX XI

Analysis of recommendations contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

A. *Recommendations for improving the organisation and working.*

S. Nos. 1, 2, 3, 5, 6, 7, 8, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 21, 25, 26, 27, 29, 30, 31, 33, 34, 35, 36, 39, 40, 41, 43, 44, 46, 48, 49, 50, 51, 52, 54, 55, 56, 57, 60, 61, 64, 65, 69, 72, 73, 74, 75, 76, 77, 78 and 79.

——56

B. *Recommendations for effecting economy/increasing the revenues.*

S. Nos. 4, 37, 38, 45, 53, 62 and 70 ——7

C. *Miscellaneous*

S. Nos. 9, 20, 22, 23, 24, 28, 32, 42, 47, 58, 59, 63, 66, 67, 68 and 71

——16

II. ANALYSIS OF THE MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY OR INCREASING THE REVENUES.

Serial No.	No. as per Summary of Recommendations	Particulars
1	4	Prompt action on the Report of the Deputy Secretary (O.& M. Officer of the Ministry) in 1959 would have not only resulted in economy but also improved efficiency by reducing the number of stages through which work passed.
	37	Government would have to think of taking steps to increase the revenue from airports by providing adequate facilities such as the following and levying suitable charges therefor: (*i*) Shopping counters; (*ii*) Space for display of hoardings, advertisements etc; (*iii*) Facilities for keeping luggage at the airports by air passengers; (*iv*) Roof gardens; and (*v*) Car parks.

1	2	3
3	38	(*i*) Government may like to examine the feasibility of levying a charge on fuel supplied to aircraft at major airports. (*ii*) Government may also examine the feasibility of levying passenger service charge for every passenger departing for abroad as per practice obtaining in Britain. (*iii*) It should be the endeavour of the Department to see that as far as possible the airports pay their way.
4	45	Civil Aviation Department should extend static free VHF air ground communication facilities to routes other than Bombay.-Calcutta and Bombay-Delhi so that maximum efficiency and economy consistent with safety can be achieved.
5	53	As improvement in procedure of inspection would make for better utilisation of aircraft and earning of additional revenue, the matter deserves serious consideration.
6	62	Government may at an early date standardise a trainer aircraft for the use of flying clubs, in consultation with Hindustan Aircraft Limited and Indian Air Force as it would lead to considerable saving in the annual recurring expenditure.
7	70	Government may examine the feasibility of standardising aircraft for air services, within the country. Having regard to the various requirements there should be not more than three types so as to achieve maximum economy and efficiency.

APPENDIX XII

Abbreviations used in the Report

A.L.S.R.	Air Land Search and Rescue.
A.S.S.R.	Air Sea Search and Rescue.
A.T.C.	Air Traffic Control.
C.A.T.C.	Civil Aviation Training Centre.
C.P.W.D.	Central Public Works Department.
D.F.	Direction Finding.
D.G.C.A.	Director General, Civil Aviation.
E.M. Workshops	Electrical and Mechanical Workshops.
I.A.C.	Indian Airlines Corporation.
I.A.F.	Indian Air Force.
I.C.A.O.	International Civil Aviation Organisation.
M.F.	Medium Frequency.
N.C.C.	National Cadet Corps.
N.M.	Nautical Miles.
O. & M.	Organisation and Methods.
S.R.U.	Special Re-organisation Unit.
U.H.F.	Ultra High Frequency.
V.H.F.	Very High Frequency.
V.O.R.	Very High Frequency Omni-directional Radio Ranges.
W.T. Stations	Wireless Transmitting Stations.

DELHI

34. Jain Book Agency, Connaught Place, New Delhi.

35. M/s. Sat Narain & Sons, 3141, Mohd Ali Bazar, Mori Gate, Delhi.

36. Atma Ram & Sons, Kashmere Gate, Delhi-6.

37. J. M. Jaina & Brothers, Mori Gate, Delhi-6.

38. The Central News Agency, 23/90, Connaught Circus, New Delhi.

39. The English Book Stall, 7-L, Connaught Circus, New Delhi.

40. Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.

41. Lakshmi Book Stores, 42, M.M. Janpath, New Delhi.

42. Kitab Mahal (W.D.) Private Ltd. 28, Faiz Bazar, Delhi.

43. Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.

44. Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.

45. Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.

46. People's Publishing House, Rani Jhansi Road, New Delhi-1.

47. Mehra Brothers, 50-G, Kalkaji, New Delhi-19.

48. Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.

49. The United Book Agency, 48, Amrit Kaur Market, Paharganj, New Delhi.

50. Hind Book House, 82, Jan Path, New Delhi.

51. Bookwell, 4, Sant Narankari Colony, Kingsway Camp, Delhi-9.

MANIPUR

52. Shri N. Chaoba Singh, Newspaper Agent, Ramalal Paul High School, Annexe, Imphal, Manipur.

AGENTS IN FOREIGN COUNTRIES

U.K.

53. The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.-2.

© 1963 BY LOK SABHA SECRETARIAT

PUBLISHED UNDER RULE 382 OF THE RULES OF PROCEDURE AND CONDUCT OF BUSINESS IN LOK SABHA (FIFTH EDITION) AND PRINTED AT THE PARLIAMENTARY WING OF THE GOVERNMENT OF INDIA PRESS, NEW DELHI.

E.C. No. 325

ESTIMATES COMMITTEE
1962-63

TWENTY-NINTH REPORT
(THIRD LOK SABHA)

MINISTRY OF TRANSPORT AND COMMUNICATIONS

(Department of Communications and Civil Aviation)

CIVIL AVIATION DEPARTMENT

LOK SABHA SECRETARIAT
NEW DELHI—1

March, 1963 Phalguna, 1884 (Saka)

Price : Rs. 1.35 nP.

LIST OF AUTHORISED AGENTS OF LOK SABHA SECRETARIAT

ANDHRA PRADESH

1. G. R. Lakshmipathy Chetty & Sons, General Merchants & News Agents, Newpet, Chandragiri, Chittoor District (Andhra Pradesh).

BIHAR

2. 'Jagriti', Bhagalpur-2.

GUJARAT

3. Lok Milap, District Court Road, Bhavnagar.
4. The New Order Book Company, Ellis Bridge, Ahmedabad-6.

MADHYA PRADESH

5. The National Law House, Near Indore Library, Opposite Old High Court Building, Indore.
6. Modern Book House, 286, Jawahar Ganj, Jabalpur-1.

MADRAS

7. The Kalpana Publishers, Booksellers, Trichinopoly-3.

MAHARASHTRA

8. The Imperial Book Depot, 266, Mahatma Gandhi Road, Poona.
9. The Popular Book Depot (Registered), Lamington Road, Bombay-7.
10. M/s. Sundardas Gian Chand, 601, Girgaum Road-6, Near Princes Street, Bombay.
11. The International Book House, Private Ltd., 9, Ash Lane, Mahatma Gandhi Road, Bombay-1
12. The International Book Service, Deccan Gymkhana, Poona-4.
13. Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.
14. The Good Companions, Raopura, Baroda.
15. The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.
16. Deccan Book Stall, Fergusson College Road, Poona-4.
17. The New Book Company (P), Limited, Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.

MYSORE

18. Makkalapustaka Press, Balamandira, Gandhi Nagar, Bangalore-9.
19. People's Book House, Opp. Jaganmohan Palace, Mysore-1.
20. Pervaje's Book House, Koppikar Road, Hubli.

ORISSA

21. The Cuttack Law Times Office, Cuttack-2.
22. Ekamra Vidyabhaban, Eastern Tower Room No.3, Bhuvaneshwar—1.

PUNJAB

23. The English Book Depot, 78, Jhoke Road, Ferozepore Cantt.

RAJASTHAN

24. Information Centre, Govt. of Rajasthan, Tripolia, Jaipur City, Rajasthan.

UTTAR PRADESH

25. Swastik Industrial & Company, Private Limited, 15, Elgin Road, Allahabad.
26. A.H. Wheeler & Company Private Limited, 15, Elgin Road, Allahabad.
27. Law Book Company, Sardar Patel Marg, Allahabad—1.
28. Goel Traders, 100-C, New Mandi, Muzaffarnagar.
29. B. S. Jain & Company, 71, Abupura, Muzaffarnagar.

WEST BENGAL

30. M. C. Sarkar & Sons (Private) Limited, 14, Bankim Chatterjee Street, Calcutta-12.
31. W. Newman & Company Limited, 3, Old Court House Street, Calcutta.
32. Thacker Spink & Company (1933) Private Ltd., 3, Esplanade East, Calcutta-1.
33. Firma K. L. Mukhopadhyay, 6/IA, Banchharam Akrur Lane, Calcutta-12

CORRIGENDA

Twenty-Ninth Report of the Estimates Committee on the Civil Aviation Department

---

Page 4, Marginal Heading against para 10, *for* 'co-ordination Aerodromes' *read* 'co-ordination at Aerodromes'.

Marginal Heading against para 12, *for* 'Work' *read* 'Work Studies'.

Page 9, Marginal Heading against para 22, *for* 'Rule to of Air Corporations Act' *read* 'Rules to give effect to section 18(e) of Air Corporations Act'.

Page 13, Table in Para 33, Heading 'Extent of Delay', *for* '71 Mths' *read* '1 yr. 7 mths' and *for* '27 mths' *read* '2 yrs 7 mths'.

Page 20, Para 55, line 10, *for* 'eweepers' *read* 'sweepers'.

Page 20, Marginal Heading against para 56, *for* 'Lighting up Run' *read* 'Lighting up Runways'.

Page 25, Para 66, line 8 *for* '16705:08' *read* '16705.08'

Page 29, Para 76, line 5, *for* '84:43' *read* '84.43'

line 7, *for* '68:69' *read* '68.69'

line 8, *for* '2:96' *read* '2.96'

line 10, *for* '71:65' *read* '71.65'

Page 31, Footnote, line 3, *for* 'pwards' *read* 'upwards'

Page 32, line 5, *for* 'econompass' *read* 'encompass'

P.T.O.

Page 38, Para 85, line 10, *delete* 'it' between 'Department' and 'is'.

Page 38, Marginal Heading against para 102, *for* 'Need for Rationa nation o Inspections' *read* 'Need for Rationalisation of Inspections'.

Page 39, Marginal Heading against Para 13, line 4, *for* 'Aircra t' *read* 'Aircraft'.

Page 42, Para 109, line 2, *for* 'commerce' *read* 'commercial'.

Page 42, Para 109, lines 5-6, *insert* 'training' *between* 'composite' and 'could'.

Page 42, Marginal Heading against para 111, *for* 'School Allahabad' *read* 'Flying School, Allahabad'.

Page 45, line 19, *for* 'has' *read* 'had'.

Page 50, line 3, *for* '6' *read* '26'.

Page 51, Para 134, line 9, *for* 'at' *read* 'as'.

Page 59, Footnote, line 2, *for* 'actual' *read* 'factual'.

Page 59, Footnote, last line, *for* 'repared' *read* 'prepared'.

Page 61, Total of Clumn 5, *for* '2,86, 16,800' *read* '12,86, 16,800'.

Page 63, Footnote, *for* 'N roduced' *read* 'Not reproduced'.

Page 72, line 3, *for* '500:00' *read* '500.00'.

Page 82, Sl. No. 17, lines 1-2, *for* 'Depamment' *read* 'Department'.

Page 82, Sl. No. 17, line 3, *for* 'th ' *read* 'the'.

Page 82, Sl. No. 18, line 9, *for* 'ever' *read* 'even'.

Page 84, Sl. No. 29, line 1, *for* 'civi' *read* 'civil'.

Page 85, Sl. No. 35, line 2, *insert* 'of' *between* 'revenue' and 'civil'.

Page 88, Sl. No. 44, line 1, *for* 'radious' *read* 'radius'.

Page 90, Sl. No. 56, lines 1-2, *for* 'adn vanced' *read* 'advanced'.

Page 90, Sl. No. 56, line 2, *for* 'i –' *read* 'in'.

206-LSRP-29-3-65/1,100.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)
I. ORGANISATION	
A. Introductory	1
B. Functions and Organisation	3
C. Non-Scheduled Operators	7
II. AIR ROUTES AND AERODROMES	
A. Planning and Development of Aerodromes	11
B. Major Airports	14
C. Maintenance of Aerodromes	20
D. Revenues collected by the Directorate of Air Routes and Aerodromes	24
E. Indian Aircraft Rules, Inspection of Aerodromes etc.	27
III. AERONAUTICAL COMMUNICATION AND INSPECTION ORGANISATIONS	
A. Aeronautical Communication Directorate	29
B. Aeronautical Inspection Directorate	34
IV. TRAINING AND LICENSING DIRECTORATE	
A. Civil Aviation Training Centre, Allahabad	42
B. Flying Clubs	44
C. Gliding Clubs	50
V. GENERAL	
A. Research and Development	53
B. Investigation of Accidents	55
C. Search and Rescue of Aircraft in Distress	57
D. Procurement of Stores	58
E. Miscellaneous	59
APPENDICES	
I Statement showing the allocations made for the various projects of Civil Aviation Department during the First, Second and Third Five Year Plans and actual utilisation during the First and Second Plans	60
II. Note furnished by the Civil Aviation Department explaining the reasons for shortfall during the First and Second Plan Periods in utilisation of funds allocated for the following purposes :	
(i) Construction of technical buildings such as W. T. stations, Remote Receiving Stations, E. M. Workshops, Stores, etc.	62
(ii) Construction of new aerodromes, gliderdromes and Civil enclaves in I. A. F. aerodromes	62
III. Statement showing the break up of the amounts due for payment to the Civil Aviation Department as on 31st March, 1952	67
IV. Statement showing the amounts outstanding for payment to the Civil Aviation Department for more than three years	6

2868(Aii) L.S.—1.

PAGE

V. Comparative statement showing Landing Charges for some representative types of aircraft in India, United Kingdom, United States of America, Canada, Australia, France and Germany . . . 69

VI. Programme of Development envisaged by the Aeronautical Communication Organisation during the Third Five Year Plan . . 70

VII. System of Aeronautical Inspection in United States, Britain, Australia and India 73

VIII. List of Flying Clubs 76

IX. Copy of Department of Parliamentary Affairs Office Memorandum No. 119 (L)/57-PA dated the 25th June, 1957 . . . 77

X. Statement showing the summary of Conclusions/Recommendations of the Estimates Committee contained in the Report . . . 79

XI Analysis of recommendations contained in the Report . . . 95

XII. Abbreviations used in the Report 97

ESTIMATES COMMITTEE
1962-63

CHAIRMAN

Shri H. C. Dasappa

MEMBERS

2. Shri Joachim Alva
3. Shri D. Basumatari
4. Shri Brij Raj Singh*
5. Shri Shree Narayan Das
6. H. H. Maharaja Pratap Keshari Deo
7. Shri Govind Hari Deshpande
8. Shri Arun Chandra Guha
9. Shri S. Hansda
10. Shri Ansar Harvani
11. Shri Kanhu Charan Jena
12. Shri Anand Chandra Joshi
13. Lt. Col. H. H. Maharaja Manabendra Shah of Tehri Garhwal
14. Shri Jashvant Mehta
15. Shri N. Sreekantan Nair
16. Shri Ananda Nambiar
17. Shri A. Nesamony
18. Shri Tika Ram Paliwal**
19. Shri Panna Lal
20. Shri Naval Prabhakar
21. Shri K. Rajaram
22. Dr. K. L. Rao
23. Shri Rameshwar Sahu
24. Shrimati Jayaben Shah
25. Shri Diwan Chand Sharma
26. Shri Vidya Charan Shukla
27. Shri Tekur Subramanyam
28. Shri G. G. Swell
29. Shri K. K. Warior
30. Shri Balkrishna Wasnik

SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*

---

* *Elected w.e.f. 15th November, 1962 *vice* late Shri B. J. Singh

**Elected w.e.f. 18th August, 1962 *vice* Shri Shivram Rango Rane resigned.

INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the report on their behalf, present this Twenty-ninth Report on the Ministry of Transport & Communications (Department of Communications & Civil Aviation)—Civil Aviation Department.

2. Examination of the estimates relating to the Ministry of Transport & Communications (Department of Communications & Civil Aviation)—Civil Aviation Department was taken up by the Estimates Committee (1961-62) but could not be completed within their term. Examination of the subject was, therefore, continued by the Estimates Committee (1962-63).

3. A statement showing an analysis of the recommendations contained in this Report is appended to the Report (Appendix XI). Another statement showing the abbreviations used in this Report is also appended (Appendix XII).

4. The Committee took evidence of the representatives of the Ministry of Transport and Communications (Department of Communications and Civil Aviation) and Civil Aviation Department on the 24th, 25th, 27th, 28th and 29th August, 1962. They wish to express their thanks to the Secretary of the Ministry of Transport and Communications and other officers of the Ministry and Civil Aviation Department for placing before them the material and information that they wanted in connection with the examination of the estimates.

5. They also wish to thank Shri J. R. D. Tata, Chairman, Air India, Shri V. Shankar, Chairman, Indian Airlines Corporation and Shri C. Balan, General Manager, Kalinga Airlines (P) Ltd., for giving evidence and making valuable suggestions to the Committee.

6. The Report was considered and adopted by the Committee on the 4th March, 1963.

H. C. DASAPPA,
Chairman,
Estimates Committee.

NEW DELHI-1,
March 20, 1963.
Phalguna 29, 1884 (*Saka*).

I. ORGANISATION

A. Introductory

India took to aviation later than many Western countries but progress since independence has been significant. India now occupies a prominent place on the aviation map of the world. **Historical Background.**

The history of civil aviation in this country may be broadly divided into three stages. The first stage (1911—1930) was concerned with pioneering in the field, the second stage (1930—1953) covered developments during the Second World War and the post-Independence boom of private air companies while the third stage (1953 onwards) covers the progress made after nationalisation of major air companies in August, 1953.

2. An aircraft was first flown in India in 1911. **First Stage (1911—1930).**

The first World War emphasised the geographical importance of India as a link between Europe, Far East and Australia. The Indian Aircraft Act, 1911 and the Indian Air Ship Rules, 1913 vested in the Government power for controlling possession, use, manufacture, sale, export and import of aircraft.

In 1919, Indian skies were thrown open to foreign air services as a result of her signing the International Convention on Air Navigation.

In 1927, the Department of Civil Aviation was created in pursuance of the recommendations of the Indian Air Board. A programme for developing air routes was taken up. Civil aerodromes were constructed at important places and flying clubs initiated. Regular air services between India and Britain were established in 1929-1930.

3. Between the years 1930—1939, a number of Indian companies such as the Tata Airlines, the Indian National Airways Limited, the Air Services India Limited etc. were developed. **Second Stage (1930—1953).**

During the Second World War, the entire resources of civil air transport organisation were pressed into war service. This spurt of activity during the War accelerated the development of aviation in the post-war period.

After the War the Civil Aviation Directorate was reorganised and the Director of Civil Aviation was redesignated as Director General with two Deputy Directors General (Airways & Administration and Technical) under him.

A system of licensing was introduced in 1946 and an Air Transport Licensing Board was established. A large number of air companies were floated in the years 1947—49 to operate services inside and outside the country.

As the air transport industry was not showing signs of stability, Government appointed Air Transport Enquiry Committee in February, 1950 to go into the matter. The Committee pointed out that the industry suffered from over-equipment, unweildy organisation and severe competition. The re-organisation of the air companies was not found feasible and in 1953 the Government decided to nationalise the air transport industry, and the Air Corporations Act, 1953 was passed. In pursuance of this Act, major air companies were nationalised on the 1st August, 1953.

Third Stage (1953 onwards).

4. Today India, which is advantageously placed for civil aviation, has one of the largest networks of air services in Asia. Her vast expanse, her usually clear skies and her geographical position at the head of the Indian Ocean are all conducive to the development of civil aviation. Besides, there are many areas in this vast country e.g. Assam, NEFA, Ladakh etc., where air transport is the most convenient means of communication. In times of emergency, such as the present, or during floods, air communications provide an essential link. The ever-widening horizons of commerce and industry also require that fast means of transport be developed.

Some idea of the striking progress made by India since 1946 in civil aviation can be gathered from the following table which indicates hours and kilometres flown, passengers and freight carried etc. in scheduled operations during the period:

Year	Hours flown	Kilometre flown	Passengers carried	Freight carried (Kgs.)	Mails carried (Kgs.)	Capacity tonne/ kilometres offered	Revenue tonne/ kilometres
1946	29,539	7,274,110	105,251	855,205	465,489	13,958,814	10,450,977
1947	59,312	15,065,740	254,960	2,561,253	637,221	3 ,409,451	23,473,564
1951	118,684	31,377,335	449,462	39,757,473	3,256,966	93,865,492	63,797,572
1956	136,813	37,791,773	558,625	43,642,216	5,753,389	151,754,983	99,085,104
1961	138,450	44,380,144	973,941	40,069,865	7,533,853	313,694,058	170,249,308
1962*	131,913	45,225,287	1,032,706	37,499,350	8,100,993	357,754,430	190,356,474

*The figures for the year 1962 are estimated.

5. The years ahead seem to hold even better prospects. The Committee were informed by the Chairman of the Indian Airlines Corporation that in another five or six years, traffic on trunk routes would easily become double of what it was at present and that on the regional routes it would increase by at least 50 per cent.

The Committee have examined the activities of the Civil Aviation Department in the light of this background.

B. Functions and Organisation

6 The Civil Aviation Department is responsible for the provision and development of civil aviation facilities in the country. In particular it is responsible for providing the following facilities: **Functions.**

(i) aerodromes, aeronautical communication and visual and radio aids to navigation and other facilities required by the civil aircraft;

(ii) inspection and registration of licensing of aircraft and aircraft personnel;

(iii) training in flying, air traffic control, aeronautical communication etc.;

(iv) promotion of aeronautical research and development;

(v) formulation and enforcement of civil aviation regulations; and

(vi) type certification of civil aviation aircraft and aeronautical equipment, aircraft design and airworthiness requirements.

