

FIFTY-FOURTH REPORT COMMITTEE ON PUBLIC UNDERTAKINGS [1988-89]

INDIAN AIRLINES-PASSENGER SERVICES
(MINISTRY OF CIVIL AVIATION)

[Action Taken by Government on the recommendations contained
in the 34th Report of the Committee on Public
Undertakings (Eighth Lok Sabha)]



*Presented to Lok Sabha on 9.3.1989
Laid in Rajya Sabha on 9.3.1989*

LOK SABHA SECRETARIAT
NEW DELHI

March, 1989 / Phalguna, 1910 (Saka)

Price Rs. 13.00

528.374R

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(1988-89)

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**ACTION TAKEN SUB-COMMITTEE OF THE COMMITTEE
ON PUBLIC UNDERTAKINGS**

(1988-89)

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- 9. Shri Kamal Morarka**

INTRODUCTION

1. the Chairman, Committee on Public Undertakings having been authorised by the Committee to submit the Report on their behalf, present this 54th Report on Action Taken by Government on the recommendations contained in the 34th Report of the Committee on Public Undertakings (Eighth Lok Sabha) on Indian Airlines --Passenger Services.

2. The 34th Report of the Committee on Public Undertakings was presented to Lok Sabha on 26 February, 1988. Replies of Government to all the recommendations contained in the Report were received on 15 November, 1988. The replies of Government were considered by the Action Taken Sub-Committee of the Committee on Public Undertakings on 1 March, 1989. The Committee also considered and adopted this Report at their sitting held on 1 March, 1989.

3. An analysis of the Action Taken by Government on the recommendations contained in the 34th Report (1987-88) of the Committee is given in Appendix II.

NEW DELHI ;

March 7, 1989

Phalguna 16, 1910(S)

VAKKOM PURUSHOTHAMAN,

Chairman,

Committee on Public Undertakings.

CHAPTER I

REPORT

The Report of the Committee deals with the action taken by Government on the recommendations contained in the Thirty-fourth Report (Eighth Lok Sabha) of the Committee on Public Undertakings on Indian Airlines—Passenger Services which was presented to Lok Sabha on 26th February, 1981.

2. Action Taken Notes have been received from Government in respect of all the 29 recommendations contained in the Report. These have been categorised as follows :—

- (i) *Recommendations/observations that have been accepted by Government:*
Sl. Nos. 1, 2, 6-7, 9-12, 14-16 and 18-26
- (ii) *Recommendations/observations which the Committee do not desire to pursue in view of Government's replies :*
Sl. Nos. 13 and 17.
- (iii) *Recommendations/observations in respect of which replies of Government have not been accepted by the Committee :*
Sl. Nos. 3, 4, 5 and 8.
- (iv) *Recommendations/observations in respect of which final replies of Government are still awaited :*
Sl. Nos. 27-29.

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

A. Maintenance of aircraft fleet

Recommendation Sl. No. 1 (Paragraph 2.31)

3. The Committee had suggested that the Indian Airlines should improve and achieve better technical reliability of its fleet by preventive maintenance and also by boosting the engineering facilities. The Committee had also suggested that the Government should consider the feasibility of acquiring a small aircraft for carrying spares to distant airports on demand instead of current practice of routing them from the base through routine flights.

4. In their reply, the Government have, *inter-alia* stated that Indian Airlines has adequate maintenance facilities which enable the Corporation to carry out all scheduled maintenance checks on the aircraft at transit stations and during night inspections at the base stations. Periodic maintenance at scheduled intervals are carried out at the main bases. All these inspections constituted a part of maintenance programme which improve technical despatch reliability of Indian Airlines aircraft. The aircraft engines and components are also subjected to rigorous and systematic preventive maintenance programme, for which adequate workshop facilities have been established at the four main bases i.e. Bombay, Calcutta, Delhi and Hyderabad. The maintenance and repair facilities available in Indian Airlines workshop are thus of a high standard which can be compared well with the facilities that are available with any international airlines.

5. The Committee note that the maintenance and repair facilities available in maintenance workshops are of a high standard and can be compared well with the facilities that are available in International Airlines. In spite of these facilities available with the Indian Airlines, the Committee find that there were frequent mishaps including a major air crash in the recent past. The passengers were reportedly subjected to long delays at airports owing to technical faults in the aircraft which have of late been alarmingly increasing. There were also off-loading of passengers at the last minute. The Committee are unable to agree with the contention of the Indian Airlines that their maintenance of aircraft is of required standard. Rather they feel that the deterioration in the work culture of airlines is having deleterious effect on the maintenance and performance of their aircraft which has nosedived of late. The Committee cannot but deplore the callous attitude of the Indian Airlines towards the safety and convenience of the passengers.

6. Considering the abysmal standard of air safety resulting in mishaps, frequent long delays, suspension and even cancellation of flights at the eleventh hour, the Committee have come to an inescapable conclusion that the maintenance of aircraft by the Indian Airlines leaves much to be desired. The Committee, therefore, recommend that an independent enquiry should be made by a Committee consisting of technical experts of internationally accepted standards into the maintenance and operations of the Indian Airlines aircraft with a view to laying down the most strenuous norms and also ensuring their strict compliance. The Committee would like to be apprised of the result of the enquiry within six months of the presentation of this Report.

7. The Committee also note that in the course of discussion held in Lok Sabha on 30th November, 1988 on an Adjournment Motion on serious situation

arising out of accidents of Indian Airlines aircraft, the Minister of Civil Aviation had then informed the House that Government proposed to set up a Technical Committee to look into all problems connected with maintenance of aircraft and also assured the House that all the recommendations of the Committee would be implemented. The Committee hope that the proposed Technical Committee might have been set up and it must have submitted its report to the Government by now. The Committee would also like to be informed of the recommendations made by the said Committee and the action taken by Government thereon.

B. Provision of Instrument Landing facilities at airports

Recommendation Sl. Nos. 3 & 5 (Paragraphs 2.34 & 2.36)

8. The Committee recommended that immediate steps should be taken to provide advanced Instrument Landing facilities at all the airports so as to reduce to the barest minimum, if not altogether eliminate, the incidence of delays and cancellations of flights due to bad weather etc.

9. The Committee noted that upgradation of ILS facilities had been taken up by the Indian Airlines with DGCA/NAA suggesting that Bombay, Delhi, Calcutta, Madras, Hyderabad and all other airports having jet operations should be equipped with Category II ILS during the Seventh Plan period. In this connection the Tata Committee on "Civil Aviation at the turn of century" had also recommended in their Report that all airports should be equipped with all weather capability operations. The Committee noted that in spite of Tata Committee's recommendation, even category I ILS which is very essential for safe landing had not been provided at many of the airports. The Committee recommended that the Instrument Landing System (ILS) should be speedily provided at all the important airports in the country as it was an essential requirement for the safe landing of the aircraft. The Committee desired that at least the airports having jet operations should be equipped with ILS category II by the end of the Seventh Plan.

10. In their reply, the Government have stated that the ILS facility is provided keeping in view the following considerations :

- (1) At all international airports, in view of the specific requirements given by ICAO, taking into consideration the type of aircraft that operates, density of operations and standards of air safety based on these factors.
- (2) At airports where airbus aircraft operate, ILS facilities are provided on highest priority since the airlines consider this facility as essential for this type of aircraft.

(3) At airports where Boeing—737 type of aircraft operate, priority is decided on the basis of poor visibility conditions at the station.

(4) Airports for which ILS facility is considered necessary requirement by Indian Airlines for their operations.

11. The Ministry have further stated that all the four International Airports are equipped with ILS. As on date, ILS facility has also been provided by the NAA at seven stations viz. Guwahati, Trivandrum, Hyderabad, Patna, Nagpur, Jammu and Imphal. Work of installation of ILS is in progress at the following 9 airports :—

- | | |
|-------------|--------------|
| 1. Amritsar | 5. Dibrugarh |
| 2. Jaipur | 6. Varanasi |
| 3. Bhopal | 7. Kanpur |
| 4. Agartala | 8. Lucknow |
| | 9. Ahmedabad |

ILS is also available at the following defence airports to which Indian Airlines operates :

- | | |
|---------------|------------|
| 1. Chandigarh | 4. Goa |
| 2. Srinagar | 5. Gwalier |
| 3. Agra | |

The NAA is stated to have plans to provide ILS facility at six more airports, to be identified in consultation with Indian Airlines.

12. It has also been stated that as per standard laid down by the ICAO with regard to the provision of landing facilities for aircraft, ILS has not been considered as a mandatory requirement for jet aircraft and, therefore, the considerations enumerated above are only the guidelines in this regard. Provision of ILS facility is a costly proposition and with the limited resources available cannot be provided at all airports in the country.

13. ILS facility, according to the Ministry, is available at all the airports where the airbus aircraft operates. Out of 47 airports, where Boeing-737 aircraft operates, ILS is already available at 9 stations and 12 more ILS systems will be provided within the 7th Plan period.* Out of these 12, 6 are

* At the time of factual verification the National Airports Authority stated that the number of aerodromes through which Indian Airlines operates Boeing 737 aircraft is 57 as against 47. Out of 57 aerodromes presently used by Indian Airlines Boeing 737, ILS has been provided at 25 aerodromes, either by the NAA or by the Defence Forces.

[National Airports Authority D.O. No. CHMN/NAA/15/89, dated 7.3.1989]

in final stages. Further plans to provide ILS will be made for the 8th Five Year Plan period, the exercise for which is in progress.

14. The Committee are astonished with the explanation given by the Government that as per standard laid down by ICAO, provision of instrument landing has not been considered as a mandatory requirement for safe landing of jet aircraft and also that the provision of ILS facility is a costly proposition and with the limited resources available cannot be provided at all airports in the country. In this connection the Committee have noticed that some of the major air crashes, like the one of Boeing-737 at Ahmedabad in October, 1988 could have possibly occurred due to the absence of standard instrument landing system at the airport. The Committee strongly feel that the safety of the passengers is of paramount importance and cannot be compromised for non-availability of funds. The Committee cannot but re-emphasise their original recommendation that the instrument landing system should be speedily provided at all the important airports in the country within some fixed time-frame and the airports which have jet operations should at least be provided with ILS facility by the end of the Seventh Plan. With the proposed expansion of fleet and network, the Committee strongly feel that there should be no compromise on provision of safety equipments, specially ILS.

C. Operation of CAT-II lighting and ILS Systems

Recommendation S. No. 4 (Paragraph 2.35)

15. The Committee noted that IAAI had provided category II lighting facilities at Bombay and Delhi airports but equipment installed was not being utilised because Category II ILS (Instrument Landing System) provided by National Airports Authority which had to be periodically calibrated to synchronize with Category II lighting system had not been calibrated since long. The Committee deplored this lack of coordinated development as a result of which the essential facilities provided could not be made use of.

16. The Government have stated in their reply that Cat-II lighting system at Indira Gandhi International Airport at Delhi has been brought upto Cat-II standards. It has been inspected jointly by the representatives of IAAI and NAA and NOTAM action is being taken by the NAA to make CAT-II ILS system operational.

