



**PARLIAMENT OF INDIA
RAJYA SABHA**

168

**DEPARTMENT-RELATED PARLIAMENTARY STANDING
COMMITTEE ON TRANSPORT, TOURISM AND CULTURE**

ONE HUNDRED SIXTY EIGHTH REPORT

ON

**DIRECTORATE GENERAL OF CIVIL AVIATION (DGCA) –
ISSUES AND CHALLENGES**

(PRESENTED TO THE HON'BLE CHAIRMAN, RAJYA SABHA ON 4TH MAY, 2011)

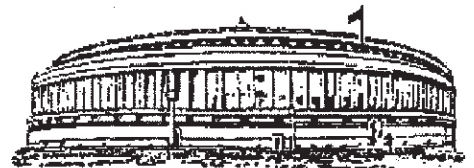
(PRESENTED TO THE HON'BLE SPEAKER, LOK SABHA ON 4TH MAY, 2011)

(PRESENTED TO THE RAJYA SABHA ON 11TH AUGUST, 2011)

(LAID ON THE TABLE OF THE LOK SABHA ON 11TH AUGUST, 2011)

**RAJYA SABHA SECRETARIAT
NEW DELHI**

MAY, 2011/VAISAKHA, 1933 (SAKA)



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COMPOSITION OF THE DEPARTMENT-RELATED PARLIAMENTARY
STANDING COMMITTEE ON TRANSPORT, TOURISM AND CULTURE
(2010-11)

1. Shri Sitaram Yechury – *Chairman*

RAJYA SABHA

2. Shri Ramdas Agarwal
3. Shri Shadi Lal Batra
4. Shri Narendra Kashyap
5. Shri Pyarimohan Mohapatra
6. Shri Syed Azeez Pasha
7. Shri Thomas Sangma
8. Shri Satish Sharma
9. Prof. Saif-ud-Din Soz
10. Shri Vikram Verma

LOK SABHA

11. Yogi Aditya Nath
12. Shri Avtar Singh Bhadana
13. Shri V. Kishore Chandra S. Deo
14. Shrimati Bhavana Gawali Patil
15. Dr. Mahesh Joshi
16. Shri P. Karunakaran
17. Shri Jose K. Mani
18. Shrimati Ranee Narah
19. Shri Rajaram Pal
20. Shri Bal Kumar Patel
21. Shri Nama Nageswara Rao
22. Shri Sharief-ud-din Shariq
23. Shri Madan Lal Sharma
24. Shri Dushyant Singh
25. Shri Jitendra Singh
26. Shri Rakesh Singh
27. Shri Shatrughan Sinha
28. Shri K. Sugumar
29. Shri Kabir Suman
30. Shri Anurag Singh Thakur
31. Shri K.C. Venugopal*

* Ceased to be Member *w.e.f.* 19th January, 2011.

(ii)

SECRETARIAT

Shri N.K. Singh, Joint Secretary

Shri Jagdish Kumar, Director

Shri Swarabji B., Joint Director

Shrimati Nidhi Chaturvedi, Assistant Director

INTRODUCTION

I, the Chairman, Department-related Parliamentary Standing Committee on Transport, Tourism and Culture, having been authorised by the Committee to present on its behalf, do hereby present this One Hundred and Sixty Eighth Report on “Directorate General of Civil Aviation (DGCA)–Issues and Challenges”.

2. The Department-related Parliamentary Standing Committee on Transport, Tourism and Culture in its meeting held on the 15th September, 2009 decided to have an in-depth study on the functioning of Directorate General of Civil Aviation (DGCA). The subject selected was notified in Parliamentary Bulletin Part II dated the 1st October, 2009.

3. Apart from a detailed background note obtained from the Ministry of Civil Aviation, the Committee heard the views of the Secretary, Ministry of Civil Aviation, Director General of Civil Aviation, CMD, Air India Limited and Chairman, Airports Authority of India in its meetings held on the 8th January, 29th June and 8th October, 2010. In order to get wider views on the subject, the Committee invited the views of individuals, organisations and institutions on the subject through advertisement in all major national dailies and vernacular newspapers all over the country.

4. The Committee wishes to express its thanks to the Secretary and other officers of the Ministry of Civil Aviation for providing necessary inputs and clarifications during deliberations on the subject. The Committee also acknowledges the contribution of the individuals/Associations who submitted their valuable suggestions on the subject.