7. The organisational set up of the Director General, Civil Aviation has two distinct parts: the Headquarters Organisation and the Field Units. The Director General who is responsible for the proper functioning of the Department as a whole is assisted by two Deputy Directors General and eight Directors who supervise the following eight Directorates: **Organisational set up.**

(i) Administration;
(ii) Air Routes and Aerodromes;
(iii) Aeronautical Communication;
(iv) Aeronautical Inspection;
(v) Air Transport;
(vi) Training and Licensing;
(vii) Regulations and Information;
(viii) Research and Development.

Field Organisations.

8. Three of the Directorates *viz.*, (i) Air Routes and Aerodromes; (ii) Aeronautical Communication, and (iii) Aeronautical Inspection have field organisations under them with regional offices at Bombay, Calcutta, Delhi and Madras.*

Sub-Region at Gauhati.

9. The representative of the Department stated during evidence that there was a proposal to have a sub-region at Gauhati as air traffic in Assam and NEFA area had increased considerably and it was difficult to control all traffic from Calcutta. *The Committee recommend that the proposal to open a sub-regional office at Gauhati may be examined expeditiously by Government in all its aspects so that civil aviation in this strategic area may render efficient service to cope with the increasing flow of air traffic.*

Co-ordination of Aerodromes.

10. The Committee are given to understand that at present there are separate co-equal officers at large aerodromes in charge of aerodrome service, communication service and meteorological service. The representative of the Department stated during evidence that they were thinking of designating one of the officers for co-ordination. It was proposed to implement the proposal at first in Calcutta and later extend it to Bombay. *The Committee believe that the above proposal would not entail additional expenditure as it is only a question of naming an existing officer as co-ordinating authority. The Committee hope that in the light of experience gained of the working of the scheme in Bombay and Calcutta it would be extended to other large airports to ensure better co-ordination.*

Administrative and Financial Powers.

11. The Committee were informed that a review of the administrative and financial powers vested in the Director General, Civil Aviation, and the Heads of Field Organisations had been undertaken recently with a view to decentralisation and certain proposals for the delegation of additional powers and the enhancement of certain existing powers had been submitted to the Government in August, 1962. *While certain proposals relating to financial powers had since been agreed to by Government, proposals for the delegation of enhanced administrative powers to Director General, Civil Aviation, were still under the consideration of Government. The Committee urge that early decision be taken in the matter.*

Work

12. The Committee understand that in implementation of decision of the Central Economy Board, the Cabinet Secretary had suggested in June, 1959 to the Ministry of Transport and Communications that the internal economy committee may undertake work studies of such selected

---

* The regional office of Aeronautical Inspection is located at Bangalore.

sectors of attached and subordinate organisations which were "most likely to yield quick results". In compliance with this suggestion the Secretary, Department of Communications and Civil Aviation deputed a Deputy Secretary (O. & M. Officer of the Ministry) to undertake work studies of the Civil Aviation Department. Accordingly the Deputy Secretary conducted a survey of selected sectors of the Headquarters organisation of the Civil Aviation Department with a view to "eliminating duplication of work, rationalising the system of collection and maintenance of statistical data and reducing number of stages through which work passed". The Deputy Secretary in his report after completion of the works study pointed out *inter alia* that:

> "A large number of case studies reveal that cases are at present being routed through far too many levels, the officers in the heirarchy in the ascending order being Assistant Director (Planning), Deputy Director (Planning), Director of Air Routes and Aerodromes, Deputy Director General (A) and/or Deputy Director General (T) and Director General."
>
> * *
>
> "It has also been noticed that cases are being marked to and by officers almost in an arbitrary manner. No decision appears to have been taken with regard to the levels to which the various cases should be submitted for orders."
>
> * *
>
> "*Prima Facie* the organisational pattern at the headquarters office of the Civil Aviation Department is top heavy. After the Section Officers, the work being dealt with in the various Branches is supervised by a very large number of officers."
>
> * *
>
> "An interesting fact which emerges from a study of the organisational pattern is that, while the sections conform to the 'Secretariat pattern', the same is not the case so far as officers are concerned. The work done in some of the Sections is of a technical nature and perhaps, more than one officer is required to supervise the work of each such Section. But then, in such cases, it should not be necessary to have the normal Secretariat strength in the Sections, for the Section Officers, Assistants and Upper Division Clerks cannot be fully utilised."

13. The Committee were informed during the course of evidence by the representative of the Department of Communications and Civil Aviation that before taking action on the above study they wanted the S.R.U. of Ministry of Finance to go into the matter, and that was the reason why action on the recommendations contained in the Report of the Deputy Secretary had remained pending for three years. It was stated that the S.R.U. had started the study of the Headquarters of the Civil Aviation Department in July, 1962 and that a work study group was being formed to examine the field organisation. *The Committee are unable to appreciate the reasons advanced above for holding up action on the Report of the Deputy Secretary (O. & M. Officer of the Ministry) when his findings were clear and specific and the object of undertaking the study admittedly was "to achieve quick results" and "reduce the number of stages through which work passed" The Committee feel that had prompt action been taken on the Report, it would have resulted not only in economy but also improved efficiency by reducing the number of stages through which work passed.*

The Committee hope that the S.R.U. studies will be completed at an early date and the Government would lose no time in taking prompt action with a view to rationalise the system of work in the Civil Aviation Department and to effect economy.

Duplication of Returns.

14. The Committee would also like to draw attention to another recommendation made in the Report after completion of works study in 1959 that there were cases of duplication in the submission of returns, *e.g.*

(i) Hangar returns;

(ii) Audit Objection returns;

(iii) M.T. Vehicles returns; and

(iv) Standard instrument landing equipment returns.

It had been suggested that the various Directorates of the Civil Aviation Department should examine all returns received in the sections with a view to effect economy in effort and paper by reducing the number of returns, their periodicity and simplifying some others. The Committee are surprised to learn that this matter too has remained pending for consideration before the Government for several years. ***They see no reason why this wholesome recommendation has not been given effect to. They expect that in a matter such as this the Head of the Department should on his own review periodically the returns so as to eliminate those which are unnecessary. The Committee would urge the Government to take an early decision in the matter.***

C. Non-Scheduled Operators

15. The following eight private airlines in the country are engaged at present in non-scheduled operations: **Present Operators.**

1. Air Survey Company of India Limited, Calcutta.
2. Bharat Commerce and Industries Limited, Bombay.
3. Airways (India) Limited, Calcutta.
4. Darbhanga Aviation, Calcutta.
5. Jamair Company (P) Limited, Calcutta.
6. Kalinga Airlines (P) Limited, Calcutta.
7. Aviation Service, New Delhi.
8. Wings India Private Ltd., Calcutta.

16. Control over the operations of these non-scheduled operators is exercised by the Director General, Civil Aviation by imposing suitable conditions while issuing permits to them, so as to ensure that they do not come in the way of the desired growth of civil aviation in the country. The conditions are generally those which are applicable to the Indian Airlines Corporation and Air India which also undertake non-scheduled operations. To safeguard the interests of the nationalised Corporations, executive orders are also issued from time to time placing restrictions on non-scheduled operators. For example, instructions have been issued that before operating a non-scheduled service outside India, a non-scheduled operator should obtain a "no objection" certificate both from Air India and Indian Airlines Corporation. **Control over Non-Scheduled Operations.**

17. A leading non-scheduled airlines represented to the Committee that their experience in the past had been that in many cases either the issue of the "no objection" certificate was delayed until it was too late or it was refused on the ground that one of the Corporations could operate the flight. It was pointed out that private Indian operators could have earned valuable foreign exchange for running freighter services to Afghanistan when a ban had been imposed by Afghanistan on transport of goods through Pakistan, but the opportunity was lost because of delay in issuing "no objection" certificate by Indian Airlines Corporation. **"No Objection" Certificate.**

18. The Chairman of the Indian Airlines Corporation stated that a number of operators had requested for permission to ply freighter services to Afghanistan and Indian Airlines Corporation had issued "no objection" certificates after taking into account their own capacity. Some of the operators had, however, applied at a time when the Indian Airlines Corporation itself wanted to spare aircraft for running extra freighter services to Afghanistan, but they were not able to do so because of some trouble developing in the Viscounts. In the meantime Air India was permitted to

operate on that route under an agreement with a foreign charterer.

19. *The Committee had asked for information about the number of times when the "no objection" certificates could not be issued in* 1961-62 *to the non-scheduled operators and the reasons thereof. They had also asked for information about the maximum and minimum time taken for the issue of 'no objection' certificates by the Corporations.* But they regret that the information has not been furnished to them. They suggest that the Corporations should streamline the procedure of issuing "no objection" certificate to private operators. Government may also prescribe the maximum period within which the Corporations should issue or refuse "no objection" certificate.*

Operation between Scheduled and Non-scheduled Airports.

20. The Committee were informed in a memorandum by the Indian Airlines Corporation that—

> "Some non-scheduled operators freely operate what are nothing but scheduled operations, and that too, for all practical purposes between points served by the IAC. For example, one operator runs a regular service between Calcutta and an airfield named Ambari which is but a few miles away from Bagdogra, a station connected by the IAC. Bagdogra is the gateway to and from Darjeeling. There is heavy traffic between Calcutta and Darjeeling, and due to the very favourable rates offered by the non-scheduled operator, substantial traffic is diverted from the IAC to this so-called non-scheduled operation."

When the Ministry were asked as to how they ensured that the grant of permission to non-scheduled operators for running air services between one scheduled and another non-scheduled airport did not affect adversely the Indian Airlines Corporation, they informed the Committee that—

> "Under the conditions of the non-scheduled permit a non-scheduled operator can operate air transport service between an airport served by a scheduled service and another not so served.

---

*The Ministry have furnished the following information at the time of factual verification :—

> "Generally speaking the time taken for processing of requests for issue of no objection certificates to foreign operators to uplift traffic from India for a destination abroad takes four days, though in one Particular case, the time taken was sixteen days on account of non-receipt of relevant information in the first instance. As regards operations within India, the certificate is generally given the very same day, however in one case there was a delay of three to four days."

Therefore, the question of preventing the non-scheduled operators from operating flights between such two aerodromes in the interest of IAC does not arise."

21. The Committee, however, note that in reply to another question on the role of non-scheduled air transport services, the Ministry have stated:

"Non-scheduled services are allowed to operate in a defined sphere with a view to meeting the demands of air transport on routes or between points which are, broadly speaking, not served by scheduled services."

The Committee feel that as permits for operation of non-scheduled services are issued by the Director General, Civil Aviation, it should be possible for him to make sure that the non-scheduled operators play the supplementary role of meeting the demand of air transport which could not be met by Air Corporations. This is all the more necessary as the latest amendment of* 1962 *to Section* 18 *of the Air Corporations Act,* 1953 *provides that a non-scheduled operator may "operate, with the previous permission of the Central Government for such period and subject to such terms and conditions as the Government may determine, any scheduled air transport service as aforesaid which is not provided by either of the Corporations or their associates."*

Rule to of Air Corporations Act.

22. The Committee were informed during evidence by a representative of the Ministry that they were drafting Rules in pursuance of the above provision of the Act which would ensure that the private operators were not able to divert the traffic being handled by Indian Airlines Corporation. *The Committee recommend that while framing early rules to give effect to Section* 18(*e*) *of the Air Corporations Act,* 1953, *Government may ensure that in the interests of planned and regulated development of air transport the private non-scheduled operators are not allowed to cut into the services operated by the Corporations.*

Foreign Tourists.

23. The Chairman of Air India informed the Committee during evidence that the two Corporations were earning several crores of foreign exchange† for providing air facili-

---

*Act 17 of 1962.

†According to Air India Annual Report for 1961-62:

"It is estimated that the total foreign exchange earned or saved by the Corporation on its total operations during the year 1961-62 was approximately Rs. 4·80 crores which the Country would otherwise have spent if Air-India had not been in existence."

According to Indian Airlines Corporation Annual Report for 1961-62:

"The Corporation would like to draw attention to the fact that the number of foreign tourists to India increased from 123,000 in 1960 to 140,000 in 1961, an increase of 13·8%. This was reflected in the revenue from bookings made abroad, which rose from Rs. 257 lakhs in 1960-61 to Rs. 282 lakhs in 1961-62."

ties for foreign tourists. He added that even though the potential for earning foreign exchange from tourists was enormous, far too little had been done to attract them. Only 1·3 lakhs had visited India in 1961-62 as compared to 180 lakhs who had visited Italy during the same period. He was convinced that with a concentrated effort and an expenditure of Rs. 50 to 100 crores in all on hotels, roads etc. it could be possible to attract within five years, half a million foreign visitors a year. It was estimated that every foreigner spent about Rs. 2,000 worth of foreign exchange in the country so it should be possible to earn Rs. 100 crores from the expected half a million foreign tourists.

Chartered Flights for Foreign Tourists.

24. With the large number of foreign tourists coming to India there is a great demand for chartering of aircraft as would be evident from the following table:

Number of Chartered Flights from Overseas to India

Operated by	Years		
	1959-60	1960-61	1961-62
Indian Corporations . .	213	205	550
Indian Non-Scheduled Operators . . .	99	78	225
Foreign Non-Scheduled Operators . . .	145	160	394
	457	443	1169

The Committee find that a very large number of chartered flights are being undertaken by foreign non-scheduled operators. In view of the possibilities of earning foreign exchange the Committee hope that Government will encourage the Corporations and Indian operators to cater as much as possible for chartered aircraft to and within the country.

II. AIR ROUTES AND AERODROMES

A. Planning and Development of Aerodromes

Directorate of Air Routes and Aerodromes.

25. The Directorate of Air Routes and Aerodromes in the Civil Aviation Department is concerned with aircraft operation, air traffic control, planning, development and operation of aerodromes, purchase and distribution of aerodrome equipment, operational and night landing equipment, lease or licence of land to users of aerodromes, execution of agreements in respect of restaurants etc. The Directorate is also responsible for collection of revenues at the aerodromes.

Aerodromes in the Country.

26. The Civil Aviation Department has under it 82 aerodromes, which are divided for administrative purposes, into four regions.* Each region is under the charge of a Controller of Aerodromes, who is responsible for the administration and operation of the aerodromes in his region and for their maintenance through the Central Public Works Department.

Construction of Technical Buildings and new Aerodromes.

27. A statement showing the allocations made for the various projects of the Civil Aviation Department in the First, Second and Third Five Year Plans and actual utilisation during the First and Second Five Year Plans is enclosed as Appendix I. It appears from the statement that there was a heavy shortfall under the following headings in the First and Second Five Year Plans:

Name of Head	Shortfall in the First Five Year Plan	Shortfall in the Second Five Year Plan
	Rs.	Rs.
1. Construction of technical buildings such as W.T. Stations, Remote Receiving Stations, E.M. Workshops, Stores, Garages and Hangars etc.	29,92,586	20,55,013
2. Construction of new aerodromes, gliderdromes and civil enclaves in I.A.F. aerodromes.	22,24,877	15,93,414

*The headquarters of the four Regional Controllers are at Bombay, Calcutta, Madras and Delhi.

28. The Ministry were asked to explain the reasons for the shortfalls and the note furnished by them is reproduced in Appendix II. It will be seen therefrom that the main reasons for the shortfall under the heading "construction of technical buildings" were non-sanction of works in time, delay in the selection of sites and in acquisition of land. *The Committee are surprised to note that provision was not made for some important works required to be taken up in the Second Five Year Plan for development of Santacruz, Palam and Dum Dum airports for jet operations and therefore a number of works originally included in the Plan for technical buildings at airports for an estimated amount of Rs. 5,37,000 had to be dropped in order to find funds for the former works.*

29. *As regards the shortfall in the utilisation of funds for the construction of "new aerodromes" the Committee note that works in respect of new aerodromes in Tripura (Plan provision Rs. 7 lakhs) could not be proceeded with because of non-availability of bricks, which in turn was stated to be due to shortage of coal for brick-kilns. The Committee consider that the reason advanced for failure to execute the work is quite untenable. The Committee feel that arranging priority for movement of coal for manufacture of bricks should not have presented an insuperable difficulty.*

30. The Committee also note that an amount of Rs. 3,67,000 out of Rs. 4,10,000 could not be utilised for construction in civil enclaves in Indian Air Force aerodromes in Jamnagar, Jorhat, Jodhpur and Pathankot as the Indian Air Force did not make the land available in all the aerodromes as the terms and conditions for it were not finalised. *The Committee cannot appreciate why two Government deparments, namely, the Air Force and the Civil Aviation were not able to finalise a simple matter of terms and conditions during the entire Second Plan period of five years.*

31. The Committee note that the Civil Aviation Department have provided for an outlay of Rs. 304·65 lakhs for construction of technical buildings and of Rs. 307·20 lakhs for construction of new aerodromes in the Third Five Year Plan. In view of the heavy shortfalls under these headings in the first two Five Year Plans, the Committee cannot help doubting the Department's ability of utilising these amounts in full.

The Committee recommend that the work in regard to the construction of technical buildings and new aerodromes should be geared up and all bottlenecks eliminated so as to utilise in full the allocations made during the Third Five Year Plan.

32. The Committee note that there has been delay of several years in the acquisition of land for extension of facilities at the airports. For example, out of Rs. 93,23,000 provided for acquisition of land for further extension of runway in Bombay during the Second Plan period hardly any money was utilised. In Bagdogra too the work of extension of runway was delayed on account of time taken in the acquisition of land. Similarly, there was delay in the installation of approach lights at Nagpur because of the long time taken in the acquisition of land required for this purpose. *The Committee feel that the Department of Civil Aviation should follow up cases of land acquisition with the State Government authorities so that delays are reduced to the minimum. Government may also consider issuing a general circular to the State Governments to accord high priority for acquisition of land for Civil Aviation specially in view of the present emergency.*

Delay in Acquisition of Land.

33. The Committee have been furnished a list indicating details of major works taken up by the Civil Aviation Department during the Second Five Year Plan. The Committee note therefrom that there is delay in some cases of more than one year between sanction of the work and its actual commencement as would be seen from the following table:

Sanction and Commencement of Works.

Name of the Project	Date of Sanction	Date of Commencement of Work	Extent of Delay	
			Yrs.	Mths.
Construction of second runway at Amritsar	16-1-57	28-8-58	..	71
Extension of runway at Gauhati.	17-10-56	21-5-59	..	27
Construction of second runway at Lucknow.	6-9-56	28-10-57	1	1½

The Committee feel that if detailed planning is done in advance there would not be so much lapse of time between the sanction of the work and its commencement.

34. *The Committee note that the work of construction or extension of runways and airport buildings was behind schedule by several months in a large number of cases.* For example, there was unusual delay of more than two years in the construction of second runway at Agartala which was scheduled for completion on 26-2-1959 but was actually completed on 13-12-1961. Similarly the construction of new runway at Palam which was scheduled for completion in March, 1961 was actually completed in March, 1962.

Construction Extension of Runways.

The Chairman of Indian Airlines Corporation suggested that dates set for completion of Civil Aviation works at the time of calling for tenders should be adhered to. He added that it was worthwhile considering whether it would not in the long run be more economical to pay a little more for completion of works in time. *The Committee suggest that reasons for delays—unusual in many cases—in the execution of the projects should be gone into by the Ministry in consultation with Civil Aviation Department, Central Public Works Department and other departments concerned so as to avoid such delays in future.*

B. Major Airports

Santacruz Airport.

35. The Santacruz Airport was taken over by the Civil Aviation Authorities from the Defence Department in 1946. Its further development into an International Airport is stated to have been effected through the execution of a large number of works that were sanctioned from time to time as and when the need arose and financial and other resources became available. It has been admitted by the Department that the Airport as it is to-day "has not been developed through any originally conceived single master plan."

Terminal Building, Santacruz.

36. The Committee understand that one of the main development works carried out at Santacruz Airport was the consrtuction of a new terminal building. This terminal building had come in for criticism in the Lok Sabha in April, 1958 soon after its completion. During the course of evidence a witness knowledgeable and competent to speak on the subject described the Santacruz Airport building as a "monstrosity and will always be so". He added that the capacity of the building had already reached the saturation point mainly because of its design. It was stated that at Santacruz during peak hours 300 to 400 people arrived from all parts of the world, within an hour. It took three hours or more to process them through immigration and customs authorities. The Chairman of the Indian Airlines Corporation was also of the view that the terminal building at Santacruz was inadequate to meet the requirements.

37. It would appear that it was designed when the office of the Director General, Civil Aviation was held by a Police Officer.

The Committee were informed that the administrative approval and expenditure sanction for construction of the new Terminal Building at Santacruz was accorded by the Government in 1949. The construction work was undertaken in different stages depending on the availability of

funds. The entire work was completed in the beginning of 1958.

It was stated that space had been left in the development plans for building additional units to meet the needs of increased traffic. The Committee have also been furnished records of correspondence and of meetings which indicate that Air India and some other leading air companies were consulted in 1953 about the new terminal building (under construction) and the proposed customs' building.

38. *The Committee feel that if consultations had been held right in the beginning with the airlines who were principally going to use the airport, it would have made for the better designing of the building, which would have rendered satisfactory service to the travelling public. The Committee recommend that in designing new buildings and runways at important airports the Government should consult the Airlines and where necessary Indian Air Force, before finalising designs. In fact, it may be useful to have a small consultative committee consisting of the leading users of the airport so that continuous consultation was possible even during the period of construction for settling details which would enhance the utility of the building.*

Advances made in Airport Designing.