17. The Committee feel concerned to note that even though Cat-II lighting system at I.G.I. Airport at Delhi has been brought upto Cat-II standards by IAAI but Cat. II ILS system has not so far been made operational by National Airports Authority. The Committee would like to be apprised of the latest

position in this regard. If the system has not been made operational so far, the Committee would also like to know the reasons for the delay.

18. Government's reply is silent with regard to operation of Cat. II lighting facilities and Cat. II ILS at Bombay Airport. The Committee take a serious view of the delay on the part of IAAI and NAA in implementing the recommendation of the Committee in letter and spirit and desire that Cat. II ILS system provided at Bombay and Delhi airports should be made operational without further delay and the Committee apprised of the latest position in the matter within three months of the presentation of their Report to Parliament.

D. Air Traffic Control System

Recommendation S. No. 8 (Paragraph 2.39)

19. While dealing with the scheme for modernisation of Air Traffic Control System at Bombay and Delhi, the Committee had recommended that the Air Traffic Control System should be operated by Government itself and not by the National Airports Authority, which is itself facing financial and other constraints.

20. In their reply, the Government have stated that the Air Traffic Control system in the country was under the control of the Director General of Civil Aviation upto 31st of May, 1986. The National Airports Authority was constituted with effect from the 1st of June, 1986 and the construction and management of domestic airports including the air traffic control and navigational facilities was transferred after due deliberations to the authority. This was done with a view to expediting modernisation of airports and various facilities thereof. It has been further stated the NAA is providing air traffic services satisfactorily and it is not necessary to reopen the issue of transfer back of the ATC functions to the Government.

21. The Committee do not agree with the stand taken by the Government. They are of the view that NAA, being a commercial organisation, should not be vested with the responsibility of controlling the Air Traffic Control System. The Committee, therefore, re-emphasise that A.T.C. which is of a very strategical importance from the country's defence point of view should be handled by Government itself instead of by NAA.

E. Free Portage Service for Old and Handicapped Persons

Recommendation Sl. No. 15 (Paragraph 3.53)

22. The Committee had recommended that in addition to provision of good quality trollies for use of passengers at the International Airports, the

Government/Airport Authority should consider the feasibility of providing free portage service inside the terminal building to handicapped, old people, children and women.

23. In their reply, the Ministry of Civil Aviation has stated that at the Indira Gandhi International Airport at Delhi, 500 new trollies have been ordered, of which 200 have been delivered. At Bombay and Madras Airports it is proposed to induct 500 new trollies each by December, 1988 and March, 1989 respectively.*

24. The Minister's reply is silent on the observations of the Committee with regard to provision of free portage service inside the terminal buildings to handicapped, old people, children and women. The Committee deprecate the casual manner in which their recommendations are dealt with. The Committee wish that replies to their observations should be complete and expressed in unambiguous term. The Committee would like to be apprised of the action taken by Government on the question of providing free portage service inside terminal buildings to handicapped, old people, women and children.

F. Single window for attending to complaints/queries of passengers

Recommendation S. No. 26 (Para. 5.18)

25. The Committee noticed that at present there was no arrangement at airports, particularly, at the international airports, where a passenger could contact an officer who could provide complete answer to his problems. The Committee, therefore, recommended that for improving the Customer Services, there should be a "Single Window" at each airport where responsible officers equipped with all the information pertaining to their departments should be available for attending to the complaints/queries of the passengers.

26. In their reply, the Government have stated that the question of providing a single window at each airport where responsible officers equipped with all the information pertaining to their department for attending to the complaints/queries of the passengers has been considered in meetings of the concerned agencies and agreed to in principle. The details of the scheme are being pursued as this involves availability of man-power and also delegation/amendments in Rules so that the officials at the airport of different agencies have sufficient authority to take instant decisions on the passengers' grievances.

*At the time of factual verification International Airports Authority of India stated "500 new trollies have already been supplied at Bombay, Delhi and Madras Airports. Further 500 trollies each for Bombay, Delhi and Madras Airports are scheduled to be supplied by March 31, 1989."

27. The Committee are happy to note that the Government have agreed to provide a "Single Window" at each airport where responsible officers equipped with all the information relating to their departments would be available for attending to the complaints/queries of the passengers. The Committee hope that the necessary formalities for implementing this scheme would be completed expeditiously and the Committee apprised for the action taken in the matter.

G. Constitution of Standing Committees to contain undesirable elements at International Airports

Recommendation Nos. 27 & 28 (Paragraphs 6.8, 6.9, & 6.10)

28. The Committee noted that the major dissatisfaction area was outside the terminals where the passengers, both national and international, continued to be harassed by unauthorised loaders, touts, taxi drivers and unchins. These undesirable elements forcibly carried the luggage of even unwilling passengers to their vehicles and tried to extract exorbitant amount from them.

29. The Committee had also observed that in May, 1982, it was decided at the meeting of High Level Committee on Facilitation that the Civil Aviation Secretary should send letters to the Commissioners of Police to set up small Standing Committees under a Senior Police Officers to study the problem and find a solution thereto. Such Standing Committee in Delhi, Bombay, Calcutta and Madras should include representatives of local police, JAAI and the Chairman of the local airline operators' Committee. The Committee had expressed their concern for not forming so far the proposed Standing Committees.

30. In their reply, the Ministry have stated that the problem of harassment of passengers outside international airports by unauthorised loaders, touts, taxi drivers and unchins was discussed by the High Level Task Force. The Task Force suggested that the entry of undesirable persons in the airport should be banned. In addition, the Home Secretaries of State Governments/ Union Territories have been requested to take immediate necessary steps for constitution of standing committees headed by Senior Police Officers to study this problem in depth and find a solution thereto.

31. The Committee are constrained to point out that the Government have not given serious thought to their recommendation and have not found so far any lasting solution to the problems faced by foreign travellers. The Committee hope that the Central Government would pursue the matter vigorously with the State Government / Union Territory concerned and get the proposed Standing Committees constituted expeditiously.

*H. Touting at the airports***Recommendation No. 29 (Paragraph 6.11)**

32. The Committee had observed that in terms of local laws, touting at the international airports was not a cognizable offence as a result of which police felt helpless in taking any deterrent action against the touts. The Committee desired the Government to immediately take up the matter with State Governments with a view to plugging the loop-holes in the local laws and to provide necessary powers to the police to deal with the touts and other undesirable elements effectively.

33. The Government have stated in their reply that the Ministry of Home Affairs has been requested that they should take necessary steps to make touting a cognizable offence. This matter will need the amendment of the State Government laws/and regulations. For this purpose, Ministry of Home Affairs has already been moved to write to the State Government of Maharashtra, West Bengal, Tamilnadu and Delhi (Union Territory) to take necessary steps for suitable amendment of their existing laws, regulations etc

34. Even though a year has elapsed since the presentation of Committee's Report to Parliament recommending to make touting a cognizable offence at International Airports, no concrete steps have so far been taken to root out the menace of touts and other undesirable elements who continue to harass the foreign tourists at international airports and other domestic airports (including Trivandrum airport) catering to international traffic. The Committee desire that Central Government should vigorously pursue the matter with the State Governments concerned and the Committee informed about the concrete action taken in the matter.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation Sl. No. 1 (Paragraphs 2.30 & 2.31)

The examination of Indian Airlines has revealed that during the years 1983 to 1986 only 76% of Indian Airlines' flights operated on time. The rest of the 24% flights were either delayed or cancelled. Further, over 90% of the delays and cancellations were due to adverse weather conditions, airport restrictions and technical snags etc. The percentage of late arrival of aircrafts or consequential delays instead of showing a declining trend increased from 17% in 1983 to 20% in 1985. Though the flights are delayed/disrupted or even cancelled in almost all the regions the position is worst in the Eastern Region. In this Region, the delays and cancellations of flights are of the order of 35% to 45% as was confirmed by the Commercial Director of Indian Airlines during his evidence before the Committee.

The Committee have also been informed that a substantial portion of the delays is due to strict adherence to the mandate that all categories of snags must be removed before permitting the flights. The snag detected at a transit airport compel grounding of the aircraft till spares could be routed from the base station, snag repaired and aircraft certified. As the same aircraft operate a number of services per day, the grounding of one aircraft disrupts the flight schedule resulting in consequential delays. To overcome such problems, the Committee suggest that the Indian Airlines should improve and achieve better technical reliability of its fleet by preventive maintenance and also by boosting the engineering facilities. They should also consider the feasibility of acquiring a small aircraft for carrying spares to distant airports on demand instead of the current practice of routing them from the base through routine flights.

Reply of the Government

The technical despatch reliability of Indian Airlines has been over 98% during the last several years. Engineering delays account for only 1.5% on an average. This compares quite favourably with the technical despatch reliability of any other world airline operating under similar conditions i.e. with restricted availability of aircraft and ground resources.

2. As regards preventive maintenance, all technical snags observed/ reported, are monitored and investigated with a view to finding out causes. Immediate action is taken to prevent their recurrence in future. Snags of repetitive nature are discussed in the special meetings by the technical experts in association with the Airworthiness Officers of the Directorate General of Civil Aviation. If warranted, frequencies of inspections of such items are increased with a view to avoiding recurrence.

3. Indian Airlines has designed its system of maintenance in consultation with the manufacturers of the aircraft which is duly approved by the airworthiness authority, i.e. the Directorate General of Civil Aviation. Indian Airlines has adequate maintenance facilities which enable the Corporation to carry out all scheduled maintenance checks on the aircraft at transit stations and during night inspections at the base stations. Periodic maintenance at scheduled intervals is carried out at the main bases. All these inspections constitute a part of maintenance programme which improve technical dispatch reliability of Indian Airlines aircraft. The aircraft engines and components are subjected to rigorous and systematic preventive maintenance programme for which adequate workshop facilities have been established at the four main bases, i.e. Bombay, Calcutta, Delhi and Hyderabad. The maintenance and repair facilities available in Indian Airlines workshop are of a high standard which can be compared very well with such facilities available with any other international airlines.

4. Acquisition of a small aircraft for carrying spares to distant airports is not considered necessary particularly keeping in view the network of operations of Indian Airlines and the additional cost involved. Even after acquisition of small aircraft, Indian Airlines will have to resort to carrying of men and material in certain cases by diverting regular flights, specially in the case of long distance requirements, depending upon the weight and dimension of the equipment to be carried. Keeping all these factors in view, Indian Airlines has decided to base some of its Turbo Prop aircraft at different bases which will enable Indian Airlines to carry men and material at the required stations. This will, however, be done after acquisition of additional aircraft by Indian Airlines.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988]

Comments of the Committee

[Please See paragraphs 5—7 of Chapter I of the Report]

Recommendation Sl. No. 2 (Paragraph 2.32)

As regards delays and cancellations of flights, the Committee on Public Undertakings (1981-82) had also recommended in their 42nd Report that "there has to be a coordinated effort both by the Airlines and the DGCA/IAAI, at a fairly high level to eliminate causes that contribute to cancellations/delays". The Committee are unhappy to note that even after 5 years, no appreciable improvement has been brought about in this regard and the malady of abnormal delays and cancellations of flights still persists.

