

**TWENTY-FOURTH REPORT**  
**ESTIMATES COMMITTEE**  
**(1985-86)**

(EIGHTH LOK SABHA)

**MINISTRY OF TRANSPORT**  
**(DEPTT. OF CIVIL AVIATION)**

[Action taken by Government on the Recommendations contained in the Seventy-Fifth Report of Estimates Committee (Seventh Lok Sabha) on the Ministry of Transport (Deptt. of Civil Aviation)—  
DGCA]



*Presented to Lok Sabha on \_\_\_\_\_*

**LOK SABHA SECRETARIAT**  
**NEW DELHI**

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(1985-86)**

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**STUDY GROUP ON ACTION TAKEN REPORTS OF  
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(1985-86)**

1. **Shri Chintamani Panigrahi—*Chairman***
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## INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Twenty-fourth Report on action taken by Government on the recommendations contained in the Seventy-fifth Report of the Estimates Committee (Seventh Lok Sabha) on the Ministry of Transport (Deptt. of Civil Aviation)—D.G.C.A.

2. The Seventy-fifth Report was presented to Lok Sabha on 7th July, 1984. The draft Report was adopted by the Committee on 19th December, 1985.

3. The Report has been divided into following Chapters :—

- (i) Report
- (ii) Recommendations/Observations which have been accepted by Government.
- (iii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.
- (iv) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
- (v) Recommendations/Observations in respect of which final replies of Government are still awaited.

4. An analysis of action taken by Government on the recommendations contained in Seventy-fifth Report of Estimates Committee (Seventh Lok Sabha) is given in Appendix. It would be observed that out of 32 recommendations made in the Report 22 recommendations i.e. about 69.85 per cent have been accepted by Government. Replies have not been accepted in respect of 4 recommendations i.e. about 12.5 per cent. Final replies of Government in respect of 2 recommendations, i.e. about 6.05 per cent are still awaited. The Committee do not desire to pursue four recommendations i.e. 6.05 per cent in view of Government's replies.

NEW DELHI

CHINTAMANI PANIGRAHI,

*January 29, 1986*  
*Magha 1907 (S)*

*Chairman,*  
*Estimates Committee.*

## CHAPTER I

### REPORT

1.1 This report of the Estimates Committee deals with action taken by Government on the recommendations contained in their 75th Report (7th Lok Sabha) on the Ministry of Tourism & Civil Aviation—Director General of Civil Aviation which was presented to Lok Sabha on 7th April, 1984.

1.2 Action taken Notes have been received in respect of all the 32 recommendations contained in the Report and these have been categorised as follow :—

- (i) Recommendations/Observations which have been accepted by the Government :

Sl. Nos. 3, 6, 8, 9, 10, 11, 12, 14, 17, 18, 19, 21, 22, 23, 24, 25, 26, 27, 29, 30, 31 & 32

(Total 22 Chapter II)

- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies :—

Sl. Nos. 2, 4, 7 and 28.

(Total 4 Chapter III)

- (iii) Recommendations/Observations in respect of which Government replies have not been accepted by the Committee :

Sl. Nos. 13, 15, 16 and 20

(Total 4 Chapter IV)

- (iv) Recommendations/Observations in respect of which final replies are still awaited :

Sl. Nos. 1 and 5

(Total 2 Chapter V)

1.3 The Committee will now deal with action taken by Government on some of the recommendations.

## *Instrument Landing System*

### **Recommendation (Sl. No. 13, Para No. 3.27)**

1.4 Commenting on the Instrument Landing System procured for installation at Delhi, Bombay and Calcutta airports, the Estimates Committee in paragraph 3.27 of their 75th Report had observed as follows :—

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

1.5 The Ministry in their reply has stated as under :—

“The case has been commented upon by the Comptroller and Auditor General of India in his Report for the year 1982-83.

The decision to instal category II Instrument Landing System at 10 end of the runway (10/28) at Delhi airport and 09 end of the runway (09/27) at Bombay airport was taken in 1973 in deference to the recommendation of a High Level Group Chaired by Shri N. Sehgal, Secretary, Ministry of Tourism and Civil Aviation which had been appointed by the Government following an air crash of Indian Airlines Boeing 737 aircraft during landing at Delhi airport on 31.5.1973. Preliminary survey reports undertaken for the selection of site at Delhi and Bombay became available in September, 1975 and in August, 1973 respectively. The preliminary survey for the selection of site was undertaken in association with M/s. Plessey, London, who were the suppliers of these equipments. The Government accorded formal expenditure sanction in June, 1975 and the DGCA initiated action to procure the



equipment through the DGS&D. The equipment was procured during November, 77 — October, 79.

As the International Airports in India including Delhi and Bombay are under the control of International Airports Authority of India, a concerted coordination between the DGCA who is responsible for installation of the equipments, and the IAAI was essential. In respect of Delhi, to facilitate installation of the equipment, it was felt that a diversion of Delhi-Gurgaon road was essential. For this, the matter had to be taken up with the Ministry of Shipping and Transport and pursued by the IAAI who had plans to extend the main runway by 1000 feet which would necessitate diversion of Delhi-Gurgaon road by approximately 1000 metres from the beginning of runway 28. Three alternative modes of diversion were open to the DGCA and the alternative facilitating expeditious and economical diversion needed approval of the Ministry of Shipping and Transport. Concerted efforts were made to finalise the matter which was taking time. Even meetings between officers of the DGCA and IAAI were convened from time to time. In the meanwhile, having regard to the difficulties involved in the selection of appropriate site for the localiser, the DGCA explored the desirability of diverting the equipment, intended for Palam, elsewhere to meet the immediate high priority requirements. After detailed discussions, the DGCA came to the conclusion that pending finalisation of the diversion of the Delhi-Gurgaon road, the equipment already received for Delhi airport might be diverted for deployment at Trivandrum.

In respect of Bombay also similar problems in installation of the equipment were faced. The site suggested in the preliminary survey report for location of the localiser was not acceptable to the Radio Construction Development Unit of the DGCA as the land was very much as 8' to 10' deep. Also a proposal of IAAI to extend the runway to a distance of approximately 1500' had further complicated the matter. The diversion of Andheri-Kurla Road which came between 27 end of the runway and the proposed site for localiser antenna, was needed. There were various other technical difficulties also. After examining the survey report, RCDU had indicated the problems inherent in the installation of glide path and localiser at the sites suggested and had sought further information which was furnished by the Controller Communication Aeronautical Communication System, Bombay in December, 1974. Additional information asked for by the Director, RCDU was also provided in September, 1975 by ACS Bombay. In March, 1976 the IAAI informed the DGCA that as instrument runway was being extended towards 09 (West) there was no likelihood of

installing back to back localiser antenna for runway 09 at the new shifted position, it would be necessary to have ILS localiser installed at the Eastern end of the runway and this would necessitate diversion of Kurla-Andheri road. The DGCA had intimated to the IAAI the land required for installation of the localiser and glide path and requested the IAAI to initiate necessary procurement action immediately to enable them to go ahead with the forward planning of the installation. The procurement of the land by IAAI could not materialise as it involved acquiring some of the densely populated private land, removal of some industries to an alternate site, removal of encroachments, levelling down the hillock etc. Thereafter, in a meeting held in October, 1977 it was decided to re-examine the requirement and also the possibility of installing the localiser within the IAAI land. The DGCA explored other possible alternative solutions to the problem, including providing Instrument Landing System on runway 14. In the meantime, the IAAI decided to extend the runway 09/27 towards the Western and because of the difficulty in extending the runway towards East due to the proximity of Andheri-Kurla road. This necessitated shifting of the already existing localised on 09 end to a new site. Also due to operational reasons it was essential to reduce the time for which ILS would not be available for use of the main runway. It was, therefore, decided to build a new localiser building at an appropriate site, instal the localiser of the reciprocal ILS in the re-located building, dismantle the existing localiser and direct the same (old localiser) to Hyderabad airport.

It would be appreciated that the circumstances in which the equipments were diverted for use at Trivandum and Hyderabad were unforeseen and beyond anybody's control and bonafides in doing so were unquestionable."

1.6 The reply of the Ministry is unfortunately widely off the Mark. It is not the diversion of the imported Instrument Landing System to Trivandrum and Hyderabad, but the import itself of the equipment without making a feasibility study whether such a system could be installed at Delhi, Bombay or not, that had perturbed the Committee. The Committee had decided that the Ministry should investigate why no feasibility Report was prepared before placing an order for the import of the equipment. The Ministry have, however, stated in reply that the import was in deference to the recommendation of a Group chaired by Shri N. Sehgal; then Secretary, Ministry of Tourism and Civil Aviation and that "the preliminary survey for the selection site was undertaken in association with M/s Plessey; London who were the suppliers of these equipment." The Committee are constrained to observe that a preliminary survey for the selection of site in association with the suppliers could hardly be a substitute for an independent feasibility survey by the users

themselves. The suppliers of the equipment, being the party interested in selling the equipment to this country, could not be expected to be objective in their assessment of the feasibility of installation of the equipment. No wonder the equipment ultimately turned out useless for Delhi and Bombay and had to be divested to other Airports.

The Committee therefore reiterate their earlier recommendation that a thorough investigation, by a high-powered Committee composed of persons outside the department of Civil Aviation, may be made as to how and why the most important requisite of preparing a feasibility report for installation of Instrument Landing System at Delhi and Bombay Airports was given a go by and only a perfunctory survey undertaken in association with the suppliers of the equipment was relied upon for importing the equipment. The investigation should include an inquiry into the conduct of the concerned officers of the Ministry of Tourism and Civil Aviation. They would like to be informed of the results of the investigation/inquiry and action taken pursuant thereto.

#### **Recommendation (Sl. Nos. 15-16, Para Nos. 3, 29-3, 30)**

1.7 While commenting on the absence of feasibility report and delay in installation and commissioning of Instrument Landing System at Delhi, Bombay and Calcutta airport, the Estimates Committee had in their 75th Report commented as follows :—

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

1.8 The Committee also wanted to be assured that the Instrument Landing System was installed and was operational at Trivandrum, Hyderabad and Calcutta Airports.

