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37

THIRTY SEVENTH REPORT

COMMITTEE ON PUBLIC UNDERTAKINGS

(2008-2009)

(FOURTEENTH LOK SABHA)

AIRPORTS AUTHORITY OF INDIA - SAFETY AND SECURITY ASPECTS

MINISTRY OF CIVIL AVIATION

(Action taken by the Government on the recommendations contained in the Twenty-Ninth Report of the Committee on Public Undertakings (14<sup>th</sup> Lok Sabha) on – Airports Authority of India – Safety and Security Aspects)



Presented to Lok Sabha on 25.02.2009

Laid in Rajya Sabha on 25.02.2009

LOK SABHA SECRETARIAT

NEW DELHI

February, 2009/ Phalguna 1930 (S)

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**COMMITTEE ON PUBLIC UNDERTAKINGS**  
**(2008 – 2009)**

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- 19 Shri K. Chandran Pillai
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- 21 Shri Arjun Kumar Sengupta
- 22 Shri Amar Singh

**SECRETARIAT**

- |    |                        |                     |
|----|------------------------|---------------------|
| 1. | Shri J.P. Sharma       | Joint Secretary     |
| 2. | Smt. Anita Jain        | Director            |
| 3. | Shri Ajay Kumar        | Deputy Secretary-II |
| 4. | Shri Paolienlal Haokip | Under Secretary     |

## **INTRODUCTION**

I, the Chairman, Committee on Public Undertakings have been authorized by the Committee to submit the Report on their behalf, present their 37<sup>th</sup> Report on Action Taken by Government on the recommendations contained in the 29<sup>th</sup> Report of the Committee on Public Undertakings (14<sup>th</sup> Lok Sabha) on – Airports Authority of India – Safety and Security Aspects.

2. The Twenty Ninth Report of the Committee on Public Undertakings was presented to Lok Sabha on 24<sup>th</sup> April, 2008. Replies of the Government to the recommendations contained in the Report were received on 19<sup>th</sup> November 2008. The Committee on Public Undertakings considered and adopted this Report at their sitting held on 24<sup>th</sup> February 2009. The minutes of the sitting are given in Appendix-I.

3. An analysis of the action taken by Government on the recommendations contained in the 29<sup>th</sup> Report of the Committee (2007-2008) is given in Appendix-II.

**NEW DELHI:  
24 February 2009  
5,Phalguna 1930 (S)**

**RUPCHAND PAL  
CHAIRMAN,  
COMMITTEE ON PUBLIC UNDERTAKINGS**

## CHAPTER – I

### REPORT

This Report of the Committee deals with the action taken by the Government on the recommendations contained in the Twenty ninth Report (Fourteenth Lok Sabha) of the Committee on Public Undertakings, which was presented to Lok Sabha on 24<sup>th</sup> April 2008.

2. Action taken notes have been received from the Government in respect of all the 14 recommendations contained in the Report. These have been categorized as follows:

- (i) Recommendations/Observations that have been accepted by the Government (Chapter-II)  
Sl. Nos. 1, 2, 3, 4, 5, 6, 7, 9, 12 and 14 (Total 10)
- (ii) Recommendation/Observation which the Committee do not desire to pursue in view of the Government's replies: (Chapter-III)  
Sl. No. 11 (Total 1)
- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee: (Chapter-IV)  
Sl. Nos. 10 and 13 (Total 2)
- (iv) Recommendation/Observation in respect of which final replies of the Government is still awaited: (Chapter-V)  
Sl. No. 8 (Total 1)

3. The Committee desire that the final replies in respect of the recommendations for which only interim replies have been furnished by the Government should be furnished expeditiously.

4. The Committee will now deal with the action taken by the Government on some of the recommendations in the succeeding paragraphs.

**Recommendation No. 10**  
**Security role of Airport Director**

5. The Committee in their 29<sup>th</sup> Report have recommended the following with regard to the role assigned to the Airport Directors over security;

“The Committee observe that the Airport Director has been allocated a very critical function of overall management and coordination of security matters in the airports. In view of the trend of privatization of Airports and their management, and also to enable the Airport Director to devote more attention to safety management, the Committee feel that it is necessary that the Airport Director is relieved of the primary responsibility over security matters. In the opinion of the Committee, it may not be advisable that an Airport Director of a private airport be entrusted with such vast security related responsibilities in the interest of National Security.

The Committee, therefore, recommend that the Government should take immediate steps to relieve the Airport Directors of the responsibility of overall management and coordination of airport security at each airport. The Committee further desire that the Airport Director should be made accountable to the Security Incharge of the airport in all matters of security.”