5. The Committee considered and adopted the Report at its meeting held on the 13th April, 2011.

NEW DELHI;
April 13, 2011

Chaitra 23, 1932 (Saka)

SITARAM YECHURY
Chairman,
Department-related Parliamentary Standing
Committee on Transport, Tourism and Culture.

REPORT

Aviation sector has become one of the happening sectors in the country in the past two decades. Opening of Indian skies and private participation in the aviation sector has seen a perceptible growth in, among others, the passenger traffic and cargo handling from 2002, as follows:

Year	Domestic Passenger Traffic (in lakhs)	International Passenger Traffic (in lakhs)	Cargo (in million tons)
2002	133	127.7	0.55
2003	145	140.3	0.58
2004	182	166.7	0.70
2005	223	193.4	0.80
2006	327	224.8	0.90
2007	433	262.7	0.99
2008	408	288.5	1.08
2009	433	290.6	1.32
2010 (till August 2010 provisional)	329		

2. The Committee was informed that the sector had seen a phenomenal growth of 160 per cent during this period. India became the ninth largest civil aviation market in the world as well as a major aviation hub in the Asia Pacific region. The projected number of passengers in the Indian aviation market would be 180 million by 2015. The total number of aircrafts flying in the country has also seen a substantial increase. Increased air travel and entry of private players in this sector raised question regarding not only the aviation safety but also for quality of services, etc. for the travelers.

3. New circumstances led to so many new problems and demands particularly for ensuring aviation safety. It posed new challenges for the existing air safety regulator to equip itself and develop required management capabilities to ensure safer air travel.

4. Apart from a few major air crashes, instances of a number of near air misses, overshooting runways, bird hits, frequent vehicular accidents on the airside of airports, frequent disruption due to lack of precise weather updates/prediction, outdated equipments, overworked Air Traffic Controllers were increasing that generated a scare about safer air journey in the people's mind.

DIRECTORATE GENERAL OF CIVIL AVIATION (DGCA)

5. Aviation safety in India has been the responsibility of the Directorate General of Civil Aviation under the Ministry of Civil Aviation. An impression gained ground that the aviation regulator DGCA was not in a position to cope up with the newer demand and challenges with the existing manpower, authority and resources at its command. The major impediment faced by the

DGCA as the aviation safety regulator in the changed circumstances was the mismatch between expansion of air services and operations and the required manpower and infrastructure to adequately supervise, coordinate and enforce the safety standards. Sense of urgency in making adequate trained manpower available in such critical areas as pilots, trainers, maintenance engineers, inspection officers, etc. in fact, was conspicuous by its absence.

6. It was with this hypothesis, the Committee decided to look into these issues in the context of functioning, powers, resources, etc. of the DGCA for presenting a Report to Parliament.

Functions of DGCA

7. Directorate General of Civil Aviation (DGCA) is responsible for governing safety aspects of civil aviation, which include certification of airlines and aerodromes, airworthiness of aircraft, personnel licensing and surveillance of aircraft operations in India.

The functions of DGCA include:

- a. Registration of civil aircraft;
- b. Formulation of standards of airworthiness for civil aircraft registered in India and grant of certificates of airworthiness to such aircraft;
- c. Licensing of pilots, aircraft maintenance engineers and flight engineers, and conducting examinations and checks for that purpose;
- d. Licensing of air traffic controllers;
- e. Certification of aerodromes and Communication Navigation Systems (CNS)/Air Traffic Management (ATM) facilities;
- f. Maintaining a check on the proficiency of flight crew, and also of other operational personnel such as flight dispatchers and cabin crew;
- g. Granting of Air Operator's Certificates to Indian carriers and regulation of air transport services operating to/from/within/over India by Indian and foreign operators, including clearance of scheduled and non-scheduled flights of such operators;
- h. Conducting investigation into accidents/incidents and taking accident prevention measures including formulation of implementation of Safety Aviation Management Programmes;
- i. Carrying out amendments to the Aircraft Act, the Aircraft Rules and the Civil Aviation Requirements for complying with the amendments to ICAO Annexes, and initiating proposals for amendment to any other Act or for passing a new Act in order to give effect to an International Convention or amendment to an existing Convention;
- j. Coordination of ICAO matters with all agencies and sending replies to State Letters, and taking all necessary action arising out of the Universal Safety Oversight Audit Programme (USOAP) of ICAO;
- k. Supervision of the institutes/clubs/schools engaged in flying training including simulator training, Aircraft Maintenance Engineering training or any other training related with aviation, with a view to ensuring a high quality of training;
- l. Granting approval to aircraft maintenance, repair and manufacturing organizations and their continued oversight;