1.9 In their reply, the Ministry have stated as follows :

“This case has also been commented upon by the Comptroller and Auditor General of India, in his report for the year 1982-83. The reason of delay in installation of instrument Landing System equipment at Calcutta airport have been analysed in detail.

Instrument Landing System is a highly sophisticated equipment. The components of ILS viz., localiser, glide path, Middle Marker and Outer Marker have to be located in a particular direction from the runway along its Central line and installed at particular levels in relation to the level of the runway. The area around the sites of the localiser/glide path has to be graded and cleared of all obstruction. The site has also to be free from blasts of all kinds. Even if a preliminary survey of site is undertaken well in advance of the formulation of the project, the site can be selected only after a firm order is placed on the manufacturers will be necessary for finalising the parameters for siting the components of ILS. After a preliminary survey of the site is completed, the merits of alternative sites available for each components are examined in detail. Elaborate discussions between the various Directorates of the DGCA viz., Directorate of Communication, Directorate of Aerodrome (Planning), Directorate of Aerodrome (Operations) and RCDU are held. The concerned officers in the Regional office and the Controller of Communication of the Aeronautical Communication Station who conducts the preliminary survey are also associated in these discussions. After the DGCA takes a tentative view on the best possible site for each component, a siting board is constituted for pinpointing the sites. Apart from the officers of the concerned Directorates of the DGCA, agencies like the CPWD who have to undertake the civil and electrical works, RCDU which is concerned with the installation, the Aerodrome authorities i.e. IAAI in the case of international airports, participate in the Siting Board meetings. As a large number of agencies are involved in decision making, some amount of delay in selection of sites is inevitable.

If the sites needed for markers and NDBs are not readily available, acquisition of land through the CPWD and State Government becomes necessary which is a time consuming process. If the site for any of the components stands allotted to some other agencies, it has to be got released. This adds to the delay.

In the present case, the delay essentially was on account of the sites for markers not being readily available. The delay in acquiring the site for middle marker was on account of the site having earlier been allotted by the State Government to the State Housing Board and the time taken in getting this land released for allotment to the DGCA. The work relating to the installation of the outer marker

could be commenced only after the site became available in March, 1982. Considering the process involved in the final selection of sites and the time required for acquisition of sites, the delay in the completion of both the markers has not been significant. However, there was some laxity in the execution of the civil and electrical works needed for installation of Glide Path. The localiser could not be installed in time on account of the problems encountered in finding a clear site for the antenna. The work could be taken up after sorting out the problems with the IAAI and removal of runway lights coming in the way."

1.10 The Ministry have further informed :

"the Instrument Landing System at Trivandrum and Hyderabad airports have been commissioned in February, 1982 and March, 1984 respectively. The work of installation of Instrument Landing System at Calcutta which is in progress is expected to be completed by the end of 1984"

1.11 Three sets of equipment for Instrument Landing System were received for installation at Delhi, Bombay and Calcutta in 1978. The equipments meant for Delhi and Bombay were diverted to Trivandrum and Hyderabad in September-November, 1979. The Committee are informed that the Instrument Landing System was operational at Trivandrum in early 1982 and at Hyderabad in early 1984. Thus, the installation and commissioning of the equipment at Trivandrum took nearly three years and that at Hyderabad about 5 years. The Estimates Committee (1983-84) were told that the equipment meant for Calcutta was expected to be commissioned in 1983 (Cf. Para 3.23, 75th Report). In the reply furnished to the Committee vide communication from the Ministry of Tourism and Civil Aviation dated 9th January, 1985, it was stated that the work of installation of Instrument Landing System at Calcutta "which is in progress is expected to be completed by the end of 1984." The Committee are not able to appreciate why the Ministry could not in reply sent in January 1985 positively say whether the Instrument Landing System at Calcutta had been commissioned by the end of 1984 or not. Even if it had been commissioned by that time, of which the Committee have not been given any positive information it has taken the DGCA nearly 6 years to instal and commission the equipment. It is worth introspection on the part of the Ministry whether delays of such magnitude were really inevitable or whether any advance or energetic action by the agencies concerned could have substantially reduced the time taken in the

installation and commissioning of the equipment. The Committee would like the Ministry to atleast now initiate an exercise in this direction so as to learn a lesson for the future.

### Simla Airport

#### Recommendation (Sl. No. 28, Para No. 3.43)

1.12 The Estimates Committee (1983-84) were informed by the Secretary, Civil Aviation during evidence that at some stage in the recent past it was agreed between the Chief Secretary to the Government of Himachal Pradesh and the Secretary, Civil Aviation that the State Government would make available levelled land to the Central Government and the Central Government would provide a runway and arrange for air services to and from Simla. The Committee were also informed that the State Government had already spent a sum of Rs. 85 lakhs on levelling of the land for the purposes. They noted the assurance given to them by the Secretary, Civil Aviation during evidence that the Simla Airport would be operational "within a year of the land being handed over" to the Central Government. Being anxious that Simla airport should become operational soon, the Committee called upon the Department of Civil Aviation and the State Government to work in concert and see that the proposed Simla airport on which a substantial amount of money had already been spent by the State Government become operational within a year.

1.13 In their reply dated 23 May, 1985, the Ministry have stated as follows:—

"The Government of Himachal Pradesh had acquired land measuring about 30 acres at a cost of Rs. 22.62 lakhs and started the work of levelling and grading of site for construction of an airstrip in April, 1981. After completion of about 30% of work costing, Rs. 12, lakhs, the State Government suspended the work in March, 1983 due to constraint of resources. In order to sort out the impasse and expedite the completion of the project, an inter-departmental meeting was held on the 14th December, 1983 which was attended by the officials of the Central Public Works Department and State Public Works Department. It was decided in this meeting that the Civil Aviation Department would meet the cost of construction of the pavements, terminal building etc. and also the cost of the balance of earth work subject to the approval of the competent authority.

The project has been included in the draft Seventh Five Year Plan. A project report has been prepared by the DGCA. The estimates are also ready. The proposal is under submission to the Expenditure Finance Committee for approval. As and when the proposal is approved by the EFC, the work will be commenced.

The remaining earth work is scheduled to be completed by the end of 1985-86 and the civil works which will be started immediately after the site is levelled are expected to be completed by the middle of 1987-88. The DGCA is alive to the need for expeditious execution of the project and will endeavour to ensure that the civil works are completed as early as possible and the airport made operational by the middle of 1987-88."

**1.14** The Committee would like to be informed whether the proposal for financing the Simla Airport project has been cleared by the Expenditure Finance Committee or not.

**1.15** In case it has since been finally cleared, the Committee trust that the implementation of the project will be so planned as to ensure that the Simla Airport is operational, as targetted, by the middle of 1987-88.

#### **Implementation of Recommendations**

**1.16** The Committee would like to emphasise that they attach the greatest importance to the implementation of the recommendations accepted by the Government. They would, therefore, urge Government to implement such recommendations expeditiously. In case where it is not possible to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

**1.17** The Committee also desire that final replies in respect of the recommendations contained in Chapter V of This Report may be furnished to the Committee expeditiously.

## CHAPTER II

### RECOMMENDATIONS/OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

#### Recommendation (Sl. No. 3, Para No. 2.17)

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

#### Reply of Government

The post of D. G. C. A. fell vacant with effect from 17. 7. 1980. According to Recruitment Rules, the post was to be filled by promotion failing which by transfer on deputation. Since eligible officers were not available and also because the Recruitment Rules were under modification, the post could be filled only by ad-hoc arrangements. The post of D. G. C. A. has since been filled on regular and full time basis with the appointment of Air Marshal C. K. S. Raje of Indian Air Force on deputation basis with effect from 23.1.1984 for a period of three years. The Recruitment Rules for the post of D. G. C. A. are being reviewed.

[Ministry of Tourism & Civil Aviation O.M.No. H 11013/20/84-PU/VB  
Dated 31.1. 1985].

#### Recommendation (Sl. No. 6, Para No. 2.27)

The Committee are constrained to note that though the Tate Committee (1975) had recommended setting up of a Flight Inspection Directorate to check proficiency of flying crews and Government had accepted the recommendation and issued guidelines for implementation, the Directorate has not



been set up as yet. Since the need for the creation of Such a Directorate is admitted, the Committee would like the Ministry to implement the recommendation of the Tata Committee and set up an independent Flight Inspection Directorate, so that the possibility of human errors involved in the air accidents are minimised, if not eliminated altogether.

### Reply of Government

Even prior to the receipt of the Tata Committee report in 1975, two posts of Examiners of Flying were created in the Civil Aviation Department in 1973 for checking the proficiency and skill of pilots of Indian Airlines, Air-India for command rating, type rating, instrument rating and renewal of their licences. The Examiners of Flying were to be appointed from Air-India, Indian Airlines and Air Force to cover the different types of aircraft operated by the Airlines. With a view to ensuring independence of the Examiners, the pilots taken from Air India/Indian Airlines were required to sever their connections with the Air Corporations and the pilots Guild/Association. However, due to lack of adequate response from airline pilots, mainly due to lower Government pay scales, the two posts were filled by officers inducted from Air Force. But as these Government Examiners drawn from Air Force were qualified on HS-748 aircraft only, their duties were restricted to the proficiency checks of HS-748 Pilots only. Pilots of other types aircraft were continued to be checked out by the Airlines Check pilots.

2. The experience gained over the years has shown that it is not possible for the independent flight inspection system to function effectively as long as the Government had to depend upon other agencies for the availability of Examiners. Following the practice prevalent in UK and U.S.A. therefore, a proposal has been drawn up to set up a Flight Operations Inspectorate (FOD) under the DGCA to undertake the statutory responsibility prescribed in the Aircraft Rules and to ensure proper proficiency of commanders and co-pilots employed in public air transport operations to effectively monitor the airline operations and that they are conducted in accordance with the international standards and practice, ensuring maximum air safety.