**Reply of the Government**

6. Ministry of Civil Aviation in their Action Taken reply on the above recommendation has stated as follows:-

- (i) “At an airport, many governmental/semi governmental agencies e.g. customs, health, immigration, state police and/ or CISF, oil companies etc. and non governmental agencies e.g. airlines and various concessionaires are present. Each organization has its own independent administrative and operational set up. There is an inter-play of various organizations and the Airport Director acts as a nodal point to resolve the issues arising out of the interplay and to ensure synergy in the operations of various agencies with the ultimate aim of smooth flight operations. The Airport Director represents the Airport Operator and is responsible for providing the infrastructure required for airport security as per BCAS guidelines.
- (ii) At all the AAI airports the present system in vogue is running smoothly. A Standard Operating Procedure (SOP) approved by the government regarding the deployment of CISF at the airports covers all aspects of

coordination required between the CASO of CISF and the Airport Director and AAI has not faced any difficulties in this regard.

- (iii) A circular directing CASO to report to Airport Director is being issued by BCAS.”

Ministry of Civil Aviation  
OM No. H -12019/1/2008 –AAI Dated: 17.11.2008

### **Comments of the Committee**

**7. Taking note of critical importance of security matters in the airport especially in view of the trend of privatization of airports, the Committee in their report had recommended that Airport Director be relieved of primary responsibility of security matters. The Committee regret to note that the Ministry has not examined the thrust of their recommendation for relieving the Airport Directors of their responsibility of overall management and coordination of airport security at each airport and making airport directors accountable to security incharge of the airport in all matters of security. On the contrary, the BCAS is issuing a circular directing CASO to report to Airport Director which further enhances the importance of Airport Directors. The Ministry’s reply, in the opinion of the Committee, is premised narrowly in a context where all Airports in the country were under AAI, a government undertaking. In view of growing threat perception of terrorism, the Committee would like to reemphasize that all airport security related matters should be handled by governmental agencies. The Committee therefore reiterate their earlier recommendation and desire that the government consider it *denovo* in the light of the Committee’s observations herewith and seriously contemplate pre-empting such undesirable scenario. The Committee would like to be apprised of the Action Taken in the matter.**

**Recommendation No. 13**  
**National Policy on Civil Aviation**

8. The Committee in their 29<sup>th</sup> Report have recommended the following with regard to the delay in finalization of a National Policy on Civil Aviation.

“The Committee observe that even after more than a decade into the liberalization of the Civil Aviation Sector, the Ministry has not put in place a National Policy framework for the Civil Aviation Sector. The Committee further observe with regret that despite being aware of the larger growth path that a policy framework can provide to the sector, the Ministry are still in no hurry to draw up such a roadmap and are showing a lackadaisical approach to the whole issue, saying its absence does not affect the sector.

The Committee feel that lack of a much needed wider perspective and the Ministry’s failure in providing a clear vision to the sector is largely responsible for haphazard growth in the sector. The Committee strongly disapprove the lackadaisical approach of the Ministry resulting in unsynchronized decisions and sporadic growth in the sector. The Committee feel that such developments have, among other things, seriously undermined safety and security concerns. The Committee therefore recommend that the Government should expedite the process of having the National Policy on Civil Aviation in place at the earliest, after obtaining inputs from experts in the field, who may be given lateral entry into the Ministry on contractual basis, if required.”

**Reply of the Government**

9. Ministry of Civil Aviation in their Action Taken reply on the above recommendation has stated as follows:

“After extensive consultation with stakeholders and inter-ministerial consultations, Ministry of Civil Aviation had proposed a Draft National Civil Aviation Policy for approval of the Union Cabinet, on 16.05.2007. Cabinet in its meeting held on 15.6.2007, decided to refer the matter to a Group of Ministers (GOM) for further consideration. The recommendations of GoM are yet to be finalized.”

10. It is further submitted that this Ministry is conscious of the need for early finalization of National Aviation Policy. However, it is also to be observed that the non-finalization thereof has not precluded the Government from taking various



policy initiatives, which are required for development of civil aviation sector. Some of the important policy decisions taken/initiated by the Government, in recent past, are as under:

- (i) Revised FDI Policy for airports has been put in place vide which 100% FDI, through automatic route, has been permitted in Greenfield airports.
- (ii) FDI requirements for air transport side of civil aviation has been revised and separate limits have been prescribed in respect of different sectors such as cargo, airlines, non-scheduled operators, MRO etc.
- (iii) Greenfield Airport Policy has been announced, which lays down policy guidelines for establishment of new airports.
- (iv) Relaxed procedure for establishment of private airports for 'private use' has been announced.
- (v) Proposal for establishment of an economic regulator for airports viz Airports Economic Regulatory Authority (AERA) has been formulated. A Bill, in this regard has been recently passed by both Houses of Parliament.
- (vi) Private domestic airlines have been permitted to fly on overseas routes subject to specified guidelines. Further, bilateral arrangements with other countries have been gradually liberalized. These initiatives have enabled considerably better international connectivity.
- (vii) Air India and Indian Airlines have been merged to create a strong and efficient national carrier.
- (viii) A new Flying Training Institute is being established at Gondia, Maharashtra. Further, Indira Gandhi Rashtriya Uran Adademi has been restructured. These measures would help in putting in place better training infrastructure for technical manpower in the aviation sector."