39. The Committee understand that the work of designing airports has advanced rapidly in the United States, Switzerland, Germany etc. *They feel that the Civil Aviation Department should constantly study the advances made in this respect in foreign countries so that the desirable features thereof could be adopted with advantage in important Indian airports.*

Extension of Main Runway, Santacruz.

40. Another important development work carried out at Santacruz Airport is stated to be the extension of main East-West runway upto a length of 11,000 ft. The Committee were informed by the Chairman of an Air Corporation that the middle portion of the main runway in Bombay was cracking up although the extensions done on either sides of it were strong and serviceable. The Chief of Flight Tests, Boeing Airplane Company, United States of America is also understood to have pointed out the roughness of this runway in 1960. It was admitted by the representative of the Central Public Works Department during evidence before the Committee that the middle part of the runway at Santacruz was "not very good". In order to determine the exact nature of repairs and work to be undertaken, the Central Public Works Department were undertaking a survey with precision levelling instruments. It was stated that after the result of survey was known and the work commenced it would take 18

months to 2 years for completion. It would also mean complete closure of the runway during the period of repairs.

Second Runway, Santacruz.

41. The Committee understand that the work would be taken up after the lengthening of the second runway (NW/SE) had been completed. They further understand that although the necessity for lengthening this second runway had been realised as early as 1958 and sanction for the various components of the project including acquisition of land costing Rs. 63·22 lakhs was taken from the Expenditure Finance Committee in May, 1959, the Department deferred the undertaking of the work till the Third Plan on the ground that they had other commitments for development of Dum Dum and Palam airports for Boeings. The revised estimates for undertaking this work have been sanctioned only on the 27th July, 1962. *The Committee feel that three precious years have been lost in commencing a project the necessity of which according to the Department itself was realised as early as* 1958. *They see no reason why at least the acquisition of land required for lengthening this runway, which is admittedly a time consuming process, was not proceeded with during the Second Plan period, even if the actual construction was to be deferred till the Third Plan. The Committee suggest that the second runway should be extended at a very early date and in the meantime the existing main runway (East/West) kept in good enough condition for the smooth landing and taking off of heavier aircraft like Boeing.*

Kamani Tower.

42. The Chiarman of Air India had informed the Committee during evidence that the Kamani Tower which was situated just in line with the main runway at Santacruz constituted "a most dangerous obstruction" and that they had been representing to the Civil Aviation Department about it for several years. *The representative of the Ministry admitted during eivdence that Kamani Tower constituted an air hazard.* After protracted negotiations for several years it had been decided by the Government to acquire alternative piece of land for the Kamani Engineering Works to shift the tower but this could not be implemented as Government pended the decision to acquire the land for the company in view of the Supreme Court judgment questioning the right of Government to acquire land for companies. *Now that the Land Acquisition (Amendment) Act,* 1962 *has been passed the Committee hope that the Government would move speedily in the matter so that the grave hazard constituted by Kamani Tower near the important international airport is removed at a very early date at any rate before the onset of the next monsoons.*

43. At Palam airport, the Indian Air Force is responsible for aerodrome control of all aircraft—civil and military. However, certain enclaves *e.g.* main terminal building at Palam are under the jurisdiction of Director General, Civil Aviation and administrative control is exercised by the Aerodrome Officer of the Civil Aviation Department. **Palam**

The representative of the Civil Aviation Department stated during evidence that all the air operators were in favour of Palam being earmarked exclusively for civil purposes. A Committee appointed by the Cabinet to look into the matter, had decided that Palam should be jointly utilised for civil and military purposes. A proposal to have an airport across the river Jumna for civil air services had also been dropped as it was not found suitable.

44. *The Chairman of Air India stated in his evidence before the Committee that*:

> ".....it is a very grave state of affairs that 15 years after independence you still have an airport in the capital of India which mixes a fighter airforce operation with civil operation. That is absolutely and totally unacceptable from the point of view of safety."
>
> * * *
>
> "Palam must be the civil airport for the capital of India."
>
> * * *
>
> "If there are military operations anywhere near Delhi civil airports will come under the military authorities. But in peace time it is of tremendous advantage to the travelling public, to the Government and to the operators to have Palam exclusively for civil operations. It is a great good fortune that we have an airport so close as Palam is—within seven miles from the city."

45. *The Committee note that the Chairman of the Indian Airlines Corporation was also of the view that it was not consistent with safety that military jet aircraft and civil jet aircraft should use the same airport. The increase in military air traffic because of the emergency and the growing volume of both national and international traffic touching Delhi has further accentuated the situation. The Committee, therefore, feel that Government should reconsider the question of having separate airfields for civil and military aircraft in Delhi.*

46. The Committee have been informed that the estimates for construction of a portion of the first floor of the right wing of the terminal building at Palam airport so as to **Terminal Building, Palam.**

provide two retiring halls for ladies and gentlemen were sanctioned in August, 1958 and the work completed on the 30th December, 1959. In the meanwhile, there were persistent demands for increased accommodation for airline counters and customs enclosures and it was proposed to remodel the retiring rooms and shift the restaurant from ground floor to first floor. The restaurant had not yet been shifted as adequate arrangements for kitchen, electric food hoist etc. had not been made. The Committee understand that the restaurant is expected to move up in early 1963. *The Committee regret that the remodelling of the two halls has taken about three years. They also feel that if the construction of these two halls had been done after proper planning and consultations, it would not have been necessary to remodel the same later. The Committee, therefore, urge that the Civil Aviation Department should effect complete co-ordination with the Corporations, operating companies, customs authorities etc. in formulating construction plans of terminal buildings etc.*

Arrangements for Keeping Luggage at Palam.

47. The Committee understand that no arrangement for keeping luggage at the airport had been provided at Palam though such facilities existed in Santacruz. Bombay. *The Committee feel that since a suitable charge is to be recovered from air passengers for keeping the luggage, to cover the expenses for running the service, the Civil Aviation Department should at an early date provide the facility at major airports including Palam.*

Shortcomings at Palam.

48. The Committee are given to understand that various shortcomings at Palam airport, such as displacement of threshold due to main Gurgaon Road, non-availability of straight approach to the runway due to Tilpeth danger area, have been taken up by the Ministry of Transport and Communications with the Ministry of Defence.

49. As regards the displacement of threshold, the Committee have been informed by the Ministry of Defence that the Air Headquarters have agreed to the proposal but the proposed diversion is on land which belongs to the Army. *The Committee hope that a decision in the matter will be taken early, keeping in view the defence requirements of the country in the present emergency.*

50. As regards the Tilpeth danger area it is stated that to enable international aircraft to operate with reasonable safety from the runway, new operating procedure has been drafted in conjunction with the Director General, Civil Avatiion. *The Committee hope that the new procedure*

will solve the difficulties hitherto experienced by international operators.

Customs Channel, Dum Dum.

51. The Committee learn that the third customs' channel at Dum Dum airport which has been ready since early 1960, has not so far been utilised. Arrangements to augment the customs' staff for starting this channel were completed in August, 1961, but as the West Bengal Security Police had not arranged for posting of their staff, the channel had not yet been opened. *The Committee are constrained to note that there is no proper co-ordination among various authorities. The Committee are of the view that matters relating to posting of staff etc. should be settled at the stage of sanctioning a project, so that as soon as a project is completed it can be put to effective use.*

The Committee suggest that the representatives of the Civil Aviation Department, Customs Department of Central Government and Security Department of West Bengal should immediately go into the question of pressing into service the third customs channel at Dum Dum airport.

*The Committee also feel that to ensure that Customs Department limit their demands for built accommodation to their actual requirements, the question of levying a charge on them may be considered so that it acts as a salutary check.**

Air Conditioning Plant, Nagpur Airport.

52. *Another interesting instance which came to the notice of the Committee during the course of their tour in* 1961 *related to non-commissioning for more than two years of air-conditioning plant of* 10 *ton capacity at the Civil Aerodrome, Nagpur, (which was installed in February,* 1960) *for want of appointment of a mechanic. The Committee cannot appreciate the helplessness pleaded by the Government in finding a mechanic to operate the air-conditioning plant for more than two years. They cannot resist the conclusion that the authorities have not paid the*

---

*The U.K. Estimates Committee in their Fifth Report (1960-61) on London's Airports have stated:

"Your Committee consider that to charge Customs and Immigration a proper rent for their office accommodation would be a form of discipline to encourage them to limit their demands for accommodation. They note that it is the practice of the Port of London Authority to charge rent for Customs accommodation, although at a privileged rate, and that the costs of all services provided for that accommodation are also paid by Customs. They therefore, recommend that the Ministry should charge Customs, Immigration and Port Health an agreed rental for their office accommodation at the airports."

requisite attention to put to work the equipment which had been installed at considerable cost to the exchequer for the convenience of the travelling public. The Committee hope that the Government would see to it that the plant is commissioned before the summer season starts and that effective action would be taken to make officers at all levels realise the importance of acting with expedition in such matters.

Madras Airport.

53. The representative of the Ministry informed the Committee in August, 1962 that Meenambakam (Madras) airport was as yet suitable only for Comet jet aircraft and not for Boeings. The Committee note that the proposal for the strengthening of taxi tracks in Madras airport was mooted as early as November, 1959 but work was not [illegible] taken up till 1962 due to changes in the proposal to develop the airport for Boeing aircraft. *The Committee feel that Government should have taken early decision in the matter so that the work for making the airport fit for operation of Boeings was not unduly delayed.*

Patna Airport.

54. The Committee understand that the question of either developing the airport at Patna or building one in nearby Bhita for operation of bigger type of aircraft like Viscounts has been under consideration of the Government for a long time. *They hope that an early decision will be taken in the matter.*

C. Maintenance of Aerodromes

Cleaning of Runways.

55. The Chairman of the two air Corporations in their evidence before the Committee stressed the necessity of proper cleaning of runways for jet engines had the capacity to suck in anything lying a few feet away on the runway. The representative of the Department stated that it had been found in foreign countries like Australia that mechanical sweeper was not effective for removing nuts, bolts, stones etc. from the runways and that most effective sweeping could be done manually. Further mechanical eweepers had to be imported which involved foreign exchange. It was stated that because of these reasons as well as the ready availability of manual labour in India the Civil Aviation Department had not gone in for mechanical sweepers. *The Committee would like to emphasise that the Civil Aviation Department should take necessary steps to ensure that the runways are kept free from hazards such as small pebbles, nuts, bolts etc.*

Lighting up Run-

56. As regards lighting up the runways at the major airports the representative of the Department stated that runway

lighting systems had not yet been installed at Allahabad, Baroda, Kumbigram, Bhubaneswar, Rupsa, Begumpet and Bhopal. At Meenambakam (Madras) airport, approach lighting equipment had yet to be installed. In the remaining major airports adequate ground lighting had been provided. *The Committee hope that suitable lighting equipment would be provided at an early date at all major airports catering for night traffic.*

Delay in Groud Lighting Projects.

57. The Committee also note that there has been delay of several years in the completion of ground lighting projects at airports as would be seen from the following instances:

Name of the Project	Original date for completion of work	Actual date of completion
Lighting of runway and Taxi track at Nagpur.	31-5-56	31-10-60
Lighting of runway and Taxi-tracks at Santacruz.	31-11-54	June, 1961

The Committee would urge the Civil Aviation Department to analyse in detail the reasons for such inordinate delays in the execution of ground lighting projects so that lessons learnt therefrom can be applied with profit for speeding up the execution of future projects.

Runway Lighting Equipment.

58. The Committee were informed that runway lighting equipment worth about Rs. 50 lakhs was imported during the Second Five Year Plan. It is estimated that runway lighting equipment of the value of about Rs. 126 lakhs would be required during the Third Plan period. This would entail foreign exchange outlay of about Rs. 40 lakhs for the import of certain essential components to enable certain firms to assemble the equipment in the country. *The Committee suggest that the Civil Aviation Department should contact leading electrical industries both in public and private sectors for manufacturing as much of the equipment indigenously as possible.*

59. *The Committee would also urge the Civil Aviation Department to continuously study the advances which are*

being made in the lighting of runways, and airports in advanced countries such as United States, France, West Germany and United Kingdom, so that desirable features thereof can be adopted within the country.

Fire Fighting Organisations at Airports.

60. The representative of the Civil Aviation Department admitted in his evidence before the Committee that the international airports in the country were short of one crash tender and two water-bowzers each, as per guiding principles laid down in this behalf by I.C.A.O. It was stated that indents had been placed to make good the deficiencies noticed, but the I.C.A.O. had revised the scale of extinguishing equipment in 1962. Orders for equipment were now accordingly being placed. It was stated that no foreign exchange was available for importing such equipment. It was added that difficulties were being experienced in getting the fire fighting equipment within the country. For example an order had been placed on a firm as early as 1959 for supply of one prototype crash fire tender, but it had not been supplied. The firms appeared to be not taking much interest because the requirements were limited. The Department was now seriously thinking of fabricating and manufacturing such equipment itself.

61. The Committee were informed by the Chairman of Air India that past experience had indicated that equipment such as vehicles, extinguishing agents, personnel etc. had not been able to meet an emergency adequately. In this connection he mentioned that in 1959 when a Super Constellation made a belly landing, slightly off the runway at santacruz, there was a little oil fire in one of the engines. The passengers and the crew came out of the plane safely but the fire fighting services were unable to put out the little fire and the whole aeroplane was burnt.

62. The Committee were informed by the Civil Aviation Department that immediately after the Air India Super Constallation crash at Santacruz airport in 1959, an Officer of that Department was deputed to enquire into the circumstances which led to the inability of the Aerodrome Fire Service to extinguish the fire. The enquiry showed that the fire could not be extinguished as the approaches to the scene of crash were difficult and slushy and the weather conditions prevailing on the night of the accident hampered the fire fighting operations. The Government thereafter had appointed a Committee under the Chairmanship of Shri M. G. Pradhan, Commandant, National Fire Service College, Nagpur to examine the question of adequacy of the Fire Fighting personnel available at the aerodromes in the

country and to recommend improved methods of training etc.

The Committee were informed that the report of Pradhan Committee was received on the 23rd September, 1960, while a minute of dissent, from the representative of the Civil Aviation Department on the Committee, was received on the 18th October, 1960.

63. The Report of the Pradhan Committee and the Minute of Dissent were examined by the Civil Aviation Department who communicated to the Ministry their views on the 1st July, 1961. The Ministry had examined the comments of the Department and had recently directed the Department to proceed in the following manner:

"(i) An efficient fire fighting Service should be the aim having regard to economy in running the Service.

(ii) It would be better to build a structure from the foundation upwards instead of starting off from the top without considering cost or operational utility.

(iii) The training of the Fire Crew should be improved and brought up to standard so that the immediate requirements of the department are satisfied. The immediate requirements may be assessed for running the Fire Service efficiently in the various categories of airports. The urgent requirement would be to bring up at least the International Airports to a very high level of operation.

(iv) The structure of the whole set up should be examined independently of the recommendations after the Director General of Civil Aviation decides what should be the minimum requirements of trained personnel to maintain an efficient service at different airports. To increase the efficiency, the training of Fire Operators as drivers and drivers as fire operators would eliminate the creation of pockets in the service and thus increase efficiency.

(v) The creation of an Auxiliary Fire Service would be useful as it will be difficult to maintain a full complement of active Fire Service personnel at all airports.

(vi) The Director General of Civil Aviation should examine the existing set up, keeping in view the recommendations of the majority and the

minority reports and submit detailed proposals for the overhaul of the Fire Service Organisation as a whole."

The Committee were informed that the detailed proposals by the Department were under submission to the Ministry. *The Committee are surprised that Government have taken more than two years to work out detailed proposals for giving effect to the recommendations for gearing up the fire fighting organisations at aerodromes. They note with concern that a Boeing aircraft was burnt at Santacruz on the 1st December*, 1962. In this connection the Committee would like to recall that the Chairman, Air India in his evidence before the Committee in August, 1962 had described the fire fighting services at airports as 'dangerously inadequate'. *The Committee would urge the Government to make up the deficiencies in fire fighting equipment and in training of fire fighting personnel at an early date. In particular they recommend that fire fighting equipment at international airports, should be brought up to the prescribed I.C.A.O. standard without loss of time as these airports are being used by large jet aircraft.*

D. Revenues collected by the Directorate of Air Routes and Aerodromes

Items of Revenue.

64. The Directorate of Air Routes and Aerodromes is responsible for collecting revenue on account of the following:

1. Landing, housing and parking.
2. Hangars allotted to companies and other parties.
3. Buildings allotted to private parties.
4. Residential buildings.
5. Supply of electricity and water to consumers.
6. Apron and open space for storage of serviceable and unserviceable aircraft.
7. Land licensed to oil companies for installation of fuelling facilities; to private parties for construction of temporary structures, to the Corporations for construction of temporary and permanent buildings.
8. Land leased for agricultural and grass cutting purposes; collection of revenue for lease of fruit bearing trees at airports; fishing rights from tanks situated at airports.

9. Catering, travellers' requisite stalls/curio stalls, money exchange and insurance facilities at airports.

Outstanding Revenues.

65. *The Committee learnt with concern that the amount of revenue of Civil Aviation Department which remained outstanding at the end of the year* 1961-62 *was Rs.* 25,19,644·97. The representative of the Department stated that the main outstandings were against the Corporations who made deferred payments. A statement showing the break up of the amounts due for payment to the Civil Aviation Department by Corporations, foreign airlines, non-scheduled operators etc. is enclosed as Appendix III. Another statement showing the amounts outstanding for payment to the Civil Aviation Department for more than three years is enclosed as Appendix IV.

66. *The Committee note with regret that an amount of Rs.* 8,08,227 *has remained unrealised for more than three years by the Civil Aviation Department.* They have been furnished with details of some of these cases. They note therefrom that besides the aviation companies which had since been merged into the Indian Airlines Corporation, amounts are also due from caterers for a long period. For example an amount of Rs. 16,705:08 is due from the caterer at Safdarjang airport for the period from 1st October, 1946 to April, 1949 and Rs. 11,355·06 from a caterer at Dum Dum for the period from 1st July, 1951 to July, 1952. *The Committee see no justification for extension of contracts to the caterers at Safdarjung and Dum Dum from time to time without making sure that they had paid all arrears of rent etc. If this elementary precaution had been taken, the arrears would not have accumulated to such an extent.*

67. The Committee also find that there are heavy arrears of rent due from private air companies for hangars, buildings, etc. A substantial amount out of this is due from certain air companies which have since been nationalised. *The Committee see no reason why Government could not make recoveries out of compensation paid to these companies on nationalisation specially when the Government and Indian Airlines Corporation had been advised by the Civil Aviation Department of these dues well in advance of payment of compensation. .They would urge the Government to go into the matter without delay so that these amounts are realised before they become irrecoverable.*

For future the Committee would suggest that following steps may be taken to ensure that arrears do not accumulate:

(i) *Government should insist on security money from caterers and other users of the airport e.g. private air companies who are given accommodation on rent so that in case of default arrears can be made good from security money.*

(ii) *Rent should be made payable in advance and there should be provision for imposition of penalty, termination of lease, etc. if the arrears remain outstanding for more than say one month.*

(iii) *A deterrent rate of interest may be levied on all payments which are not made by parties within the stipulated time.*

The Committee expect that Government officials would take timely action to see that the dues are recovered promptly.

Landing and Housing Charges.

68. The Committee were informed that the landing and housing charges for aircraft were determined in 1937 and revised in 1946. The question of again revising these charges is stated to be under examination. The representative of the Ministry stated during evidence that these rates were drawn up on an *ad hoc* basis. International Civil Aviation Organisation had only laid down that the rates should be uniformly applied to all users and that there should be no discrimination. A comparative statement showing the rates of landing charges in India and other countries *e.g.* United Kingdom, United States, Canada, Australia, etc. is reproduced in Appendix V. It reveals that the landing charges are the lowest in India for aircraft weighing upto 35,700 lbs. Landing charges for aircraft of more weight are also the lowest excepting United States of America.

The Committee find that the Department of Communications and Civil Aviation had issued a notification dated 21st November, 1962 containing proposals for revision of landing charges. The affected persons have been asked to forward their suggestions or objections to the proposed charges before the 21st February, 1963 for consideration of the Government. *The Committee have no doubt that in finalising early the revised landing charges, Government would give due consideration to suggestions and objections, if any, received from affected persons, the extent of facilities provided in the country and the charges therefor as compared to charges levied for similar facilities in other countries.*

69. *The Committee consider that the day is not far off when the major airports would have to effectively tackle problems of congestion. It is obvious that the enhanced facilities would call for a bigger outlay of capital expenditure and therefore, the Government would have to think of taking steps to increase the revenue from airports by providing adequate facilities such as the following and levying suitable charges therefor:* **Steps to increase Revenues.**

(i) *Shopping counters;*

(ii) *Space for display of hoardings, advertisements etc;*

(iii) *Facilities for keeping luggage at the airports by air passengers.*

(iv) *Roof gardens; and*

(v) *Car parks.*

70. *The Committee would in this connection also like to mention that at certain airports like Paris and Copenhagen a surcharge is levied on fuel supplies for augmenting revenue for services rendered at the airport. The Government may like to examine the feasibility of levying such a charge on fuel to meet the expenses at major airports.*

The Government may also examine the feasibility of levying passenger service charge for every passenger departing for abroad as per practice obtaining in Britain.

The Committee feel that it should be the endeavour of the Department to see that as far as possible the airports pay their way.