3. This proposal is under active consideration of the Govt.

[Ministry of Tourism & Civil Aviation O.M. No.H. 11013/20/84-PU/VB.  
dated 21.1.1985].

### Recommendation (Sl. No. 8, Para No. 2.34)

The Committee note that the Director General of Civil Aviation has been delegated financial powers to sanction works/schemes costing upto

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

### Reply of Government

This recommendation has been accepted and action has been initiated for obtaining the approval of the Ministry of Finance to the enhancement of the DGCA's powers for sanctioning works/schemes from Rs. 50 lakhs to Rs. 1 crore and also for waiving the requirement of referring the proposals costing upto Rs. 1 crore to the Standing Finance Committee.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84-PU/  
VB Dated 23.5.85].

### Recommendation (Sl. Nos. 9 and 10, Para No. 3.18 and 3.19)

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

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

### Reply of Government

As indicated in the course of evidence tendered to the Committee, a number of corrective measures as detailed in para 3.20 of the Committee's report have been/are being initiated by the Ministry.

It will be pertinent to state in this connection that one of the important features of the Seventh Five Year Plan is the recognition of the need for reduction in infrastructural bottlenecks and shortages and for improved capacity utilisation and productivity throughout the economy. Keeping in view this objective, the factors which were responsible for the inadequate utilisation of funds allocated in the sixth Plan for the provision of infrastructural facilities and non-achievement of physical targets have been identified. These are enumerated in Para 4.7.2 of the draft Seventh Plan approved by the Working Group on Civil Air Transport which is reproduced below for facility of reference :—

- (a) The conflicting claims of import of sophisticated equipment vis-a-vis their indigenisation, with all their attendant problems;
- (b) Non-adherence, by the suppliers of equipment, to the stipulated delivery schedules; and the consequential uncertainty about costs in respect of equipment ordered on public sector undertakings and other indigenous sources;
- (c) Delays, on the part of the Directorate General of Supplies and Disposals and the Department of Electronics, in the finalisation of specifications, invitation of tenders and their evaluation;
- (d) Delays in the execution of Civil Works by the Central Public Works Department;
- (e) Inadequacy, in the Directorate General of Civil Aviation, of the machinery for monitoring the progress and implementation of approved and sanctioned Plan schemes;

In order to ensure the selection of projects on scientific basis and to avoid cost and time overruns, it will be necessary to strengthen the machinery in the Civil Aviation Department for project formulation appraisal, implementation and monitoring. In pursuance of the suggestions made by the Estimates Committee, a decision has been taken in this Ministry to strengthen the machinery for planning. With this strengthening, it will be possible to achieve speedier and more effective formulation and appraisal of various projects and schemes in the Plan for the Civil Aviation sector, better co-ordination of plans and programmes of different organisation under the Department and more effective monitoring of projects and schemes. It will

also be possible to compile and analyse the basic data necessary for the Planning process.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84-PU/  
VB Dated the 23.5.85]

**Recommendation (Sl. No. 11, Para No. 3.20 and 3.21)**

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

- (a) Major items of equipment required at different airport in the country have been identified and in respect of those items where there have been slippages in delivery, the question of expediting the deliveries has been taken up, at the level of the Secretaries and the Minister with the administrative Ministries of the Public Sector Undertakings concerned.
- (b) A system of stage inspection of equipment on order is proposed to be introduced so that prompt corrective action can be taken by the suppliers/manufacturers in case of slippages.
- (c) Apart from the quarterly review of the progress of expenditure on Plan Schemes, a system of review every month by the Director General of Civil Aviation and the concerned Director in the Ministry, every two months by the Joint Secretary, and every quarter by the Secretary has also been introduced.
- (d) The monitoring systems have also been strengthened by the introduction of PERT and BAR charts and of periodical inspections by the officers of the concerned Directorates and of the Ministry;
- (e) The penalty clauses incorporated in the contracts for delayed deliveries are proposed to be invoked more frequently so as to serve as a deterrent.

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

### Reply of Government

As indicated in reply to Paras 3.18 and 3.19, a decision has already been taken to strengthen the planning machinery in the Department of Civil Aviation so as to facilitate speedier and more effective formulation and appraisal of various projects and schemes, achieve better coordination of the plans and programmes of different organisations functioning under the Department and more effective information and monitoring of the plan projects and schemes. The Planning Cell proposed to be set up will compile and analyse the basic data necessary for the planning process and also plan projects and schemes at the micro level so as to avoid bottlenecks in their implementation. Necessary provision for strengthening the Planning Cell of the Civil Aviation Department has been made in the draft Seventh Plan as approved by the Working Group on Civil Air Transport.

2. The steps taken by the Department as stated in para 3.20 of the Report, have yielded the desired results. The stage inspections were carried out in the suppliers' premises to see the progress of the fabrication of the equipment and ensure its delivery within the time schedule prescribed. It has been possible for the Department to even prepone the due date of supply of one HLS and 2 DVOR. These items which were to be supplied later, were got supplied in the year 1983-84 itself. In the financial year 1983-84, various corrective measures were taken which resulted in almost 100% utilisation of funds and implementation of some of the pending schemes.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84-PU/  
VB Dated 31.5.85.]

#### Recommendation (Sl. No. 12, Para No. 3. 22)

The Committee note the categorical assurance of the representative of the Ministry that by the delay in replacement of outmoded equipment "we have not been exposed to risk except that we have not been able to completely equip ourselves with more solid-states equipment". However, this is tempered by the admission of the Secretary (Civil Aviation) during evidence before the Committee that "the very fact that we want to instal this equipment is to reduce the risk. If there was no risk, then there would be no need to instal the equipment." The Committee have subsequently been informed by the Department that "having regard to the urgent need for upgrading the existing air travel services/communication facilities, the Department is making concerted effort to upgrade the facilities and endeavouring to ensure that the scheme for installation of such facilities are sanctioned on priority basis and

executed most expeditiously". In this connection a programme of modernisation of aeronautical communication services in respect of 20 important airports costing an estimated Rs. 80 crores has been drawn up. This would be in addition to the expenditure being incurred during the period 1980-85. The Committee expect the Ministry to pay special attention to improvement in and modernisation of communication and traffic control and safety equipment at the airports so that air travel is no longer a safety hazard.

### Reply of Government

The draft Seventh Plan of the DGCA as recommended by the Working Group on Civil-Aviation Transport lays emphasis, *inter-alia*, on the following objectives :-

- (a) Expeditious completion of the on-going projects.
- (b) Reduction of the present gap between the availability of infrastructural facilities and the requirements of airlines.
- (c) Development and upgradation of the equipment at 20 selected airports with a view to providing the optimum equipment to enable the airports to meet the standards of safety and reliability of air operations as prescribed by the International Civil Aviation Organisation.

The 20 airports selected for development are as follows :-

- |                  |                      |
|------------------|----------------------|
| (1) Ahmedabad    | (11) Imphal          |
| (2) Amritsar     | (12) Jaipur          |
| (3) Bangalore    | (13) Lucknow         |
| (4) Bhopal       | (14) Madras          |
| (5) Bhubaneshwar | (15) Nagpur          |
| (6) Bombay       | (16) Patna           |
| (7) Calcutta     | (17) Ranchi          |
| (8) Delhi        | (18) Tiruchirappalli |
| (9) Gauhati      | (19) Trivandrum      |
| (10) Hyderabad   | (20) Varanasi.       |

- (d) The provision of the minimum facilities including the procurement and installation of safety oriented equipment at all the existing airports so as to cater adequately to the requirements of the airlines and also to make air operations more reliable.

The important items of equipment are proposed to be installed in the Seventh Plan period to improve aeronautical and navigation, including *inter-alia* Air Routes, Surveillance Radar (ARSR) at Ahmedabad and Trivandrum, updating Air Route Surveillance Radar at Delhi and Madras. Secondary Surveillance Radar (SSR) at Delhi Airport Surveillance Radar (ASR) at Gauhati and Hyderabad, Instrument Landing System (ILS) at Amritsar, Bangalore, Bombay, Delhi, Madras, Varanasi, Agartala, Patna, Jaipur, Bhopal, Mohanbari, Jammu & Kanpur and Very High Frequency Omni Range (VOR) at 25 airports. Similarly, for improving the safety services at airports, various vehicles and equipment such as Crash Fire Tenders (7), Rapid Intervention Vehicles (RIV) (10), Dry Chemical Powder Tenders (8), Water Bowzers (30), Mechanical Runway Sweepers (15), Fire Suits (80), Air Breathing apparatus (30) Air Compressors (30) and Motor Vehicles (210), are proposed to be procured in the Seventh Plan. The security and anti-hijacking measures would also be strengthened by the installation of Baggage Inspection equipment (52), Door Frame Metal Detectors (14), Hand Held Metal Detectors (112), VHF RT sets (95) etc.

It is evident from the above that the Ministry is paying special attention to the improvement of and modernisation of communication and traffic control and safety equipment at the airports.

[Ministry of Tourism and Civil Aviation O. M. No. H. 11013/20/84-PU/VB  
Dated 23.5.85]

#### Recommendation (Sl. No.14, Para No. 3. 28)

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

#### Reply of Government

In the case of proposals requiring the approval of the Public Investment Board, the practice of preparing feasibility reports is already in vogue. In their O.M. No. 1 (4)-PF.II/84 dated the 25th August, 1984, the Ministry of Finance have emphasised the need to ensure that the investment decisions are taken only on the basis of well-prepared feasibility reports. It has been further indicated that the Memorandum for the pre-PIB meeting should set out in detail the various pre-investment activities that have been undertaken and the adequacy of these activities for determining the broad parameters and the cost estimates with a reasonable degree of accuracy. It

has also been stipulated that in the Memorandum to the PIB, the comments of the appraisal agencies and the adequacy of the pre-investment activities undertaken should be specifically highlighted. Where the discussions of the pre-PIB and PIB meetings reveal misgivings about the adequacy of the pre investment activities and the reasonableness of the cost estimates and project parameters, the PIB would return the proposal for the preparation of a fresh feasibility report based on more intensive studies. Further instructions on the subject have also since been issued by the Ministry of Finance vide their O.M. No. 1 (8) PF. II/82 dated 29.3.1985, for preparation and consideration of feasibility reports.