## Comments of the Committee

11. In their Action Taken Reply to the Committee's recommendation to expedite the process of finalization of National Policy on Civil Aviation so as to give a wider perspective to growth of aviation sector, the Government has enumerated a host of policy initiatives taken for the development of the sector in the absence of national policy. The Committee are very well aware of these policy decisions that the government had taken in the absence of a National Policy on Civil Aviation and do not agree with the Government's contention that its absence does not hamper decisions being taken by the Government. The Committee still feel that lack of a much needed wider perspective and the Ministry's failure in providing a clear vision and holistic approach to the sector, which a National Policy ought to offer, is largely responsible for haphazard growth in the sector. The Committee deplore that despite their specific recommendation for formation of National Civil Aviation Policy, Ministry has not taken up the matter with the Group of Ministers for early finalization of the policy. The Committee therefore reiterate their earlier recommendation desiring the government to expedite the finalization and operationalization of a National Civil Aviation Policy under which future policy decisions can be made in consonance with set goals.

## **CHAPTER-II**

### **RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT**

#### **Recommendation No.1**

##### **Need for planned growth in aviation sector**

Airports Authority of India is the primary airport operator and the lone Air Navigation Services (ANS) provider in the country and has responsibilities that are critical to aviation safety and security. The Committee note that there has been phenomenal growth in air traffic during the last 5 years especially at the metro airports. The air traffic has been growing at the approximate rate of over 30% per annum during the last five years. With the opening of aviation sector to private airlines, the number of scheduled air transport operators has also increased from five in 2002 to fifteen in 2007. All these have put a great strain on airport infrastructure and Air Traffic Services, which have not been augmented in proportion to the increased traffic. The Committee also note that the DGCA, which is the safety regulator, and the BCAS that regulate aviation security are severely under staffed to handle the expanding responsibilities arising from the growth in air traffic. They observe that timely action to enhance the capacity of these institutions has not been taken by the Government. The Committee have been informed that AAI has taken several steps to cope with the increasing traffic like simultaneous use of runways, new high speed exist taxi-bays, parallel taxi-tracks, ATC automations, etc. The Committee while appreciating these measures would also like to caution that safety and security of air travel should not be compromised, and emphasize that international norms of safety and security should be scrupulously adhered to while taking steps to cope up with the increase in air traffic.

The Committee recommend that permission to the new operators, as well as additional operations by existing operators, should be granted only after through assessment of infrastructure availability vis-à-vis safety requirements. The Committee further recommend that the Government should take steps to synchronize all future growth in aviation sector with a corresponding

enhancement of the organizational and technical capacity of the aviation safety and security regulators.

### **Reply of the Government**

There is a proposal to restructure and strengthen DGCA to meet the demand of exponential growth in aviation sector. Following steps have been taken as per the international norms to cope with the increase in traffic:

- (i) Modernization of Air Traffic Services;
- (ii) Procedures are being revised;
- (iii) Performance Based Navigation procedures are implementation stage;
- (iv) Implementation of SMS at the airports;
- (v) Modifications in SOP's;
- (vi) Increase in ground infrastructure, construction of new runway, bays and terminals;
- (vii) Implementation of flexible use of airspace to reduce congestion in air.

Beside above, all infrastructural facilities including CNS/ATM facilities are developed/installed by Airports Authority of India (AAI) in accordance with the specification/parameters of Annex-14 of ICAO Documents and Aerodrome Design Manual.

Ministry of Civil Aviation  
OM No. H -12019/1/2008 –AAI Dated: 17.11.2008

### **Recommendation No. 2**

#### **Database on incidents/accidents**

The Committee note with regret that AAI could furnish details of accidents/incidents at only three airports, names, Kolkata, Thiruvanthapuram and Chennai Airports, when asked to furnish the details in respect of all airports operated by them. The Committee observe that the system of reporting of accidents/incidents at airports and the maintenance of centralized data thereof is weak, as evident from AAI's inability to furnish such data for all airports operated by them. The Committee would like to stress that compilation and collation of

data is of paramount importance for identifying and rectifying the shortcomings/deficiencies in the airport operations.

The Committee therefore strongly recommend that AAI should make a comprehensive review of the system of incident/accident reporting and take urgent steps to set up a centralized database of incidents of runway intrusions and accidents of any description within the precincts of its airports. Further, the Committee desire that the DGCA should make it obligatory on all Airport Operators to put a modern system in place and submit the data to DGCA every quarter.

### **Reply of the Government**

The Aerodrome Operators/Airports Authority of India is being advised by DGCA to put in place a system of maintaining accident/incident data and to submit to DGCA quarterly.