- m. To act as a nodal agency for implementing ICAO Annex 9 provisions in India and for coordinating matters relating to facilitation at Indian airports including holding meetings of the National Facilitation Committee;
 - n. Rendering advice to the Government on matters relating to air transport including bilateral air services agreements, on ICAO matters and generally on all technical matters relating to civil aviation, and to act as an overall regulatory and developmental body for civil aviation in the country;
 - o. Coordination at national level for flexi-use of air space by civil and military air traffic agencies and interaction with ICAO for provision of more air routes for civil use through Indian air space;
 - p. Keeping a check on aircraft noise and engine emissions in accordance with ICAO Annex 16 and collaborating with the environmental authorities in this matter, if required;
 - q. Promoting indigenous design and manufacture of aircraft and aircraft components by acting as a catalytic agent;
 - r. Approving training programmes of operators for carriage of dangerous goods, issuing authorizations for carriage of dangerous goods, etc.
8. The DGCA performs these functions through the following Directorates:
- (i) Directorate of Regulation & Information
 - (ii) Directorate of Air Transport
 - (iii) Directorate of Airworthiness
 - (iv) Directorate of Air safety
 - (v) Directorate of Training & Licensing
 - (vi) Directorate of Aerodrome Standards
 - (vii) Directorate of Flying Training
 - (viii) Directorate of Flight Inspection
 - (ix) Directorate of Administration
 - (x) Aircraft Engineering Division
 - (xi) Air Space & Air navigation Services
 - (xii) Training Academy.

LEGISLATIVE BACKUP

9. Civil Aviation activities including the safety aspects are governed in India through a framework of legislation and rules and regulations laid down by the Central Government. The Aircraft Act, 1934 is the primary aviation legislation of India, which is supplemented by the Aircraft Rules, 1937, and the Civil Aviation Requirements (CARs). **The Committee notes that the DGCA does not enjoy any statutory backing for its powers, etc.**

INTERNATIONAL AVIATION SAFETY AUDITS AND ASSESSMENTS

(i) International Standards and Recommended Practices

10. India, as a contracting State to the Chicago Convention, 1944, follows a policy of adhering to International Standards and Recommended Practices (SARPs) of International Civil Aviation

Organization (ICAO) in achieving the highest degree of safety in aircraft operations. SARPs contained in the ICAO Annexes particularly Annexes 1 (Licensing of Personnel), 2 (Rules of the Air), 3 (Aviation Meteorology), Annex 5 (Units of Measurements), 6 (Operation of Aircraft), 7 (Registration of Aircraft), 8 (Airworthiness of Aircraft), 9 (Facilitation), 10 (Aeronautical Telecommunications), 11 (Air Traffic Services), 12 (Search and Rescue), 13 (Aircraft Accident and Incident Investigation), 14 (licensing of Aerodromes including heliports), 15 (Aeronautical Information Services), 16 (Aircraft Noise and Engine Emissions) and 18 (Carriage of Dangerous Goods) and other related ICAO documents have been adopted to lay down rules, regulations and requirements in the Aircraft Rules, 1937, the Aircraft (Demolition of obstructions caused by Buildings and Trees etc.) Rules, 1994, the Aircraft (Carriage of Dangerous Goods) Rules, 2003, Civil Aviation Requirements, Aeronautical Information Circulars (AIC), etc. It is emphasised that India has adopted most of the International standards of ICAO.

(ii) Safety Audits/Assessments

11. The Committee was informed that aviation safety audit of the concerned country is conducted under an 'International Aviation Safety Assessment Programme' (IASA). It focuses on the country's ability to adhere to standards and recommended practices of International Civil Aviation Organization (ICAO) for aircraft operations and maintenance. Such an audit of DGCA done in 1997 found India wanting on as many as 70 points. DGCA was audited by an ICAO safety oversight audit team in 1999 with the follow up audit in 2001. These audits covered ICAO Annexes 1, 6 and 8. In the year 2006, ICAO again audited DGCA covering all safety related Annexes under the comprehensive systems approach with the object of ascertaining the safety oversight capability of the DGCA in areas of airworthiness, personnel licensing, operations, aerodromes, air navigation services and aircraft accident and incident investigation. In March 2009, Federal Aviation Authority (FAA), based on the report of an audit conducted by ICAO in October 2006, conducted a reassessment of DGCA. At the end of every audit, the audit team made its findings and recommendations.