The Estimates Committee's recommendation is being brought to the notice of the Ministry of Finance for issuing suitable instructions on the above lines in regard to the EFC proposals also. As regards proposals which are within the delegated powers of the Ministry and the DGCA, the adequacy of pre-investment activities and the availability of requisite inputs for speedy and successful implementation of the projects and schemes will also be ensured before giving clearance to the projects/schemes.

[Ministry of Tourism and Civil Aviation O.M. No. 11013/20/84-PU/VB Dated 31.5.85].

#### Recommendation (Sl. No. 17 Para No. 3. 33 Chapter III)

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

#### Reply of Government

As indicated in the reply to para 3. 28, the system of approval to plan projects is being modified to ensure that the pre-investment activities undertaken by the project authorities for implementing the projects and schemes are adequate and necessary inputs for the implementation of the schemes and projects are available before according approval at the plan formulation and pre-budget scrutiny stages. As regards allotment of funds, it will be ensured that the funds will be allocated only after making sure that the



requisite inputs are available and the pre-investment activities necessary for proper implementation of the project have been undertaken by the project authorities.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84-PU/VB dated 23.5. 85].

### Recommendation (Serial No. 18, Para 3.38)

The Committee observe from the material furnished to them that out of 37 Aerodromes where major projects have been taken up under "Aerodromes and Air Routes Services (Works at Aerodromes)", projects at nine Aerodromes viz. Ahmedabad, Agartala, Bhopal, Gauhati, Jammu, Kanpur, Mohanbari, Patna and Trivandrum have been or are likely to be delayed. However, during evidence the Committee was informed by the Secretary, Civil Aviation that out of nine projects, there are only three cases where there had been enormous delays. These three Airports are Agartala, Gauhati and Mohanbari. The delay is attributed to various reasons, such as non-availability of labour and material and abandonment of contracts. This has involved cost over-runs also. The Committee were assured that works at Gauhati have been completed, those at Agartala would be completed by the middle of 1984, but Mohanbari is still in a difficult stage, as the contractor, to whom the contract was awarded 35 per cent increase, and this involved calling of fresh tenders. The Committee learn that the contract has been awarded recently. The Committee are displeased at considerable delays in the execution of civil and electrical works at some of the Air Terminals leading to substantial cost escalation. They have elsewhere in the report recommended the setting up for effective monitoring mechanism and follow up system to watch the progress of various projects under execution. They hope that the works at Agartala airport would now be completed as per revised schedule, and similarly the work at Mohanbari, for which a fresh contract has been negotiated, would also be completed according to the terms of the contract.

### Reply of Government

The present status of work at Agartala and Mohanbari airports is as under :—

#### Agartala :

The original contract for the strengthening of runway 18/36 at Agartala was rescinded and fresh tenders were quoted for the work on runway 18/36

and 05/23 were floated. The work which was awarded on 29. 4. 1983 has been completed on 27. 5. 1984.

**Mohanbari :**

The work relating to extension and strengthening of runway at Mohanbari was completed on 30. 9. 1984. However, the work on the apron is still in progress and is likely to be completed by 31. 12. 1984.

[Ministry of Tourism and Civil Aviation O. M. No. H. 11013/20/84-PU/  
VB. Dated 9. 1. 1985].

**Recommendation (Sl. No. 19, Para 3.39)**

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

**Reply of Government**

The Government have been alive to the problem of delays in the execution of civil and electrical works through CPWD. The progress of such works is closely monitored in consultation with the CPWD. Government had, however, very recently constituted a Committee to examine the question of creating an autonomous Civil Aviation Authority which could be made responsible inter alia for the construction, maintenance, development and management of domestic airports. The report of the Committee has been received recommending the creation of such an Authority. It is under consideration. Under the proposed set up it would not be necessary to get civil and electrical works executed through the CPWD.

[Ministry of Tourism and Civil Aviation O. M. No. H. 11013/20/84-PU/  
VB dated 23. 5. 85].

### Recommendation (Serial No 21, Para 3.46)

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

### Reply of Government

The recommendation of the Committee that while providing new air links, the interests of the developing industrial, commercial and trade centres should be kept in view, has been noted for compliance. Warrangal, Cuddapah and Rajamundhry are three such centres in Andhra Pradesh which will be linked by Vayudoot during the current year. The construction of an airport at Calicut has been sanctioned and work on the first phase is already under execution.

[Ministry of Tourism and Civil Aviation, O. M. No. H. 11013/20/84-PU/VB dated the 9-1-85].

### Recommendation (Serial No. 22, Para 3.50)

The Committee are surprised that large scale encroachment and trespass on land in the possession of the DGCA at Kota Airport escaped notice of the Officers on the spot and it was only after the Committee pointed out the fact to the Secretary (Civil Aviation) during evidence on 27. 10. 1983 that a team despatched to inquire into the matter confirmed at and thereafter steps were initiated to meet the problem. The Committee fear that such encroachments trespassing may be there on land meant for other Airports also, of DGCA may not be aware. The Committee desire that immediate instructions should be issued to the Airport Manager/Officers to make a survey of the lands in the possession of the DGCA and to certify that it is completely free from any kind of encroachment and/or trespassing. The Committee would await the details of encroachment, if any. It should be clearly enjoined upon them that it is their personal responsibility to see that all lands in the possession of the DGCA under their charge remains free from such encroach-

ments and trespass and if it does take place under circumstances beyond their control, suitable action for getting it vacated should be taken by them immediately under intimation to the DGCA.

### Reply of Government

All Directors of Aerodromes have been instructed to take necessary steps in consultation with C.P.W.D. and revenue authorities to have an up-to-date record of land and buildings in the possession of Civil Aviation Department and also to ascertain the extent of encroachment, if any. They have been further instructed to take necessary steps to get encroachment, if any, removed promptly by the appropriate Revenue and Law enforcing authorities. Detailed reports in this regard have also been called for from them. A copy of the general circular issued in this regard is enclosed.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84—  
PU/VB. Dated 9.1.1985].

AV, 21020/3/84-S

M. S. PARTHASARATHY  
DF&A

29th June, 1984

Dear Shri

The Estimates Committee of the 7th Lok Sabha while reviewing the working of the Department had occasion to examine the case of encroachment on our land in one of the aerodromes. The Estimates Committee viewed the failure of the Officer concerned in preventing the encroachment on the lands seriously. The Committee desired that immediate instructions should be issued to the Airport Managers/Officers to make the survey of the lands in the possession of our Department and to certify that it is completely free from any kind of encroachment. The Committee also emphasised that it is the personal responsibility of the Officers-in-charge of the Aerodromes to ensure that all lands in the possession of the Department under their charge remained free from such encroachment and also suggested that if such encroachments took place under circumstances beyond their control, suitable action for getting it vacated should be taken by them immediately under intimation to the Director General of Civil Aviation.

The Director General of Civil Aviation is seriously concerned about the encroachments that have been taking place in the various aerodromes in

respect of lands belonging to the Department. This is to a large extent due to absence of proper records of lands and building in the possession of this Department. To remedy this situation, you may kindly take the following steps to have an up-to-date record of lands and buildings in our possession and also to ascertain the extent of encroachment, if any:—

- (1) All Officers-in-charge of the aerodromes/officer-in-charge of ACS having separate land and buildings under their control may be instructed to prepare an inventory of land and buildings in their possession detailing the extent of land, survey number etc. This may be done in consultation with the CPWD Division/Sub-Division concerned and the Revenue authorities. They may also keep a survey map of the aerodrome quoting therein the survey number etc., in their office.
- (2) Any encroachment taking place should be promptly got removed by the aerodrome officers, if necessary, by reporting to appropriate Revenue and Law enforcing authorities. He should also keep the Regional Office and the Director General informed of the position.
- (3) Wherever encroachments have taken place, detailed reports as to steps taken to get the encroachments vacated including the legal action should be furnished.

The report in this regard in respect of the aerodromes in your region detailing the action taken should be furnished to the Director General of Civil Aviation positively by 30th Sept., 1984.

Yours sincerely,  
sd/—

(M.S. PARTHASARATHY)

1. T.R. Chandramani, DA, Madras
2. R.I. Singh, DA, Delhi
3. S H. Santoke, DA, Bombay
4. G. Lakra, DA, Calcutta.

Recommendation (Serial No. 23, Para 3.51)

In regard to the encroachment and trespass on land in the possession of DGCA for Kota Airport, the Committee would like the Ministry to fix responsibility for inaction on the part of the Airport Manager and others

even though the encroachment and trespass on the land had been continuing for quite sometime.

### Reply of Government

The following steps have been taken to stop encroachment at Kota Aerodrome : —

- (i) The then Aerodrome Officer, Kota has been transferred.
- (ii) Fencing is being erected around the boundaries of Kota Aerodrome. The work is nearing completion.
- (iii) The Director of Aerodromes, Delhi Region and the Aerodrome Officer, Kota were asked to seek the help of Police, if necessary, to stop encroachment in future.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84-PU/  
VB. Dated. 9.1.1985].

### Recommendation (Sl. 24, Para No. 3.74)

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

### Reply of Government

The main indigenous suppliers of sophisticated equipment for the airports to DGUA are GCEI, ECIL, PWSL, BEL and HAL. There have been delays in actual delivery of the equipment by these suppliers which were caused mainly due to non-receipt of imported components of the equipment,

delay in issue of import recommendation certificate by the concerned department or due to the fact that production of a particular equipment is a development work in collaboration with the foreign firms. In a few cases, Department of Electronics disallowed the import of certain components and insisted on procurement through indigenous sources which caused delay. Officials of the DGCA have been pursuing with the firms and respective authorities through correspondence and even by visits to expedite delivery of the requisite equipment.