A centralized Database for keeping records of runway incursions/incidents/accidents type of occurrences, within the precincts of AAI airports, is being maintained.

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### **Recommendation No. 3 Ground Traffic Management**

The Committee note that in the three airports about which information was furnished regarding accidents/incidents, 24 accidents/incidents took place within a span of three years and a majority of such accidents/incidents occurred in the apron/taxiways of airports,. This is indicative of the fact that adequate attention is not being paid to the management, monitoring and improvement of movement of service vehicles, passenger ferry buses, equipments and persons in the apron area. Further, the Committee observe that inadequate attention given to the

management of human, equipment and vehicle movements in the apron and taxiways of airports have caused several accidents and incidents.

The Committee therefore recommend that a proper system of ground traffic management with a structured and accountable organization be put in place at each airport. Further, the Committee desire that case of accidents may be properly enquired into, responsibilities be fixed and the penalties for violations leading to accidents must be made harsher and heftier so that they have deterrent effect. Further, the Committee also desire that DGCA should regulate this matter by making it mandatory for all airport operators to put in place a structured and functional system to manage human, equipment and vehicular traffic in the apron and taxiways of airports.

### **Reply of the Government**

DGCA has issued Air Safety Circular and Guidelines to manage human, equipment and vehicular traffic as the Air side. Operation, Monitoring and Surveillance Inspection of operations at Airport are also being conducted.

Further, in accordance with the Standards and Recommended Practices (SARPs) contained in Annex 14 to ICAO Convention, requirement for establishing Apron Management service and Airport Vehicular Operations in maneuvering area, by the aerodrome operator at the airports, are already laid down in the Civil Aviation Requirement Part 4 Series B Issue I dated 31<sup>st</sup> July 2006.

AAI has established dedicated Airside Services Management (ASM) at Kolkata, Chennai and Thiruvanthapuram airports wherein:

- Training is imparted to all drivers/operators.
- After successful completion of training, Airfield Driving Permit (ADP) is issued.
- Apron Control Unit officials regularly monitor/regulate the traffic and penalty is imposed on erring drivers/operators.
- Incident/accident is analyzed and remedial actions are taken.

ASM will also be established at other airports in a phased manner depending upon the complexity of operations.

In addition, at busy airports, where ground traffic and number of aircraft movements have increased significantly, a Surface Movement Control (SMC) is being established. These SMCs will be manned by the trained manpower from air traffic control.

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#### **Recommendation No. 4**

##### **Emergency drills and their regulation**

The Committee have been informed that AAI have no separate organizational structure to handle disasters and emergencies. Instead, the officers in AAI have been imparted training on disaster management in general and assigned a definite role in the Local emergency Procedure and Contingency Plan.

While appreciating the above arrangement, the Committee are of the firm view that there is a need to buttress the functionality of the Local Emergency Procedure and Contingency Plan and therefore recommend that regulator mock drills at specified intervals should be made mandatory so as to improve the effectiveness of the system and minimize the response time to handle and emergency. The Committee further desire that the DGCA make it mandatory for all Airport operators to put such a system in place by issuing appropriate regulations.

## **Reply of the Government**

Though AAI have no separate organizational structure to handle disaster and emergencies but the officers have been trained on the disaster management system. Local Emergency Procedures and Contingency Plan are in place at all airports. Monthly hot fire drills are being conducted regularly at all airports. Aerodromes are now being licenced by DGCA as per international standards. Civil Aviation requirement (CAR) is in place for such requirement.

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### **Recommendation No. 5**

#### **Upgradation and regulation of and systems & equipments**

The Committee observe that despite the number and frequency of airport incidents in the Indian skies comparing favourably to incidents in other countries, the fact remained that the absolute figures in India are on the rise from 10 in 2004 to 21 in 2007. Further, the Committee note with concern that a high percentage of such airport incidents are due to errors by Air Traffic Controllers or due to procedural and technical shortcomings in the communication, navigation and surveillance (CNS) and Air Traffic Management (ATM) services, commonly known as Air Navigation Services (ANS). The Committee appreciate the efforts made by AAI to minimize air proximity incidents. Nevertheless, they feel there is an urgent need to speed up the process.

The Committee therefore recommend that AAI should take steps to accelerate the pace of implementation of improvements in procedures and the introduction of latest system and equipments, especially relating to ATC procedures, ATC automation, surface movement radar, air traffic flow management and safety management system. The Committee further desire that AAI should take urgent steps for implementation of improvements in the ANS system and upgradation of equipments in all major airports in a phased manner.



The Committee further recommend that system improvements and equipment by the ANS provider should be adequately regulated by the DGCA to ensure strict adherence to international norms and standards.

### **Reply of the Government**

Government have amended the Aircraft Act, 1934 to include provision for the certification, inspection and regulation of communication, navigation and surveillance/or air traffic management facilities.