Reply of the Government

Delays to the flights fall into two categories i.e. (i) Primary delays ; and (II) Consequential delays. Primary delays can be further classified into two groups i.e. (a) delays which are within the control of the airlines and (b) the delays which are due to causes over which the airlines has no control. There has been no significant increase in the delays on account of factors within the control of airlines. About 80% of the delays are due to consequential reasons. Against the actual traffic growth of more than 10% during the past several years, Indian Airlines has been allowed by the Planning Commission to add aircraft capacity only to cater to 8% growth rate. This has resulted in shortage of aircraft capacity and Indian Airlines has thus to utilise its aircraft to the maximum to meet the traffic demands which also results in a tight operating schedule, with practically no cushion to absorb delays is the result that a single delay in early flight results in delay to all subsequent flights operating by the same aircraft. Once Indian Airlines inducts 19 airbus A-300 aircraft into its fleet, scheduled for delivery from April, 1989 onwards, the position will improve substantially.

As regards coordinated effort both by airlines and the DGCA/IAAI/NAA, two Committees viz. the Airport Coordination Committee and the Regional Operators Committee function regularly and hold meetings at the 4 International airports with representatives from DGCA/IAAI/NAA/National and International carriers for considering and reviewing procedures to overcome delays and to effect improvement at airports.

With a view to improving the position regarding delays/cancellations to its flights, Indian Airlines has recently reviewed their schedule and reduced a

number of frequencies and brought about changes in services. This will improve the situation.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
'ACIA dated 15th November, 1988]

Recommendation Sl. No. 6 (Paragraph 2.37.)

The Committee are glad to note that Government have now identified 10 fog-prone airports like Amritsar, Bhopal, Imphal, Jaipur, Varanasi, Kanpur, Jammu, Agartala, Mohanbari and Patna for installation of Instrument Landing System and these airports would soon become safer for landing in bad weather. The Committee hope that the Ministry of Civil Aviation would ensure implementation of this project within the stipulated time-frame. The Committee also recommend that within some time-bound programme Category II Instrument Landing System facility should be provided and properly maintained at all major airports where Boeings and Airbuses operate. At Bombay and Delhi where this facility already exists but is inoperative should be made effective and functional. The Committee need hardly emphasise that safety of aircraft depends a great deal on the modern Instrument Landing System but equally so on the pilot. The Committee, therefore, suggest that for deft handling of this very sophisticated equipment, intensive training should be imparted to the pilot so that aircraft can land safely.

Reply of the Government

The project for provision of ILS at 10 fog-prone airports is nearing completion. Out of these 10 airports full ILS facilities have been installed at 6 i.e. Imphal, Jammu, Patna, Mohanbari, (Dibrugarh), Agartala and Varanasi. In addition, the major components of ILS (Localiser and Glide Path) have already been provided at Amritsar, Jaipur and Bhopal. Additional unit called Outer Marker and Middle Markers will also be installed at these 3 airports before the end of the year. At Kanpur, the civil and electrical works have been completed for installation to commence. In the meantime, due to an accident to the Localiser Antenna System by an Air-France aircraft at Delhi Airport. Localiser Antenna from Kanpur has been diverted to meet the more urgent operational requirement at Delhi Airport. This will cause some delay in completion of installation of ILS at Kanpur.

As regards the Committee's recommendations that within a specified time bound programme, Category-II ILS facility be provided and maintained at all airports where airbus is being operated, position has been explained in

detail in Reply of the Govt. to S. No. 5 (Para No. 2.36) of the present Report of the Committee. Similarly, position with regard to provision of CAT-II ILS for Delhi and Bombay Airports has been brought out against S. No. 4 (Para 2.35). Regarding the Committee's suggestion for intensive training to pilots, it is stated that pilots of AI have adequate training for handling the CAT-II ILS. IA also proposes to give training to its pilots for handling CAT-II ILS.

[Ministry of Civil Aviation and Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988]

Recommendation Sl. No. 7 (Paragraph 2.38)

The Committee note that Air Traffic Control System which occupies a pivotal position in the entire aviation field and is of strategic importance for country's defence is being controlled at present by the National Airports Authority. Whereas our Airlines have inducted the latest aircrafts the Air Traffic Control System does not appear to be upto the mark. The Committee feel that since a considerable expansion of the airlines fleet is expected by the turn of the century there is an urgent need for the modernisation of Air Traffic Control System and the same should be equipped with upto date communication system to enable the pilots to have better inter-action with the system.

Reply of the Government

The essential package of Air Traffic Control System consists of the following facilities :—

1. YHF communication systems (for air traffic controller to pilot communication).
2. Speech communication circuits between air traffic controllers for exchange of coordination messages.
3. High frequency (HF) long range communication system for air to ground communication.
4. Fixed (Airport to Airport) communication systems for exchange of flight information, whether and related printed messages.
5. A system of radio navigational aids and a system of radar and radar-related aids.

The optimum configuration and number of such systems at each airport and also for air routes is decided on various considerations such as air traffic control procedures, density of air traffic, weather conditions and other operational factors.

The modernisation of ATC system is a highly cost intensive proposition and the resources available for the aviation sector are limited. It is, therefore, extremely difficult to undertake modernisation of the ATC system at the various airports simultaneously. However, despite financial constraints and limitations, VHF air traffic control communication facilities are available at all the NAA airports and new equipment has been provided at all airports having jet operations to ensure satisfactory pilot to controller communication on VHF channels. Extended range VHF systems for direct pilot to controller communications over higher ranges have also been provided for air routes. In addition, communication coverage for direct pilot/controller communication has been extended by providing remotely controlled air/ground systems (RCAG) with the objective of providing satisfactory VHF communication coverage over the land mass of India. In addition, air/ground communication facilities have been provided using HF transmitters and Receivers-such systems have been installed at 28 airports to ensure satisfactory air/ground communication over long ranges. These HF communication systems are primarily intended to provide communication coverage to ensure satisfactory transition from one air traffic control zone to another air traffic control zone. The significant role of HF communication is to supplement the coverage area of currently available VHF communication systems.

High quality HF communication services would be available on all HF air/ground channels with the introduction of single side band operations in the foreseeable future-the equipment already installed at 28 airports have single side band (SSB) capability.

Automatic Message Switching System for exchange of communication of printed messages has already been installed at Delhi and Bombay. Similar systems are being introduced at 7 other airports during the 7th Plan Period. Facilities have also been provided for safe navigation using Very High Frequency Omni Range (VOR) and Distance Measuring Equipment (DME). Currently there are 42 VOR stations and 23 DME facilities in operation. A more accurate VOR for adversely located stations (containing unacceptable reflecting terrains and other structures) called Doppler VORs have been installed at Bombay and Madras airports. Additional DVORs are being provided at 7 more airports during the current plan period. To ensure satisfactory operational status of these radio navigational as well as landing

aids, facilities of calibration aircraft are already available in the NAA for effective flight inspection of such aids. This fleet has been recently augmented. Other steps for improvement of air traffic control include plans to provide HF SSB systems for air traffic control speech circuits for exchange of coordination messages from controller to controller. As far as radar facilities are concerned, high power and medium power surveillance radars are available at the international airports. Steps have also been taken by the NAA to provide such radar facilities at some domestic airports depending upon the air traffic control requirements. A high power radar (ARSV) will be installed at Nagpur Airport for this purpose.

[Ministry of Civil Aviation and Tourism O.M. No H 11013/1/88—
ACIA dt. 15th November, 1988.]

Recommendation Sl. No. 9 (Paragraph 3.43)

The Committee are informed that the computerised reservation system in Indian Airlines with CRT facilities (Cathode Ray Tube) was launched in March, 1985 covering initially six major stations. It has now been extended to 16 stations in India and four stations abroad. Majority of the stations covered are linked up at present with a system on slow speed TTY circuits. The Indian Airlines is also reported to have planned to provide 17 more stations/locations with CRT facilities by the end of 1987-88 depending upon the availability of circuits from P & T Department. The Committee would desire that with a view to providing efficient service to air travellers and to reduce waiting time at the booking counters, the Indian Airlines should draw up a time bound programme to extend computer reservation facilities at all its non-computerised stations within the shortest possible time and if feasible by the end of 7th Five Year Plan in cooperation and coordination with the P & T Department in so far as the availability of circuits is concerned. The Committee also desire that till such time the CRT facilities are provided, the Government may consider connecting non-computerised stations directly with the computers through the teleprinters.

Reply of the Government

Out of 72 stations being operated by IA, 42 stations have direct on-line CRT connections.* These include 7 foreign stations and one off-line station at Faridabad

* At the time factual verification, Indian Airlines stated that "Out of 71 stations being operated by Indian Airlines, 52 Stations as on 1st February, 1989 have direct on line CRT Connections"

[Indian Airlines letter No. Coord/COPU/89 dated 6.3.1989]

IA has taken a decision that, wherever feasible, it will extend CRT reservation facility to all its stations. The Corporation has already applied to the Regional Telecom Authorities for high speed data circuits.

IA has also decided that CRT facility will not be provided to Gorkhpur, Allahabad, Jabalpur, being agent stations. However, these stations are already linked by TTY circuits.

CRT facility cannot be extended to Leh and Khajuraho because of non-availability of data circuits.

IA is in constant touch with the Department of Tele-communications, both at the central as well as at the regional level, with a view to expediting availability of data circuits. The Coordination between IA and Tele-communications authorities is achieved through periodic technical meetings. Out of the 23 domestic stations for which new connections have been planned through CRT, IA has already received technical feasibility reports in respect of 10 stations. IA is continuing its efforts for connecting the remaining stations on CRT.

Out of 3 foreign stations, ~~not connected~~ by CRT, for two IA has already applied for SITA Connections, and at one station SITA connection is not possible.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988]

Recommendation Sl. No. 10 (Paragraphs 3.44, 3.45 & 3.46)

Another area of dissatisfaction of passengers is the non-availability of seats on certain routes due to the shortage of capacity on the aircraft. According to the Indian Airlines, over-bookings between 5 to 10 per cent are made on certain domestic routes with a view to ensuring optimum capacity utilisation. The over-booked passengers are adjusted against cancellations made by the passengers holding confirmed tickets.

The Committee are informed that in the performance review meeting held on November, 1985, Indian Airlines were directed to review the booking profile and the system of over-bookings so as to evolve a procedure whereby no passenger holding confirmed booking should be denied a seat. Accordingly, the Indian Airlines is reported to have evolved a system of monitoring of bookings on the basis of which percentage of cancellations (flightwise and season-wise) on each sector is systematically studied and overbookings permitted only on selected flights.