In certain cases where the equipment was to be imported, delays had been caused due to non-receipt of letters of credit by the supplier in time or problem in transporting the equipment or delay in taking a decision regarding the inspection of the equipment by the DGCA authorities. In other cases, however, foreign suppliers have delivered the equipment within the scheduled period of delivery.

A \*statement indicating particulars of the equipment ordered for by the DGCA since 1.1.80, source of supply, date of order, date of delivery, reasons for delay and the efforts made by the DGCA for expediting the delivery, is enclosed. The DGCA is also carrying out stage inspections in the suppliers premises to see the progress of fabrication of the equipment and ensure its delivery within the time schedule prescribed.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84-PU/  
VB dated 5.6.85]

#### Recommendation (Sl. No. 25, Para No. 3.75)

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

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\*Statement not printed.

### Reply of Government

Recognising the importance of modernising the facilities at the airports to facilitate air operations at optimum efficiency and air safety, an outlay of Rs. 140.60 crores has been proposed in the draft Seventh Plan and approved by the Working Group on Civil Air Transport as against Rs. 62.58 crores allocated for the Sixth Plan (Revised allocation).

Further, in conformity with the guidelines set out in the approach to the Seventh Plan, the major objectives envisaged by the Civil Aviation Department in the Seventh Five Year Plan are, *inter-alia*, as follows :—

Early completion and consolidation of the schemes/projects taken up and spilling-over to Seventh Plan and the development and upgradation to the optimum level of the infrastructural facilities at 20 selected domestic airports to include safety and reliability of air operations.

Provision of the minimum infrastructural facilities (communication and navigation aids) safety services, etc. at all the functional airports including the provision of night landing facilities.

The Planning Commission have approved a provision of Rs. 71.96 (Rs. 59.96+Rs. 12.00) lakhs for the Annual Plan 1985-86, as against the approved outlay of Rs. 52.00 lakhs for 1984-85. The important facilities which are proposed to be provided in the Seventh plan period have been listed in reply to Para No. 3.22. Besides, a proposal for providing Instrument Landing System at all the domestic airports (including civil enclaves) which are prone to fog and bad weather conditions, has been formulated so as to ensure the safety of aircraft operations. The ways and means of ensuring that critical safety equipment is procured within the shortest possible time, are being explored in consultation with the Department of Electronics. In order to avoid delay in providing vital safety equipment, relaxation for import will be obtained from the Department of Electronics wherever necessary.

[Ministry of Tourism and Civil Aviation O. M. No. H. 11013/20/84-  
PU/VB Dated 23. 5. 85].

#### Recommendation (Sl. No. 26, Para No. 3.76)

It is disgraceful that International Civil Aviation Organisation (ICAO) has recently taken a decision to by-pass India for transmission of air communication messages from West to East and *vice versa* and that such



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

#### Reply of Government

The delay in procurement of Automatic Message Switching System for installation at Bombay airport has been caused due to the long drawn procedure as prescribed and changed by the Department of Electronics. In the Expenditure Finance Committee meeting in March, 1981 that Department had advocated that equipment should be procured indigenously through

the Computer Maintenance Corporation. According to the procedure prescribed by the Department of Electronics for procurement of the said equipment, Computer Maintenance Corporation had to submit a proposal to the DGCA offering the equipment. If the proposal was found in order, the DGCA had to approach the Department of Electronics for certifying that Computer Maintenance Corporation is the sole indigenous source for this Automatic Message Switching System. After issue of such certificate by the Department of Electronics, an indent had to be placed on the DGS&D by the DGCA for procurement of the Automatic Message Switching System on a "single source indigenous purchase basis". Thereafter the DGS&D were to address the Computer Maintenance Corporation to submit an offer and financial quotation for the supply which were required to be finalised jointly by the DGS&D, DGCA and Department of Electronics. The DGS&D was then to place an order on the Computer Maintenance Corporation. In case of any hardware required to be imported for executing the Automatic Message Switching System for the DGCA, the Computer Maintenance Corporation were to approach Department of Electronics for import clearance in respect thereof.

2. The above procedure was followed and in March, 1983, the Department of Electronics were approached for the final import clearance of the hardware required by the Computer Maintenance Corporation. A firm 'Digital Equipment Corporation' of USA had been identified by the Computer Maintenance Corporation for supply of the requisite hardware. However, the Department of Electronics decided to follow their revised procedure to float global tenders for the required hardware and software. As the procedure of floating global tenders would have considerably delayed the project, the matter was taken up with the Department of Electronics recommending the import of the required hardware and software directly from the firm in USA. But Department of Electronics did not agree to this. Final clearance for the import of the hardware was received from the Department of Electronics in May, 1984. Immediately thereafter the Civil Aviation Department informed the department of Electronics that the Computer Maintenance Corporation was unable to meet the requirements of 99.99% availability of the System for which it required additional hardware. In view of this, once again the Department of Electronics was requested to permit import of the Complete Automatic Message Switching System and also an application made to them for import of the additional hardware. The hardware/software was ultimately imported from the same firm 'Digital Equipment Corporation' of USA after inviting global tenders. In the process delay of more than a year had been caused. It is felt that had the Computer Maintenance Corporation

been allowed to import the hardware/software direct without call of global tenders, this delay would have been avoided and order for the Automatic Message Switching System could have been placed in March-April, 1983 and the equipment commissioned by the middle of 1984 which was the time schedule indicated by the CAD to the International Civil Aviation Organisation.

3. The order has now been finally placed and the DGCA do not anticipate any major difficulty in procurement and installation of the Automatic Message Switching System at Bombay airport. The Department of Electronics have promised to do their best to assist the DGCA in whatever manner possible in implementation of the project.

[Ministry of Tourism and Civil Aviation O.M. No. H.11013/20/84—PU/VB dated 5.6.85.]

#### Recommendation (Sl. No. 27, Para No. 4.7)

The Committee note that during the period 1973-82 (upto 15.10.1982) as many as 93 accidents and 1,666 incidents took place. Of these four were investigated by the Courts of Inquiry, two by Committee of Inquiry and the remaining by Inspectors of Accidents under the Air-Craft Rules. An analysis of the accidents made reveals that the major cause of accidents/incidents has been 'human failure'. Another important cause was 'environmental' which included 'bird hits'. Leaving aside the accidents/incidents involving trainee pilots and those during agricultural flying, human failure was the case in 15 per cent of the accidents in India, while accidents due to human failure in USA were 80%, in Australia 90% and in U. K. 45%. The Committee would, however, like to caution the Ministry against any complacency in the matter, and urge that all out endeavour should be made to remove snags which are responsible for accidents due to human failures. Since inadequate training of pilots and other operating staff including air traffic controller and communicators, could be another factor causing accidents due to human failure, they recommend that training facilities of such personnel should be improved.

#### Reply of Government

Upto now pilots have been obtaining their basic training in the flying clubs/institutes upto commercial Pilot's Licence standard on a light trainer aircraft. Due to the inadequacy of the training facilities available at flying clubs/institutes, the Government had appointed a Task Force in April, 1983 under the chairmanship of Capt. A. M. Kapur, Chairman, International

Airports Authority of India to recommend measures to improve the basic training being imparted to pilots. On the recommendation of the Task Force, the Government have decided to establish a well-equipped training centre for the training of Commercial Pilots. Training leading to the acquisition of the Commercial Pilots licence which is being carried out at flying clubs hitherto will be discontinued. The flying Clubs will confine themselves to training for Private Pilots Licence, Hobby Flying and Aero-sports. The proposed Training institute to be known as Central Flying School is being established at Fursatganj in Rae Bareilly district of U. P. The school will provide training for Commercial Pilot's Licence with Instrument Rating. In addition, the school will also conduct the following courses :—

- (a) Training of Flying Instructors.
- (b) Refresher Courses for State Govt. Pilots.
- (c) Refresher Training for PPL holders.
- (d) Twin engine endorsement/instrument rating training.
- (e) Familiarisation flying training for departmental officers and
- (f) Training of foreign nationals.

Act on to establish the Central Flying School is well in hand. It is hoped that the deficiencies in the existing training system of commercial pilots will be eliminated and the national airlines and other agencies will get better material for recruitment of pilots.

It may be added that a pilot who obtains a Commercial pilot's Licence on a light trainer aircraft and joins an airline, has to undergo extensive advanced and sophisticated training in the airlines before he can qualify to fly as Co-pilot on the airline fleet. In case of Indian Airlines, the training is imparted at their Central Training Establishment in Hyderabad which covers training on ground subjects, on simulator and inflight. This is a modern training center well-equipped and staffed where a pilot with a basic Commercial Pilot's Licence is given step-by-step training to become an airline pilot. This centre at present has facilities to train pilots for HS-748, Boeing 737 and Airbus types of aircraft on appropriate Simulators, which is followed by inflight training. The pilots from Vayudoot and other operators having similar types of aircraft, including pilots from abroad, are also trained at this centre by arrangement.

Air India also have their own training establishments for training pilots on Boeing 707 and 747 types of aircraft operated by them. They do not recruit pilots holding Commercial Pilot's Licences. The minimum qualification required for pilots recruited by them is Senior Commercial Pilot's Licence and Instrument Rating; preference being given to those holding Airline Transport Pilot's Licence. Such experienced pilots on joining are also required to undergo extensive training both on ground on simulator and inflights before they are put on flying duties as Co-pilots.

Furthermore to ensure the continued proficiency of the pilots and to maintain high standard of professionalism they are required to undergo a technical/performance refresher Course once a year and also local and route checks every 6 months with the DGCA approved Check-pilots, Instructors and Examiners.

Action for modernisation of Training facilities and CATC, Allahabad, in pursuance of the report submitted by an ICAO expert, is under consideration. The project, when implemented, will increase the existing training facilities to three times the existing capacity and shall also provide more modern and sophisticated training aids to Air Traffic Controllers and communicators.