The amendment has been notified in the Gazette dated December 6, 2007. In order to develop regulatory capability of DGCA in the fields of certification of aerodromes, communication, navigation and surveillance, a proposal to strengthen existing Directorate of Aerodrome Standards, DGCA is under consideration.

Further, AAI continuously upgrade its CNS/ATM systems and procedures by providing state -of- the-art equipment to ensure smooth and efficient air traffic. The pace of induction of such equipment has been accelerated in the last two years in view of rapid increase in air traffic. Following major initiatives have been taken/are planned:

- Though a number of radars have been provided, but still the surveillance coverage is not seamless in the land mass. Projects have been initiated for procurement of additional radars to fill such gaps. Additionally, at busy airports it has been decided to provide a second radar to ensure the continuity of radar service in case of non-availability of the main radar. Approach Radar is also proposed to be provided at Cochin and Amritsar.
- For control and guidance of air traffic on the service, in addition to Advances Surface Movement Guidance and Control System (ASMGCS) available at Delhi Airport, similar systems are being implemented at 5 more airports namely, Bangalore, Hyderabad, Kolkata, Chennai and Mumbai.
- Increasing level of automation in the ATC system is the need of the hour. A number of projects have been initiated to bring in higher level of automation with control tool and safety alerts. The ATM automation system at Delhi and Mumbai are being upgraded. New automation systems are planned at Kolkata and Chennai. A project has also been

- taken up for tower automation at 30 other airports. All these projects will go a long way in increasing the efficiency and safety of the ATC services.
- As far as navigation facilities are concerned, ILS is being provided at 11 additional airports. DVOR/DME is also being provided at 10 additional airports.
  - The ambitious project launched jointly by AAI and ISRO namely GAGAN, which will usher satellite navigation in the Indian airspace, is progressing well. The first phase namely, the Technology Demonstration System (TDS) has been successfully completed in 2007 and the results obtained are very satisfactory. For making the system fully operational by 2010, tenders have also been received and are evaluation.
  - AAI is also going ahead in providing GBAS system at Delhi and Mumbai by providing precision approach.
  - Data communication is planned to be introduced. A project has been taken up for networking of D-ATIS and for providing Pre-departure Clearances on data network for efficient and reliable communication.
  - The VHF voice coverage over the Indian land mass and possible areas in the ocean is being augmented by providing a number of RCAG VHF stations. This project is expected to be completed shortly.

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### **Recommendation No.6**

#### **Air Traffic Control – strength and efficiency**

The Committee observe that despite continuously rising air traffic beginning from 2002, no recruitment of Air Traffic Control Officers has been carried out till 2005 and gap between sanctioned and actual strength of ATCs increased from 29 in 2002 to 526 in 2007. The Committee also observed that substantial number of non-executives of ATC discipline had been elevated to executive levels. The upgradation of non-executives to executive cadre in such large numbers, the Committee feel may compromise on quality of ATCOs. One of the findings of ICAO Audit of 2006 inter-alia relates to lack of policies, procedures and programmes for determining the short, medium and long term staffing requirements for the provision of an adequate ATS system, including the timely recruitment of ATM staff. The Committee further observe that in the backdrop of rising air traffic, failure on the part of AAI to put in place necessary policies, procedures and programmes for staffing as pointed out by ICAO Audit,

resulting in shortage of manpower, has imposed long hours of work on ACTOs whose jobs require undivided attention. The 42 hours per week working hours are higher than that of a civil servant with a job that is less strenuous at 40 hours per week. The Committee also note that of late attrition rate of ATCOs is also rising which is evident from the fact that during the year 2007, 32 ATCOs left the job.

Taking into account the stressful and sensitive nature of job an ATCO performs, and the revelation that a high percentage of airport incidents have been attributed to Air Traffic Control personnel, the Committee strongly recommend that AAI should take prompt measures to attract, recruit and retain adequate number of qualified ATCOs by reviewing working hours, making working conditions more attractive and upgrading suitably the salary structure and career progression. As high alertness of ATC personnel is crucial to the safety of air operations, it is incumbent upon everyone of them to perform their duties with utmost care and caution. In this regard, the Committee recommend that a system of breath analysis/alcohol tests as is done in the case of pilots be introduced for ATCOs before logging-in for duty.

### **Reply of the Government**

It is stated that the increase in the strength of ATCOs from 2002 to 2007 was due to the increase in the requirement at few airports and also due to operationalisation of few smaller airports, which were earlier non-operational.

Recruitment process for 300 posts of Junior Executive (ATC) has been recently completed. Offer of appointment to 248 candidates has been sent and for remaining 52 candidates offer is being issued as per training schedule.

Services of retired ATCOs are also being availed to meet the shortage. Besides, efforts are on to increase the training capacity at ATC/RTC and also at the new created training establishment at Begumpet airport at Hyderabad. It is expected that the position shall improve in the next couple of years.