E. Indian Aircraft Rules, Inspection of Aerodromes etc.

71. The Committee are given to understand that the standards and the practices relating to personnel licensing were first adopted by International Civil Aviation Organization in April, 1948. The question of adoption of these rules for India was taken up for consideration by the Department in 1950. Draft amendments to revise Indian Aircraft Rules were prepared by the Civil Aviation Department and submitted to the Ministry for approval in June, 1952. The proposals to amend the licensing rules were stated, however, to have been held back for several reasons one of which was lack of a Director of Training for a long time*. The work concerning the revision of the licensing rules was commenced *de novo* in Civil Aviation Department in 1957 when a number of important countries were approached to supply **Indian Aircraft Rules.**

*There was no Director of Training from 22nd March, 1949 to 17th September, 1956.

material showing the employment of these international standards in their country. On the basis of this study, draft amendments to licensing rules were prepared and after processing by the Ministry of Transport and Communications and the Ministry of Law were published in the Government of India Gazette in July, 1960 for the information of the public and to enable them to send objections and suggestions. After considering all such comments the licensing rules were finalised and published in the Gazette of India dated the 15th September, 1962. *The Committee are constrained to observe that the Government have taken more than* 14 *years to adopt the International Civil Aviation Organisation standards in a vital matter like the licensing of pilots etc.* and that *there has been inordinate delay at various levels in dealing with the matter. They would commend to the Department preparation of an analytical case study to bring out various factors responsible for the delay so that lessons may be profitably applied for streamlining the procedure in future.*

Inspection of Aerodromes.

72. The Controllers of Aerodromes are expected to inspect the aerodromes under their charge, at least once a year. Important stations are inspected more than once as necessary. *The Committee note from details of inspections carried out during the last three years by Controllers of Aerodromes that none of the Controllers had been able to inspect all the airports even once a year. The representative of the Department admitted that the Controller of Aerodromes was somewhat tied down to the desk and could not find adequate time for inspection of aerodromes under his control. As a Controller of Aerodromes is required to inspect each aerodrome in his region at least once a year, the Committee would urge the Department to see that the rule is adhered to in practice.*

III. AERONAUTICAL COMMUNICATION AND INSPECTION ORGANISATIONS

A. Aeronautical Communication Directorate

Historical Background

73. The Aeronautical Telecommunication Service was created in 1946. An Aeronautical Communication station was opened at Karachi in August, 1946 and at Delhi in September, 1946 and a total of 13 stations which were being operated by the Posts and Telegraphs Department were taken over on 1st February, 1947.

Present Communication facilities.

74. At the end of the Second Plan period (March 1961) there were 80 Aeronautical Communication Stations providing more than 540 air/ground and point to point communication channels, and nearly 140 navigation and approach aids, comprising MF Radio Beacon, VHF Direction Finder, MF Radio Ranges, VOR, Locator Beacon, Responder Beacon, Instrument Landing Systems and Radars. The programme of development for the Aeronautical Communication Organisation for the Third Five Year Plan is reproduced in Appendix VI.

The Committee hope that earnest efforts will be made to adhere to the programme of development envisaged during the Third Plan.

Replacement of old equipment.

75. The Committee are given to understand that the development programme of Aeronautical Communication Directorate includes progressive replacement of old equipment and systems with modern devices. Specialised equipment are, however, required for providing aeronautical communication and navigational facilities. Such equipment are stated to have hitherto been manufactured by a few foreign firms only.

76. It was only during the Second Plan period that certain requirements of communication equipment were met by the Bharat Electronics Ltd. Orders were placed by the Civil Aviation Department for supply of communication equipment worth Rs. 84:43 lakhs during the Second Plan. period out of which the Bharat Electronics Ltd. were able to supply equipment worth Rs. 68:69 lakhs during the Second Plan period and of Rs. 2:96 lakhs worth during 1961-62 and 1962-63 (upto December, 1962) making a total of Rs. 71:65 crores.

77. The requirements of equipment are communicated by the Civil Aviation Department to the Radio and Cable Board which in turn, intimate them to the Bharat Electronics Ltd. The tentative requirements of Civil Aviation Department for the Third Plan were submitted to the Radio and Cable Board in June, 1959 and the final requirements in November, 1960. Orders for certain items of equipment like H.F. transmitters which are already on the production line of BEL have been placed. It is understood that the Bharat Electronics Ltd. are negotiating with foreign firms for the regular manufacture of other items of equipment such as MF beacon transmitters of various outputs, communication receivers, VHF Direction Finders etc. The Committee have been informed by the Civil Aviation Department that as soon as these negotiations are completed by the Bharat Electronics Limited and they furnish them detailed specifications of equipment and the cost thereof, further orders would be placed. It has been added that the Bharat Electronics Limited had recently informed the Civil Aviation Department that they would have to provide foreign exchange for each item of equipment to the extent of about 50% of the cost.

78. The Committee have been informed by the Ministry of Defence under whom the Bharat Electronics Limited function that many of the items of electronics equipment required by the Civil Aviation Department are of a special nature peculiar to the Civil Aviation Department and are required in quantities which do not lend themselves to economical indigenous manufacture.

79. The estimated value of communication equipment required during the Third Plan period is Rs. 500 lakhs out of which equipment worth Rs. 443 lakhs (88.6%) is proposed to be imported. *The Committee cannot too strongly emphasise the need for making redoubled efforts to develop indigenous sources for manufacture of the communication equipment in the Bharat Electronics Limited and elsewhere so as to reduce the drain on foreign exchange as far as practicable. They would also urge that the Civil Aviation Department and Indian Air Force may by mutual agreement standardise, as far as possible, communication equipment so that the difficulty expressed by the Bharat Electronics Ltd. of undertaking manufacture of specialised items of equipment in small quantities is eliminated.*

Airways Control.

80. The Committee understand that the International Civil Aviation Organisation Joint Middle East/South East

Asia Regional Navigational meeting held in January/February, 1959 had in its recommendations stressed the desirability of replacing air traffic advisory system by air traffic control before 1962. Following the above recommendation of International Civil Aviation Organisation the demand from International Airline operators to convert the advisory routes into airways control* naturally became more pressing.

81. Four requisites for the introduction of airways' control are stated to be as under:—

(i) adequate number of trained and experienced air traffic control officers;

(ii) inter-centre controller-to-controller radio telephone communication facility;

(iii) direct pilot to airways controller means of voice communcation; and

(iv) airways control desks, flight progress boards and flight progress strip holders in adequate number to be installed at the airways control centres at Delhi, Bombay, Calcutta and Madras.

82. The Committee were informed that it was proposed to replace the advisory routes between Delhi-Bombay and Bombay-Calcutta into airways control in the beginning of 1963 and that necessary staff was being trained for that purpose and that equipment was also being procured. They understand that implementation of that proposal would need co-operation of the Air Force particularly in the mater of improving communication system. They also understand that Director General, Civil Aviation is considering a proposal for the provision of land line communication between the four Area Control Centres and important Indian Air Force and civil aerodromes under each Area Control Centre. *The Committee hope that both Indian Air Force and Civil Aviation Department would fully cooperate with each other so that the airways control may be established as early as possible.*

Increasing the radius of Control Zone.

83. Air India in their memorandum to the Committee have urged that—

* "Airways control" is defined as a control area or portion thereof established in the form of a corridor equipped with radio navigational aids. Control Area is defined as 'a controlled airspace extending pwards from a specified height above the surface of the earth.

"The terminal areas which are controlled areas around international airports should be so modified to give effective control for jet aircraft operating into and out of terminals. Such airspace should econompass the whole manoeuvring area of arriving jet air-craft from the point of initial descent to final approach and landing, and similarly, for departing aircraft from ascending to cruising level. The existing system only gives protection to a portion of the ascending and descending traffic while the remainder is under the advisory system, for which the ATC does not take any responsibility. The recent Alitalia accident points to the urgent need of this measure—the object of which can be achieved by increasing the radius of the control zone from 100 N.M. to 150 N.M."

The Committee were informed by the Civil Aviation Department that a specific request had been received by them from Air India for extension of control zone in Calcutta and the work had been taken in hand. *The Committee suggest that the radius of the control zone at all the international airports in India may be increased suitably so as to provide effective control for jet aircraft entering into and out of terminals.*

Improvement in Ground Air Communication Facilities.

84. The Chairman, Indian Airlines Corporation in his evidence before the Committee had stated that if the ground air communication facilities were improved it would enable them to operate their aircraft on the basis of two-pilot system and eliminate radio officers who would be given alternative employment, compensation etc.

The Committee understand that recently static free VHF air ground facilities have been provided in many countries.

The representative of the Department informed the Committee that in Britain and United States, a system on the principle of scatter propagation had been developed and tried out across the Atlantic and North Pacific. It was proposed to obtain three sets of such equipment under Exim Bank Credit allotted to the Civil Aviation Department by the Government and introduce the facility on the Bombay-Calcutta and the Bombay-Delhi routes.

The Committee hope that in the light of experience gained of this equipment and in close coordination with the Airlines Corporation the Civil Aviation Department would extend such air ground communication facilities to other routes so that maximum efficiency and economy consistent with safety can be achieved.

85. The Committee learn that Radar facilities at Bombay (Santa Cruz) and Calcutta (Dum Dum) are provided for 19 and 16 hours respectively to save staff and equipment cost. There are, however, no Radar facilities provided at Palam and Meenambakam. The Ministry of Defence who are concerned with provision of Radar facilities at Palam have informed the committee that the question of the purchase of Surveillance Radar is under consideration. As regards Meenambakam, the Civil Aviation Department it is stated to have plans to provide Radar facilitity in the near future. *The Committee hope that Radar facilities at Palam and Meenambakam will be provided early. They also suggest that the question of manning the Radar services at Bombay (Santa Cruz) and Calcutta (Dum Dum) for 24 hours at least during the monsoons in the interest of safety may be examined.* **Radar Facilities.**

86. The representative of the Department stated that Precision Approach Radars for installation at Bombay and Dum Dum had been received under T.C.M. aid, but the plan for the buildings had yet to be finalised by the suppliers of equipment. *The Committee recommend that the matter may be pursued with the suppliers so that the Radars are put to effective use at these international airports without avoidable delay.* **Precision Approach Radars.**

87. The Committee understand that the Sixth Session of International Civil Aviation Organisation Communication Division held in September/October, 1957 had prescribed certain maximum time for the despatch and receipt of messages of various categories between different stations over aeronautical fixed telecommunication network. The Committee observe from a statement showing the transit time statistics of traffic for the months April to June, 1962, as furnished by the Civil Aviation Department that in a majority of cases the messages had not been despatched within the time limit prescribed by the I.C.A.O. In some cases the average time taken was more than 3 to 4 times of the prescribed time. **Despatch and Receipt of Messages**

88. The representative of the Department admitted that the airline operators had from time to time pointed out delays in the handling of messages. To overcome delays, radio teletype and landline teletype circuits are stated to have been introduced in the service. It is also proposed to use semi-automatic/automatic relay methods for quick transmission.

The Committee are constrained to note that India has not been able to conform to the time prescribed by I.C.A.O. for the despatch and receipt of messages even

after lapse of five years. They urge that the Civil Aviation Department should draw up a planned programme to speed up transmission of messages.

Multiple Announcing positions.

89. The representative of the Department stated during evidence that at present multiple announcing positions were available only at Bombay airport. It was stated that requests had been received from airline operators for multiple announcing positions at Calcutta, Delhi and Madras. These could be complied with only when the Civil Aviation Department received new equipment in about a year's time. Such equipment is stated to be fabricated largely within the country.

The Committee hope that in installing the new equipment Government have profited from the latest advances made in other leading countries and their own experience of the working of multiple announcing positions at Santa Cruz. They would like the Department to pay special attention to the public address system so as to raise its standard to a high level of efficiency.

Training of Announcers.

90. It was admitted by the representative of the Civil Aviation Department that they were receiving complaints that the announcements made at the aerodromes were not clear. This was ascribed by the Department largely to the fact that the airline announcers were not properly trained and Government had no control over them. *The Committee suggest that the feasibility of evolving a scheme for training of announcers through All India Radio may be examined in consultation with the Air Corporations.*

B. Aeronautical Inspection Directorate

Functions.

91. The primary function of the Aeronutical Inspection Directorate is to exercise control on overhaul and maintenance work done in the workshops of the scheduled and non-scheduled operators in the country. The Directorate has under it four Controllers of Aeronautical Inspection with headquarters at Delhi, Calcutta, Bombay and Bangalore.

The majority of the Aeronautical Inspectors are attached to the Corporations' Workshops.

Duplicate Inspections.

92. The Chairman, Indian Airlines Corporation in his memorandum to the Committee has stated *inter alia* that—

"The normal practice in countries such as the U.K., Australia and the U.S.A. is for major operators to set up inspection organisations of their own with Government's approval. The bulk

of the inspection work in the engineering shops is performed by internal inspectors, with Government inspectors exercising general supervision of technical practices and carrying out occasional surprise checks. This arrangement leaves much to the discretion and initiative of the internal inspectional organisation and yet ensures the maintenance of high technical standards.

The IAC has a full-fledged inspection organisation of its own which has the approval of the D.G.C.A. Nevertheless the Aeronautical Inspection Directorate also maintains a considerable force of inspectors and insists on detailed inspection of almost all the work done even after it has been checked by the IAC's own inspectors. This results in duplicate and sometimes even triplicate inspections and is a major cause for delays in the IAC's engineering workshops."

93. Similarly, the Chairman, Air India in his memorandum to the Committee has stated *inter alia* that—

"The Controller of Aeronautical Inspection. Bombay, employs 20 Inspectors, of whom 12 Inspectors are attached to Air India. It appears to be the Civil Aviation Department's intention to allocate a number of these Inspectors to Air India's overhaul and maintenance shops on a full-time basis, presumably to exercise monitoring control over work done in these shops. As Air India has an extensive Inspection Organisation, it would be a waste of money to super-impose a battalion of Government Inspectors for monitoring the work of an approved Inspection Organisation. In the context of Air India having operated on the basis of inspection approval since 1949 and the practices followed in the U.S.A., the U.K. and Australia, the employment of additional inspection staff by the Aeronautical Inspection Wing for the purpose of exercising more control is not a step in the right direction."

System of Inspection in foreign countries.

94. A brief note setting out the system of aeronautical inspection in the United States, Britain, Australia and India as furnished by the Department of Civil Aviation is reproduced in Appendix VII. The note while claiming that the inspection system in this country is based on the principles followed in Britain and Australia concedes that the

control exercised by the Civil Aviation Department here is more rigid as compared to other countries. The fundamental reasons for such rigid control are stated to be—

(1) In the case of Indian Airlines Corporation, the Chief Inspector of the engineering base is directly responsible to the Chief Engineer who is directly responsible for production and the inspectors work under the Shop-in-Charge.

(2) In the case of Air India, the Chief Inspector is responsible to the Engineering Manager who is head of production and the inspectors work directly under the Shop Superintendent.

The Department of Civil Aviation have stated that the Chief Inspectors of both the Corporations are susceptible to influence by the production side, whereas in Britain and Australia the Chief Inspector being directly responsible to the Directors of the firm is not susceptible to such influence. It has, therefore, been contended that more rigid inspection by Government inspection officers is a necessity in this country.

Present Inspection Procedure.

95. It is stated that normally, a public transport aircraft undergoing major overhaul is put up to Civil Aviation Department for inspection in stages as the work on the aircraft progresses. The stage inspection is put up in the form of a memo. by an Aircraft Maintenance Engineer or an approved inspector after he has carried out inspection of that stage of the aircraft. Defects found by the Government inspector on this stage are recorded in the memo. and these are required to be rectified before the certificate of airworthiness of the aircraft is renewed or the aircraft is permitted to fly.

96. In the case of Air India this system of inspection was discontinued about six years ago and the Government Inspectors carry out spot checks as and when the work is in progress and the certificate of airworthiness is renewed on that basis. Defects found by the Government Inspectors are verbally pointed out to Air India inspectors on the spot.

97. As far as Indian Airlines Corporation is concerned they are stated to have obtained only a partial approval of their inspection organisation which is confined to overhaul of Dakota and Skymaster aircraft and their power plants. They have also been granted provisional approval for the overhaul of Rolls Royce Dart engines. They do not hold approval for overhaul of Viscount and Fokker Friendship aircraft and their accessories. Indian Airlines Corporation

are, therefore, required to submit stage inspections to the Government inspection officers.

98. It is stated by the Civil Aviation Department that serious defects found in the work of Air India have been taken lightly by the latter by stating that the inspection on the parts affected had not been completed by them. As a result disciplinary action, which should have been taken under the Indian Aircraft Rules, could not be taken. The question of introducing a stage inspection system at least at the major check (Check V) of Boeing aircraft at 3600 hours is stated to be under the consideration of the Civil Aviation Department.

99. It is further stated by the Civil Aviation Department that "as regards Indian Airlines Corporation because of their poor maintenance planning they generally take long time for carrying out maintenance and overhaul of their aircraft, and therefore, any delay on our (Aeronautical Inspection Department) part does not arise. For example, on Viscount aircraft, a Check IV schedule which covers part overhaul of the aircraft has been carried out by Indian Airlines Corporation anywhere from 18 days to 56 days. This Check IV is put up to Government inspection in about six stages. The actual time taken for carrying out stage inspection by the Government inspectors is only about 10 hours."

The above note was furnished to the Committee by the Civil Aviation Department long after the Chairman, Indian Airlines Corporation had appeared before them and, therefore, they had no opportunity of going into the matter. *They have, however, no doubt that Government would take such action as is necessary to eliminate delays, if any, in the overhaul of aircraft.*

Proposals for Increased Lives of engine/airframe/components.

100. The Indian Airlines Corporation have further brought to the notice of the Committee several instances where there has been delay by the Aeronautical Inspection Department in approving proposals for increased lives of engine/airframe/components. It was also stated that a request was made to the Civil Aviation Department on the 23rd January, 1962 to approve the extension of major inspection period of Viscount aircraft but despite issue of 10 written reminders no reply was received till 18th August, 1962, on which date the Chairman of Indian Airlines Corporation appeared before the Estimates Committee. When the Estimates Committee raised this question with the Civil Aviation Department on the 28th August, 1962

the representative of the Department promised to look into the matter. In a subsequent note furnished to the Committee it has been stated that the Indian Airlines Corporation life development proposal of 23rd January, 1962 "was found lacking in the most vital information that was necessary for evaluating the life development and the Chief Inspector of Indian Airlines Corporation was advised to submit further data *vide* their letter dated the 31st August, 1962." In extenuation of delay the Civil Aviation Department have stated that they were waiting for a personal discussion which was held on the subject on the 31st July, 1962.

101. *The Committee are not convinced that a discussion could not be held for several months between the Aeronautical Inspection Department and the Chief Inspector of Indian Airlines Corporation specially when in the same note it has been stated that "it is a common practice with our field officers to discuss subjects verbally in the initial stages with the Chief Inspector and his staff whom they meet daily in the course of their normal inspections in the hangar." They are also not convinced by the arguments advanced by the Aeronautical Inspection Department for not sending a written reply to a letter which the Indian Airlines Corporation had followed up by 10 reminders. They recommend that the matter may be looked into and appropriate action taken so that such gross delays do not recur and the letters from the Corporations are dealt with in a business-like manner.*

Need for Rationalisation of Inspections.

102. The Committee note that the Chairman of both the Corporations in their evidence before the Committee had stated that detailed inspection imposed on them was resulting in delays and had adversely affected their efficiency and working. The Indian Airlines Corporation have further pointed out that "the total utilisation of fleet would show an improvement of 10 per cent in case the delays in taking decisions are reduced to minimum and the whole system of granting extensions and approval of development of maintenance programme is streamlined." *As improvement in procedure of inspection would make for better utilisation of aircraft and earning of additional revenue, the Committee feel that the matter deserves serious consideration. They recommend that Government should appoint an expert committee to go into the whole question of reorganisation and rationalisation of the functions of the Aeronautical Inspection Department after taking into account the developments in turbo-prop and turbo-jet aircraft, the practice followed in other countries, the standard of maintenance achieved by the Corporations, the*

need for re-organisation of the Corporations' inspectorates so as to take them out of the influence of production head, etc.

Investigation of Failure of Aircraft.

103. The operators are required to investigate into the failure of aircraft and engine components and submit to Civil Aviation Department a report on the prescribed form. The Civil Aviation Department have stated that the Corporations are not fully complying with this requirement at present as they have represented that to submit these reports in respect of all the prematurely removed components would be cumbersome. The Civil Aviation Department have, however, been insisting on the Corporations to have an independent defect investigation section of their own to carry out investigations into all premature removals and report on them promptly.

104. Indian Airlines Corporation have represented that the investigation is often held up either due to the representative of Aeronautical Inspection Department being not readily available (Corporation operates round the clock) or due to his insistance on carrying out detailed checks involving dismantling etc. which according to the Corporation are not necessary.

The Indian Airlines Corporation have suggested that the Defects Analysis and Investigation Branch under the Chief Inspector at each base should be made responsible for carrying out investigations of prematurely removed components. They have added that the Government Surveyor need not witness investigation of every component but carry out surprise checks or co-ordinate investigations where necessary. They have also stressed the need of Investigation Branch keeping a full record of defects noticed etc.

The Committee suggest that the Expert Committee referred to earlier may also go into this problem of investigation of failed parts and prescribe a suitable procedure therefor.

Training of Inspectors.

105. The representative of the Department admitted that the Inspectors of Aeronautical Inspection Organisation had not been trained in time for checking the maintenance of Boeing and Fokker Friendship Aircraft. *The Committee suggest that before a new type of aircraft is introduced by an operator, the concerned inspection staff of the Department should be given proper training and necessary directions in the mechanism of the new type so as to ensure effective inspection.*

Refresher Course for Inspection Officers.