[Ministry of T&CA.O.M. No. H. 11013/20/84—PU/VB dated 27.2.85]

#### Recommendation (Serial No. 29, Para-4.29)

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

#### Reply of the Government

##### Security Arrangements at Airports

Following these incidents, the security arrangements at domestic and

international airports were reviewed. Additional steps, as mentioned below, have been taken to avoid recurrence of such incidents :

(1) *Photo-Identification Cards*—A system of Photo Identification Cards has been introduced at the domestic and International airports. All those personnel who are required to perform duties at the airports must possess and display the Photo Identification Cards. The Photo Identification Card is issued after verification of character and antecedents. At domestic airports, Photo Identification Cards are of two types—white and red. Red Photo Identification Cards are issued in limited numbers because they entitle the holder to visit the operational area of the airport. At international airports, white, green, red and blue Photo Identification Cards are issued. Red and blue Photo Identification Cards are issued sparingly because these entitle the personnel to visit or cross through the operational area.

(2) *Guarding of access points*—With a view to ruling out the possibility of unauthorised entry to the operational area of an airports, access points are identified and manned during operational hours. At the international airports, access points are manned round-the clock.

(3) *Restrictions on the movement of motor vehicles in the operational area*—Copies of Circular No. AV. 13024/13/83-A, dated 29th June, 1983 and of Circular No. AV. 13024/13/83-A, dated 10th August, 1984 restricting the movement of motor vehicles on the operational area at the airports are enclosed. Airport Security Units have been told to comply with these instructions meticulously.

(4) *Security checks for all*—Ordinarily, no exemption is granted from security checks to passengers travelling by scheduled air flights. All passengers are required to pass through the security hold area.

(5) *Taxying and Marshalling instructions*—Guidelines have been issued with a view to improving the taxying and marshalling operations and also to have better co-ordination between the different agencies and personnel involved. A copy of the said guidelines is enclosed.

(6) *Cooling off of cargo*—The requirement of cooling off of air cargo for 24 hours is being implemented strictly.

(7) *Ladder point check*—As an additional precaution, a second security check of passengers is done at the ladder point at the four international airports and nine sensitive domestic airports.

(8) *Surveillance*—In view of threat of hijacking from extremist/terrorist groups, surveillance at the airports has been intensified recently. Special care is taken to see that no unauthorised or undesirable person is present in the terminal building/operational area.

(9) *Supervision*—Supervision over the work of the airport security staff has been tightened. Officers of the Civil Aviation Security Directorate and senior officers of States/Union Territories visit airports by surprise to check the alertness of the staff. Dummy checks are also conducted by these officers to test the level of training of the airport security staff.

(10) *Pre-flight anti-sabotage check*—Air carriers have been advised to ensure effective and meaningful pre-flight anti-sabotage check, strict-on-the-job supervision and proper ladder point control.

(11) *Explosive Sniffers*—A sophisticated explosive sniffer has been identified and a proposal is being framed to import 18 units to begin with. This will be used at various airports to detect the presence of explosives on the person of passengers/in their hand baggage/in the aircraft, etc. Besides, six dogs have already been trained to sniff explosives and deployed two each at Calcutta, Bombay and Srinagar. Four more dogs are likely to be purchased shortly for training and deployment at Madras and Delhi.

(12) *Bomb Disposal Squads*—A proposal is under active consideration to set up Bomb Disposal Squads at the four international airports to deal with the isolation/destruction of bombs/explosive substances promptly.

#### Recommendation (Sl. No. 30, Para 4.36)

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

#### Reply of the Government

with a view to examine the existing procedures and taking suitable remedial measures to improve the serviceability and safety of aircraft, a

committee was constituted with the following members to review the spares 'inventory' position both at the main base and the outstations;

1. Shri A. K. Sundarajan, Deputy Director Indian Airlines—Head
2. Captain Burnwal
3. Shri Hira, Flight Engineer.
4. Shri A. K. Gupta, Engg. Manager, Indian Airlines
5. Shri Himmat Singh CAI, Bombay.

The Committee has since completed its job and following decisions have been taken :—

- (i) Defects reported in flight would be attended during the night stops by improving the inventory and spare parts position at various major bases where Airbus and B-737 night halts.
- (ii) Pilot's Defect Report (PDR) book would be revised to make it more convenient and easy to handle. The PDR would contain full information of the defects reported, carried forward snags under Minimum Equipment List (MEL), rectification etc. so that pilot would know the defects to determine the status of aircraft and associated handling problems.
- (iii) The PDR book would be changed only on completion and whenever a new book is issued, the previous volume will also be carried on board till the repetitive defects are properly attended to.

2. Indian Airlines have issued necessary instructions to its various bases to provide or augment spares. The actual impact of this exercise would however be known after some time.

3. The Director General of Civil Aviation are also contemplating to review the standard of the present Aircraft Maintenance Engineer (AME) examination with a view to bringing improvement.

#### **Recommendation (Sl. No. 31, Para No. 5. 7)**

Tata Committee (1975) had recommended that a Central Flying School should be set up for initial training of the pilots. The Empowered Committee of the Department of Civil Aviation had accepted the recommendation.



The Committee note that such school is proposed to be established at a cost of Rs. 5.80 crores. The Committee would like the Ministry of Tourism & Civil Aviation to expedite the processing of proposal and selection of the site.

### Reply of Government

Flying training at present is imparted by about 25 Flying Clubs in the country. These clubs are doing commendable work, but they have not found it possible to keep pace with the fast changes that have taken place in aircraft technology in the last decade. The void that has been created can be filled by a centralised institute which can impart training of the highest standards with the best available equipment under the guidance of higher qualified instructors.

2. It has, therefore, been decided to set up a Central Flying School at Fursatganj, U.P. with an initial investment of Rs. 5.79 crores. The School will eventually be capable of training 80 pilots a year for commercial pilot's licence. It could also to some extent cater to the needs of other developing countries, particularly our neighbouring countries. In addition, the Institute will provide training for flight instructors' rating, refresher and familiarisation courses.

3. The project has already been approved by the Government and necessary action to implement the project has been taken.

4. A post of Officer-on-Special Duty in the scale of Rs. 1800-2000 has been created for expeditious implementation of the project.

5. It has been decided to establish the Central Flying School at Fursatganj in Rae Bareilly district in Uttar Pradesh. Action has been initiated for obtaining the requisite land from the Government of U.P. The site at Fursatganj has been selected after an exhaustive study of possible places which offer ideal conditions in terms of fair weather with a maximum number of flying days, availability of suitable runway and abundant land adjoining it, the surrounding terrain, and free and unfettered use of airspace. Fursatganj has an airfield with a concrete runway of about 2000 metres in length, a relatively unencumbered airspace, and easy accessibility by road and rail. An additional advantage lies in the fact that Lucknow airport is available as a diversionally airfield. This is important for a training centre.

6. The Appropriation Bill 1984 has been passed by Parliament and assented to by the President of India on 16th August, 1984, and the funds for estab-

lishment of the Central Flying School are now available for utilisation.

7. It is planned to set up Central Flying School as an autonomous body under the administrative control of the Ministry of Tourism and Civil Aviation memorandum Association, and Rules and Bye Laws of proposed Society have been prepared and approval of Ministry of Law has been obtained.

8. Specifications for civil and electrical works have been worked out and detailed plans for training complex, workshops for maintenance of aircraft, residential complex and other facilities for the trainees are under preparation.

[Ministry of Tourism & Civil Aviation O. M. No. H. 11013/20/84-Pu/VB dt. 9. 1. 1985].

#### Recommendation (Sl. No. 32 para No. 5.8)

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

#### Reply of Government

Action for Modernisation of Training Facilities at CATC Allahabad, in pursuance of the report submitted by the ICAO Expertise under consideration. A project of an approximate value of Rs.4. 47 crores has been formulated. It envisages some UNDP assistance. If implemented, it will increase the

existing training facilities for operating personnel belonging to Air Traffic Control and Aeronautical Communication services to three times the existing capacity and will also provide more modern and sophisticated training aids. Action however, has already been taken to augment the existing training facilities at CATC. During the current year, ILS equipment costing Rs. 86 lakhs and 8 VHF sets costing Rs. 20 lakhs for CATC have been ordered for procurement. A provision of Rs. 43 lakhs has also been made for Major works involving construction of building for ILS Laboratory, a 60-room hostel and an Overhead Tank.

[Min. of T & CA O.M.No. H. 11013/20/84-PU/VB dated 27 2 85].

## CHAPTER III

### RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT REPLIES

#### (Recommendation (Serial No. 2, Para 2.10))

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

#### Reply of Government

The Ministry of Home Affairs have issued instructions regarding conferring of secretariat status, according to which this status is necessary only for these officers who :—

- (a) sign communications orders or notifications on behalf of Government, or

- (b) within the limits of rules of business or Secretariat instructions take decisions on behalf of Government.

The holder of non-secretariat post may be empowered either by law or by executive order of Government, to exercise administrative authority within the sphere of functions specifically delegated to him, and this should ordinarily include authority to correspond directly with Ministries of Government of India. State Governments or other higher authorities concern to the extent necessary for the proper performance of functions entrusted to him. In such cases, secretariat status is unnecessary so long as the officer in question acts in his own name and within the sphere of authority delegated to him and does not purport to act outside this sphere on behalf of Government.

2. The question of conferring secretariat status of Additional Secretary on the DGCA, was also discussed in the 21st meeting of the Empowered Committee on 22-1-81 and it was decided that this Ministry may refer the matter to the DP and AR and should abide by their advise. The matter was accordingly referred twice to the DP & AR, but that Department did not agree to the proposal of conferring the ex-officio status of Additional Secretary on the DGCA.

3. The recommendation of the Empowered Committee that the suggestion made by the Tata Committee that DGCA should be given the secretariat status of Additional Secretary, has been examined afresh in the Ministry. The Ministry fully agrees with the Committee that the ultimate aim should be to devise an arrangement in which the DGCA would have adequate powers which would lead to greater efficiency and speed in the decision making process. With this in view, steps have already been taken to delegate certain financial and administrative powers to the DGCA. A copy of the letter No. A. 11019/9/79-VE, dated 19-3-82 through which certain powers were delegated is attached. Further delegation of powers to DGCA is under consideration.