## **Recommendation No.7**

### **Corporatization of ANS**

The Committee take note of the critical role of Air Navigation Services (ANS) in the management of aviation safety. The Committee also are in agreement about the need to separate ANS provision from Airport operators. Most importantly, the Committee feel that Air Navigation Service needs to be managed effectively and with no compromise on standards. The Committee feel that challenges such as attracting and relating adequate trained manpower, development of safety procedures, introduction of advanced systems and induction of new and emerging technologies demand urgent and sustained attention. Besides, AAI as an airport operator, cannot be allowed to be ANS provider in an environment where private airport operators are fast emerging.

The Committee therefore recommends that a separate corporate entity should be created under 100% Government ownership and steps taken to expeditiously make it a world class ANS provider.

### **Reply of the Government**

M/s KPMG were appointed as Consultants for advising AAI/Ministry of Civil Aviation the various options for Corporatization of ANS Services. M/s. KPMG have recommended hiving off the ANS services from AAI to a Government owned Company in a two steps process. In the first stage, all ANS functions have been recommended to be aggregated under a separate Member (ANS). Thereafter, based upon the review of such aggregation, the ANS functions may be assigned to a separate Government owned Company, which would require an amendment to the Airports Authority of India Act' 1994. Ministry of Civil Aviation is "in - principle" agreement with the aforesaid recommendations and action is being initiated to implement the first stage proposals.

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## **Recommendation No.9**

### **Restructuring of DGCA**

The Committee observe that while the number of airline operators was allowed to increase and airlines were allowed to expand, the Government have failed to take necessary steps to restructure and strengthen the regulatory authority, i.e. the DGCA in tandem with the growth in the sector. Further, the Committee feel that burdening the regulator with inspectorate functions not only put pressure on the organization but also stand to compromise its independent functioning as far as inspection and safety audits are concerned. The Committee are aware that the M.K. Kaw Committee constituted by Government had submitted its report on restructuring the DGCA.

While the Government is implementing the Kaw Committee recommendations, the Committee would like to stress upon the need for an investigation, as distinct from the regulator, DGCA, which should be outside the administrative control of the Ministry of Civil Aviation. The Committee therefore urge the Government to keep this aspect into consideration while implementing the Kaw Committee recommendations. Further, the Committee is of the view that (in place of the present one-man Director General of Civil Aviation) a multi-member body consisting of preferably three members, one of them as Chairman, may be set up and the criteria/qualification for selection of such members shall be as per the international norms for such posts.

### **Reply of the Government**

International Civil Aviation Organization (ICAO) has made a recommendation regarding review of legislation and regulations to ensure that investigation of aircraft accidents and serious incidents are conducted by an independent authority separate from Directorate General of Civil Aviation (DGCA). The matter is under active consideration and DGCA has been asked to prepare a road map for separation of investigative functions from the regulatory agencies.

A proposal regarding re-structuring and strengthening of DGCA is also under consideration.

Ministry of Civil Aviation  
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### **Recommendation No. 12**

#### **BCAS – reviewing strength, functions and efficiency**

The Committee observe that the Bureau of Civil Aviation Security is the regulator and overall supervisor of aviation security. The Committee, while applauding the BCAS are appalled at the callous treatment meted out to this important institution. The number of sanctioned strength of critical positions in the BCAS remained unrevised since its formation in 1987 despite tremendous expansion in its responsibilities with the growth in civil aviation sector. Worse, the actual strength of ACOS and DCOS officers in the BCAS did not even meet 50% of the sanctioned strength till May 2007. Further, the Committee observe that due to acute shortage of manpower, the BCAS has been reduced to a body merely issuing regulations without having adequate capacity of oversee adherence by concerned agencies to such regulations.

The Committee therefore strongly recommend that steps be taken by the Government to expedite the plans to restructure and strengthen the BCAS on priority. The Committee further recommend that besides the regulatory functions of the BCAS, its supervisory and inspectorial functions and responsibilities ay be enhanced to cope up with the Aviation Security challenges posed by unprecedented growth in the domestic civil aviation sector as also the entry of the private airport & airline operators.

#### **Reply of the Government**

Proposal of restructuring and strengthening of BCAS is under examination of the Ministry of Civil Aviation on priority. Further proposal to enhance supervisory and inspectorial powers and responsibility of BCAS to cope with the Aviation Security challenges posed by unprecedented growth in the domestic

civil aviation sector as also the entry of the private airport and airline operations in under consideration of Bureau of Civil Aviation.

Ministry of Civil Aviation

OM No. H -12019/1/2008 –AAI Dated: 17.11.2008

### **Recommendation No. 14**

#### **Safety Norms**

The Committee observe that safety instruction of transiting foreign air transport operators' aircraft was started by the DGCA as recently as January 2008. The Committee also noted that an Aviation Safety Week was organized during December 2007. The Committee express shock over the laxity in inspecting the foreign operators while transiting Indian airspace and Indian Airports. The Committee also feel that aviation safety needs to be ensured through systematic and sustained efforts towards continuous improvements, and desire that the lessons learnt from events such as the Aviation Safety Week should be properly assessed and gainfully utilized.