12. The FAA audit team visited India again in September, 2009 which, as claimed by the Ministry of Civil Aviation found India in compliance with international standards for aviation safety and reported India to continue to be maintained in Category 1. This was again endorsed during a visit by FAA in July 2010 which stated that DGCA has demonstrated improvement in its safety oversight system.

13. The Committee was further informed that out of a total 70 shortcoming observed by the FAA, 61 had been already addressed. The remaining nine which were basically on air navigation systems will be addressed by 31st December, 2010. The newly created Air Navigation Services Directorate will deal with all related matters including air traffic control, air traffic management and will also address these pending issues.

14. The Ministry while clarifying informed the Committee that the assessments found India to be complaint in areas of aviation legislation, operating regulations, civil aviation structure and safety oversight functions, and licensing and certification obligations. The Audit team, however, raised concerns in the areas of:

- (i) adequate technical guidance for DGCA technical officials;
- (ii) hiring and retaining adequate technical personnel in DGCA;
- (iii) establishment of an on-going surveillance programme of air operators; and
- (iv) resolution of identified safety issues.

15. The Committee was informed that most of the findings and recommendations have been addressed with the remaining findings being addressed by projects undertaken with Technical Cooperation Bureau of ICAO.

16. The Committee notes the assessments/recommendation of the various safety audits as well as efforts made by the Ministry/DGCA to comply with them. The adequacy/effectiveness of these steps have been discussed in the Report. **Various aspects of the subject discussed by the Committee and the Committee's observations thereon have been brought out in the succeeding paragraphs of the report.**

AIRWORTHINESS OF AN AIRCRAFT

17. The Aircraft Rules, 1937 state that no civil aircraft shall be flown in India unless it holds a valid Certificate of Airworthiness (C of A) issued by DGCA. The Certificate of Airworthiness is issued only after an inspection to ensure that the aircraft is of approved Type Design and has been maintained in accordance with periodic inspection schedules stipulated by the manufacturer of the aircraft. During Certificate of Airworthiness inspection, it is ensured that components have been replaced when due, mandatory airworthiness directives and applicable service/alert bulletins including Supplementary Structural Inspection Programme (SSIP) and Corrosion Prevention and Control Programme (CPCP) have been complied with.

18. The Certificate of Airworthiness is valid for a period of five years for aircraft of an age upto 10 years and is thereafter valid for a period of 2 years upto the age of 20 years. For aircraft over 20 years of age, the validity of Certificate of Airworthiness has been restricted to one year. During the course of the validity of Certificate of Airworthiness of an aircraft, officers of DGCA monitor routine maintenance, major checks and significant defects through spot checks and surveillance.

19. In response to a query, the Ministry of Civil Aviation informed that there are in all 1518 aircraft registered in India, out of which 1085 are aeroplanes, 285 helicopters and 148 others like gliders, micro light, balloons etc. Many aircraft owned by the State Governments, training institutes and under 'Private Category' are old and do not possess current 'Certificate of Airworthiness'. There are 241 aeroplanes, helicopters, gliders, microlights, hot balloons and hang gliders registered under 'Private Category', which cannot be used for hire and reward. Thus, about 50% of aircraft are presently in operation.

20. The Committee was informed by one of the stakeholders that though DGCA follows ICAO norms for the selection of airworthiness officer, there is a big gap in the competence of airworthiness officers of DGCA and those of FAA and EASA. When asked, the Ministry informed the Committee that unlike FAA and EASA, competent people do not join DGCA due to its unattractive salary structure. However, DGCA is imparting adequate training to raise the competence of its officers to the required level.

AIRCRAFT MAINTENANCE ORGANIZATIONS (AMOS)

21. Aircraft maintenance is carried out by the outside organizations approved by DGCA for which it has to ensure that they have proper infrastructure, appropriate tools/machinery, updated documents like maintenance manual, wiring diagrams, parts catalogue etc. and aircraft maintenance engineers holding appropriate licences for the maintenance work. DGCA approval is valid for one year for which necessary inspections have to be carried annually. All these require a large number of technically qualified personnel.