106. The Committee understand that a scheme for imparting training in modern and latest techniques of aircraft maintenance and inspection to Inspection Officers at Civil Aviation Training Centre, Allahabad and Hindustan Aircraft Limited, Bangalore was approved by the Ministry of Transport and Communications in June, 1956. The first batch of inspection officers was, however, sent for training with effect from the 11th July, 1960. The commencement of the Refresher Course for the Inspection Officers is stated to have been delayed due to the following reasons:

> "(i) A large number of posts in the Inspection Organisation were lying vacant during that period. Withdrawal of even a few officers from the Inspection Officers available at various stations would have seriously affected the smooth running of the offices concerned. The deficiencies, to a large extent, were made good by 1960 when it was decided to send batches of Inspection Officers for Refresher training.
>
> (ii) Another reason which contributed to the belated commencement of the Course was lack of residential accommodation at the Bamrauli aerodrome due to various other Courses being in progress."

The Committee are not convinced by the reasons advanced for the inordinate delay of four years in sending the first batch of inspection officers for refresher training. They suggest that the executive machinery should be tightened up so that there is no delay in implementing the scheme after it is approved.

Overloading of Aircraft.

107. The Committee learn that one of the functions of the Aeronautical Inspection Directorate is "surprise check of transport aircraft to detect overloading". They note that during the period April, 1959 to March, 1962, 184 load checks were carried out which revealed 17 overloading cases relating to Indian Airlines Corporation and 21 overloading cases relating to private companies. *It is revealed that in case of private companies all the overloading cases detected are restricted to Calcutta airport which has a weigh bridge.*

108. It is stated that a total sum of Rs. 3,80,000 had been provided for the purchase of 3 aircraft weighing scales and other inspection equipment during the Second Five Year Plan. However, due to the stringency of foreign exchange position, it was decided to restrict purchase of the Inspec-

tion equipment to the barest minimum and to defer purchase of aircraft weighing scales till foreign exchange position improved. The position is expected to be reviewed during the Third Plan period if the foreign exchange position eased.

The Committee feel that the feasibility of providing weigh bridges at other important airports which are used by non-scheduled operators may be considered. They would also urge that checking for overweight at airports particularly those which are used by non-scheduled operators, should be tightened up.

IV. TRAINING AND LICENSING DIRECTORATE

A. Civil Aviation Training Centre, Allahabad

Keen Demand for Aviation Personnel

109. The post-war boom in air transport generated a keen demand for the services of commerce pilots and other aviation personnel. As flying clubs could not cope with the demand for training personnel, Government proposed in 1946 to establish a Central Institute where composite could be provided for pilots, ground engineers, mechanics, air traffic control officers and communication officers.

C.A.T.C. Allahabad.

110. The following four schools were started at the Civil Aviation Training Centre at Allahabad between 1948 and 1950:—

(i) Engineering School (for training of aeronautical engineers).

(ii) Flying School (for training of pilots).

(iii) Communication School (for training of communication officers).

(iv) Aerodrome School (for training of aerodrome officers).

The Committee have been informed that the Engineering School at Allahabad was closed on the 30th April 1962 as the Corporations were training their own engineers.

School, Allahabad.

111. Flying School was also expected to be closed due to unemployment among the pilots. Another reason for closing the Flying School is stated to be the requirements of Ministry of Defence who would take over the present land, buildings, etc. where the Civil Aviation Training Centre is located. The Civil Aviation Department would be retaining accommodation to the north of the Grand Trunk Road where the training of Aerodrome and Communication Officers would continue.

112. In this connection the Committee would like to draw attention to the following extracts from para 202 of the Report of the Committee to examine the existing system of the grant of subsidy and subvention to the Flying and Gliding Clubs, 1963 (Narayanaswami Committee):

"The Committee is of the view that the Flying Clubs have almost passed the first stage of spreading airmindedness, by training large number of

persons upto the 'A' licence standard, and that a stage has been reached when the people interested in aviation should look forward for facilities for advanced training at the Clubs. It seems desirable and essential to review the position not only for this reason but also in view of the fact that the facilities for training upto the Commercial Pilot's Licence standard will no more be available anywhere as the Civil Aviation Training Centre, Allahabad will be shortly closed. The Committee would therefore, suggest that in case it is not possible for all the clubs to be equipped with adequate facilities for the training upto the Commercial Pilots Licence standard, at least some clubs should be selected and permitted to impart such training, subject to their acquiring the necessary equipment. The selection could be made on a sort of zonal basis so that the trainees may not have to incur too much expenditure on going to long distance for the training."

113. The Committee would also like to draw attention to the following observations made by them in their Thirteenth Report (February, 1963) on action taken by Government on the recommendations contained in their Hundred and Fifteenth Report on "Training and Employment of Civil Pilots":

"The Committee note that Government have since decided that the Flying School at Civil Aviation Taining Centre would be closed down towards the end of 1962. The Committee hope that before any new scheme for training of commercial pilots is finalised, the Government would consider carefully the recommendations contained in their Hundred and Fifteenth Report and would consult fully the Airline Corporations, Indian Air Force etc. so as to make sure that only the requisite number of pilots for whom employment opportunities could be assured are trained."

The Estimates Committee feel that Government should review at an early date the whole position regarding the training of civil pilots keeping in view the requirements of emergency, recommendations made in their Thirteenth Report (February, 1963), *and recommendations made by Narayanaswami Committee.*

B. Flying Clubs

114. In 1928 Flying Clubs were started at Calcutta, Bombay and Delhi and in 1929 at Madras. All States with the exception of Jammu and Kashmir State have now at least one Flying Club each.*

Flying Clubs are autonomous bodies, registered either under the Indian Companies Act, or the Societies Registration Act or the State Co-operative Societies Act and are managed by their own elected managing committees etc.

The scope of training in the Flying Clubs is at present confined to:

(i) hobby flying;

(ii) training for Private Pilot's Licence;

(iii) training of cadets of the Air Wing of N.C.C.

115. Under the Subsidy Agreement the Central Government besides giving subsidy and subvention to Flying clubs, provide free landing, hangarage and housing facilities. The expenditure incurred by the Civil Aviation Department giving subsidy, subvention etc., to the Flying and Gliding Clubs during the last three years is indicated in the table below:

Year	Subsidy and subvention to	
	Flying Clubs	Gliding Clubs
	Rs.	Rs.
1959-60	19,81,970	30,097
1960-61	20,90,433	51,285
1961-62	21,41,640	52,037

Appointment of Narayanaswami Committee

116. The Estimates Committee learnt in 1962 that Government had appointed *vide* their Order No. 15-V(E)(35)/61 dated the 20th March, 1962 a Committee under the Chairmanship of Shri G. Narayanaswami to examine the existing system of grant of subsidy and subvention to the Flying and Gliding Clubs in India and to recommend the procedure to be followed in the maintenance of the accounts by the Clubs. This had incidentally come to notice when the Chairman, Estimates Committee, in his capacity as a Member of Parliament received in June, 1962 a detailed questionnaire issued by Narayanaswami Committee.

*For details of Flying Clubs, please See Appendix VIII.

The Estimates Committee considered the matter at their sitting held on the 10th August, 1962 and noted that Government had appointed Narayanaswami Committee without prior consultation with the Estimates Committee in contravention of the instructions contained in the Department of Parliamentary Affairs Office Memorandum No. 119(L)/57-P.A. dated the 25th June, 1957 (Appendix IX). The representative of the Department of Communications and Civil Aviation in his evidence admitted that it was a mistake to have appointed Narayanaswami Committee at a time when the Estimates Committee were examining the Civil Aviation Department.

The Estimates Committee desired that Government should not publish the report of the Narayanaswami Committee without their prior consultation. They also decided that in view of the terms of reference of Narayanaswami Committee, the Estimates Committee need not go in detail into the working of the subsidy and grants-in-aid scheme of the Flying and Gliding Clubs, even though written memoranda has been earlier called for and received from some Flying and Gliding Clubs.

117. Narayanaswami Committee submitted its Report to Government on the 14th January, 1963. On the 18th January, 1963, the Department of Communications and Civil Aviation forwarded copies of the Report for the perusal of the Estimates Committee. The Estimates Committee at their sitting held on the 1st February, 1963 decided that they had no objection to the Government publishing the Report of the Narayanaswami Committee and this was duly communicated to the Department of Communications and Civil Aviation.

The Committee need hardly stress the desirability of Government strictly complying with the instructions contained in the Department of Parliamentary Affairs Office Memorandum No. 119(L)/57-P.A. dated the 25th June, 1957 (Appendix IX) on the subject of "Appointment by Government of Committees to consider matters already under examination by a Committee of Parliament", so that the instructions contained therein are not contravened in future.

Control of Flying Clubs

118. The Committee understand that the extent of control exercised by the Director General of Civil Aviation on behalf of Government, over the management of a club is laid down in the Subsidy Agreement between Government and the Club. Instructions are also issued from time to time by the Director General of Civil Aviation for the conduct of the Flying Clubs. All clubs also have a representative of the

Central Government (usually the Controller of Aerodromes or the Aerodrome Officer) on the Managing Committee. Technical and administrative officers of the Civil Aviation Department also inspect the clubs.

119. The representative of the Department stated during evidence that as far as technical inspections were concerned, officers of the Aeronautical Inspection Directorate visited the Flying Clubs for issuing certificates of airworthiness. Normally two visits were made for each aircraft; the first visit was made when the aircraft was in fully dismantled stage and the second after the aircraft had been assembled on completion of overhaul.

As regards administrative inspections it was stated that these were carried out by officers of the Training and Licensing Directorate, but the main control was exercised by the Director General of Civil Aviation through his representative on the Managing Committee of the Club who sent monthly reports about the activities of the club.

120. The Committee find from a statement furnished by the Department that while technical inspections to flying clubs have been frequent, the administrative inspections were *only* 4 *in* 1959, 3 *in* 1960 *and* 10 *in* 1961. *They also notice* that in the case of some flying clubs, administrative inspections had not been done even at an interval of two years. *The Committee feel that the administrative inspection of clubs should be done at least once every year so that irregularities which are brought to notice are tackled without loss of time.*

Irregularities in the working of Bengal Flying Club.

121. In this connection, the Committee would like to refer in particular to the case of the Bengal Flying Club, Calcutta. The Bengal Flying Club is stated to have been inspected by an Officer of the Department in August, 1959. Some of the main irregularities which came to notice as a result of the inspection are indicated below:

(i) The outstanding payment from the members of the club on account of the various dues amounted to Rs. 44,330·36 nP. at the end of March, 1959. The list of outstanding was found to be a long one and it appeared that timely action was not taken by the club to effect the recoveries.

(ii) Cash and receipt books were not maintained properly.

(iii) Pages of Stock Register were found missing.

(iv) Job estimates and Job Cards were not being prepared by the Club.

*(v) It was found that the Club claimed flying subvention in excess.

122. The Committee find that on the 19th April, 1960 the Controller of Aerodromes, Calcutta who was the representative of the Civil Aviation Department on the Managing Committee of the Bengal Flying Club, had forwarded to the Director General, Civil Aviation a copy of letter dated the 1st April, 1960 addressed by Shri Balgopal Mundhra a member of the Bengal Flying Club, to the Hony. Joint Secretary of the Club, which contained specific allegations about the working of the Club. It was alleged in that letter that in "an effort to raise the category of the Club, most of the members' annual quota of flying (50 hours) has been consumed even without flying and certain members were made to cooperate. I may also state that petrol has been distributed very freely amongst the office-bearers and also sold to No. X taxi in a mofussil town in order to log more hours and to show that you consumed the petrol in flying." In the second letter dated the 16th April, 1960, the member had levelled allegations that the club had opened branches at Jalpaiguri and Asansol with a view to log extra hours without flying.

123. The Committee are surprised to note that for the next few months the Controller of Aerodromes, Calcutta contented himself by sending a cryptic report to the Director General of Civil Aviation to the effect that "there is nothing to report". It was only in the month of April, 1961 that he suggested that "it is considered that the flying club's position is not at all satisfactory and some action by Headquarters is suggested". About the middle of 1961 the Civil Aviation Department sent an officer from headquarters to investigate into the affairs of the Bengal Flying Club.

124. The Committee were informed that "as a result of the investigation it was established that the Management of the club were keeping themselves in power by the support of the 'Dining' members and that they were not admitting new members for fear of opposition. There were also instances of overlogging of flying hours, recording of fictitious entries in the Log Books and other serious irregularities". It was stated that the explanation of the Club in respect of these irregularities was called for, but despite a protracted correspondence, the Club had "given no proper explanation". Payment of subsidies to the Bengal Flying Club was withheld for some time during 1962-63 but sanctioned during the latter part of the year.

---

*NOTE : The excess payment of flying subvention is stated to have been recovered from the Club in subsequent bills.

The Civil Aviation Department had also requested the Government of West Bengal to look into the affairs of the Club.

125. The Committee were informed that the Club had decided on the intervention of the Chief Minister, West Bengal that it should delegate powers of management to a Committee consisting of three members *viz.*,

(i) the Controller of Aerodromes;

(ii) the Transport Commissioner of West Bengal; and

(iii) the nominee of N.C.C.

The proposal to hand over the Management of the club to a Committee consisting of three members was considered by the Department of Communications and Civil Aviation in consultation with the Ministry of Law. It was considered that the constitution of the 'Three-Man Committee' might not be quite legal in terms of the Articles of Association of the Bengal Flying Club, and that the only safeguards which appeared to be necessary were that the representatives of the Director General, Civil Aviation and the West Bengal Government should take more active interest in the affairs of the club and that the Managing Committee should agree to the appointment of an officer of the West Bengal Government as Administrative officer to carry out the day-to-day administration of the club. This would safeguard against any irregularities. Accordingly, an Administrative Officer had been appointed to carry out the day-to-day administration of the Club.

126. *The Estimates Committee cannot, however, appreciate the delay of one year in taking action on serious irregularities noticed in the working of the Club. They do not see any reason as to why an enquiry was not held soon after receipt of a copy of letter dated the* 1st *April,* 1960 *from a member of the Club which contained specific charges of misappropriation of petrol and manipulation of flying hours etc.*

The Committee would also like to stress that the local representative of the Civil Aviation Department on the Flying Clubs should act with vigilance to see that malpractices are not indulged in by the Club. It is not enough that he should merely forward minutes of the executive committee meetings etc. of the club. In fact, it should be his duty to suggest concrete line of action when there is reason to believe that malpractices are being indulged in and that the affairs of the club are not being properly managed. The Committee would like to emphasise that prompt action should be taken when irregularities in the working of Flying Clubs come to the notice of the authorities.

127. Training is at present imparted at the flying clubs in a variety of light aircraft such as Chipmunk, Piper, Silvaire, L-5, Bonanza, Tigermoth, Auster, etc. Lately the flying, clubs have taken to "Pushpak" which are manufactured by Hindustan Aircraft Limited,, Bangalore. The "Pushpak" aircraft is stated to be only partly satisfactory for abinitio flying. It was stated by the representative of the Civil Aviation Department that Pushpak was not of modern design. Its range was stated to be not satisfactory for the purposes of the club. HT-2 the other trainer plane manufactured by Hindustan Aircraft Limited was stated to be not popular with flying clubs because of its high operating cost. **Trainer Aircraft.**

Narayanaswami Committee has also pointed out that—

> "The Committee during its visit to the Clubs came to understand that the Pushpak aircraft has certain limitations though good for abinitio training. It is a non-spinnable aircraft and has a limited range for cross country flying."

* * *

> "The Clubs are also averse to have any HT-2 trainers."

128. A pressing need is therefore, stated to have been felt for a new aircraft design with greater speed and range capability than the "Pushpak" and capable of performing spinning manoeuvres. A draft requirement specification for a light aircraft was, therefore, forwarded by the Civil Aviation Department to Hindustan Aircraft Limited in September, 1961. The Hindustan Aircraft Limited informed the Civil Aviation Department that if it was desired to design an aircraft to meet the requirements, it would require considerable amount of design and testing work and it might take about a year before the prototype could be flown. Hindustan Aircraft Limited have, therefore, recommended use of 'Krishak' aircraft which is stated to have been designed to meet the requirements of Air Force. The Civil Aviation Department have stated that 'Krishak' is not suitable for use as a basic trainer. *It is obvious that there is need for developing a suitable trainer aircraft to meet the requirements of Flying Clubs. Narayanaswami Committee in their report have also* inter alia *observed*:

> "If training aircraft and equipment in the Clubs is standardised and made uniform there would be considerable saving in the annual recurring expenditure."

The Committee recommend that Government should at an early date standardise a trainer aircraft for the use of Flying Clubs, in consultation with Hindustan Aircraft Limited and Indian Air Force.

Spare Parts for Trainer Aircraft.

129. The Committee understand that the Clubs are also facing considerable difficulty in obtaining spares for trainer aircraft as there are very few local concerns dealing in this trade. The representative of the Department informed the Committee that lack of spares was the main reason which delayed overhauling and repairs of aircraft.

130. Narayanaswami Committee have pointed out that "in their anxiety to keep the aeroplanes serviceable some clubs had been piling up stocks of spare parts which stood at Rs. 16,49.440 on 31st March, 1961 as compared to 13,03,349 on 31st March, 1959. Even then experience had shown that work on aircraft had in several cases been delayed because of non-availability of a particular spare part." Narayanaswami Committee have also noted that certain clubs had surplus spare parts which were awaiting disposal.

The Estimates Committee find that a large number of aircraft of Flying Clubs remain unserviceable. They would also like to draw attention in this connection to Statement No. 7 of Narayanaswami Committee Report which indicates that out of 133 aircraft with the clubs 51 were unserviceable. *The Committee, therefore, feel that the Civil Aviation Department should actively help the flying clubs in getting spare parts at reasonable rates.*

Certificates of Airworthiness.

131. The Committee also find that a number of aircraft and gliders remain grounded awaiting certificates of airworthiness. For example, 6 aircraft and 3 gliders were awaiting certificate of airworthiness in July, 1962. *The Committee recommend that Civil Aviation Department should streamline the procedure of granting certificate of airworthiness so that delays are eliminated.*

Training of Pilot Instructors.

132. The Committee understand that there is a dearth of qualified Pilot Instructors at the Flying Clubs and the number of trained personnel is not commensurate with the programme of expansion of the Flying Club movement in the country. The representative of the Department admitted that it had not been possible to arrange for refresher courses for flying instructors employed by the Flying Clubs.

The Committee are in agreement with Narayanaswami Committee that "for the future, immediate steps should be taken to train as many Pilot Instructors as possible considering the number of Clubs existing at present and the number

that is likely to be started in future". The Estimates Committee also suggest that a scheme should be worked out and implemented early to impart refresher courses to flying instructors.

C. Gliding Clubs

133. Glider training was started in the country in 1931 with the formation of the Indian Gliding Association in Bombay. The Association opened a Gliding Centre in Poona. The Centre was taken over by the Government of India in 1954 and is now run as a departmental centre. Two more departmental centres, one at Bangalore and the other at Allahabad were established in February, 1956. Two private gliding clubs *i.e.* the Delhi Gliding Club at New Delhi and Birla Gliding Club, Pilani were formed in October, 1950 and January, 1959 respectively. The Rajasthan Flying Club has formed a Gliding Wing at Jaipur in November, 1960.

Third Plan Target.

134. The Committee learn that out of 35 Gliding Clubs or gliding wings attached to the Flying Clubs proposed in Third Plan, only two gliding wings have come into existence and one Gliding Club and one gliding wing are about to open. *Gliding apart from providing a joyous and adventurous sport also inculcates airmindedness in the youths of the country. The Committee recommend that the Civil Aviation Department should take effective steps to popularise gliding by adopting such measures at (i) observing club days for arranging demonstration fligts; (ii) giving publicity to facilities available in the clubs in the universities and colleges.*

Indigenous Manufacture of Gliders.

135. The Committee understand that no expenditure has so far been incurred against Rs. 45,82,000 provided in the Third Plan for gliders and other ancillary equipment. The Third Five Year Plan provides for the purchase of 110 twin-seater gliders, 75 single-seater gliders and 30 sail-plane gliders. No order has actually been placed so far. It is stated that a bulk order was placed for the supply of 27 single-seater gliders and 22 twin-seater gliders in 1959. Only 14 single-seater gliders and 10 twin-seater gliders have been received so far. The deliveries of remaining gliders are expected to be completed by the end of the current financial year. The supplies already received and likely to be received are stated to be sufficient for the present needs.

136. *The Committee are glad that the Research and Development Directorate have been taking keen interest in designing gliders and sail planes.* The Technical Centre under the Research and Development Directorate has built

several glider prototypes, including Ashvini—2 seater trainer glider and Rohini—2 seater trainer with side by side seating arrangements. The Committee understand that Ashvini glider is currently in quantity production within the country and that Rohini glider is also expected to be soon taken up for quantity production.

The Committee were assured by the representative of the Department that requirements of gliders during the Third Plan will be fully met by indigenous manufacturers.

Winches.

137. The Committee understand that difficulties are being experienced by the gliding clubs in the matter of supply of winches and cables which have to be imported. It has been stated that orders have been placed for import of 15 winches out of which 3 have been received. Two prototypes of glider launching winches have been made by the Department and blueprints are available for production. *The Committee hope that indigenous manufacture of winches will be soon taken up.*

Cables.

138. As regards cables it was stated that efforts were being made to manufacture them within the country. *Pending its manufacture within the country, the Committee would suggest that the Civil Aviation Department should ensure that this essential item of consumable stores is supplied to the Gliding Clubs at reasonable rates.*

Scholarships for Gliding Clubs.

139. The Committee understand that Government have also instituted a scheme of awarding 100 scholarships at the Gliding Clubs/Centres with effect from 1-4-1961 in order to provide greater incentive to gliding activities among the youth of the country. During the year 1961-62 only 73 scholarships were utilised as this was the first year and it took some time to select the persons. *The Committee note that selection of candidates for the year* 1962-63 *had not been finalised till August,* 1962. *They suggest that it should be finalised soon after the commencement of the financial year so that the scholarships are utilised in full.*

V. GENERAL

A. Research and Development

140. The functions of the Research and Development Directorate *inter alia* are: Functions.

(i) development and supervision of design airworthiness and type certification of civil aircraft including gliders and equipment;

(ii) civil aircraft performance testing;

(iii) approval of major modifications;

(iv) operational research;

(v) evaluation and development of safety devices;

(vi) scientific investigation of accidents;

(vii) design and development of light aircraft including gliders; and

(viii) selection of suitable aircraft types for civil operations.