The Committee recommend that a proper and fool proof system to ensure adherence to safety norms by all the aircrafts operating/transiting the national airspace should be put in place by the Government through the DGCA.

#### **Reply of the Government**

DGCA has initiated to conduct surveillance checks of Foreign Operators and a few operators were checked in recent past. It is proposed to conduct random surveillance of foreign operators so as to ensure strict adherence to safety norms.

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## **CHAPTER-III**

### **RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES**

#### **Recommendation No.11**

##### **Review of structural mechanism to handle aircraft hijack**

The Committee observe that the Central Committee chaired by the DGCA is responsible for implementing the orders of the Committee of Secretaries on Aircraft Hijack (COSAH) and handling hijack situations at operational level.

While appreciative of the existence of a structural mechanism to handle aircraft hijack situations, the Committee of Secretaries on Aircraft Hijack (COSAH), and handling hijack situation at operational level by the DGCA, which is the authority on safety threat, the Committee desire that the possibility of having an authority on security, like the COS (CA) of the BCAS, at the chair of such a Committee may be seriously explored.

#### **Reply of the Government**

Decision for the DGCA to chair the Central Committee was taken consciously by the Government having regard to the fact that a lot of coordination is required with the aeronautical authorities of other countries for release/handling of hijacked aircraft etc. There is no doubt that the Commissioner of Security (Civil Aviation) is an important member of the Committee, who gives inputs in regard to security matters and the decisions are taken collectively by the Committee.



## **CHAPTER – IV**

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

#### **Recommendation No. 10**

##### **Security role of Airport Director**

The Committee observe that the Airport Director has been allocated a very critical function of overall management and coordination of security matters in the airports. In view of the trend of privatization of Airports and their management, and also to enable the Airport Director to devote more attention to safety management, the Committee feel that it is necessary that the Airport Director is relieved of the primary responsibility over security matters. In the opinion of the Committee, it may not be advisable that an Airport Director of a private airport be entrusted with such vast security related responsibilities in the interest of National Security.

The Committee therefore recommend that the Government should take immediate steps to relieve the Airport Directors of the responsibility of over management and coordination of airport security at each airport. The Committee further desire that the Airport Director should be made accountable to the Security Incharge of the airport in all matter of security.

#### **Reply of the Government**

- (i) At an airport many governmental/semi governmental agencies e.g. customs, health, immigration, state police and/ or CISF, oil companies etc. and non-governmental agencies e.g. airlines and various concessionaires are present. Each organization has its own independent administrative and operational set up. There is an inter play of various organizations and the Airport Director acts as a nodal point to resolve the issues arising out of the interplay and to ensure

synergy in the operations of various agencies with the ultimate aim of smooth flight operations. The Airport Director represents the Airport Operator and is responsible for providing the infrastructure required for airport security as per BCAS guidelines.

- (ii) At all the AAI airports the present system in vogue is running smoothly. A Standard Operating Procedure (SOP) approved by the government regarding the deployment of CISF at the airports covers all aspects of coordination required between the CASO of CISF and the Airport Director and AAI has not faced any difficulties in this regard.
- (iii) A circular directing CASO to report to Airport Director is being issued by BCAS.

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### **Comments of the Committee**

Please see Para No.7 of Chapter-I

### **Recommendation No. 13**

#### **National Policy on Civil Aviation**

The Committee observe that even after more than a decade into the liberalization of the Civil Aviation Sector, the Ministry has not put in place a National Policy framework for the Civil Aviation Sector. The Committee further observe with regret that despite being aware of the larger growth path that a policy framework can provide to the sector, the Ministry are still in no hurry to draw up such a roadmap and are showing a lackadaisical approach to the whole issue, saying its absence does not affect the sector.

The Committee feel that lack of a much needed wider perspective and the Ministry's failure in providing a clear vision to the sector is largely responsible for haphazard growth in the sector. The Committee strongly disapprove the lackadaisical approach of the Ministry resulting in unsynchronized decisions and

sporadic growth in the sector. The Committee feel that such developments have, among other things, seriously undermined safety and security concerns. The Committee therefore recommend that the Government should expedite the process of having the National Policy on Civil Aviation in place at the earliest, after obtaining inputs from experts in the field, who may be given lateral entry into the Ministry on contractual basis, if required.

### **Reply of the Government**

After extensive consultation with stakeholders and inter-ministerial consultations, Ministry of Civil Aviation had proposed a Draft National Civil Aviation Policy for approval of the Union Cabinet, on 16.05.2007. Cabinet in its meeting held on 15.6.2007, decided to refer the matter to a Group of Ministers (GOM) for further consideration. The recommendations of GoM are yet to be finalized.