22. **Besides, the Committee found that in the Directorate of Airworthiness in the DGCA, out of total sanctioned strength of 249, only 64 were in position.**

ISSUANCE OF AIR OPERATOR'S PERMIT

23. Before carrying out air transport operations in India, a prospective operator is required to comply with Schedule XI of the Aircraft Rules, 1937 which lays down the requirements for grant of permit for scheduled operations. The detailed requirements for the issuance of a permit is given in the Civil Aviation Requirements (CARs) and involves a number of steps leading to issuance of an Air Operator's Permit by DGCA under Rule 134 of the Aircraft Rules, 1937. The steps involved in the process of the issuance of the permit includes issuance of an initial 'No Objection Certificate (NOC)' for starting an airline, setting up of the facilities and infrastructure by the proposed operator, grant of permission for import/acquisition of aircraft and the issuance of Air Operator's permit. Before the permit is issued, DGCA ensures compliance with safety requirements (operational and airworthiness). In response to a query, the Ministry of Civil Aviation informed that presently, there were thirteen scheduled airlines operating 421 aircrafts and three scheduled cargo operators operating with 17 aircraft. There are 120 non-scheduled permit holders, who operate different types of aircraft. Besides, State Governments, Central Government, Public Sector Undertakings, etc. also operate aeroplanes, helicopters and gliders. Further, flying training institutes also have aeroplanes, helicopters and gliders. Recently Aircraft Rules, 1937 have been amended requiring 'aerial work' aircraft to obtain Non-Scheduled Operator's permit.

GRANTING LICENSING/CERTIFICATE/APPROVALS, ETC.

24. DGCA is the authority to issue certificate/licences in keeping with International Standards and Recommended Practices for various categories of Pilots, flight crew members, Aircraft Maintenance Engineers, Air Traffic Controllers etc. Apart from checking various documents/certificates, holding written examinations, DGCA also conducts tests on various counts to test their skills, health, etc. In response to a specific complaint of granting of medical fitness certificates to unfit pilots and malpractice in the existing system made by a stakeholder, the Ministry refuted the allegations and stated that the medical test was conducted by approved organizations such as Chief Medical Examiner, managed by Indian Air Force. DGCA had undertaken several reforms in Medical Cells.

25. The work relating to licensing of personnel and conducting regular examination of competent person in those categories is looked after by the Training and Licensing Department of the DGCA. **The Committee found that of the sanctioned 26 posts in this Department, only four were in position, let alone the actual requirement for this purpose.**

EX-PAT PILOTS

26. The Committee was informed that there are about 10,000 active pilots in the country of which Airline Transport pilot licence holders are about 3500 and Commercial Pilot licence holders about 5500. In addition, about 400 foreign pilots have been permitted to operate Indian registered aircraft. The number of active Aircraft Maintenance Engineer's license holders in the country is about 5000.

27. The Committee was informed that due to shortage of pilots in the country a large number of ex-pat pilots were recruited by both the Government and private air service providers during the past. The major problem faced by the aviation industry through these ex-pat pilots was the English language proficiency which often resulted in communication gap between these pilots and respective ATCs putting air safety into jeopardy. To a specific query on the issue, the Ministry replied that DGCA had issued requirements for ensuring acceptable level of English proficiency by all pilots. The requirement includes training programme and evaluation system. DGCA has also set guidelines for the duty hours of the pilots and cabin crew so that they are not overworked.

28. The Committee raised the demand and supply position of trained pilots in the country, for which the Ministry replied that there were over 3500 unemployed pilots in the country and that two training institutes run by the Government were trying to create job opportunities.

AERODROME CERTIFICATION

29. The aerodromes used by a scheduled air transport service are licensed by DGCA under Rule 78 of the Aircraft Rules, 1937. DGCA started the process of licensing of aerodromes in the year 2006. In all 23 aerodromes, 18 international and 5 domestic have been licensed by DGCA. The Committee was informed that after the Mangalore crash, a review of critical airports was taken up and 12 such airports have been identified. For the enforcement of regulatory provisions of aerodrome licensing, the DGCA's Aerodrome Directorate has only one officer.

30. The issue relating to functioning of major airports without valid licence was also raised. The Secretary, Ministry of Civil Aviation, apprised the Committee of the background of aerodrome licensing in the country and the circumstances leading to such a situation. He explained the legal issues involved and also the necessity to bring the airports/airstrips in certain area under the control of Ministry of Defence. The Secretary informed the Committee that all those issues were being sorted out and assured that licenses will be issued in due course to all the operating airports in the country subject to the compliance of rules and regulations issued by International Civil Aviation Organization (ICAO).