The Committee were also informed that presently seats are made available to passengers holding confirmed tickets and also to over-booked passengers on first-come-first served basis. They were further informed that whoever came at the end would be off-loaded even if he might be holding a confirmed ticket. In Committee's view, this system is defective in as much as the over-booked passengers who report earlier the flights get preference over the passengers with confirmed and reconfirmed tickets. Besides, there is every possibility of irregularities being committed under the existing system. To obviate the chances of any irregularity and the streamline the procedure, the Committee recommended that the whole system of bookings should be rationalised thoroughly and suitable guidelines/instructions issued leaving no scope for over-booked passengers to have preference over passengers having confirmed tickets. The system devised should be fool-proof leaving no room for discretion whatsoever. The Committee also recommended that the present system of ticketing should also be revised and the status of passengers holding confirmed tickets and over-booked passengers should be clearly indicated on the ticket so that if necessary only over-booked passengers would be off-loaded.

Reply of the Government

Planned overbooking has been stopped by Indian Airlines on all its flights with effect from the 3rd of November, 1987, with the following exceptions :—

- (i) On 4 selected tourist services IC-407/408 (Delhi/Agra/Khajuraho, Varanasi) IC-251/252 (Varanasi/Kathmandu) IC-413/414 (Delhi/Kathmandu) and IC-491/492 (Delhi/Jaipur / Jodhpur / Udaipur/Aurangabad/Bombay) Indian Airlines follows a system of automatic confirmation for tour groups. This has been done with a view to ensuring that no foreign tourist group, making a reservation 120 days in advance of departure is denied seats. Overbookings are accepted by Indian Airlines on these and if necessary, arrangements for the operation of additional flights in case the demand exceeds the capacity are also made.
- (ii) In the extreme emergency travel requirements but such occasions are rare.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88 –
ACIA dated 15th November, 1988.]

Recommendation Sl. No. 11 (paragraphs 3.47 & 3.48)

Another problem faced by air passengers is the shortage of aircraft capacity. Whereas most of the flights have waiting lists, it is not possible for

the airlines with its existing fleet to provide seats to all the intending passengers. In this connection, the Indian Airlines also admitted in evidence that "there has always been constant capacity constraint and keeping in view the inconvenience caused to the passengers on that account, Indian Airlines has been trying to meet the requirement of travelling public by increasing the span of operation and utilisation of existing aircraft."

From the information furnished, the Committee have found that Indian Airlines had achieved a traffic demand growth rate of 11.6 per cent during the last decade i.e. from 1973-74 to 1983-84. There was, however, a dip in the growth rate in the succeeding years to 11.4 per cent in 1984-85 and 9.9 per cent in 1985-86. The Tata Committee constituted to look into the development of Civil Aviation at the turn of the century, has also recommended a traffic growth rate of 11.5 per cent per year upto the year 2000-2001. Tata Committee has also stipulated that to meet the increased demand in traffic growth rate, Indian Airlines would need an investment of Rs. 9000 crores as envisaged in their 15 years perspective plan and they would also have a fleet of 193 aircrafts in the year 2000. But according to Indian Airlines, considering the conservative growth rate of 10.1 per cent its fleet would consist of 155 aircraft by the year 2000 and for this purpose they would require an investment to the tune of Rs. 7000 crores. However, the Planning Commission is reported to have restricted the growth rate to 8% per year on account of constraint of foreign exchange resources. Surprisingly, during the Seventh Plan, as against the projected demand of Rs. 2470 crores, the Planning Commission has allocated only Rs. 750 crores to the aviation sector and the whole amount of Rs. 730 crores was spent in just two years as was confirmed in evidence by Civil Aviation Secretary. Despite these heavy odds, the Indian Airlines is reported to be inducting 19 A320 aircraft by the end of Seventh Plan. Keeping in view the increasing traffic growth rate and ever increasing demand of seats by air passengers, the Committee feel that the allocation made available by the planning Commission appears to be very much on the low side. Therefore, the Committee suggest that the Ministry should take up the matter again with the Planning Commission and arrange to get more funds allocated, commensurate with the need of this core sector.

Reply of the Government

The observations of the Committee have been noted. The Five Year Plans are formulated by the Planning Commission under the direction of the National Development Council, having due regard to the requirements of the various sectors and the availability of the resources. The allocations for the

sectors are also reviewed at the time of formulation of Annual Plans Keeping in view the need of the sector and availability of resources. Allocation of additional funds for the Civil Aviation sector is closely linked with the priority the civil aviation merits, *vis-a-vis* other sectors and also the resources availability. Though during the VII plan, the Planning Commission had allocated Rs. 730 00 crores for the aviation sector, the expenditure in the first four years on the Civil aviation sector has been of the order of Rs. 1480 crores. Keeping in view the actual average growth rate, for the VIII Plan, this Ministry is arguing with the planning Commission for capacity growth rate of around 11.5%.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88 –
ACIA dated 15th November, 1988]

Recommendation Sl. No. 12 (Paragraphs 3.49 & 3.50)

Baggage handling at the airports is another grey area which calls for improvement. According to IAAI, they are responsible only for the proper working of conveyor belts and baggage transfer from the aircraft to conveyor belt is the responsibility of Indian Airlines. According to Indian Airlines, where the conveyor belt facilities are not available, the entire activity is handling manually from unloading to hauling baggage to airport terminal and delivering the same to passengers.

The Committee are informed that on major base stations, the Indian Airlines is reported to have achieved an average record of 20 minutes for completing baggage delivery for all flights, and this position can be further improved by providing more conveyor belts by IAAI/DGCA. In order to ensure quick delivery of baggage and to avoid clustering of passengers around the conveyor belts, the Committee desire that baggage should be dispersed on more than one conveyor belt and for this purpose the IAAI/NAA should consider the feasibility of providing more belts at airports. As the bunching of the flights also ultimately results in the delay in the delivery of baggage, the Committee desire that the Airlines authorities should take effective measures in spacing out flights landing so as to help the airport authorities to handle baggage of passengers more efficiently. The Committee also desire that with a view to speed up clearance of passengers at Indira Gandhi International Airport, the airport authorities should consider ways and means to have sample screening of the baggage instead of 'X-raying' every suitcase before it is placed on the conveyor belt. Considerable time can be reduced if screening of baggage is done expeditiously. Since the loaders take a long time in uplifting baggage from the aircraft to the conveyor belt and the drivers

also work at snail's pace, it all results in considerable delay. The Committee, therefore need hardly emphasise that necessary steps should be taken to ensure that the baggage is placed on the conveyor belts in the minimum possible time so that the passengers are spared of any inconvenience.

Reply of the Government

As regards suggestion of the Committee to provide additional conveyors in the terminal buildings, it is pointed out that the number of conveyor belts is decided at the time of designing of the terminal. It is extremely difficult to provide additional conveyor belts without undertaking major additions and alterations to the terminal. If an effort is made to provide additional conveyor belts in the limited space available, it would result in inadequate space between the conveyor belts, virtually no space for keeping trollies and for the passengers and baggage trolleys, etc. In the new terminals, as a part of the integrated design, adequate number of fast baggage conveyor using most up-to-date technology, are being provided. The length of the conveyors is also decided on the basis of the aircraft in operation, the number of baggages to be cleared during the peak time, etc.

With regard to the suggestion of the Committee for dispersal of baggage on more than one conveyor belt, it is mentioned that such dispersal causes confusion in as much as passengers not knowing which conveyor belt would bring their baggage, keep moving from one conveyor belt to other, causing utter chaos in the circulation space. With a view to expediting baggage delivery in the domestic arrival terminal at IGI airport, the IAAI is replacing four conveyor belts by vast conveyor of adequate length. Similar work is also being undertaken in the Airbus arrival at Bombay airport.

As regards spacing of flights, Indian Airlines while formulating their flight schedules, takes into consideration the problems of bunching in order to avoid congestion at the four International Airports, Indian Airlines is slowly going away from the concept of hub and spoke flying. During the last 2 years, 25 flights have been introduced on point to point basis avoiding landing at the major airports. The traffic affinity between city pairs is continuously monitored, with a view to introducing new flights. However, airlines cannot also ignore completely the passenger preference for flight timings and onward connections at major stations.

The suggestion of the Committee that at IGI Airport sample screening of baggage should be undertaken has since been implemented. At present only sample X-ray of the baggage is being done except on very special occasions, i.e. when there is red alert or prior adverse information is available, when the

entire baggage of a particular flight is subjected to X-ray. Besides sample screening, additional feed-in belts have also been provided at each X-ray cabin which permits easy transfer of the baggage from the containers on to the X-ray machine.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988]

Recommendation Sl. No. 14 (Paragraph 3.52)

The common complaint made by the air travellers is that the baggage is mishandled and damaged by the loaders at the airports. In this connection, the Secretary of the Ministry of Civil Aviation also agreed during evidence that "here the corrective steps would be better training of loaders and other people who work and handle the baggage". The Committee, therefore, recommend that to get over the problem of mis-handling the baggage and to obviate the chances of any complaint, the Government Indian Airlines should make necessary arrangements to train the loaders to handle the baggage more carefully especially those items which need special care and delicate handling. The Committee also recommend that some senior functionary of the Indian Airlines should over-see the baggage handling operations to ensure safe handling by loaders etc.

Reply of the Government

Indian Airlines has started training loaders in all its regions. The training programme for loaders has been made a continuous feature. As suggested by the Committee, special emphasis is laid on handling of items which are fragile, delicate and need special care.

The baggage is loaded/off loaded under the supervision of senior staff functionaries of Indian Airlines.

[Ministry of Civil Aviation & Tourism O.M No. H. 11013/1/88—
ACIA dt. 15th November, 1988]

Recommendation Sl. No. 15 (Paragraph 3.53)

The Committee note that the International Airports Authority had tried various agencies in the past to provide better portorage service to the passengers within the terminal buildings of the international airports. Since all those agencies failed to produce the desired results, the IAAI abolished the portorage system and instead introduced self help free trolleys service for the

convenience of the passengers. But the Committee have observed that these trolleys are not utilitarian because their working is not satisfactory. In this connection, the Chairman, IAAI stated during evidence that in a survey carried out at Delhi airport only 46.2% of the passengers expressed the view that the availability of trolleys was satisfactory and 22.3% of the passengers had commented that the working condition of the trolleys was poor. He admitted "This is an area where perceptible information is available on dissatisfaction...But I do agree that the maintenance and the condition of the trolleys still is to be improved." The Committee, therefore, recommend that IAAI should take stock of the situation at the international airports and make sufficient number of trolleys of good quality and easy to handle available to passengers. They need hardly mention that adequate arrangement should also be made to maintain these trolleys in proper working condition. The Committee also desire that the Government Airport Authority should also consider the feasibility of providing free portage service inside the terminal buildings to handicapped, old people, children and women.

Reply of the Government

At the Indira Gandhi International Airport at Delhi, 500 new trollies have been ordered, of which 200 have been delivered. At Bombay & Madras Airports, it is proposed to induct 500 new trollies each by December, 1988 and March, 1989, respectively.*

[Ministry of Civil Aviation & Tourism O. M. No. H. 11013/1/88—
ACIA dt. 15th November, 1988.]