141. The Ministry of Transport and Communications consult the Directorate for technical advice about the suitability of aircraft for air services. The Committee were informed that technical studies had been made by the Directorate on the following types of aircraft:

(i) *International Operations*

Brittania, Lockheed 1649A, Boeing 707 and 720, DC-8, Comet-4, etc.

(ii) *Domestic Operations*

Viscount, Convair 340, Friendship, Herald, Avro-748, Heron, Illyshin 14P, Caribou, etc.

(iii) *VIP and Club uses*

Beaver, Cessna-310, Beachcraft, Twin-Bonanza, Piper Apache.

(iv) *Helicopters*

Bell-47, Sikorsky S-51, Hiller-360, MI-4, etc.

Need for Standardising Aircraft.

142. The Chairman of Air India in his evidence before the Committee stated that he was strongly of the view that Air Corporations should standardise on as few types of aircraft as possible having due regard to the operational needs. At one end there might be an aircraft like Boeing for long-range inter-continental operations and on the other end a small twin engined aeroplane for feeder services while in the middle for trunk services there might be fairly large aircraft like Viscount or Caravelle. He was in favour of introduction of jets on the country's trunk routes.

The Chairman, Indian Airlines Corporation stated in his evidence that the Corporation had recommended to Government purchase of four Caravelles for operation on trunk routes as the capacity of Viscounts was proving insufficient. The Viscounts, thus released, would be utilised for meeting growing demands of traffic on other regional routes.

143. The Committee find that the Indian Airlines Corporation have the following aircraft:

(i) Viscounts.

(ii) Fokker Friendships.

(iii) Skymasters.

(iv) Dakotas.

(v) Herons.

(vi) Vikings.

The Committee are glad to note that Air India have already standardised their aircraft to one type namely Boeings. The Committee recommend that Government may examine the feasibility of standerdising aircraft for air services within the country also and suggest that having regard to the various requirements, there should be not more than three types so as to achieve maximum economy and efficiency.

Replacement of Dakotas by Avro 784.

144. *Asked about the replacement of Dakotas, the Committee were informed by the representative of the Ministry that it was proposed to replace them by Avro 748 being manufactured by the Ministry of Defence provided the aircraft in its final form satisfied the specifications applicable to a civil air transport aircraft. He added that the aircraft should be able to carry a paying load. The Committee were also informed that the cost of Avro 748 had yet to be worked out as also other relevant aspects like operating cost etc. The Committee have no doubt that Government would*

satisfy itself fully about the payload capacity, operating cost etc. of Avro 748 before undertaking its manufacture for commercial use in the country.

B. Investigation of Accidents

145. The Accident Investigation section of the Civil Aviation Department are entrusted *inter alia* with the following functions relating to investigation of accidents:

(i) to investigate and report on all major aircraft accidents in India;

(ii) to be associated with inquiries into all accidents to Indian registered aircraft outside India;

(iii) to make recommendations for the avoidance of such accidents;

(iv) to investigate airmisses (the potentially dangerous proximity of an aircraft to another in the air); and

(v) to publish periodically Air Safety Circulars and annually a Survey of Accidents to Indian registered aircraft.

Accident Investigation Section to wo[illegible]der [illegible]istry.

146. The Chairman, Air India in his memorandum to the Committee has stated that—

"As this Directorate (Accident Investigation) is now under the Director General, Civil Aviation who also controls other activities c[illegible] with the development of civil aviation *e.g.* inspection, aerodromes and communications, it is desirable that the Accident Investigation Branch is made independent of the D.G.C.A.'s control and placed directly under the control of the Ministry, so that it can function without bias or prejudice."

The Chairman, Indian Airlines Corporation has also urged in his memorandum that:—

"The Government's accident investigation branch is at present a part of the D.G.C.A.'s office, where it comes under the Director of Air Safety. Since, however, the D.G.C.A.'s organisation itself can at times be involved in an accident to an aircraft, it is recommended that the accident investigation branch be separated from the D.G.C.A. and given independent status under the Ministry of Transport and Communications."

147. The Secretary, Department of Communications and Civil Aviation, stated during evidence that the question of bringing the Accident Investigation Section under the Ministry had been considered by him on joining the Ministry. He had not pursued the idea on the ground that the Director General of Civil Aviation is the administrative head but not directly involved in any particular item of working of aeroplanes. It was added that the Director General of Civil Aviation had also to express final opinion on all the reports of the Accident Investigation Section.

The Committee consider that the views of both the air corporations on the point merit serious consideration. Their stand is supported by the procedure followed in the case of investigation of major railway accidents. The Government Inspectors of Railways who investigate accidents on railways are not only made independent of all Zonal Railways but also of the Railway Board and function under the Ministry of Transport and Communications.

The Committee consider that the wholesome principle that the agency investigating into accidents should be independent of the organisation should be followed also in the case of Civil Aviation. They recommend that the Accident Investigation Section may be taken out of the purview of the Director General of Civil Aviation and placed directly under the Ministry of Transport and Communications or under any other Ministry considered suitable.

Action on Accident Investigation Findings.

148. *The Committee find that a long time has been taken in certain cases to consider recommendations made by the Accident Investigation Section.* For instance, one of the recommendations made in the case of accident to one Dakota V.T.—C.G.I. which met with accident on the 29th March, 1959, near Hilakandi that "The present procedure for passing weather information to the aircraft could be improved" was still under consideration. Again in the case of accident to Auster Mark V VT-CSH on the 23rd October, 1959 near Borgaon, District Akola, it was recommended that "rules should be introduced to govern the operation of aircraft engaged in crop-protection work". The Committee were informed that in pursuance of the recommendation, amendment to Rule 7 of Indian Aircraft Rules was under examination by the Ministry of Transport and Communications. *The Committee feel that prompt decision and follow up action should invariably be taken on recommendations made by the Accident Investigation Section so as to avoid recurrence of such accidents.*

149. The Committee note that one of the duties of the Accident Investigation Section is to publish Air Safety Circulars periodically. *The Committee are constrained to note that these Circulars which contain an analysis of accidents and a section on general safety precaution were not issued during the years* 1960 *and* 1961 *on the ground that officers of the Accident Investigation Section had been deputed for training abroad or were too busy with the investigation of accidents to bring out the Circulars. The Committee are unable to appreciate reasons for suspending issue of Air Safety Circulars for two years and consider that such Circulars which constitute an effective means of educating the aircraft operators in safety precautions should be issued regularly.* **Air Safety Circulars.**

C. Search and Rescue of Aircraft in Distress

150. The Committee have been informed by the Civil Aviation Department that the provision of long, medium and short range aircraft for purposes of carrying out search and rescue of aircraft in distress, as specified by International Civil Aviation Organisation in respect of India is the responsibility of the Indian Air Force.

The Ministry of Defence have, however, informed the Committee that—

> "Indian Air Force is responsible for providing search and rescue facilities on the sea. For this purpose, there are medium range aircraft (Liberator) and Super Constellation long range aircraft. I.A.F. provides Air Sea rescue facilities upto approximately 250 miles from the coast."
>
> "Air land rescue is the responsibility of D.G.C.A. The aircraft which are earmarked for A.S.S.R. (Air Sea Search and Rescue) can also be utilised for A.L.S.R. (Air Land Search and Rescue). The search and rescue of aircraft in distress is done in complete co-ordination between I.A.F. and D.G.C.A. and whatever assistance is required by D.G.C.A. is provided by I.A.F. according to their resources."

151. The Committee were informed during evidence that the Civil Aviation Department do not have any aeroplanes of their own for search and rescue work and that they depended on the Indian Air Force and the Air Corporations etc. for such operations. *The Committee feel that as in the case of search and rescue on sea, the responsibility has been clearly entrusted to the Indian Air Force, it would*

be better if they were also given the responsibility for air land search and rescue operations. It is obvious that specialised training is required for such search and rescue work, which the Air Force would be in a better position to undertake. The Committee would, therefore, urge Government to review the position.

D. Procurement of Stores

Delays in Procurement of Stores.

152. The Committee were informed that there had been considerable delays in procurement of stores. It was stated that it took about 18 to 20 months to receive the equipment after indents had been placed on the Director General, Supplies and Disposals. It was also stated that there appeared to be certain procedural delays in the office of the Director General, Supplies and Disposals in placing orders after receipt of recommendations from the indenting Department, issue of import recommendation certificates and corresponding amendments to delivery dates for supply of equipment. When the representative of the Department was asked whether any procedure had been laid down for placing indents 18 to 24 months ahead of requirements it was stated that the Director General, Supplies and Disposals required a certificate regarding allotment of foreign exchange before considering any indent for imported items. Due to stringency of foreign exchange and limited amounts that were being released on six monthly basis, indents could not be placed 18 to 24 months ahead of the time of requirement. *The Committee recommend that the representatives of the Ministry of Transport and Communications, Civil Aviation Department and the Director General, Supplies and Disposals may jointly go into the question of streamlining the procedure and expediting the procurement of equipment required by the Civil Aviation Department.*

Spare parts for Aircraft.

153. The Committee understand that the Indian Airlines Corporation and Air India have asked for an import licence to the tune of Rs. 84 lakhs and 150 lakhs respectively for aircraft spares and equipment for the period April-September, 1962. Besides spare parts are also required by the Ministry of Defence.

The Committee understand that the Ministry of Defence have set up Directorate of Technical Development and Production (Air) in their Ministry for purposes of co-ordinating *inter alia* the indigenous development and production of aircraft spares and accessories. As regards general aircraft stores like bolts nuts, rivets, screws, couplings, clips etc. the requirements of Indian Air Force, Navy, Hindustan Aircraft Limited, Indian Airlines Corporation and Air India have already been consolidated by that

Directorate and that sufficient progress has been made in setting up indigenous manufacture of these items. Dakota spares required by Hindustan Aircraft Limited or Indian Air Force are also being manufactured. Ministry of Defence have contended that as, major consumers of general aircraft stores would be aircraft manufacturers like the Hindustan Aircraft Limited and the Aircraft Maintenance Depot at Kanpur which form parts of the Defence Organisation, the manufacture of general aircraft stores also should be developed only as an agency within the Defence Organisation. *The Committee suggest that the feasibility of appointing a Standing Committee consisting of the representatives from the various interested organisations including the Ministry of Defence, the Hindustan Aircraft Limited, the Indian Airlines Corporation, the Air India, and the Director General, Civil Aviation may be examined so that there is proper co-ordination and the requirements of spare parts are met as far as possible from indigenous sources.*

E. Miscellaneous

Loss of Rebate.

154. The representative of the Department stated that under P.W. System of Accounting followed by the Civil Aviation Department payments were made by cheques and not in cash. It was added that as cheques were not readily acceptable to electrical authorities and private firms at outstations the delay in payment deprived the Department of the benefit of rebate which it would have otherwise been entitled to. Payments are now stated to be made in cash or by demand drafts. *The Committee would like the Department to ensure that payments in all such cases are made expeditiously so that the Government do not lose the rebate.*

Annual Reports.

155. Annual Reports of the Civil Aviation Department have been printed only upto the year 1955. Annual Reports for the year 1956, 1957 and 1958 are stated to be under print. Reports for the years 1959, 1960 have not yet been finalised.

*The Committee regret that the compilation and publication of annual reports of a Department which deals with the fastest means of communication should be delayed for several years. They suggest that if the reports are to serve any useful purpose, they should be brought out in time. They recommend that a time limit may be prescribed for compilation of the annual report of the Department and steps may be taken to see that the reports are published expenditiously.**

NEW DELHI-1;
March 20, 1963.
Phalguna 29, 1884 (*Saka*).

H. C. DASAPPA,
Chairman,
Estimates Committee.

*The Ministry have furnished the following information at the time of factual verification :

"Annual Reports of the Civil Aviation Department have been printed only upto the year 1958. Reports for the years 1959, 1960 [illegible]

APPENDIX I

(*vide* para 27)

Statement showing the allocations made for the various construction works of Civil Aviation Department during the First, Second and Third Five Year Plans and actual utilisation during the First and Second Plans.

Sl. No.	Name of Head	1st Plan		IInd Plan		Third Plan
		Allocation	Utilisation	Allocation	Utilisation	Allocation*
		Rs.	Rs.	Rs.	Rs.	Rs.
1	2	3	4	5	6	7
					(Rupees in Lakhs)	
(*i*)	Construction of new or improvement to existing runways, aprons and taxitracks	3,73,46,500	2,05,45,045	7,05,87,000	7,28,96,707	575·35
(*ii*)	Construction of new or improvement to existing terminal buildings .	93,00,800	46,97,915	71,78,800	68,28,566	144·50
(*iii*)	Construction of Technical Buildings such as W.T. Stations, Remote receiving stations, E.M. Workshops, Stores, Garages and Hangars etc.	55,45,200	25,52,614	89,93,000	69,37,987	304·65
(*iv*)	Construction of Residential Quarters	1,23,70,800	96,30,024	92,54,600	1,14,81,579	145·10

(*v*)	Construction of new Aerodromes, Glider-dromes and Civil Enclves in I.A.F. Aerodromes . .	69,50,100	47,25,223	53,73,400	37,79,986	307·20
(*vi*)	General Development including Water supply, Electric supply, Welfare facilities, Drainage and Minor Works	1,30,90,900	63,72,468	1,35,91,600	1,16,51,236	273·45
(*vii*)	Works connected with Civil Aviation Training Centre, Allahabad and Technical Centre, New Delhi	26,40,600	9,53,998	12,72,000	8,57,818	25·00
(*viii*)	Land Acquisition	1,13,14,600	89,10,570	62,08,000	64,30,899	30·00
(*ix*)	Provision of or improvement to runway lighting	1,00,01,500	38,62,633	61,58,400	57,10,067	44·00
	TOTAL . . .	10,85,61,000	6,22,50,490	2,86,16,800	12,65,74,845	1849·25 say Rs. 1850 lakhs

*Provision given under Plan.

APPENDIX II

(*Vide* para 28)

Note furnished by the Civil Aviation Department explaining the reasons for shortfall during the first and second Plan periods in utilisation of funds allocated for the following purposes:

(i) *Construction of technical buildings such as W.T. stations, Remote Receiving Stations, E.M. Workshops, Stores, etc.*

(ii) *Construction of new aerodromes, gliderdromes and Civil enclaves in I.A.F. aerodromes.*

The following table gives the shortfall during the First and Second Plan periods in the utilisation of funds allotted for the construction of Technical buildings such as W.T. Stations, Remote Receiving Stations, E.M. Workshops, Hangars, Stores etc.:—

	First Five Year Plan	Second Five Year Plan
	Rs.	Rs.
Total Allocation . . .	55,45,200	89,93,000
Total Expenditure: . . .	25,52,614	69,37,987
Total Shortfall . . .	29,92,586	20,55,013

The following are the main reasons for the shortfall during the *First Plan Period*:—

(1) The Planning Circle in the C.P.W.D. for the preparation of estimates for Civil Aviation Works, was created only on 14th March, 1955 *i.e.* just in the beginning of the last year of the First Five Year Plan. Before this date, there was no such Planning Organisation and as a result of this, estimates for all the works provided in the 1st Five Year Plan could not be prepared and sanctioned in time, and consequently the full amount could not be utilized.

The statement at Annexure* includes works for which there was provision in the plan but could not be sanctioned in the plan period. The total

*Not reproduced.

provision for these works amounting to Rs. 8,76,900 could not be utilized.

(2) According to the Budgetting procedure in vogue during the 1st Five Year Plan period, provision was to be made in the Budget Estimates for all works to be taken up during a particular year irrespective of the fact whether the works were actually sanctioned or not. Estimates for new works were to be prepared by the C.P.W.D. only after the budget estimates were voted. After the estimates were prepared they were to be sanctioned by the Government and works could be taken up only thereafter. As a result of the above procedure, the works mentioned in the *statement could not be sanctioned in time for one reason or the other with the result that the budget provision made for these works during various years could not be utilized till they were actually sanctioned. The total amount so unspent is Rs. 9,91,000.

(3) On account of reduction in the scope of works at the time of preparation of the project estimates the full amount allocated for the works mentioned in the Statement* could not be utilized. The amount so saved is Rs. 4,35,000.

(4) The works mentioned in Statement* were dropped from the 1st Plan as the final decision could not be taken on account of various reasons. The unspent amount due to this was Rs. 3,07,000.

The total unspent amount on account of the above reasons comes to Rs. 26,09,900 as against the shortfall of Rs. 29,92,586.

The reasons for the shortfall in the expenditure during the *Second Plan Period* are as under:—

(1) Most of the technical buildings such as W.T. Stations, Wireless Receiving Stations and VHF/DF Stations are constructed outside the Aerodrome Boundary. The sites for these buildings are selected after examining their suitability from the technical angle and also their availability. Some times, it takes considerable time to select a suitable site. After the site is selected it takes a long time to acquire the land. In respect of works mentioned in Statement either the site could not be finally selected due to one

*Not reproduced.

reason or the other or the land could not be acquired in time and therefore, these works could not be started. The amount of Rs. 11,94,500 allocated for the works could not, therefore, be utilized.

(2) On account of reduction in the scope of work at the time of preparation of preliminary estimates the full amount allocated for works mentioned in the statement* could not be utilized. The amount so saved is Rs. 2,77,740.

(3) Certain works, as mentioned in the statement* for which there was a provision in the plan, were not taken up in order to find funds for more important works required in connection with the Development of Santacruz, Palam and Dum Dum Airports for Jet Operations, which were not provided in the plan, but could not be postponed. The amount of Rs. 5,37,000 allocated for these works, under this heading, which could not be taken up in the 2nd Plan, therefore, lapsed. It would be seen that as against the total allocation of Rs. 12,86,16,800 for Civil Aviation Works during the 2nd Plan period, the expenditure is Rs. 12,65,74,845 and there is as such only a shortfall of Rs. 20,41,955 which is only 1.6% of the total outlay.

The shortfall in the utilisation of funds allotted for the construction of new aerodromes, gliderdromes and Civil enclaves in the I.A.F. aerodromes during the first two plans, is as under:—

	First Five Year Plan Rs.	Second Five Year Plan Rs.
Total Allocation . . .	69,50,100	53,73,400
Total Expenditure . . .	47,25,223	37,79,986
Total Shortfall . . .	22,24,877	15,93,414

The shortfall in the expenditure during the 1*st Plan Period* is mainly due to the following reasons:—

(1) In the First Five Year Plan, an allocation of Rs. 13,54,000 was made for the construction of new aerodromes at Bhagalpur, Nowgong, Dharam Nagar and Hubli, but afterwards it was

*Not reproduced.

found that it was not necessary to construct the aerodromes at these places and as such this provision of Rs. 13,54,000 could not be utilized.

(2) Under the terms and conditions of construction of aerodromes at Haldwani and Behala, the land was to be given free of cost by the State Governments. In the case of Behala, land could not be made available by the West Bengal Government during the First Five Year Plan and in case of Haldwani, land handed over by the State Government was not found suitable and some other site had to be selected at Phool Bagh. The new site at Phool Bagh was handed over by the State Government during the 2nd Plan. The amount of Rs. 7,00,000 allocated for these two Aerodromes during the 1st Five Year Plan could not thus be utilized.

(3) A provision of Rs. 1,25,000 made for a Gliderdrome at Poona lapsed because the land required for its construction could not be acquired during the First Five Year Plan period, for one reason or the other.

The total unspent amount on account of the above reasons comes to Rs. 21,79,000 against the total shortfall of Rs. 22,24,877.

The following are the main reasons for the shortfall in expenditure during the *Second Plan Period*:—

(1) Due to the re-organisation of States, policy decision with regard to the construction of new aerodromes had to be revised, with the result that the construction of aerodromes mentioned in the statement* were dropped and the funds allocated for them lapsed. The total amount of funds so lapsed is Rs. 5,65,000.

(2) There was a provision of Rs. 4,10,000 for the construction of Civil Enclaves in I.A.F. Aerodromes, at Jamnagar, Jorhat, Jodhpur and Pathankot. But the I.A.F. did not make the land available on all the Aerodromes as the terms and conditions under which the Civil Enclaves were to be established were not finalised. Consequently, out of the above amount, Rs. 3,67,000 could not be utilised.

*Not reproduced.

(3) An amount of Rs. 1,00,000 was provided for the construction of a new aerodrome at Jogbani. After the lands were acquired, possession taken and work started, there arose a dispute regarding the existence of a grave yard in the aerodrome area. The alignment of the Runway had, therefore, to be changed and fresh land was to be acquired. Fresh land has not been acquired by the State Government so far and the amount provided for this work was, therefore, not utilised.

(4) Works in respect of new aerodromes in Tripura could not be proceeded because of non-availability of bricks, which could not be burnt, due to the Shortage of coal on account of transportation difficulties from West Bengal. Unspent amount on this account was Rs. 7,00,000.

Full amount allocated for the Behala Aerodrome could not be spent as the West Bengal Government, who were to give the land free of cost, did not make the land available in the earlier years of the Plan. As such there was a lapse of Rs. 3,00,000 on this account.