DGCA & ATC

31. To a query on the interface between DGCA and ATC operations in the country, the Committee was informed that currently ATC operations are being provided by AAI and DGCA performs oversight function. However, a more active interface is planned. A new Directorate has been created within the office of Director General of Civil Aviation with the name "Airspace and Air Traffic Management Directorate" which is aimed at dealing with the issues related to airspace and air traffic management, licensing of air traffic personnel, communication and navigations system certification and regulatory oversight on the meteorological services. This Directorate will also carry out safety oversight function on the services and facilities provided by AAI for the purpose of air space and air traffic management to ensure that the ATC facilities are using state-of-the-art technologies and ATCs are manned by adequate staff.

32. The Committee notes that these functions will certainly require highly trained manpower which is not there currently with DGCA.

SURVEILLANCE OF AIRLINES AND APPROVED ORGANIZATIONS

33. In order to ensure that airlines are following proper operations, maintenance and inspection procedures, officers of DGCA carry out surprise 'Spot Checks' without prior intimation which are confined to limited area and planned comprehensive 'Surveillance Checks' with prior intimation to the airlines and approved maintenance organizations. The deficiencies noted during such inspections are brought to the notice of maintenance agencies for taking corrective action in a time bound manner.

34. The DGCA surveillance programme for the year 2010 has been prepared and published under the title of Annual Surveillance Programme (ASP) covering all directorates. The programme targets to carry out 4788 surveillance activities divided month-wise, operator-wise with dedicated aviation safety inspectors.

35. All Airport Operators' Certificate holders have been covered under the Surveillance programme. The surveillance programme includes maintenance organizations, flying training

institutes, licensed aerodromes, design organizations, manufacturing organizations, cabin safety, dangerous goods, and AME training institutes etc. The ASP has been displayed on DGCA website. Compliance of the published ASP is ensured through a regular monthly monitoring and review system chaired by Director General and with participation of officers of DGCA headquarters and regional offices.

FINANCIAL SURVEILLANCE OF AIR OPERATORS

36. Air Transport Directorate in DGCA has started an evaluation of the financial health of the Scheduled airlines using a model provided by FAA Order 8900.1. The slow down in economy experienced during the previous year (2009) brought the need to check on the financial health of an airline and to see its impact on safety. A system of Financial Surveillance of Air Operators has been put in place wherein based on assessment of the financial condition, need for heightened surveillance is adjudged during the distress period of an airline. A regulation for the Evaluation of Air Carrier's Management of Significant changes – Financial Surveillance from safety perspective has been issued. A one-time comprehensive audit of NACIL (I), Kingfisher and Jet Airways has also been carried out.

37. The Committee was informed that under the newly evolved State Safety Programme all operators were asked to set up safety management system in their management process. The Committee was further informed that the operators were advised not to link cost cutting safety related activities. The DGCA has created a Board of Aviation Safety to look into the violations committed by air service providers duly supported by the newly created Surveillance Division and Enforcement Division.

SURVEILLANCE OF FOREIGN AIRLINES (SOFA)

38. To fulfill DGCA's obligation with regard to surveillance of foreign airlines as given in ICAO Annex 6 a programme namely Surveillance of Foreign Airlines (SOFA) was set up in 2009. Under the programme, to begin with airlines of countries which have a safety clause in the air services agreement have been brought under the programme. The observations of these activities are intimated to the concerned State authorities. An Aeronautical Information Circular (AIC) 5 of 2009 in this regard has been issued and the surveillance programme has been placed on the DGCA's website. Prior to initiating the surveillance activity, DGCA conducted meeting with foreign airlines representatives notifying the programme.

Safety Audits of Various Agencies

39. A few 'Safety Audits' of the operators, maintenance agencies, flying training institutes etc. are also carried out by a special team of officers from Air Safety Directorate, Officers from Headquarters and officers from the regional offices of DGCA. Large number of such audits are required to be carried out every year.

40. The Committee was informed that in order to further strengthen aviation safety environment through synergisation of available expertise, a Civil Aviation Safety Advisory Council (CASAC) under the Chairmanship of Director General of Civil Aviation had been set up on 28.05.2010. The members of the council *inter alia* include heads of scheduled airlines, experts in flight operations, airworthiness, air navigation, aerodromes & heliports, aircraft engineers and a representative of Indian Air Force. The terms of reference of the council are (i) to advise DGCA in identified key areas; (ii) to review the existing regulatory framework and give recommendations to further strengthen aviation safety; (iii) to develop, examine and recommend incorporation of best regulatory practices; (iv) to recommend short, medium and long term measures for safety enhancement; and (v) to reflect public views on aviation safety matters.