[Ministry of Tourism and Civil Aviation, O.M. No. H. 11013/20/84—PU/  
VB dated the 5-1-85.]

#### **Recommendation (Serial No. 4, Para No. 2.18)**

The Committee learn that in the recruitment rules for the post of D.G.C.A., first preference is required to be given to a qualified Dy. Director General in the Organisation of the DGCA. However, only officers having 7 years experience as Dy. D.G. are eligible for the post. In view of the

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

### **Reply of Government**

The Recruitment Rules for the post of Director General of Civil Aviation provide that the post may be filled by the method of promotion, failing which by transfer on deputation. Promotion is to be made by the method of 'selection' from among officers in the feeder grade of Dy. Director General who have completed seven years regular service in the grade as prescribed by UPSC in accordance with norms laid down by Department of Personnel and Administrative Reforms.

2. The question of reducing the qualifying service for Dy. Director General for promotion to the grade of Director General of Civil Aviation from 7 years to 5 years was taken up with the Department of Personnel and A. R. Though DP & AR agreed, the UPSC did not agree to the reduction in the length of qualifying service for Dy. Director General. The Commission pointed out that the post of D.G.C.A. is in the scale of Rs. 3000/- fixed and the lower posts of Dy. D.G. are in the scale of Rs. 2000-125/2-2500 and therefore, in keeping with the norms mentioned in the guidelines of the Department of Personnel and A.R., the qualifying service for Dy. D. G. for promotion as D.G.C.A. has been rightly fixed at 7 years. However, the Commission has suggested that the creation of an inter-mediary post between Dy. D.G. and D.G.C.A. in the office of the DGCA may be considered, so that the new inter mediary post could be kept in the field of promotion to the post of D.G.C.A. making it possible for the departmental officers to reach easily the top post of DGCA in the organisation.

3. In view of the above advice of the Union Public Service Commission a proposal for the creation of the post(s) of Additional Director General of Civil Aviation in the office of the DGCA Headquarters was referred to the Staff Inspection Unit of the Ministry of Finance for undertaking a work-

study. The SIU have recommended creation of one post of Additional D.G.C.A. at the headquarters office. The report of the S.I.U. is being examined expeditiously for implementation.

[MTCA OM No. H. 11013/20/84-PU/VB Dated 31-1-1985]

**Recommendation (Serial No. 7 Para No. 2.30)**

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

**Reply of Government**

The functions of the Air Traffic Control personnel and the personnel of the Aeronautical Communication Services are totally different and the type of man-power, ability to take quick decision are different for an Air Traffic Controller while handling fast moving high capacity jet aircraft compared to the Engineering skill required for the Communication personnel.

The combined strength of Air Traffic Control and Aeronautical Communication Services is nearly 90% of the total strength of the Department. In case both these Services are placed under the charge of one D.D.G., it will lead to placing a very heavy charge on one person and he will not be in a position to do full justice to the work assigned to him. As such, the present system of having these two disciplines under two different D.D.G. may be continued. The S.I.U. have, however, recently conducted a study of the Headquarters organisation of the Civil Aviation Department and they have recommended the creation of one post of Additional Director General. When this is created, both the Air Traffic Control and Aeronautical Communication Services can be placed under the Additional Director General.

[MTCA O.M. No. H. 11013/20/84 PU/VB Dated 31-1-1985]

**Recommendation (Serial No. 28, Para No. 4.15)**

The question of setting up an Accident Investigating Agency independent of DGCA has been engaging attention since 1962-63, when the Estimates

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

### **Reply of the Government**

Accidents to Civil registered aircraft are investigated in accordance with the procedure laid down in the Aircraft Rules, 1937. Major fatal accidents to aircraft on scheduled flight are generally investigated by Courts of Inquiry or Committee of Inquiry which enjoy complete independence in their work. Other accidents are investigated by the officers of Air Safety Directorate of the Director General of Civil Aviation.

The statistical data of the aircraft accidents over the last 25 years indicates that on an average there is one fatal accident per year to the aircraft of airlines in the country. Since the Courts of Inquiry, which inquire into airline accidents with fatalities, are presided over by a High Court Judge assisted by technical assessors, they are not only independent of the DGCA but also objective and make a very critical evaluation of all aspects of the accident.

Accidents to the non-scheduled and general aviation aircraft constitute nearly 90 per cent of the accidents in the country and the records indicate that no accident has been attributed to the functioning of the DGCA. The Air Safety Directorate which inquires into these accidents, also enjoys considerable independence in its functioning. The Directorate is placed directly under the DGCA unlike other Directorates which report to the DGCA through their respective Deputy Directors General. The Air Safety Directorate does not discharge any other day-to-day functions of the DGCA and its investigators are, therefore, free from any inhibition and do not hesitate to point out any deficiency observed during their investigation regarding the functioning of the other Directorate.



The suggestion to set up an Accident Investigating Agency independent of the DGCA, on the pattern of the Commissioner of Railway Safety has not been found feasible. However, the Government had set up a Committee to examine the question of setting up a statutory body for better management of air traffic services including the development, management and maintenance of domestic airports. The report of the Committee has been received and is presently under consideration.

[MTCA O.M. No. H. 11013/20/84-PU/VB Dated 17th June, 1985]

## **CHAPTER IV**

### **RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

#### **Recommendation (Serial No. 13, Para No. 3.27)**

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

#### **Reply of Government**

The Case has been commented upon by the Comptroller and Auditor General of India in his Report for the year, 1982-83.

2. The decision to instal category II Instrument Landing Systems at 10 end of the runway (10/28) at Delhi airport and 09 end of the runway (09/27) at Bombay airport was taken in 1973 in deference to the recommendation of a High Level Group Chaired by Shri N. Sehgal, Secretary, Ministry of Tourism and Civil Aviation which had been appointed by the Government following an air crash of Indian Airlines Boeing 737 aircraft during landing at Delhi airport on 31.5 1973. Preliminary survey reports under-taken for the selection of site at Delhi and Bombay became available in September, 1975 and in August, 1973 respectively. The preliminary survey for the selection of

site was undertaken in association with M/S Plessey, London, who were the suppliers of these equipments. The Government, accorded formal expenditure sanction in June, 1975 and the DGCA initiated action to the equipment through the DGS & D. The equipment was procured during November, 77—October, 79.

As the International Airports in India including Delhi and Bombay are under the control of International Airports Authority of India, a concerted coordination between the DGCA who is responsible for installation of the equipments, and the IAAI was essential. In respect of Delhi, to facilitate installation of the equipment, it was felt that a diversion of Delhi-Gurgaon road was essential. For this, the matter had to be taken up with the Ministry of Shipping and Transport and pursued by the IAAI who had plans to extend the main runway by 1000 feet which would necessitate diversion of Delhi-Gurgaon road by approximately 1000 metres from the beginning of runway 28. Three alternative modes of diversion were open to the DGCA and the alternative facilitating expeditious and economical diversion needed approval of the Ministry of Shipping and Transport. Concerted efforts were made to finalise the matter which was taking time. Even meetings between officers of the DGCA and IAAI were convened from time to time. In the meanwhile, having regard to the difficulties involved in the selection of appropriate site for the localiser, the DGCA explored the desirability of diverting the equipment, intended for Palam, elsewhere to meet the immediate high priority requirements. After detailed discussions, the DGCA came to the conclusion that pending finalisation of the diversion of the Delhi-Gurgaon road, the equipment already received for Delhi airport might be diverted for deployment at Trivandrum.

In respect of Bombay also similar problems in installation of the equipment were faced. The site suggested in the preliminary survey report for location of the localiser was not acceptable to the Radio Construction Development Unit of the DGCA as the land was very much undulating, having pits and ditches all over, as much as 8' to 10' deep. Also a proposal of IAAI to extend the runway to a distance of approximately 1500' had further complicated the matter. The diversion of Andheri-Kurla Road which come between 27 end of the runway and the proposed site for localiser antenna, was needed. There were various other technical difficulties also. After examining the survey report, RCDU had indicated the problems inherent in the installation of glide path and localiser at the sites suggested and had sought further information which was furnished by the Controller of Communication Aeronautical Communication System, Bombay in December, 1974. Additional information asked for by the Director RCDU was also provided

in September, 1975 by ACS Bombay. In March, 1976 the IAAI informed the DGCA that as instrument runway was being extended towards 09 (West), there was no likelihood of installing back to back localiser antenna for runway 09 at the new shifted position, it would be necessary to have ILS localiser installed at the Eastern end of the runway and this would necessitate diversion of Kurla-Andheri road. The DGCA had intimated to the IAAI the land required for installation of the localiser and glide path and requested the IAAI to initiate necessary procurement action immediately to enable them to go ahead with the forward planning of the installation. The procurement of the land by IAAI could not materialise as it involved acquiring some of the densely populated private land, removal of some industries to an alternate site, removal of encroachments, levelling down the hillock etc. Thereafter, in a meeting held in October, 1977 it was decided to re-examine the requirement and also the possibility of installing the localiser within the IAAI land. The DGCA explored other possible alternative solutions to the problem including providing Instrument Landing System on runway 14. In the meantime, the IAAI decided to extend the runway 09/27 towards the western end and because of the difficulty in extending the runway towards East due to the proximity of Andheri-Kurla road. This necessitated shifting of the already existing localiser on 09 end to a new site. Also due to operational reasons it was essential to reduce the time for which ILS would not be available for use of the main runway. It was, therefore, decided to build a new localiser building at an appropriate site, install the localiser of the reciprocal ILS in the re-located building, dismantle the existing localiser and direct the same (old localiser) to Hyderabad airport.

3. It would be appreciated that the circumstances in which the equipments were diverted for use at Trivandrum and Hyderabad were unforeseen and beyond anybody's control and bonafides in doing so were unquestionable.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84—PU/VB  
dated 31-5-85]

### **Recommendation (Serial No. 15, Para No. 3.29)**

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

### Reply of Government

This case has also been commented upon by the Comptroller and Auditor General of India, in his report for the year 1982-83. The reasons of delay in installation of Instrument Landing System equipment at Calcutta airport have been analysed in detail.