APPENDIX III

(*Vide* para 65)

Statement showing the break up of the amounts due for payment to the Civil Aviation Department as on 31st March, 1962

Sl. No.	Name of Party	Landing charges	Housing charges	Rents of lands & Buildings	Electric and water charges	Miscellaneous	Total
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1	Indian Airlines Corporation (including Nationalised Companies).	3,83,874·62	4,480·44	8,84,495·22	48,169·38	3,820·00	13,24,839·66
2	Air India International .	9,150·00	2,220·00	69,862·08	4,677·77	..	85,909·85
3	Foreign Airlines . . (including foreign military aircraft)	1,03,353·00	4,576·00	3,553·17	746·65	285·25	1,12,514·07
4	Non-Scheduled Operators	15,863·33	12,799·22	27,578·62	8,608·15	..	64,849·32
5	Others . . . . (comprising of Government Departments, Government servants, Flying Clubs and Private Parties).	3,917·00	20,017·57	6,16,823·90	2,79,847·50	10,926·10	9,31,532·07
	TOTAL .	5,16,157·95	44,093·23	16,02,312·99	3,42,049·45	15,031·35	25,19,644·97

APPENDIX IV

(*Vide* para 65)

Statement showing the amounts outstanding for payment to the Civil Aviation Department for more than three years.

	Rs. nP.
1. Indian National Airways	1,95,674·46
2. Bharat Airways	42,491·62
3. Air Services of India	50,978·19
4. Air India	460·56
5. Indian Airlines Corporation	9,875·00
6. Devico's Restaurant, Safdarjung Aerodrome	16,705·08
7. Shri H.C. Sahani, Ex-Caterer, 2nd Class Canteen at Dum Dum	11,355·06
8. M/s. Associated Airways, Dum Dum	19,584·19
9. Aeronautical International Corporation, Dum Dum	25,253·81
10. Central Government Departments :	
(*a*) Posts & Telegraphs	11,225·57
(*b*) Police	1,014·86
(*c*) Indian Air Force	1,27,575·64
(*d*) Central P.W.D.	3,467·50
(*e*) Customs	1,260·00
11. State Governments :	
(*a*) West Bengal	2,50,382·68
(*b*) Uttar Pradesh	4,008·06
(*c*) Madhya Pradesh	9,758·82
(*d*) Rajasthan	3,325·00
12. Government servants	6,831·65
13. Persons migrated to Pakistan	1,877·00
14. Private parties :	
(*a*) Shri E.T. Roderricks	5,778·00
(*b*) Shri R.J. Sondhi	2,815·50
(*c*) Shri Narain Das	452·74
(*d*) Shri A.K. Sarkar	980·82
(*e*) Shri Sohan Lal Dawar	841·47
(*f*) M/S S. K. Kar & Co.	1,793·50
(*g*) Civil Aviation Deptt. Employees Union	2,461·11
TOTAL	8,08,227·89

APPENDIX V

(*Vide* para 68)

Comparative statement showing landing charges for some representative types of Aircraft in India, United Kingdom, United States of America, Canada, Australia, France & Germany.

Type of Aircraft	Weight		India	U.K.	U.S.A.	Canada	Australia	France	Germany
	Lbs.	Kgs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Dakota (DC 3)	26,200	11,910	25	104	45	266	67	56	55
Avro 748	33,000	15,000	50	140	55	304	82	70	68
Fokker Friendship . . .	35,700	16,195	50	156	60	323	90	75	78
Viscount 768	63,000	28,635	150	484	105	494	202	150	132
Skymaster (DC 4) . . .	73,000	33,115	150	627	122	557	234	192	155
Super Constellation . . .	1,37,500	62,370	300	1325	230	1055	515	465	287
D.H. Comet 4	1,68,876	76,762	300	1646	282	1310	631	592	532
TU 104 A	1,64,250	74,655	300	1592	273	1282	616	589	518
TU 110	1,75,000	77,112	300	1708	292	1354	653	610	539
DC 8	2,87,000	1,30,410	750	2952	478	2159	1071	1309	905
Boeing 720	2,03,000	92,081	750	2000	338	1555	758	805	642
Boeing 707	3,12,000	1,41,820	750	3200	520	2339	1165	1860	980

APPENDIX VI

(*Vide* para 74)

Programme of Development envisaged by the Aeronautical Communication Organisation during the Third Five Year Plan.

The Third Five Year Plan, which is necessarily a continuation of the First two plans has been drawn up with the primary object of augmenting the telecommunication facilities and radio navigation aids already provided and also to meet the requirements of new types of aircraft which have been or will be introduced in the service in the near future. Particular attention has been paid to the needs of turbo-jet and Jet aircraft. The Plan is intended to improve and/or provide additional facilities at the aerodromes covered by the first two Plans and to provide additional facilities at certain aerodromes to be developed, to ensure safety and regularity of domestic and international air services in India. The Plan provides for modernization of aeronautical fixed communication services to meet the stringent transit time criteria stipulated by the International Civil Aviation Organisation (ICAO). Improved types of Navigational Aid are proposed to be implemented at the selected aerodromes to provide all weather aids to high speed aircraft which operate at high altitudes. Facilities for aeromobile (air/ground) communication services are to be further augmented to ensure almost instantaneous exchange of messages with aircraft in flight. Facilities for Terminal Control Communication and Dissemination of Meteorological information are to be improved to satisfy the growing demand of high speed air services. In the context of far reaching development in the field of aviation in general and aeronautical communication service in particular, it is a pressing necessity of the day that radio communication service and navigation aids provided in India are modernised in step with the changing requirement. High speed Turbine-Propeller and Jet aircraft are only the harbingers of super-sonic aircraft with the speed upto 1700 m.p.h. which is predicted to be in operation about 1965. India has therefore to take adequate measures to provide Aeronautical Radio facilities at least for the Turbo-Propeller and Turbine-Powered aircraft.

Brief details of the Scheme proposed under the Third Plan are given below:—

(a) Provision of more M.F. Radio Beacons at selected locations to ensure gapfree coverage on all the routes.

(b) Provision of additional automatic Visual VHF Direction Finding facility at some more selected aerodromes mainly to replace the manual VHF/DF in operation.

(c) Provision of Very High Frequency Omni-Directional Radio Range (VOR) at a few more aerodromes.

(d) Provision of additional equipment for HF Radio Telephony as well as VHF Radio Telephony to cope with the introduction of the Viscount and Fokker Friendship aircraft by the Indian Airlines Corporation.

(e) Provision of Radio Teletype circuits to replace Wireless telegraph circuits at certain aerodromes.

(f) Provision of High Power Surveillance Radar equipment to provide Surveillance facilities at selected air routes.

(g) Installation of Distance Measuring Equipment at selected aerodromes.

(h) Installation of Instrument Landing System at few more aerodromes.

(i) Provision of teleprinter exchange equipment Conveyor Belt System and Message Tube System for distribution of messages at selected aerodromes.

(j) Modernisation of the existing facilities for the dissemination of Meteorological information to the aircraft in flight as well as between ground stations.

(k) Provision of ancillary facilities such as Automatic Speech Recorders, Selective Calling Device, VHF/UHF Multi-channel Link, Message Tube Relay system, Telescriber system etc. etc.

(l) Replacement of outlived ex-disposals HF, MF and VHF equipment.

The proposed total outlay of the Third Plan in respect of the development of Aeronautical Communication Service is Rs. 500:00 lakhs plus a spill-over of Rs. 85·00 lakhs from the Second Plan. The actual expenditure during the plan period is estimated at Rs. 490.00 lakhs leaving a carry-over of Rs. 95·00 lakhs to the Fourth Plan.

APPENDIX VII

(*Vide* para 94)

System of Aeronautical Inspection in United States, Britain, Australia and India

United States.—The Federal Aviation Agency (FAA) has approved certain responsible senior officers of the manufacturers and operators to carry out physical inspection of aircraft during manufacture, overhaul and maintenance. Such persons are called FAA Designees. In addition to this Inspectors of the FAA carry out spot checks themselves to ensure that the quality of work passed by the approved personnel is up to the FAA standard.

Britain.—The inspection organisations of the manufacturers and repair and overhaul shops of airline operators are approved by the Air Registration Board (ARB) who have been entrusted with the responsibility for issue/renewal of certificate of Airworthiness by the Ministry of Civil Aviation in U.K. An approved inspection organisation is headed by a Chief Inspector *who is directly responsible to the Directors of the firm so that his decisions are not influenced by considerations other than the quality of work for which he is responsible. The Chief Inspector controls inspection through all departments of the firm.* (Reference "Inspection and Design Approval of Firms under Air Navigation Acts" published by Air Registration Board). The Air Registration Board Surveyors carry out spot checks on the work of the approved inspection organisations to ensure that airworthiness standards are maintained.

Australia.—The system of aeronautical Inspection is similar to U.K. The Government authorities approve the Chief Inspector who is responsible to the management of the firm for quality control.

The basic principles of inspection under terms of approval by the above foreign countries are given in various pamphlets published by them. However, the conditions of application of the principles vary considerably. For example, in Australia the work on the maintenance schedule is carried out and checked by a mechanic, then by an Aircraft Maintenance Engineer of the production side and

finally by an approved inspector. In other words, the work is covered by three stages of inspection. In addition, spot checks are carried out by the Government inspection officers. The approved inspectors in U.K. and U.S.A. function more as representatives of the Government than those of airlines. These facts are stated on the basis of talks the Director of Aeronautical Inspection had with ARB and FAA Representatives during his visit to U.K. and U.S.A. in 1960 and with the Director of Airworthiness, Australia, when the latter visited this country in 1961.

India.—Our inspection system is basically based on the U.K. and Australian principles. We also issue approval of inspection organisations of overhaul shops. The Chief Inspector is approved by us and he is required to be directly responsible to the management for quality control. A percentage check is carried out by the Government inspection officers to ensure that the standard of airworthiness is maintained. However, our control probably has been more rigid compared to that of other countries. The fundamental reasons being—

(1) in the case of IAC, the Chief Inspector of the Engineering Base is directly responsible to the Chief Engineer who is directly responsible for production and the inspectors work under the shop-in-charge.

(2) in the case of Air India, the Chief Inspector is responsible to the Engineering Manager who is head of the production and the inspectors work directly under the shop superintendent.

As the Chief Inspectors of both the Corporations are susceptible to influence by the production side, a more rigid inspection by Government inspection officers has automatically become necessary. Further, as a result of a number of fatal accidents in the past and because of questions raised in Parliament, we had been directed by the Ministry on more than one occasion to be more rigid in our inspection standards and that no relaxation should be made in this respect.

In fact prior to nationalisation, checks on maintenance of aircraft by Government inspectors were not carried out, but these had to be introduced because of accidents. Inspite of the additional duties the strength of our staff compares favourably with that of the A.R.B. (Air Registration Board). For example, we have an effective strength

of 6 to 8 officers for the supervision of Air India's engineering organisation. Compared to this, the A.R.B. (Air Registration Board) has 9 Surveyors posted at London airport to supervise the maintenance and overhaul of Boeing Aircraft belonging to B.O.A.C.

APPENDIX VIII

(*vide para* 114)

List of Flying Clubs

1. The Andhra Pradesh Flying Club Ltd., Hyderabad (Andhra Pradesh).

2. Assam Flying Club Limited, Gauhati (Assam).

3. The Bengal Flying Club Limited, Calcutta (West Bengal).

4. The Bihar Flying Club Limited, Patna (Bihar).

5. The Bombay Flying Club Limited, Bombay (Maharashtra).

6. The Delhi Flying Club Limited, New Delhi.

7. Government Flying Training School, Bangalore (Mysore).

8. Gujarat Flying Club Limited, Baroda (Gujarat).

9. The Hind Provincial Flying Club Limited, Lucknow (Uttar Pradesh).

10. The Kerala Flying Club Limited, Trivandrum (Kerala).

11. The Madhya Pradesh Flying Club Limited, Indore (Madhya Pradesh).

12. The Madras Flying Club Limited, Madras.

13. The Nagpur Flying Club Limited, Nagpur (Madhya Pradesh).

14. The Northern India Flying Club Limited, Jullundur Cantt. (Punjab).

15. The Orissa Flying Club Limited, Bhubaneswar (Orissa).

16. The Rajasthan Flying Club Limited, Jaipur (Rajasthan).

17. The Coimbatore Flying Club Limited, Coimbatore (Madras).

APPENDIX IX

(*Vide* para 116)

No. 119(L)/57-PA

GOVERNMENT OF INDIA

DEPARTMENT OF PARLIAMENTARY AFFAIRS

14, PARLIAMENT HOUSE,

New Delhi, the 25th June, 1957.

OFFICE MEMORANDUM

Subject.—Appointment by Government of Committees to consider matters already under examination by a Committee of Parliament.

Some time ago a Ministry of the Government of India appointed a Committee, consisting partly of Members of Parliament to look into certain aspects of a matter which was already under examination by the Estimates Committee of Parliament. When the matter came to be raised in the Lok Sabha, the Minister concerned assured the House that the Ministry was not aware that the Estimates Committee or a Sub-Committee thereof was already looking into the matter and that there was no intention of bypassing the Estimates Committee.

2. The general questions arising from the above mentioned incident have been considered in consultation with the various Ministries and the Speaker, Lok Sabha and it has been decided that the following conventions should, in future, be observed in this regard by all Ministries/Departments:

(i) (a) If any Ministry/Department proposes to set up a Committee to investigate or inquire into any matter, it should ascertain from the Lok Sabha Secretariat whether any Committee of Parliament is already engaged on an examination of the same matter;

(b) If a Committee of Parliament or a Sub-Committee thereof is already so engaged, no other Committee should be set up

unless the appointment of such a Committee is clearly unavoidable in the public interest;

(ii) (a) Where the appointment of such a Committee is considered necessary, no member of Parliament shall be appointed as a member of such a Committee except after previous consultation with the Parliamentary Committee already engaged in the examination of the matter, such consultation being made through the Lok Sabha Secretariat;

(b) The Report of any Committee so set up should not be published without prior consultation with the said Parliamentary Committee through Lok Sabha Secretariat. If any difference of opinion arises between the Ministry and the Parliamentary Committee, the guidance of the Speaker should be sought.

3. The above procedure will not apply to purely departmental Committees composed entirely of officials which may be set up to examine specific questions and whose reports are not intended to be published.

Sd./ N. K. BHOJWANI,

Secretary.

To

All Ministries/Departments of the Government of India.

APPENDIX X

Statement showing the summary of Conculsions/Recommendations of the Estimates Committee contained in the Report.

Serial No.	Reference to Para No. in the Report	Summary of Conclusions/Recommendations
1	2	3
1	9	The Committee recommend that the proposal to open a sub-regional office at Gauhati may be examined expeditiously by Government in all its aspects so that civil aviation in this strategic area may render efficient service to cope with the increasing flow of air traffic.
2	10	The Committee believe that the proposal to designate one officer for co-ordination at large aerodromes would not entail additional expenditure as it is only a question of naming an existing officer as co-ordinating authority. The Committee hope that in the light of experience gained of the working of the scheme in Bombay and Calcutta it would be extended to other large airports to ensure better co-ordination.
3	11	The Committee urge that early decision may be taken on the proposals for delegation of enhanced administrative powers to the Director General, Civil aviation.
4	13(i)	The Committee are unable to appreciate the reasons advanced for holding up action on the Report of the Deputy Secretary (O&M Officer of the Ministry) when his findings were clear and specific and the object of undertaking the study admittedly was " to achieve quick results" and "reduce the number of stages through which work passed". The Committee feel that had prompt action been taken on the Report, it would have aesulted not only in economy but also improved efficiency by reducing the number of stages through which work passed.
	(ii)	The Committee hope that the S.R.U. studies will be completed at an early date and that the Government would lose no time in taking prompt action with a view to rationalise the system of work in the Civil Aviation Department and to effect economy.

1	2	3
5	14	The Committee see no reason why the wholesome recommendation made in the Report of the Deputy Secretary (O&M Officer of the Ministry) that the various Directorates of Civil Aviation Department should examine all returns received in the Sections with a view to effect economy in effort and paper by reducing the number of returns, their periodicity and simplifying some others has not been given effect to. They expect that in a matter such as this the Head of the Department should on his own review periodically the returns so as to eliminate those which are unnecessary. The Committee would urge the Government to take an early decision in the matter.
6	19	The Committee suggest that the Air Corporations should streamline the procedure of issuing "no objection" certificate to private operators. Government may also prescribe the maximum period within which the Corporations should issue or refuse " no objection" certificate.
7	21	The Committee feel that as permits for operation of non-scheduled services are issued by the Director General, Civil Aviation, it should be possible for him to make sure that the non-scheduled operators play the supplementary role of meeting the demand of air transport which could not be met by Air Corporations. This is all the more necessary as the latest amendment of 1962 to Section 18 of the Air Corporations Act, 1953 provides that non-scheduled operator may " operate, with the previous permission of the Central Government for such period and subject to such terms and conditions as the Government may determine, any scheduled air transport service as aforesaid which is not provided by either of the Corporations or their associates".
8	22	The Committee recommend that while framing early rules to give effect to Section 18(e) of the Air Corporations Act, the Government may ensure that in the interests of planned and regulated development of air transport the private non-scheduled operators are not allowed to cut into the services operated by the Corporations.
9	24	In view of the possibilities of earning foreign exchange the Committee hope that the Government will encourage the Corporations and Indian operators to cater as much as possible for chartered aircraft to and within the country.

1	2	3
10	29	The Committee note that works in respect of new aerodromes in Tripura (Second plan provision Rs. 7 lakhs) could not be proceeded with because of non-availability of bricks which in turn was stated to be due to shortage of coal for brick kilns. The Committee consider that the reason advanced for failure to execute the work is quite untenable. The Committee feel that arranging priority for movement of coal for manufacture of bricks should not have presented an insuperable difficulty.
	30	The Committee cannot appreciate why two Government departments, namely, the Air Force and the Civil Aviation were not able to finalise a simple matter of terms and conditions for making the land available for construction in civil enclaves in I. A. F. aerodromes in Jamnagar, Jorhat, Jodhpur and Pathankot during the entire Second Plan period of five years.
12	31	In view of the heavy shortfalls of Rs. 29·92 lakhs and Rs. 20·55 lakhs for construction of technical buildings and Rs. 22·24 lakhs and Rs. 15·93 lakhs for construction of new aerodromes in the First and Second Five Year Plans the Committee cannot help doubting the Departmant's ability of utilising in full Rs. 304·65 lakhs provided for construction of technical buildings and Rs. 307·20 lakhs for construction of new aerodromes during the Third Five Year Plan. The Committee recommend that the work in regard to the construction of technical buildings and new aerodromes should be geared up and all bottlenecks eliminated so as to utilise in full the allocations made during the Third Five Year Plan.
13	32	The Committee feel that the Department of Civil Aviation should follow up cases of land acquisition for airports with the State Government authorities so that delays are reduced to the minimum. The Government may also consider issuing a general circular to the State Governments to accord high priority for acquisition of land for Civil Aviation specially in view of the present emergency.
14	33	The Committee feel that if detailed planning is done in advance there would not be so much lapse of time (more than one year) between the sanction of the work and its commencement.

1	2	3
15	34	The Committee note that the work of construction or extension of runways and airport buildings was behind schedule by several months in a large number of cases. They suggest that reasons for delays—unusual in many cases—in the execution of the projects should be gone into by the Ministry in consultation with Civil Aviation Department, Central Public Works Department and other departments concerned so as to avoid such delays in future.
16	38	The Committee feel that if consultations regarding construction of terminal building at Santacruz had been held right in the beginning with the air lines who were principally going to use the airport, it would have made for the better designing of the building, which would have rendered satisfactory service to the travelling public. The Committee recommend that in designing new buildings and runways at important airports Government should consult the Airlines and where necessary Indian Air Force before finalising the designs. In fact, it may be useful to have a small consultative committee consisting of the leading users of the airport so that continuous consultation was possible even during the period of construction for settling details which would enhance the utility of the building.
17	39	The Committee feel that the Civil Aviation Deparn ment should constantly study the advances made it designing of airports in foreign countries so that thdesirable features thereof could be adopted with advantage in important Indian airports.
18	41	The Committee feel that three precious years have been lost in commencing the work for lengthening of the second runway at Santacruz, the necessity of which according to the Department itself was realised as early as 1958. They see no reason why at least the acquisition of land required for lengthening this runway, which is admittedly a time-consuming process, was not proceeded with during the Second Plan period, ever if the actual construction was to be deferred till the Third Plan. The Committee suggest that the second runway should be extended at a very early date and in the meantime the existing main runway kept in good enough condition for the smooth landing and taking off of heavier aircraft like Boeing.

1	2	3
19	42	Kamani Tower near Santacruz admittedly constitutes an air hazard. Now that the Land Acquisition (Amendment) Act 1962 has been passed the Committee hope that the Government would move speedily in the matter so that the grave hazard constituted by Kamani Tower near the important international airport is removed at a very early date at any rate before the onset of the next monsoons.
20	45	The Committee note that the Chairmen of both the Air Corporations were of the view that it is not consistent with safety that military jet aircraft and civil jet aircraft should use the same airport. The increase in military air traffic because of the emergency and the growing volume of both national and international traffic touching Delhi has further accentuated the situation. The Committee, therefore, feel that Government should reconsider the question of having separate airfields for civil and military aircraft in Delhi.
21	46	The Committee regret that the remodelling of the two retiring halls in the terminal building at Palam has taken about three years. They also feel that if the construction of these two halls had been done after proper planning and consultations, it would not have been necessary to remodel the same later. The Committee, therefore, urge that the Civil Aviation Department should effect complete co-ordination with the Corporations, operating companies, customs authorities etc. in formulating construction plans of terminal buildings, etc.
22	47	The Committee feel that since a suitable charge is to be recovered from air passengers for keeping the luggage, to cover the expenses for running the service, the Civil Aviation Department should at an early date provide the facility at major airports including Palam.
23	49	The Committee note that one of the shortcomings at Palam airport is owing to displacement of threshold due to main Gurgaon Road. The Committee hope that a decision in the matter will be taken early, keeping in view the defence requirements of the country in the present emergency.
24	50	The Committee hope that the new operating procedure for international aircraft will solve the difficulty of non-availability of straight approach to runway at Palam hitherto experienced by international operators due to Tilpeth danger area.