INVESTIGATION OF AIR ACCIDENTS

41. International Standards of ICAO stipulates that the purpose of investigation should be prevention of similar accident in future. Indian regulations regarding aircraft accident investigation are laid down in Aircraft Rules, 1937 and are in accordance with the ICAO standards. DGCA investigates minor aircraft accidents. Committees constituted by Central Government or Formal Investigation by Court investigate major accidents or accidents of public importance.

42. The Committee was informed that during the year 2010, there have been 4 accidents of which 2 were helicopter accidents. Year 2009 also saw total of 4 accidents of which 2 were helicopter accidents.

43. One of the stakeholders while appearing before the Committee informed that while giving the autonomous character to the Civil Aviation Authority, recommendations made by various courts of inquiry and those of the Committee set up by the Government to look into the working of the DGCA as well as restructuring/strengthening of the DGCA to disassociate the Accident Investigation Agency, from the Regulatory mechanism, is not lost sight of. Accident Investigation Agency should be as independent and autonomous as the Regulatory body itself, on the same lines as National Transport Safety Board in the US, or on the pattern of Commissioner of Railway Safety, who, while investigating the railway accidents enjoys total independence being attached to the Ministry of Civil Aviation.

44. The safety regulator will have an independent oversight function of all safety related issues. All issues of Air Traffic Management which impinge on safety will get covered under its jurisdiction. Surveillance and monitoring of airside will come under it.

45. During the deliberations of the Committee, the issue of functioning of DGCA as policy maker as well as a regulator and many a time as an inquiry authority was raised. In response thereto the Ministry replied that the policy making function is done by the Ministry of Civil Aviation. The Air Safety directorate is responsible for investigation of all notifiable accidents involving Indian Civil Registered Aircraft and also foreign registered aircraft in India. DGCA is only a regulatory body. However, the accident investigation functions of DGCA could be carved out and entrusted to another agency.

PROPOSED CIVIL AVIATION AUTHORITY

46. The Committee was further informed that the DGCA not only need to be strengthened and restructured but should have sufficient administrative and financial flexibility including the operational flexibility which is the policy followed by the International Civil Aviation Organization and this mandate is given to all the member countries. The Government has already commissioned a study with the help of IACO and a report was released in April which had recommended the setting up of Civil Aviation Authority which is under active consideration. As per the recommendations, the Civil Aviation Authority will have financial flexibility and will raise its own revenues by way of levies, fees and charges and will be retained in the Civil Aviation Authority Fund. It will pay all the expenditure of its authority from its own fund and it will operate on a non-profit basis.

47. The International Civil Aviation Organization had recommended that the proposed Civil Aviation Authority will have the administrative flexibility in terms of hiring its own personnel and there will be a Board which will be having specialized members and other members also. The Authority would be able to frame its own rules and procedures. It will have a separate legal entity and the composition of the Board has also been identified by the ICAO.

48. The Committee was further informed that the safety functions in the country will be discharged by the Civil Aviation Authority whereas at the time of formation of the Authority, the

accident and investigation part is proposed to be delinked and converted into an independent entity. That process will take place along with the formation of Civil Aviation Authority and it would address the larger issue that has been raised for a long time that the regulatory functions must be delinked from the accident and investigation programme.

49. To a specific query on the time-frame for setting up of the Authority it was informed that the ICAO has been commissioned to carry out a feasibility study for the 'Establishment of a Civil Aviation Authority (CAA)' and reconstitute DGCA as an autonomous civil aviation authority with enhanced financial and administrative authority presently. The study started in October, 2009 and the final Report has been received in April, 2010. The report addresses the need for setting up a Civil Aviation Authority (CAA) and lays down the legislative and administrative measures required for the establishment and operation of a CAA India. The report is under examination of the Government. ICAO has also been commissioned to carry out three technical projects in the areas of flight safety, aerodromes and air navigation services to enhance safety oversight capability of India. The agreements have been signed and funds transferred to ICAO. The aerodromes project has recently completed and ICAO audit findings in aerodrome area have been addressed. The other two projects are underway and will be completed in 6 months to one year.