2. Instrument Landing System is a highly sophisticated equipment. The components of ILS viz. localiser, glide path, Middle Marker and Outer Marker have to be located in a particular direction from the runway along its Central line and installed at particular levels in relation to the level of the runway. The area around the sites of the localiser/glide path has to be graded and cleared of all obstruction. The site has also to be free from blasts of all kinds. Even if a preliminary survey of site is undertaken well in advance of the formulation of the project, the site can be selected only after a firm order is placed on the manufacturers. Quite often consultations with the manufactures will be necessary for finalising the parameters for siting the components of ILS. After a preliminary survey of the site is completed, the merits of alternative sites available for each components are examined in detail. Elaborate discussions between the various Directorates of the DGCA viz. Directorate of Communication, Directorate of Aerodrome (Planning), Directorate of Aerodrome (Operations) and RCDU are held. The concerned officers in the Regional office and the Controller of Communication of the Aeronautical Communication Station who conducts the preliminary survey are also associated in these discussions. After the DGCA takes a tentative view on the best possible site for each component, a siting board is constituted for pin-pointing the sites. Apart from the officers of the concerned Directorates of the DGCA, agencies like the CPWD who have to undertake the civil and electrical works, RCDU which is concerned with the installation, the Aerodrome authorities *i.e.* IAAI in the case of international airports participate in the siting Board meetings. As a large number of agencies are involved in decision making, some amount of delay in selection of sites is inevitable.

If the sites needed for markers and NDB are not readily available, acquisition of land through the CPWD and State Government becomes necessary which is a time consuming process. If the site for any of the components stands allotted to some other agencies, it has to be got released. This adds to the delay.

3. In the present case, the delay essentially was on account of the sites for markers not being readily available. The delay in acquiring the site for

middle marker was on account of the site having earlier been allotted by the State Government to the State Housing Board and the time taken in getting this land released for allotment to the DGCA. The work relating to the installation of the outer marker could be commenced only after the site became available in March, 1982. Considering the process involved in the final selection of sites and the time required for acquisition of sites, the delay in the completion.

**Recommendation (Serial No. 16, Para 3.30)**

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

**Reply of Government**

The Instrument Landing System at Trivandrum and Hyderabad airports have been commissioned in February, 1982 and March, 1984 respectively. The work of installation of Instrument Landing System at Calcutta which is in progress is expected to be completed by the end of 1984.

[Ministry of Tourism and Civil Aviation O.M. No. H. 11013/20/84-PU/VB.  
Dated 9.1. 1985]

**Recommendation (Serial No. 20, Para No. 3.43)**

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

### Reply of Government

The Government of Himachal Pradesh had acquired land measuring about 30 acres at a cost of Rs. 22.72 lakhs and started the work of levelling and grading of site for construction of an airstrip in April, 1981. After completion of about 30% of work costing Rs. 120 lakhs, the State Government suspended the work in March, 1983 due to constrain of resources. In order to sort out the impasse and expedite the completion of the project, an inter departmental meeting was held on the 14th December, 1983 which was attended by the officials of the Central Public Works Department and State Public Works Department. It was decided in this meeting that the Civil Aviation Department would meet the cost of construction of the pavements, terminal building etc. and also the cost of the balance of earth work subject to the approval of the competent authority.

The project has been included in the draft Seventh Five Year Plan. A project report has been prepared by the DGCA. The estimates are also ready. The proposal is under submission to the Expenditure Finance Committee for approval. As and when the proposal is approved by the EFC, the work will be commenced. The remaining earth work is scheduled to be completed by the end of 1985-86 and the civil works which will be started immediately after the site is levelled are expected to be completed by the middle of 1987-88. The DGCA is alive to the need for expeditious execution of the project and will endeavour to ensure that civil works are completed as early as possible and the airport made operational by the middle of 1987-88.

[Ministry of Tourism and Civil Aviation; O.M. No. H. 11013/20/84-PU/VB  
Dated the 23-5-85]

## CHAPTER V

### RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE AWAITED

#### Recommendation (Serial No. 1, Para No. 2.5)

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

#### Reply of Government

A Committee has been set up under the chairmanship of Air Marshal C.K.S. Raje, D.G.C.A., to examine the question of constitution a Civil Aviation Authority as an autonomous body to undertake development and management of domestic airports. The Committee will determine the specific powers, functions, organisational structure, modalities of development and constitution of this Authority.

The following are the terms of reference of the Committee :—

1. Determine the modalities of constitution and development of the Authority including the legislative measures necessary.
2. Determine the powers and functions of the proposed Authority in the light of the experience of IAAI and of other countries which have set up autonomous organisations for airport management.
3. Formulate and recommend an appropriate organisational structure for the proposed Authority.
4. Determine the financial implications of constituting an independent Authority including the manner in which it would generate resources and the extent to which it would require financial support from Government.



**5. Formulate a time frame for the constitution and development of the Authority.**

The Committee has been asked to submit its recommendations to the Government by 15-3-1985.

[Ministry of T and CA. O.M.No. H. 11013/20/84-PU/VB Dated 27-2-1985]

**(Recommendation Serial No. 5, Para No. 2.23)**

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

**Reply of Government**

The suggestion of the Estimates Committee that the Ministry should examine whether the work of maintenance of domestic aerodromes/terminals could be entrusted to the IAAI or a separate public sector undertaking, was examined in the Ministry earlier also. This suggestion was considered again in the Ministry and the conclusion was that while the concept could be accepted in principle, and considered for implementation as a long-term measure, it would be necessary to proceed with caution since immediate expansion of the IAAI might prove to be counter productive. It was, therefore, felt that the IAAI should concentrate its expertise and experience in the management of the international airports which at this stage require closer attention. Adding to the responsibility of the IAAI at the present juncture would, therefore, not be advisable. Alternatively, the Government had also under consideration the question of constitution of an independent autonomous body to discharge the functions presently vested in the DGCA,

Accordingly, the Government set up a Committee to examine the questions of setting up a statutory body which would be responsible *inter-alia* for the development, management and maintenance of domestic airports. The report of the Committee has been received and is presently under consideration.

[Ministry of Tourism and Civil Aviation O.M. NO. H. 11013/20/84-PU/VP  
dated 5-6-85]

## APPENDIX

(Vide Introduction of the Report)

*Analysis of Action Taken by Government on the 75th  
Report of Estimates Committee  
(Seventh Lok Sabha)*

I. Total number of Recommendations				32
II. Recommendations/Observations which have been accepted by Government				
(Nos. 3, 6, 8, 9, 10, 11, 12, 14, 17, 18, 19, 21, 22, 23, 24, 25, 26, 27, 29, 30, 31 & 32)				
		Total		22
Percentage				69.85%
III. Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies				
(Nos. 2, 4, 7 and 28)		Total		4
Percentage	...	...	...	12.5%
IV. Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee				
(Nos. 13, 15, 16 and 20)		Total		4
Percentage	...	...	...	12.5%
V. Recommendations/Observations in respect of which final replies of Government are still awaited.				
(Nos. 1 and 5)		Total		2
Percentage				6.05%

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA  
SECRETARIAT PUBLICATIONS**

Sl. No.	Name of Agent	Sl. No.	Name of Agent
<b>BIHAR</b>		<b>WEST BENGAL</b>	
1.	M/s. Crown Book Depot, Upper Bazar, Ranchi Bihar.	12.	Mrs. Manimala, Buys and Sells. 123, Bow Bazar Street, Calcutta-12.
<b>GUJARAT</b>		<b>DELHI/NEW DELHI</b>	
2.	The New Order Book Company Ellis Bridge, Ahmedabad-380006. (Tel. No. 79065)	13.	Jain Book Agency, Connaught Place, New Delhi. T. No. 351663
<b>MADHYA PRADESH</b>		14.	J.M. Jain & Brother, Mori Gate, Delhi. (T. No. 225064)
3.	Modern Book House, Shiv Villas Place, Indore City.	15.	Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001.
<b>MAHARASHTRA</b>		16.	Bookwell, 4, Sant Nirankari Colony Kingsway Camp, Delhi-110009.
4.	M/s. Sunderdas Gian Chand 601, Girgaum Road, Near Princess Street, Bombay-400002.	17.	M/s. Rajendra Book Agency. IV-D/59, IV-D/60, Lajpat Nagar, Old Double Storey, Delhi-110024.
5.	The International Book Service, Decan Gymkhana, Poona-4.	18.	M/s. Ashoka Book Agency, BH-82, POC. vi Shalimar Bagh, Delhi-110033.
6.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-40001.	19.	Venus Enterprises, B-2/85, Phase-II, Ashok Vihar, Delhi.
7.	M/s. Usha Book Depot, Law Book Seller and Publishers, Agents Govt. Publications, 585, Chira Bazar, Khan House, Bombay-400002.	20.	The Central News Agency, 23/90, Connaught Place, New Delhi. (T. No. 344448) (T. No. 344478)
8.	M&J Services, Publishers, Representa- tive Accounts & Law Book Seller, Mohan Kunj, Ground Floor, 68, Jyotiba Fule Road, Nalgaum-Dadar, Bombay-400014.	21.	Amrit Book Company, N-21, Connaught Circus, New Delhi-110001 (T. No. 40398)
9.	Subscribers Subscription Services India, 21, Raghunath Dadaji Street 2nd Floor, Bombay-400001	22.	M/s. Vijay Book Agency, 11-1-477, Mylargadda, Secunderbad-500361
<b>TAMIL NADU</b>		23.	Books India Corporation, Publishers, Importers & Exporters, L-27, Shastri Nagar, Delhi-110052. (T. No. 269631) (T. No. 714465)
10.	The Manager, M. M. Subscription Agencies, 1st Lay Out, Sivananda Colony, Coimbatore-641012.		
<b>UTTAR PRADESH</b>			
11.	Law Publishers, Sardar Patel Marg, P. B. No. 77, Allahabad, U.P.		