Comments of the Committee

[Please see paragraph 24 of Chapter I of the Report]

Recommendation Sl. No. 16 (Paragraph 3.54)

As regards other airports, the Chairman, National Airport Authority informed the Committee that by the end of the Seventh Plan all airport served by Airbus and Boeing Services would be provided with this facility. The Committee hope that the National Airport Authority would fulfil its commitments within the time bound programme.

*At the time of factual verification International Airports Authority of India stated "500 new trollies have already been supplied at Bombay, Delhi and Madras Airports. Further 500 trollies each for Bombay, Delhi and Madras Airports are scheduled to be supplied by March 31, 1989.

Reply of the Government

The N.A.A has provided trolleys at 27 major airports so far where airbus and Boeing operations are there. This facility is proposed to be extended by the N.A.A. in a phased manner.

{Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988}.

Recommendation Sl. No. 18 (Paragraphs 4.25, 4.26 & 4.27)

The Committee are informed that main difficulties faced by the passengers at airports are shortage of seating accommodation, shortage of space for checking of passengers, baggage delivery, restaurants and inadequate number of security gates in sterile area. Even the basic amenities like drinking water and toilets are not provided in the security area at certain airports especially in the northern and eastern sectors of the country. It is also reported that the passengers are hustled through security gates and herded into over-flowing departure lounge where catering and other amenities are not provided which causes considerable inconvenience when passengers have to hang over for hours when flights are delayed or cancelled due to fog and inclement weather. In this connection, the Civil Aviation Secretary assured the Committee in evidence that some facilities would be provided if flights are cancelled. At all the international airports auto vending machines for coffee, tea, ice-cream would be provided. He also added that other items receiving attention are air-conditioning or air cooling facilities, proper drinking water and better seats.

As regards the toilet arrangements, the Civil Aviation Secretary stated in evidence that cleanliness of toilets, their upkeep and maintenance at airports especially at the international airports leaves much to be desired. Therefore, to maintain standards the contract system for the cleanliness of toilets was being introduced, where possible. He also admitted that "we are not still satisfied in the manner in which international airports are kept. There are certain weaknesses and our services are not satisfactory ... There is a plenty of scope for improvement." He also suggested that "for all cleanliness, toilet arrangement and other things let us have house-keepers type of officers preferably senior ladies to keep those facilities which are very vital in as best condition as possibly we can".

The Committee regret to point out that the present facilities and basic amenities provided at the airports are far from satisfactory and the matter does not appear to have received full attention of the Government/airport

authorities in the spirit and manner it deserved. The Committee have, however, noticed that IAAI has not decided to instal auto vending machines in the sterile area at all the International Airports. As Bombay and Madras permission is stated to have been given to an agency to instal such machines for six months on an experimental basis. The Committee would like to be informed of the final outcome of this experiment and immediate extension of these facilities to Delhi and Calcutta airports.

Reply of the Government

In so far as International Airports are concerned, the International Airports Authority of India has provided adequate facilities at these airports. Facilities of air-conditioning, seating accommodation, space for check-in for passengers, baggage delivery, res-aurants and security gates in the sterile areas for use of the passengers, exist. The IAAI has also provided basic amenities like drinking water and toilets.

2. Coffee vending machine has been installed at the security hold area at national terminal, Madras Airport. Calcutta airport and airbus departure at T-IC I.G.I. Airport. It is proposed to instal similar machine at T-1 IA, I.G.I. Airport and at Bombay Domestic security hold area only.

3. The IAAI has appointed senior ladies as managers (house-keeping) for supervising the cleanliness of the terminals, including toilets. The House-keeping managers have been provided with a team, comprising junior engineers, plumbers and electricians, for undertaking on the spot repairs.

4. They have also been vested with financial powers so that works are not delayed for want of financial sanction, etc.

5. As regards domestic airports, many of the problems listed by the Committee and encountered by the passengers emanate from the fact that majority of the airports were constructed in the Sixties & are suitable for handling aircraft like Avro, HS-748, F-27, etc. The facilities available at these airports are extremely limited and not adequate enough to receive airbus and Boeing 737 type of aircraft. Upgradation of these airports to meet the traffic requirements of bigger type of aircraft has necessitated large scale modifications of the terminal buildings, etc. at these airports.

6. Simultaneously upgradation and modification of these airports is not possible because of the limits laid down by the Planning Commission on plan expenditure, coupled with financial constraints. Therefore, works on these airports have to be taken up in a phased manner.

7. With a view to identifying the areas to be developed, facilities to be augmented, the N.A.A. had undertaken a study of the facilities available at the domestic airports. Developmental works are being undertaken by the N.A.A. in a phased manner keeping in view the availability of resources.

8. The facilities of drinking water and electricity have been provided at all the airports.

[Ministry of Civil Aviation & Tourism O.M.No. H. 11013/1/88—
ACIA dt. 15th November, 1988.]

Recommendation Sl. No. 19 (Paragraph 4.28)

In order to improve the customer services at airports, the Committee feel that there should be separate counters and staff for attending telephone enquiries and personal enquiries from wait-listed passengers and for providing facilities to domestic transit passengers. Adequate comfortable chairs should also be provided in the transit area for the passengers as the plastic and fibre glass chairs provided at present are not quite comfortable. The Government/airport authorities should also consider the feasibility of having quite a good number of check-in counters to avoid long queues and also to enable the passengers to have free checks at airport as is the practice followed in the foreign countries.

Reply of the Government

At the four base stations viz. Delhi, Bombay, Calcutta and Madras as well as major stations, Indian Airlines has separated telephone enquiries from personal enquiries. Separate counters have also been provided wherever feasible, to cater to wait-listed passengers.

IAAI has taken the following steps at international airports :

1. 500 new cushion chairs have been positioned in both the Terminals of IGI airport at Delhi ;
2. For Bombay airport, samples have been despatched for procurement of chairs from the local firms through tender action ;
3. Regarding the Common User Terminal Equipment, meetings have been held with vendors. These companies have expressed interest and have been advised to contact the airlines to get the specifications for which they must provide hardware and develop necessary software.

- 4 The airlines have been advised that the future terminals will have only Common User Terminal Equipment and dedicated counters shall not be allotted. The airlines have been informed the procedures they would like to follow for use of CUTE system.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88--
ACIA dated 15th November, 1988.]

Recommendation Sl. No. 20 (Paragraph 4.29)

Another aspect which needs immediate attention is the absence of regular announcement at the public address system at the airports including international airports about the delay in departure of flight. It is needless to point out that passengers are not taken into confidence and informed about the delayed flights. This obviously is due to the lack of coordination between IAAI and Indian Airlines. The Committee desire that the Government should issue clear instructions to IAAI and Indian Airlines to coordinate in this regard in such a way that the passengers are posted with the latest information about the arrival and departure of the flights.

Reply of the Government

Coordination between Indian Airlines and IAAI has been stepped up with a view to streamline the procedures for dissemination of flight information.

The I.A.A.I. is making announcements on the reasons for delay as and when they are provided with the information by the airlines. I.A. and I.A.A.I. are examining jointly the possibility of extending the IA flight operations status through the CRT Units placed in the I.A.A.I. Airport Manager office and the announcer's studio so that latest flight information from IA can be directly provided to the I.A.A.I. offices for display on the Flight Information Display System.

Indian Airlines has also been asked that while making announcements they should indicate the total extent of delays and their causes. Indian Airlines has also issued instructions to its officers and staff to take passengers into confidence while making announcement regarding delays. Officials have also been advised to avoid using jargons and be specific while giving reasons for delay.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88--
ACIA dt. 15th November, 1988.]

Recommendation Sl. No. 21 (Paragraph 4.30)

The Committee have also observed that passengers are put to lot of inconvenience on account of absence of proper transport arrangements between the domestic and international terminals at Delhi and Bombay. When pointed out that none of the agencies i.e. Indian Airlines, National Airport Authority and International Airports Authority of India was prepared to own the responsibility of transporting the passengers from one terminal to the other, the Secretary Ministry of Civil Aviation categorically admitted during evidence that it was the responsibility of International Airports Authority to make necessary arrangements for the transportation of passengers between the two terminals and sufficient instructions in this regard would be issued to straighten the matter. The Committee hope that such instructions would be issued immediately.

Reply of the Government

Transport facilities between both the Terminals at the IGI airport and the Bombay airport are available through City Taxi System, State Transport and M/s. EATS. Car rental facilities are available between both the terminals at these airports.

2. At the IGI Airport at Delhi, the I.A.A.I. is also considering on experimental basis to operate two electrical mini-vans as inter-terminal transport, round the clock, for the convenience of inter-connecting passenger.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dt. 15th November, 1988.]

Recommendation Sl. No. 22 (Paragraph 4.31)

The Committee note that even though EATS' buses are available at Delhi and Bombay airports yet the passengers are neither aware of this facility nor their parking places are prominently displayed. In this connection, the Civil Aviation Secretary also stated that "I am still not satisfied with the EATS functioning...I feel that the International Airports Authority itself should provide the most modern buses at fixed rates and take care of the passengers from one terminal to another." The Committee, therefore, desire that the Ministry should ensure that IAAI undertakes its responsibility to provide adequate bus Service to the passengers between the two terminals at all the International airports. Arrangements should also be made for plying adequate number of buses at regular intervals from the airport to the city and also from the city to the airports so that passengers are not put to unnecessary hardship. For this purpose, IAAI should provide very modern and comfortable buses at fixed rates.

Reply of the Government

For providing very modern and comfortable buses at fixed rates, the concept of Fly Bus Service has been evolved by IAAI and tenders invited for provision of such service at all the four international airports through comfortable air-conditioned deluxe coaches. Such facility at IGI airport has commenced w.e.f. 12.4.1988. At Bombay airport also, contract has been awarded and the facility is awaiting the issuance of necessary permit from the local State Transport Authority. The issue is being pursued by the IAAI with the local transport authority. At Madras Airport contract was awarded to a party but the party failed to provide such air-conditioned coaches. This contract has been cancelled and fresh tenders are being invited. At Calcutta airport tenders for such facility have been invited two times without any positive results.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dt. 15th November, 1988.]

Recommendation Sl. No. 23 (Paragraph 4.32)

The Committee's examination of the subject has revealed that the airlines rules provide that if a flight is delayed or a connecting flight missed, the passengers are entitled to certain facilities like hotel accommodation, food, transport and also transportation either by the first available flight or by other modes of transport. Surprisingly, the passengers for whose benefits these rules have been framed, are not aware of these rules as these have not been made public nor are being displayed at airports. According to Indian Airlines these are administrative rules and are only meant for the information of their staff. In this connection, the Managing Director of the Indian Airlines stated in his evidence before the Committee that 'these are not IATA rules. These are for our own passengers' comforts. The non-IATA rules cannot be displayed...We will be quoted in other airlines.' The Committee are convinced of the justification given by the airlines authority for not publishing the rules. On the other hand, the Committee strongly feel that these rules must be made public so that *bonafide* passengers can claim the entitled facilities as a matter of right and be not at the mercy of airlines staff who themselves might be unaware of these rules. The Committee recommend that Government/Airlines authorities should take immediate steps to get these rules/instructions published and also arrange to have them displayed prominently in the airport building which could attract the attention of passengers.