1	2	3
25	51	(i) The Committee are constrained to note that there is no proper co-ordination among various authorities for manning third customs' channel at Dum Dum which has been ready since 1960. The Committee suggest that the representatives of the Civil Aviation Department, Customs Department of Central Government and Security Department of West Bengal should immediately go into the question of pressing into service the third customs channel at Dum Dum airport. (ii) The Committee are of the view that matters relating to posting of staff etc. should be settled at the stage of sanctioning a project so that as soon as a project is completed it can be put to effective use. (iii) The Committee also feel that to ensure that the Customs Department limit their demands for built accommodation to their actual requirements the question of levying a charge on them may be considered so that it acts as a salutary check.
26	52	The Committee hope that the Government would see to it that the air conditioning plant at Civil Aerodrome Nagpur which was installed in February, 1960 is commissioned before the summer season starts. Effective action should also be taken to make officers at all levels realise the importance of acting with expedition in such matters.
27	53	The Committee feel that Government should have taken early decision in the matter of developing Meenambakam (Madras) airport so that the work for making the airport fit for operation of Boeings was not unduly delayed.
28	54	The Committee hope that an early decision will be taken in the matter of either developing the airport at Patna or building one in nearby Bhita for operation of bigger type of aircraft like Viscounts.
29	55	The Committee would like to emphasise that the Civil Aviation Department should take necessary steps to ensure that the runways are kept free from hazards such as small pebbles, nuts, bolts etc. which are liable to be sucked in by jet engines.
30	56	The Committee hope that suitable lighting equipment would be provided at an early date at all major airports catering for night traffic.

1	2	3
31	57	The Committee would urge the Civil Aviation Department to analyse in detail the reasons for inordinate delays in the execution of projects for lighting of runways and taxi tracks atNagpur and Santa Cruz so that lessons learnt therefrom can be applied with profit for speeding up the execution of future projects.
32	58	The Committee suggest that the Civil Aviation Department should contact leading electrical industries both in public and private sectors for manufacturing as much of the runway lighting equipment indigenously as possible.
33	59	The Committee would urge the Civil Aviation Department to continuously study the advances which are being made in the lighting of runways and airports in advanced countries such as United States, France, West Germany and United Kingdom so that desirable features thereof can be adopted within the country.
34	63	(*i*) The Committee are surprised that Government have taken more than two years to work out detailed proposals for giving effect to the recommendations for gearing up the fire fighting organisations at aerodromes. They note with concern that a Boeing aircraft was burnt at Santa Cruz on the 1st December, 1962. (*ii*) The Committee would urge the Government to make up the deficiencies in fire fighting equipment and in training of fire fighting personnel at an early date. In particular, they recommend that fire fighting equipment at international airports should be brought up to the prescribed I.C.A.O. standard without loss of time as these airports are being used by large jet aircraft.
35	65—67	(*i*) The Committee learnt with concern that the amount of revenue Civil Aviation Department which remained outstanding at the end of the year 1961-62 was Rs. 25,19,644·97. (*ii*) The Committee note with regret that an amount of Rs. 8,08,227 has remained unrealised for more than three years by the Civil Aviation Department. (*iii*) The Committee see no justification for extension of contracts to the caterers at Safdarjung and Dum Dum from time to time without making sure that they had paid all arrears of rent etc. If this elementary precaution had been taken, the arrears would not have accumulated.

1	2	3
		(*iv*) The Committee see no reason why Government could not make recoveries of arrears of rent due from the air companies out of compensation paid to them on nationalisation specially when the Government and Indian Airlines Corporation had been advised by the Civil Aviation Department of these dues well in advance of payment of compensation. They would urge the Government to go into the matter without delay so that these amounts are realised before they become irrecoverable.
		(*v*) The Committee would suggest that following steps may be taken to ensure that arrears do not accumulate :
		(*i*) Government should insist on security money from caterers and other users of the airport *e.g.* private air companies who are given accommodation on rent so that in case of default arrears can be made good from security money.
		(*ii*) Rent should be made payable in advance and there should be provision for imposition of penalty, termination of lease, etc. if the arrears remain outstanding for more than say one month.
		(*iii*) A deterrent rate of interest may be levied on all payments which are not made by parties within the stipulated time.
		The Committee expect that Government officials would take timely action to see that the dues are recovered promptly.
36	68	The Committee have no doubt that in finalising early the revised landing charges on the basis of proposals notified on the 21st November, 1962, Government would give due consideration to suggestions and objections if any, received from affected persons, the extent of facilities provided in the country and the charges therefor as compared to charges levied for similar facilities in other countries.
37	69	The Committee feel that the day is not far off when our important airports would have to effectively tackle problems of congestion. It is obvious that the enhanced facilities would call for a bigger outlay of capital expenditure and therefore the Government would have to think of taking steps to increase the revenue

1	2	3
		from airports by providing adequate facilities such as the following and levying suitable charges therefor : (*i*) Shopping counters ; (*ii*) Space for display of hoardings, advertisements etc. ; (*iii*) Facilities for keeping luggage at the airports by air passengers ; (*iv*) Roof gardens ; and (*v*) Car Parks.
38	70	(*i*) The Committee would like to mention that at certain airports like Paris and Copenhagen a surchrage is levied on fuel supplies for augmenting revenue for services rendered at the airport. The Government may like to examine the feasibility of levying such a charge on fuel to meet the expenses at major airports. (*ii*) The Government may also examine the feasibility of levying passenger service charge for every passenger departing for abroad as per practice obtaining in Britain. (*iii*) The Committee feel that it should be the endeavour of the Department to see that as far as possible the airports pay their way.
39	71	The Committee are constrained to observe that the Government have taken more than 14 years to adopt the I. C. A. O. standards in a vital matter like the licensing of pilots etc. and that there has been inordinate delay at various levels in dealing with the matter. They would commend to the Department preparation of an analytical case study to bring out various factors responsible for the delay so that lessons may be profitably applied for streamlining the procedure in future.
40	72	As a Controller of Aerodromes is required to inspect each aerodrome in his region at least once a year, the Committee would urge the Department to see that the rule is adhered to in practice.
41	74	The Committee hope that earnest efforts will be made to adhere to the programme of development envisaged for the Aeronautical Communication Organisation during the Third Plan.

1	2	3
42	79	The Committee cannot too strongly emphasise the need for making redoubled efforts to develop indigenous sources for manufacture of the communication equipment in the Bharat Electronics Limited and elsewhere so as to reduce the drain on foreign exchange as far as practicable. They would also urge that the Civil Aviation Department and Indian Air Force may by mutual agreement standardise as far as possible, communication equipment so that the difficulty expressed by the Bharat Electronics Limited of undertaking manufacture of specialised items of equipment in small quantities is eliminated.
43	82	The Committee hope that both Indian Air Force and Civil Aviation Department would fully co-operate with each other so that the airways control may be established as early as possible.
44	83	The Committee suggest that the radious of the control zone at all the international airports in India may be increased suitably so as to provide effective control for jet aircraft entering into and out of terminals.
45	84	The Committee hope that in the light of experience gained of the equipment for providing static free VHF air ground facilities and in close co-ordination with the Airlines Corporation, the Civil Aviation Department would extend such air ground communication facilities to routes other than Bombay-Calcutta and Bombay-Delhi so that maximum efficiency and economy consistent with sefety can be achieved.
46	85	(i) The Committee hope that radar facilities at Palam and Meenambakam will be provided early. (ii) They also suggest that the question of manning the radar services at Bombay (Santa Cruz) and Calcutta (Dum Dum) for 24 hours at least during the monsoons in the interest of safety may be examined.
47	86	The Committee recommend that the installation of Precision Approach Radars at Santa Cruz and Dum Dum be pursued with the suppliers so that the Radars are put to effective use at these international airports without avoidable delay.
48	88	The Committee are constrained to note that India has not been able to conform to the time prescribed by I.C.A.O. for the despatch and receipt of messages

1	2	3
		even after lapse of five years. They urge that the Civil Aviation Department should draw up a planned programme to speed up transmission of messages.
49	89	The Committee hope that in installing the new equipment relating to multiple announcing positions Government have profited from the latest advances made in other leading countries and their own experience of the working of such equipment at Santacruz. They would like the Department to pay special attention to the public address system so as to raise its standard to a high level of efficiency.
50	90	The Committee suggest that the feasibility of evolving a scheme for training of airline announcers through All India Radio may be examined in consultation with the Air Corporations.
51	99	The Committee have no doubt that Government would take such action as is necessary to eliminate delays, if any, in the overhaul of aircraft belonging to Indian Airlines Corporation.
52	101	The Committee are not convinced that a discussion could not be held for several months between the Aeronautical Inspection Department and the Chief Inspector of Indian Airlines Corporation for approval of extension of major inspection period of Viscount aircraft specially when it has been stated by the Civil Aviation Department that "it is a common practice with our field officers to discuss subjects verbally in the initial stages with the Chief Inspector and his staff whom they meet daily in the course of their normal inspections in the hangar". They are also not convinced by the arguments advanced by the Aeronautical Inspection Department for not sending a written reply to a letter which the Indian Airlines Corporation had followed up by ten reminders. They recommend that the matter may be looked into and appropriate action taken so that such gross delays do not recur and the letters from the Corporations are dealt with in a business-like manner.
53	102	As improvement in procedure of inspection would make for better utilisation of aircraft and earning of additional revenue, the Committee feel that the matter deserves serious consideration. They recommend that Government should appoint an expert committee to go into the whole question of reorganisation and rationalisation of the functions of the Aeronautical Inspection Department after taking into

1	2	3
		account the developments in turbo-prop and turbo-jet, aircraft, the practice followed in other countries, the standard of maintenance achieved by the Corporations, the need for re-organisation of the Corporations inspectorates so as to take them out of the influence of production head, etc.
54	104	The Committee suggest that the Expert Committee referred to earlier may also go into the problem of investigation of failed parts and prescribe a suitable procedure therefor.
55	105	The Committee suggest that before a new type of aircraft is introduced by an operator, the concerned inspection staff of the Department should be given proper training and necessary directions in the mechanism of the new type so as to ensure effective inspection.
56	106	The Committee are not convinced by the reasons adn vanced for the inordinate delay of four years i-sending the first batch of inspection officers for refresher training. They suggest that the executive machinery should be tightened up so that there is no delay in implementing a scheme after it is approved.
57	108	The Committee feel that the feasibility of providing weigh bridges at important airports which are used by non-scheduled operators may be considered. They would also urge that checking for overweight at airports, particularly those which are used by non-scheduled operators, should be tightened up.
58	113	The Estimates Committee feel that Government should review at an early date the whole position regarding the training of civil pilots keeping in view the requirements of emergency, recommendations made in their Thirteenth Report (February, 1963) and recommendations made by Narayanaswami Committee.
59	117	The Committee need hardly stress the desirability of Government strictly complying with the instructions contained in the Department of Parliamentary Affairs Office Memorandum No. 119(L)/57-P.A. dated the 25th June, 1957 on the subject of "Appointment by Government of Committees to consider matters already under examination by a Committee of Parliament" so that the instructions contained therein are not contravened in future.

1	2	3
60	120	The Committee feel that the administrative inspection of flying clubs should be done at least once every year so that irregularities which are brought to notice are tackled without loss of time.
61	126	(i) The Estimates Committee cannot appreciate the delay of one year in taking action on serious irregularities noticed in the working of Bengal Flying Club. They do not see any reason as to why an enquiry was not held soon after receipt of a copy of letter dated the 1st April, 1960 from a member of the Club which contained specific charges of misappropriation of petrol and manipulation of flying hours etc. (ii) The Committee would like to stress that the local representative of the Civil Aviation Department on the Flying Clubs should act with vigilance to see that malpractices are not indulged in by the Club. It is not enough that he should merely forward minutes of the executive committee meetings etc. of the club. In fact, it should be his duty to suggest concrete line of action when there is reason to believe that malpractices are being indulged in and that the affairs of the club are not being properly managed. The Committee would like to emphasise that prompt action should be taken when irregularities in the working of Flying Clubs come to the notice of the authorities.
62	128	The Committee recommend that Government may at an early date standardise a trainer aircraft for the use of Flying Clubs, in consultation with Hindustan Aircraft Limited and Indian Air Force, as it would lead to considerable saving in the annual recurring expenditure.
63	130	The Committee find that a large number of aircraft of flying clubs remain unserviceable. They feel that the Civil Aviation Department should actively help the Flying Clubs in getting spare parts at reasonable rates.
64	131	The Committee recommend that Civil Aviation Department should streamline the procedure of granting certificates of airworthiness so that delays are eliminated.

1	2	3
65	132	The Committee are in agreement with Narayanaswami Committee that "for the future, immediate steps should be taken to train as many Pilot Instructors as possible considering the number of Clubs existing at present and the number that is likely to be started in future ". The Estimates Committee also suggest that a scheme should be worked out and implemented early to impart refresher courses to flying instructors.
66	134	The Committee recommend that the Civil Aviation Department should take effective steps to popularise gliding by adopting such measures as (*i*) observing club days for arranging demonstration flights; (*ii*) giving publicity to facilities available in the clubs in the universities and colleges.
67	137	The Committee hope that indigenous manufacture of winches will be soon taken up.
68	138	Pending the manufacture of cables within the country, the Committee would sugggest that the Civil Aviation Department should ensure that this essential item of consumable stores is supplied to the Gliding Clubs at reasonable rates.
69	139	The Committee note that selection of candidates for awarding scholarships at the Gliding Clubs Centres for the year 1962-63 had not been finalised till August, 1962. They suggest that it should be finalised soon after the commencement of the financial year so that the scholarships are utilised in full.
70	143	The Committee are glad to note that Air India have already standardised their aircraft to one type namely Boeings. The Committee recommend that Government may examine the feasibility of standardising aircraft for air services, within the country also and suggest that having regard to the various requirements there should be not more than three types so as to achieve maximum economy and efficiency.
71	144	The Committee have no doubt that Government would satisfy itself fully about the payload capacity, operating cost etc. of Avro 748 before undertaking its manufacture for commercial use in the country.

1	2	3
72	147	The Committee find that the Government Inspectors of Railways who investigate accidents on railways are not only made independent of all Zonal Railways but also of the Railway Board and function under the Ministry of Transport and Communications. The Committee consider 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. They recommend that the Accident Investigation Section may be taken out of the purview of the Director General of Civil Aviation and placed directly under the Ministry of Transport and Communications or under any other Ministry considered suitable.
73	148	The Committee feel that prompt decision and follow up action should invariably be taken on recommendations made by the Accident Investigation Section so as to avoid recurrence of such accidents.
74	149	The Committee are constrained to note that Air Safety Circulars, which contain an analysis of accidents and a section on general safety precautions, were not issued during the years 1960 and 1961 on the ground that officers of the Accident Investigation Section had been deputed for training abroad or were too busy with the investigation of accidents to bring out the Circulars. The Committee are unable to appreciate reasons for suspending issue of Air Safety Circulars for two years and consider that such Circulars, which constitute an effective means of educating the aircraft operators, in safety precautions should be issued regularly.
75	151	The Committee feel that as in the case of search and rescue on sea, the responsibility has been clearly entrusted to the Indian Air Force, it would be better if they were also given the responsibility for air land search and rescue operations. It is obvious that specialised training is required for such search and rescue work which the Air Force would be in a better position to undertake. The Committee would, therefore, urge Government to review the position.
76	152	The Committee recommend that the representatives of the Ministry of Transport and Communications, Civil Aviation Department and the Director General, Supplies and Disposals may jointly go into the question of streamlining the procedure and expediting the procurement of equipment required by the Civil Aviation Department.

1	2	3
77	153	The Committee suggest that the feasibility of appointing a Standing Committee consisting of the representatives from the various interested organisations including the Ministry of Defence, the Hindustan Aircraft Limited, the Indian Airlines Corporation, the Air India, and the Director General, Civil Aviation may be examined so that there is proper co-ordination and the requirements of spare parts are met as far as possible from indigenous sources.
78	154	The Committee would like the Civil Aviation Department to ensure that payments in all cases where rebate is allowed for making payments in time are made expeditiously so that the Government do not lose the rebate.
79	155	The Committee regret that the compilation and publication of annual reports of a Department which deals with the fastest means of communication should be delayed for several years. They suggest that if the reports are to serve any useful purpose, they should be brought out in time. They recommend that a time limit may be prescribed for compilation of the annual report of the Department say six months after the close of the year and steps may be taken to see that the reports are published expeditiously.

APPENDIX XI

Analysis of recommendations contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

A. *Recommendations for improving the organisation and working.*

S. Nos. 1, 2, 3, 5, 6, 7, 8, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 21, 25, 26, 27, 29, 30, 31, 33, 34, 35, 36, 39, 40, 41, 43, 44, 46, 48, 49, 50, 51, 52, 54, 55, 56, 57, 60, 61, 64, 65, 69, 72, 73, 74, 75, 76, 77, 78 and 79.

——56

B. *Recommendations for effecting economy/increasing the revenues.*

S. Nos. 4, 37, 38, 45, 53, 62 and 70 ——7

C. *Miscellaneous*

S. Nos. 9, 20, 22, 23, 24, 28, 32, 42, 47, 58, 59, 63, 66, 67, 68 and 71

——16

II. ANALYSIS OF THE MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY OR INCREASING THE REVENUES.

Serial No.	No. as per Summary of Recommendations	Particulars
1	4	Prompt action on the Report of the Deputy Secretary (O.& M. Officer of the Ministry) in 1959 would have not only resulted in economy but also improved efficiency by reducing the number of stages through which work passed.
	37	Government would have to think of taking steps to increase the revenue from airports by providing adequate facilities such as the following and levying suitable charges therefor: (*i*) Shopping counters; (*ii*) Space for display of hoardings, advertisements etc; (*iii*) Facilities for keeping luggage at the airports by air passengers; (*iv*) Roof gardens; and (*v*) Car parks.

1	2	3
3	38	(*i*) Government may like to examine the feasibility of levying a charge on fuel supplied to aircraft at major airports. (*ii*) Government may also examine the feasibility of levying passenger service charge for every passenger departing for abroad as per practice obtaining in Britain. (*iii*) It should be the endeavour of the Department to see that as far as possible the airports pay their way.
4	45	Civil Aviation Department should extend static free VHF air ground communication facilities to routes other than Bombay.-Calcutta and Bombay-Delhi so that maximum efficiency and economy consistent with safety can be achieved.
5	53	As improvement in procedure of inspection would make for better utilisation of aircraft and earning of additional revenue, the matter deserves serious consideration.
6	62	Government may at an early date standardise a trainer aircraft for the use of flying clubs, in consultation with Hindustan Aircraft Limited and Indian Air Force as it would lead to considerable saving in the annual recurring expenditure.
7	70	Government may examine the feasibility of standardising aircraft for air services, within the country. Having regard to the various requirements there should be not more than three types so as to achieve maximum economy and efficiency.

APPENDIX XII

Abbreviations used in the Report

A.L.S.R.	Air Land Search and Rescue.
A.S.S.R.	Air Sea Search and Rescue.
A.T.C.	Air Traffic Control.
C.A.T.C.	Civil Aviation Training Centre.
C.P.W.D.	Central Public Works Department.
D.F.	Direction Finding.
D.G.C.A.	Director General, Civil Aviation.
E.M. Workshops	Electrical and Mechanical Workshops.
I.A.C.	Indian Airlines Corporation.
I.A.F.	Indian Air Force.
I.C.A.O.	International Civil Aviation Organisation.
M.F.	Medium Frequency.
N.C.C.	National Cadet Corps.
N.M.	Nautical Miles.
O. & M.	Organisation and Methods.
S.R.U.	Special Re-organisation Unit.
U.H.F.	Ultra High Frequency.
V.H.F.	Very High Frequency.
V.O.R.	Very High Frequency Omni-directional Radio Ranges.
W.T. Stations	Wireless Transmitting Stations.

DELHI

34. Jain Book Agency, Connaught Place, New Delhi.

35. M/s. Sat Narain & Sons, 3141, Mohd Ali Bazar, Mori Gate, Delhi.

36. Atma Ram & Sons, Kashmere Gate, Delhi-6.

37. J. M. Jaina & Brothers, Mori Gate, Delhi-6.

38. The Central News Agency, 23/90, Connaught Circus, New Delhi.

39. The English Book Stall, 7-L, Connaught Circus, New Delhi.

40. Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.

41. Lakshmi Book Stores, 42, M.M. Janpath, New Delhi.

42. Kitab Mahal (W.D.) Private Ltd. 28, Faiz Bazar, Delhi.

43. Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.

44. Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.

45. Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.

46. People's Publishing House, Rani Jhansi Road, New Delhi-1.

47. Mehra Brothers, 50-G, Kalkaji, New Delhi-19.

48. Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.

49. The United Book Agency, 48, Amrit Kaur Market, Paharganj, New Delhi.

50. Hind Book House, 82, Jan Path, New Delhi.

51. Bookwell, 4, Sant Narankari Colony, Kingsway Camp, Delhi-9.

MANIPUR

52. Shri N. Chaoba Singh, Newspaper Agent, Ramalal Paul High School, Annexe, Imphal, Manipur.

AGENTS IN FOREIGN COUNTRIES

U.K.

53. The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.-2.

© 1963 BY LOK SABHA SECRETARIAT

PUBLISHED UNDER RULE 382 OF THE RULES OF PROCEDURE AND CONDUCT OF BUSINESS IN LOK SABHA (FIFTH EDITION) AND PRINTED AT THE PARLIAMENTARY WING OF THE GOVERNMENT OF INDIA PRESS, NEW DELHI.