2. It is further submitted that this Ministry is conscious of the need for early finalization of National Aviation Policy. However, it is also to be observed that the non-finalization thereof has not precluded the Government from taking various policy initiatives, which are required for development of civil aviation sector. Some of the important policy decisions taken/initiated by the Government, in recent past, are as under:

- (i) Revised FDI Policy for airports has been put in place vide which 100% FDI, through automatic route, has been permitted in Greenfield airports.
- (ii) FDI requirements for air transport side of civil aviation has been revised and separate limits have been prescribed in respect of different sectors such as cargo, airlines, non-scheduled operators, MRO etc.
- (iii) Greenfield Airport Policy has been announced, which lays down policy guidelines for establishment of new airports.
- (iv) Relaxed procedure for establishment of private airports for 'private use' has been announced.

- (v) Proposal for establishment of an economic regulator for airports viz Airports Economic Regulatory Authority (AERA) has been formulated. A Bill, in this regard has been recently passed by both Houses of Parliament.
- (vi) Private domestic airlines have been permitted to fly on overseas routes subject to specified guidelines. Further, bilateral arrangements with other countries have been gradually liberalized. These initiatives have enabled considerably better international connectivity.
- (vii) Air India and Indian Airlines have been merged to create a strong and efficient national carrier.
- (viii) A new Flying Training Institute is being established at Gondia, Maharashtra. Further, Indira Gandhi Rashtriya Uran Adademi has been restructured. These measures would help in putting in place better training infrastructure for technical manpower in the aviation sector.

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### **Comments of the Committee**

Please see Para No.11 of Chapter-I.

## **CHAPTER – V**

### **RECOMMENDATION IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT IS STILL AWAITED**

#### **Recommendation No. 8**

##### **Need for separation of safety inspection and accident investigation from regulatory function.**

The Committee appreciates the submission made by the Secretary, Ministry of Civil Aviation regarding the consideration given by the Government to separate the accident investigating functions from the regulatory authority. However, in addition to separating the accident investigation functions from the regulatory authority, i.e. DGCA, the Committee are of the opinion that the new agency that shall be created should also be vested with inspectorate functions currently handled by DGCA. The Committee are informed that all the safety related functions of the AAI like fire safety, air traffic services, ground traffic management, etc. are subject to internal inspections and internal safety audits. They also found the DGCA as severely ill-equipped in terms of adequate trained personnel to deliver its functions of safety inspection and audit over Airport & Airline operators. Besides, it was not mandated to regulate and inspect ANS activities until recently. The Committee strongly believe that there is a need for an independent, efficient and credible system of safety inspection and safety audit over the safety functions of Airport operators, Air Transport operators and ANS provider. They appreciate the internal inspection and monitoring that exists and desire this to continue with enhanced rigour. However, the Committee are of the opinion that internal inspections and audits are executive functions aimed at enhancing efficiency and effectiveness and needs to be complimented with the existence of an independent and external agency for inspection and investigation. Besides, the Committee feel that regulatory functions of DGCA will also be rendered more efficiently once the added responsibilities of inspection and investigation are offloaded from it.

The Committee therefore strongly recommend that expeditious steps should be taken to set up an independent agency, which should carry out inspections and safety audit of all safety related activities of all players in the sector including air Transport operators, Airport operators, the ANS provider, etc. and should be vested with responsibility of accident investigation.

### **Reply of the Government**

The Ministry has proposed need for separation of Safety Inspection and Accident Investigation from regulatory function and DGCA has been requested to suggest a road map for the same.

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**NEW DELHI:  
24 February 2009  
5, Phalgun, 1930(S)**

**RUPCHAND PAL  
CHAIRMAN,  
.COMMITTEE ON PUBLIC UNDERTAKINGS**



## APPENDIX - II

*(Vide para 3 of the Introduction)*

### **ANALYSIS OF THE ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE 29<sup>TH</sup> REPORT OF COPU (14<sup>TH</sup> L.S.) ON “AIRPORT AUTHORITY OF INDIA – SAFETY AND SECURITY ASPECTS.”**

I.	Total number of recommendations	14
II.	Recommendations/Observations that have been accepted by the Government <i>(vide recommendations at Sl. 1, 2, 3, 4, 5, 6, 7, 9, 12 and 14)</i>	10
	Percentage to total:	71.42
III.	Recommendations / Observations which the Committee do not desire to pursue in view of the Government's replies. <i>(vide recommendations at Sl. Nos. 11)</i>	1
	Percentage to total:	7.14
IV.	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee <i>(vide recommendations at Sl. Nos. 10 and 13)</i>	2
	Percentage to total:	14.28
V.	Recommendation/Observation in respect of which final replies of the Government are still awaited <i>(vide recommendations at Sl. No. 8)</i>	1
	Percentage to total:	7.14