Reply of the Government

Accepted. Instructions are being issued to IA to comply with the recommendation.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988.]

Recommendation Sl. No. 24 (Paragraph 4.33)

The Committee have also been informed that inadequacy of funds is proving to be an inhibiting factor in drawing a long term plan by NAA for providing infrastructural facilities at different airports to remove congestion. Sometimes back, the NAA is reported to have initiated a study of each station to assess the inadequacies and to draw plans to overcome the deficiencies discovered. In this connection, the Civil Aviation Secretary also confirmed in evidence that "We will have to determine and categories the airports and work out the funds. Even that exercise has not been done in the manner it should be done." While expressing their concern, the Committee feel that the study to identify drawbacks at each of the airports should have been undertaken and completed by NAA long ago. The Committee hope that to meet the increasing challenge of growth in traffic, the proposed study by the NAA would be completed at the earliest and funds required made available for the augmentation of facilities at the national airports.

Reply of the Government

4.33 For Government reply to this recommendation kindly refer to reply to Sr. No. 18 (para 4.25 to 4.27).

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988.]

Recommendation S. No. 25 (Paragraphs 5.15, 5.16 & 5.17)

The Committee note that a number of regulatory agencies like IAAI, NAA, DGCA, Airlines Customs, State Police, Health and Immigration are at present operating independently at International Airports at Delhi, Bombay, Calcutta and Madras. No doubt, all these organisations are engaged in providing services to the passengers within their allotted spheres of control but mutual cooperation and coordination to the desired level is lacking. Although under the International Airports Authority Act the International Airports Authority (IAAI) has been assigned the role to coordinate the activities of various agencies at the International Airports but in actual practice, it has become helpless and is unable to exercise any control over other agencies to effect coordination. In fact all the concerned agencies at airports are pulling in different directions and the resulting casulty is the passenger for whose benefits these have been created.

During oral evidence of IAAI, Indian Airlines and National Airports Authority, a unanimous view was expressed that there should be a single authority which should have over-all at all the International airports and should be able to play the role of a leader and act as a focal point for all important decisions. All other agencies should attune their functioning with that authority to achieve the common goal of efficient management of airports without, of course, abdicating their formal demarcated authority. While not agreeing with this view, the Secretary, Ministry of Civil Aviation stated in evidence that it was neither feasible nor practicable to integrate all the agencies and to put them directly under IAAI's control because each agency is governed by different acts. He, however, assured complete coordination among IAAI, IA, NAA and DGCA, which are under the administrative control of his Ministry but expressed reservations with regard to other agencies like Customs and police which are under the control of other Ministries. He also informed the Committee that in order to make effective coordination amongst the various concerned agencies, a Task Force consisting of top officials of all concerned agencies, headed by the Chairman, IAAI, has been set up to identify and tighten the loose links. Besides, a high level Committee has also been constituted on which representatives of the Ministry of Home Affairs, Ministry of Finance (Deptt. of Revenue), Ministry of Health and Heads of all other agencies are also associated. This Committee is chaired by the Secretary, Ministry of Civil Aviation and Meets periodically and takes decisions on various problems faced by passengers on the airports.

The Committee feel that the present arrangements have not provide successful for ensuring effective coordination amongst the various agencies operating at Airports and as a result of this, the air travellers continue to fact lot of difficulties at international airports. The Committee, therefore, recommend that the Government should consider the feasibility of constituting an effective single authority armed with adequate powers which should be in over-all command at an international airports and be able to provide instant redress of passengers' grievances. To achieve this end, the Government may consider, if necessary, the desirability of amending suitably the relevant acts governing various agencies operating at international airports.

Reply of the Government

The proposal to create a single authority at the international airports for proper coordination of the activities of different agencies *e.g.* Customs, Health, Immigration, Airlines etc. originated in the recommendation made by a Committee which was appointed by the Government in the Deptt. of Tourism in January, 1985 to make recommendations to boost tourism. This Committee made one of the following recommendations :—

“There should be a unified authority to coordinate the activities of agencies like Customs, Health, Immigration, Airlines etc. at the four international airports.”

Thereafter the matter came up for discussion in a review meeting taken by the Prime Minister on the Ministry of Tourism and Civil Aviation in August, 1985. As a result of this review, it was felt that there should be a single authority at the airports to take final decisions. This could possibly be achieved by loaning Police and Customs Staff to the airport authorities.

This suggestion was examined by the Committee of Secretaries at a meeting held on 15th October, 1985. The conclusion reached was that the Airport Coordination Committees should be made more effective ; they should meet regularly to resolve any difficulty coming in the way of efficient working of the airports. The Airports Coordination Committee is headed by General Manager, IAAI and contains representatives of all agencies operating at the airport.

This Committee deals with all aspects of operation, safety and facilitation flight schedule and their effect on parking, optimum utilisation of all facilities and examine adequacy and efficiency of airlines, Customs, Immigration and other regulatory agencies and any other matter pertaining to Aircraft operation.

In addition to that, for effective coordination amongst the various agencies at international airports, a High Level Task Force has been set up for Bombay and Delhi Airport for the present. It consists of :—

1. Chairman, IAAI
2. Commissioner of Security, Civil Aviation
3. Additional Director General of Tourism
4. Representative of Indian Airlines
5. Representative of Air India
6. Representative of DGCA
7. Member (Operations), IAAI
8. General Manager, IAAI, Delhi/Bombay.

This Task Force has so far held 8 meetings for Delhi Airport and four for Bombay. In addition to members, the Task Force has been associating other officials of Police and Customs organisations.

Apart from High Level Task Force and Airport Coordination Committees, a High Level Committee on Facilitation under the Chairmanship of Secretary, Civil Aviation has been constituted consisting of representatives of the Ministry of Home Affairs, Finance, Health and Heads of all the concerned agencies. This Committee meets periodically and takes decision on various problems that are faced by passengers.

As per the IAA act, 1971, it is the duty of the International Airports Authority of India to provide at the airports such services and facilities as are necessary or desirable for efficient operation of air transport services. For this purpose, IAAI had been making all efforts to coordinate with various agencies to effect proper coordination, but the Authority is not charged with the responsibility of exercising statutory functions of other departments such as Customs, Immigration, Police etc.

From the above decision of the Committee of Secretaries, it will be observed that the Committee did not consider the formation of a single authority a practicable solution.

The question of formation of single authority has been considered from time to time and was last considered in September, 1987. It was felt that single authority cannot be constituted for the following reasons :—

- (i) Various agencies working at the airports are governed by different Acts of Parliament and their concerned officers are vested with different types of powers derived from the respective Acts. It would not be legally possible to transfer the statutory powers of a particular Act to an Officer of a different Department.
- (ii) Agencies like Customs, Immigration and State Police are not primarily service organisations but are concerned with law enforcement and maintenance of law and order and security which are state functions. It has not been found practicable to delegate these functions to any single authority that may be formed for management of the Airports.
- (iii) The International Airports Authority of India had conducted a study of the Management structures of Airports outside India. It was found that in all the foreign airports, pass-port, customs control, ATCs and communications are with the respective individual agencies.

The airports authorities deal with the construction, civil management, Apron control, fire services etc. The passenger handling is done by the

Airlines, luggage handling is done partly by airlines and partly by airports authority, security is divided between Government and Airports Authorities. Similarly, in India, different agencies are exercising their functions at the at the airports under their respective laws.

On receipt of COPU's recommendations, the matter was considered afresh in the Ministry of Civil Aviation. A meeting was called which was attended by the representatives of Customs, NAA, IAAI, DGCA & Indian Airlines. The meeting endorsed the existing feelings that a single authority cannot deal with the ten different functions at the airport. In particular, the IAAI mentioned that the analysis of the complaint received by them shows that majority of them relate to off-loading of passengers, cancellation of schedules etc. He felt that no single authority can deal with such types of problems. The Customs representative made is clear that they are a law enforcing agency and not a service Organisation, and therefore, the question of their coming under any other authority does not arise. The NAA felt that the ATC functions at the International Airport cannot be delegated to any other Organisation. However, more steps to increase co-ordination including the setting up of a single window was suggested and emphasised.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988.]

Recommendation Sl. No. 26 (Paragraph 5.18)

The Committee have also noticed that at present there is no arrangement at airports particularly at the international airports where a passenger could contact an officer who could provide complete answer to his problems. Obviously, he has to run through the length and breadth of the airport to contact the various officers of the concerned departments. No doubt, there is a duty officer's Counter and an Airport Manager who can be contacted in case of need but these officers are practically of no help to the passengers who need an instant redress of their grievances. Therefore, the Committee suggest that for improving the Customer Services, there should be a "Single window" at each airport where responsible officers equipped with all the information pertaining to their departments should be available for attending to the complaints/queries of the passengers. The Committee desire that Ministry of Civil Aviation should examine the feasibility of implementing this proposal in consultation with other concerned authorities and Committee apprised of the action taken in this regard within six months of the presentation of this report.

Reply of the Government

The question of providing a single window at each airport where responsible officers equipped with all the information pertaining to their department for attending to the complaints/querries of the passengers has been considered in meetings of the concerned agencies and agreed to in principle. The details of this scheme are being pursued as this involves availability of man-power and also delegations/amendments in Rules so that the officials at the airport of different agencies have sufficient authority to take instant decisions on the passengers' grievances. High Level inter-Ministerial teams have often inspected the facilities available at the airports on-the-spot. Squads are also being constituted to check facilities on a periodical basis.

[Ministry of Civil Aviation & Tourism O.M. No. H. 110013/1/88—
ACIA dated 15th November, 1988.]

Comments of the Committee

[Please See Paragraph 27 of Chapter I of the Report]

CHAPTER III

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

Recommendation Sl. No. 13 (Paragraph 3.51)

It has been suggested to the Committee that in order to obviate delay and to make one agency accountable for delivery of luggage in time, the job of handling the luggage at the airports should be entrusted to the concerned Airport Authority as is the practice followed in some of the European countries. The Committee feel that there is some weight in the suggestion and desire that the Ministry of Civil Aviation should examine the suggestion in all its ramifications with a view to seeing as to what extent it can be implemented.

Reply of the Government

Carriage of baggage and its delivery to the passengers is the responsibility of the airline under the Carriage by Air Act and the Chicago Convention. Loss of baggage, if any, is to be compensated by the airline. In case the responsibility for handling baggage is entrusted to any other agency without the corresponding responsibility for making good the discrepancy/loss of baggage, it will not work because in such a situation proper accounting of the baggage pieces and their handing over to the agency will take more time, resulting in delay. As regards the practice followed in some other European countries, it is mentioned that in such countries the airlines have their own terminals and perhaps baggage handling is done by one agency. Indian Airlines has adequate arrangements for handling of baggage and they are continuously monitoring the delivery of the baggage with a view to reducing time, wherever possible. Considering the advantages and disadvantages of the suggestion the balance lies in continuing with the existing system of baggage handling.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dt. 15th November, 1988.]

Recommendation Sl. No. 17 (paragraphs 3.55 & 3.56)

The Committee find that at present the security of the airport is the responsibility of the concerned State Government. The personnel of the security force are drawn from the State Police of respective State Government/ Union Territory to look after the security of the airport. These personnel, though formally working under the Director, Civil Aviation Security, are governed by the rules of the respective State Government from which they are drawn. They do not directly come under the discipline and control of any of the agencies operating at the airports.

During evidence, the Secretary, Ministry of Civil Aviation informed the Committee that nodal responsibility of security at the airport against anti-hijacking, sabotage etc. is that of the Civil Aviation Security, though the staff for it, is provided by the concerned State Government police. He added "we do not want to create another Force...it would be much more cost effective to have people on specific duty paid for by us rather than ourselves creating an organisation". But the Committee are of the view that since the security of Airports is as important as the security of aircraft, the security force at the airports should work under the discipline and control of some Central agency entrusted with the responsibility of the security of the airports. The security force at the airports should be answerable to this agency rather than to the respective State Government. The Committee, therefore, recommend that the Government should consider the feasibility of constituting a separate security force on the lines of CRPF which should be answerable to and directly controlled by the Central Authority like the Director, Civil Aviation Security or the concerned Airport Authority as under the present arrangement DGCA etc. can not enforce their writ through the local police.

Reply of the Government

Following the hijacking of an Indian Airlines, aircraft on 10th September, 1976, the Government of India set up a Committee of Secretaries with the Cabinet Secretary as Chairman "to examine all aspects of the episode and draw proper lessons for the future".

2. The Committee also examined the question of enforcement machinery at the airports and noted that "The functions and duties of any force deployed for airport security must include not only security measures to prevent hijacking and sabotage but also other important ancillary functions like surveillance, measures to prevent mischief, investigation of crimes and other similar functions". A separate force could in the main be a preventive force, but for all other back-up support, e.g., intelligence, crime investigation, armed and commando services, etc., it would have to rely on the State/UT Police as

the threat to airport security emanates both from areas and groups within the airport and from outside and as such State/UT police should be in overall charge of security arrangements at the airports under overall guidance of the Ministry of Tourism and Civil Aviation.

3. This matter was again examined by a Committee set up on 11th February, 1985 under the chairmanship of Director General, BSF to *inter-alia* examine and make recommendations relating to the strength and composition of a central force for Civil Aviation Security. This committee examined in all its details the strength and composition of the Central Civil Aviation Security Force. According to the Committee, the force, if constituted, would involve a recurring expenditure of Rs. 21.95 crores per annum and non-recurring expenditure of Rs. 71.10 crores. The Committee, however, did not fail to take note of the fact that the proposed force may not be an enforcement agency. According to it, the proposed force would remain a watch and ward force. The objective of having a composite force capable of undertaking and implementing various security requirements at the airports may not be met by the creation of a Central Aviation Security Force because such a force cannot be vested with the powers of investigation, law and order, etc. Some other deficiencies which may continue to make the proposed force ineffective were also outlined by the Committee. Briefly stated, these are:

- (i) The security duties at an airport cannot be divorced from the law and order component. The involvement of the State/UT Police Force to take care of some component of the security of the airports seems to be inevitable. The presence of the two security agencies is bound to lead to conflict of jurisdiction and lack of co-ordination.
- (ii) The proposed Force will be small in size and may pose problems of promotion block, inability of the Administration to transfer personnel from one airport to another etc.
- (iii) The State Governments might be tempted to wash their hands off from law and order problems at the airports once a Central Force is created. The non-involvement of State Governments, especially during emergencies, like hijacking, is likely to create many problems. Under the present arrangements, State Governments utilize all their resources to deal with emergency at an airport.

(iv) The Force will be without intelligence and investigation input which can only come from the local police. This will also be handicap for the proposed force.

4. The report of the Committee was considered by the Government and it was decided not to pursue the proposal to set up a separate Civil Aviation Security Force. Instead, it was decided that a dedicated force at each airport should be constituted to look after the airport security duties like Crime Branch, CID, Traffic Police, etc.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988.]

CHAPTER IV

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

Recommendation Sl. No. 3 (Paragraphs 2.33, & 2.34)

The Committee have also observed that flights are often delayed, disrupted or diverted from originating centres like Delhi to other places due to fog or poor visibility and also by cloud covers in monsoons in some key airports on hill routes such as Srinagar, Guwahati etc. This obviously disrupts the Airlines' entire flight schedule all over the country as the aircraft held up are used on various circuits throughout the day. This results in enormous cost to airlines and inconvenience to passengers stranded at terminals.

The Committee were informed during evidence that advanced instrument landing facilities and other technical instrument landing facilities and other technical improvements at airports can reduce the incidence of delays and cancellations due to bad weather. The landing facilities are being provided jointly by International Airports Authority of India and National Airports Authority at International Airports and at other airports by NAA. The Committee are, however, distressed to observe that out of 86 airports, excluding 4 international airports, only about 8 airports at present are equipped with Instrument Landing System facility (ILS) which is the minimum requirement for safe landing of aircraft in inclement weather. In fact the Secretary of Ministry of Civil Aviation also admitted during his evidence before the Committee that "the navigation and communication facilities in India are much below the international standards". The Committee feel that what the Civil Aviation authorities are planning today should have been done much earlier. The Committee also recommend that immediate steps should be taken to provide advanced Instrument Landing facilities at all the airports so as to reduce to the barest minimum, if not altogether eliminate, the incidence of delays and cancellations of flights due to bad weather etc.. The Committee do agree that disruption of flights due to inclement weather cannot be eliminated totally but they do feel that by providing modern technological equipments, the changes of delays and cancellations can be minimised.

Reply of the Government

All the four International Airports are equipped with ILS.

2. Provision of ILS at airports, other than International Airports is not considered as the minimum aid for safe landing of aircraft under inclement weather conditions, by the ICAO.

3. The National Airports Authority has also provided ILS at the airports which are fog-prone. From time to time, the NAA has also provided ILS at those airports which were recommended by the airlines on priority. As on date, ILS facility has been provided by the NAA at the following stations :—

- | | |
|---------------|-----------|
| 1. Guwahati | 5. Patna |
| 2. Trivandrum | 6. Jammu |
| 3. Hyderabad | 7. Imphal |
| 4. Nagpur | |

4. Work of installation of ILS is in progress at the following airports :—

- | | |
|-------------|--------------|
| 1. Amritsar | 5. Dibrugarh |
| 2. Jaipur | 6. Varanasi |
| 3. Bhopal | 7. Kanpur |
| 4. Agartala | 8. Lucknow |
| | 9. Ahmedabad |

5. ILS is also available at the following defence airports to which Indian Airlines operates :—

- | | |
|---------------|------------|
| 1. Chandigarh | 4. Goa |
| 2. Srinagar | 5. Gwalior |
| 3. Agra | |

The NAA has also plans to provide ILS facility at six more airports, to be identified in consultation with Indian Airlines. The NAA is conscious of the need for providing ILS system where it is necessary. Considering the fact that resources are limited, NAA has no plan at present, to provide ILS at all the airports. However, NAA will continue to consider urgent request from the operators for ILS subject to the availability of resources.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988.]

Comments of the Committee

[Please See Paragraph 14 of Chapter I of the Report]

Recommendation Sl. No. 4 (Paragraph 2.35)

The Committee are informed that IAAI has provided category II lighting facilities at Bombay and Delhi Airports but equipment installed is not being utilised because Category II ILS (Instrument Landing System) provided by National Airports Authority which has to be periodically calibrated to synchronize with Category II lighting system has not been calibrated since long. The Committee cannot but deplore this lack of coordinated development as a result of which the essential facilities provided could not be made use of.

Reply of the Government

CAT-II lighting system at Indira Gandhi International Airport at Delhi has been brought upto CAT-II standards. It has been inspected jointly by the representatives of the International Airports Authority of India and the National Airports Authority and NOTAM action is being taken by the NAA to make CAT-II ILS system operational.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988.]

Comments of the Committee

[Please See Paragraphs 17 and 18 of Chapter I of the Report]

Recommendation Sl. No. 5 (Paragraph 2.36)

The question of upgradation of ILS facilities is also reported to have been taken up by the Indian Airlines with DGCA/NAA suggesting that Bombay, Delhi, Calcutta, Madras, Hyderabad and all other airports having jet operations should be equipped with Category II ILS during the Seventh Plan period. In this connection, the Tata Committee in their Report on "Civil Aviation at the turn of Century" has also recommended that all airports should be equipped with all weather capability operations. In spite of all this, unfortunately, even Category I ILS which is very essential for safe landing has not been provided so far at many of the airports. The Committee feel that the Instrument Landing System (ILS) should be speedily provided at all the important airports in the country as it is an essential requirement for the safe landing of the aircraft. The Committee also feel that at least the Airports having jet operations should be equipped with ILS Category II by the end of the Seventh Plan.

Reply of the Government

The ILS facility is provided keeping in view the following considerations :—

1. At all international airports, in view of the specific requirements given by ICAO, taking into consideration the type of aircraft that operates, density of operations and standards of air safety based on these factors.

2. At airports where airbus aircraft operate, ILS facilities are provided on highest priority since the airlines consider this facility as essential for this type of aircraft.

3. At airports where Boeing-737 type of aircraft operate priority is decided on the basis of poor visibility conditions at the station.

4. In the next order of priority fall the airports for which ILS facility is considered necessary requirement by Indian Airlines for their operations.

As per standard laid down by the ICAO with regard to the provision of landing facilities for aircraft, ILS has not been considered as a mandatory requirement for jet aircraft and, therefore, the considerations enumerated above are only the guidelines in this regard. Provision of ILS facility is a costly proposition and with the limited resources available cannot be provided at all airports in the country.

The present position with regard to domestic airports in this regard is :—

ILS is available at all the airports where the airbus aircraft operates except at Bangalore where the ATC is provided by the Hindustan Aeronautics Limited. However, the NAA has already placed an order for ILS equipment for installation at Bangalore Airport, since HAL did not plan to provide the same. Out of 47 airports, where Boeing-737 aircraft operates, ILS is already available at 9 stations and 12 more ILS systems will be provided within the 7th Plan period.* Out of these 12, 6 are in final stages. Further plans to provide ILS will be made for the 8th Five Year Plan period, the exercise for which is in progress.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988.]

Comments of the Committee

[Please See Paragraph 14 of Chapter I of the Report]

Recommendation Sl. No. 8 (Paragraph 2.39)

The Committee has also been informed that a Scheme for the modernisation of Air Traffic control System at Bombay and Delhi at an estimated cost of Rs. 195 crores is also reported to be under consideration but only a token

* At the time of factual verification the National Airports Authority stated that the number of aerodromes through which Indian Airlines operates Boeing 737 aircraft is 57 as against 47. Out of 57 aerodromes presently used by Indian Airlines Boeing 737, ILS has been provided at 25 aerodromes, either by the NAA or by the Defence Forces.

[National Airports Authority D.O. No. CHMN/NAA/15/89 dated 7.3.1988]

provision of Rs. 5 crores was provided for this purpose in the National Airport Authority's budget for the year 1987-88. In this connection, the Chairman of International Airports Authority of India suggested in evidence that as per the practice obtaining in foreign countries the Air Traffic Control System should be operated by Government itself and not by the National Airports Authority which is itself facing financial and other constraints. In committee's view the suggestion made by the Chairman of IAAI merits serious consideration by the Government. The Committee feel that if Air Traffic Control System is handled by Government, the question of paucity of funds will not come in the way of rapid execution of modernisation scheme reported to be under consideration.

Reply of the Government

The Air Traffic Control system in the country was under the control of the Director General of Civil Aviation upto 31st of May, 1986. The National Airports Authority was constituted with effect from the 1st of June, 1986 and the construction and management of domestic airports including the air traffic control and navigational facilities was transferred after due deliberations to the authority. This was done with a view to expediting modernisation of airports and various facilities thereof. The NAA has initiated a project for modernisation of air traffic control system including landing and navigational aids at Bombay and Delhi Airports at an estimated cost of Rs. 195 crores and this project is under consideration of the Govt. At the initial stages of this project, when the same was discussed before the Planning Commission, the Planning Commission had suggested for keeping a token provision of Rs. 5 crores during the year 1987-88 with the idea of commencing essential civil and electrical works for this project as soon as sanction is received. The project report submitted by the NAA describes the systems proposed to be provided under this project and also suggested method of financing this project using grants and credit facilities. The investment return ratio has also been described in detail by the NAA and returns from provision of these facilities at these two airports are estimated as such that there will be no problem in repayment of financial credits taken for this purpose.

2. The NAA is providing air traffic services satisfactorily and it is not necessary to reopen the issue of transfer back of the ATC functions to the Govt. It is not in India alone that the ATC control functions are being performed by an authority; this practice is obtaining also in other advanced as well as developing countries.

[Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88—
ACIA dated 15th November, 1988.]

Comments of the Committee

[Please See Paragraph 21 of Chapter I of the Report]

CHAPTER V
RECOMMENDATIONS IN RESPECT OF WHICH FINAL
REPLIES OF GOVERNMENT ARE STILL AWAITED

Recommendation Sl. No. 27 (Paragraphs 6.8 & 6.9)

During evidence of IAAI, the Committee were informed that the Airport Authority has been able to provide satisfactory facilities to the air passengers within the terminal buildings of international airports but the major dissatisfaction are is outside the terminals where the passengers, both national and international, continue to be harassed by unauthorised loaders, touts, taxi drivers and urchins. Some of them are stated to be criminals who indulge in undesirable and illegal activities and even threaten the officers of the airport authority. These undesirable elements forcibly carry the luggage of even unwilling passengers to their vehicles and try to extract exorbitant amount from them. The airport authority is also reported to have failed in containing the nefarious activities of undesirable elements because the local laws under which they are tried are not very stringent and the punishment awarded is not very deterrent.

The Committee were also informed that at the meeting of High Level Committee on Facilitation held in May, 1982, it was decided that the Civil Aviation Secretary should send letters to the Commissioners of Police to set up small standing Committee under a senior Police Officer to study the problem and find a solution thereto. It was also suggested that such Standing Committees in Delhi, Bombay, Calcutta and Madras should include representatives of local police, IAAI and the Chairman of the local airlines operators' Committee. It has, however, been admitted by the IAAI in their written note that the proposed Standing Committees have not been constituted so far. The Committee cannot but express their concern over this serious lapse of not forming, so far the proposed Standing Committees. The Committee urge the Ministry to take immediate steps for constituting the said Standing Committees so that a lasting solution to the problem could be found out and the air travellers, especially foreigners, may not have a feeling of insecurity and hostility outside the terminal buildings.

Reply of the Government

The problem of harassment of passengers outside international airports by unauthorised loaders, touts, taxi drivers and urchins was discussed by the High Level Task Force. The Task Force suggested that the entry of undesirable persons in the airport should be banned. In Bombay, entry of 68 unauthorised touts/urchins has been banned. In addition, the Home Secretaries of State Governments/Union Territories have been requested to take immediate necessary steps for constitution of standing committees headed by Senior Police Officers to study this problem in depth and find a solution thereto.

[Ministry of Civil Aviation & Tourism O.M. No. H-11013/1/88—
ACIA dated 15th November, 1988.]

Comments of the Committee

[Please see paragraph 31 of Chapter I of the Report]

Recommendation Sl. No. 28 (Paragraph 6.10)

The Committee have also been informed that a new Committee known as Airport Coordination Committee was set up in September, 1986, headed by the General Manager of IAAI, to look after all the aspects of Airport management including the problems of harassment from touts by merging four Committees viz. Airport Utilisation Committee; Airport Facilitation Committee; Operational Area Inspection Committee and Terminal Inspection Committee. The Committee hope that the proposed new Coordination Committee, in cooperation with all the concerned agencies, would be able to identify the loopholes and suggest ways and means to eradicate the problem of touts.

Reply of the Government

Please refer to Reply of the Government below S. No. 27 Recommendation No. 6.8 and 6.9.

Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88-
ACIA dated 15th November, 1988

Comments of the Committee

[Please see paragraph 31 of Chapter I of the Report]

Recommendation Sl. No. 29 (Paragraph 6.11)

The Committee have observed that in terms of local laws touting is not a cognizable offence as a result of which police feels helpless to take any

deterrent action against the touts. The Committee, therefore, desire that the Government should immediately take up the matter with State Governments with a view to plugging the loopholes in the local laws and to provide necessary powers to the police to deal with the touts and other undesirable elements effectively.

Reply of the Government

The Ministry of Home Affairs has been requested that they should take necessary steps to make touting a cognizable offence. This matter will need the amendment of the State Government laws/and regulations. For this purpose, Ministry of Home Affairs has already been moved to write to the State Government of Maharashtra, West Bengal, Tamilnadu and Delhi (Union territory) to take necessary steps to make the touting a cognizable offence.

Ministry of Civil Aviation & Tourism O.M. No. H. 11013/1/88-
ACIA dated 15th November, 1988.

Comments of the Committee

[^{CA}Please see paragraph 34 of Chapter I of the Report]

NEW DELHI ;
March 7, 1989
Phalgun 16, 1910 (S)

VAKKOM PURUSHOTHAMAN
Chairman,
Committee on Public Undertakings.

APPENDIX I

Minutes of the 30th sitting of the Committee on Public Undertakings held on 13.1.1989.

The Committee sat from 15.30 hrs. to 16.00 hrs.

PRESENT

Shri Vakkom Purushothaman—*Chairman*

MEMBERS

2. Shri Keshorao Pardhi
3. Shri E. Ayyapu Reddy
4. Prof. Saif-ud-din Soz
5. Shri Kamal Moraria
6. Shri V. Narayanasamy
7. Thakur Jagatpal Singh
8. Shri Raof Valiullah

SECRETARIAT

1. Shri R.D. Sharma—*Joint Secretary*
2. Shri Rup Chand—*Deputy Secretary*
3. Smt. P.K. Sandhu—*Under Secretary*

The Committee considered and adopted the Action Taken Report on 34th Report of Committee on Public Undertakings (1987-88) on Indian Airlines—Passenger Services, as approved by the Action Taken Sub-Committee.

The Committee authorised the Chairman to finalise the Report on the basis of factual verification by Ministry of Civil Aviation, Indian Airlines, International Airports Authority of India and National Airports Authority and to present the same to Parliament.

The Committee then adjourned.

APPENDIX II

(*Vide* Para 3 of Introduction)

Analysis of action taken by Government on the recommendations contained in the 34th Report of Committee on Public Undertakings (Eighth Lok Sabha)

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I. Total number of recommendations	29
II. Recommendations that have been accepted by the Government (<i>Vide</i> recommendations at Sl. Nos. 1-2, 6-7, 9-12, 14-16 and 18-26)	20
Percentage to total	68.96%
III. Recommendations which the Committee do not desire to pursue in view of Government's replies (<i>Vide</i> recommendations at Sl. Nos. 13 and 17)	2
Percentage to total	6.90%
IV. Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>Vide</i> recommendations at Sl. Nos. 3, 4, 5, and 8)	4
Percentage to total	13.80%
IV. Recommendations in respect of which final replies of Government are still awaited (<i>Vide</i> recommendations at Sl. Nos. 27-29)	3
Percentage to total	10.34%

CORRIGENDA TO FIFTY-FOURTH REPORT OF
THE COMMITTEE ON PUBLIC UNDERTAKINGS
(EIGHTH LOK SABHA)

.....

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
(iii)	Sr. No.21		Shri Raof Valiullah	Shri Raof Valiullah
1	1	4	198	1988
6	20	8	insert "that" after the word "stated"	
7	24	1	Minister's	Ministry's
	"	3	deprecate	deprecate
	Footnote	2 from bottom	1389	1989
8	27	6	for	of
"	29	4	Officers	Officer
11	3	8	dispatch	despatch
12	-	10 from bottom	A-30	A-320
14	-	3 from bottom	whether	weather
16	-	6	survoill- ance	surveill- ance
	-	9	(ARSV)	(ARSR)
	-	6 from bottom	time	time
17	-	11 from bottom	uptimum.	optimum
18	-	7 from bottom	on	in
18	-	6	earlier the	earlier for the
18	-	9	and the	and to
18	-	14	discrea- tion	discretion
19	-	13	grawth	growth
	-	16	anvisaged	envisaged
20	-	19	handling	handled
"	-	2 from bottom	screening	screening
21	-	17	peack	peak
"	-	4 from bottom	screening	screening
22	-	14	Government Indian Airlines	Government/Indian Airlines
23	-	14	Government Airport	Government/Airport
24	-	15	launge	lounge
"	-	10 from bottom	standerds	standarus
25	-	2	not	now
"	-	3	as	at

P.T.O.

27	-	2	User announcements	User announcements
	-	8 from bottom	announcements	announcements
29	-	15 from bottom	not	nor
	-	9 from bottom	are convinced	are not convinced
'	-	8 from bottom	rules	rules
30	-	13	categories	categorise
31	-	3	over-all at	overall control at
'	-	17	provide	proved
'	-	15	fact	face
32	-	14	manager	Manager
34	-	3	<u>delete</u> the words "at the"	at the end of the line.
	-	13	is	it
38	-	7 from bottom	another	another
40	Head- ing	1	Recommendations	Recommendations
-	1	1	delays	delayed
-	-	1 from bottom	changes	chances
44	-	1 from bottom	three	there
45	1	4	are	area
46	-	7	Governments Union	Governments/Union