HUMAN RESOURCES IN DGCA

50. The staff strength of DGCA which was 250 in 2001, came down to 145 in January 2009. The same has since, been increased to 230. In a recent move to strengthen the regulatory mechanism, Government has accorded approval for the creation of 427 technical positions and 129 non-technical support staff for strengthening and restructuring of DGCA. The revised organization structure emphasizes the creation of additional directorates namely air traffic and air space management directorate, Information Technology division and DGCA Training Academy. The DGCA Training Academy is being set up as a joint venture with AAI and BCAS at the state-of-the-art complex near Delhi airport. The Academy will be headed by a Deputy Director General of DGCA and will have representation from all directorates of DGCA and run courses for DGCA officers on related areas including management skill development.

51. The reorganized regional offices are headed by Deputy Directors General who has been provided with adequate financial and administrative powers. The revised structure includes creation of operations, airworthiness and air safety divisions. The operations divisions includes flight operation unit, cabin safety unit, dangerous goods unit for flight safety and aerodromes and air traffic and air space management units. With the additional posts that have been approved now, DGCA has a total sanctioned strength of 1240 personnel consisting of 594 officers and 640 staff members.

52. To a specific query on the capabilities of the present staff strength to meet the existing/increasing workload of DGCA, it was replied that present staff strength was not adequate to meet the workload until the newly created posts are filled up. As far as the vacant posts in DGCA are concerned it was informed that 416 Group 'A' posts and 129 Group 'B' & 'C' are vacant at present. These vacancies are proposed to be filled up in three phases (by 30.4.2010, 30.04.2011 and 30.04.2012) and expected to be completed by 30.4.2012.

53. The Committee was further informed that due to ban on Direct Recruitment by the Government, more than 100 posts could not be filled up during the last ten years. Some lapsed posts have now been revived and some posts have been created during the year 2009 out of which some promotional posts have been filled up and some proposals are in the pipeline.

54. The Committee was informed that DGCA recruitment are made through UPSC in case of Group 'A' and through SSC/Employment exchange in case of other than Group 'A'. promotion

cases are cleared by the UPSC in four to six months. In case of direct recruitment, one year is required for completing the process. ICAO has also pointed out that DGCA doesn't have adequate skilled and trained manpower.

55. During the deliberations, the Secretary informed the Committee that against 144 technical personnel in March, 2009 the DGCA now has 432 because of increasing surveillance, oversight and monitoring requirements. As a result, oversight monitoring mechanism of DGCA has also increased.

RECOMMENDATIONS/OBSERVATIONS OF THE COMMITTEE

56. DGCA is the watch dog body which, directly and indirectly, regulates almost all the operations critical to aviation safety in the country. Its functions range from formulation of standards and procedures, conducting inspection, issuing licenses, granting approvals/certificates to airlines, airport operators, training institutions, aero clubs, aircraft maintenance engineers, pilots, crew members, ATCs/ENS and ATM facilities. Besides, it is also responsible for looking after legal/regulatory matters. Coordination/supervision between different civil aviation organizations, national and international, civil and military air traffic, and investigation of air accidents are also in DGCA's mandate. Needless to say, the dimensions and complexity of these functions have become enormous today when the aviation sector has grown by 160 per cent. The Committee found the DGCA did neither have the required powers - legal, administrative and financial, nor it has the adequate manpower, infrastructure and resources for fulfilling its responsibilities adequately and effectively.

57. The Committee learnt that DGCA had no statutory backing and it was functioning as an appendage of the Ministry. For anything and everything required to be done by the DGCA, it has to always look up to the Ministry and the Ministry usually take its own time in taking a decision, for various reasons.

58. The Director-General Civil Aviation, the Committee was informed, was severely handicapped due to limited administrative and financial powers particularly in situations requiring urgent attention. The Committee, therefore, emphasizes the need for providing legal backup to the DGCA for making it more effective and powerful.

59. The Committee was at a loss to find that DGCA had a large number of positions lying vacant for years together due to prolonged procedure or non-availability of suitable candidates. As a result, so many positions lapsed making situation from bad to worse. Thus, their number came down from 250 to 145 posts during 2001-2009, the period when aviation activities grew by leaps and bounds.

60. This shortage of manpower also includes pilots, aircraft maintenance engineers, air operation inspectors who play crucial role in oversight function of DGCA such as granting of approvals/certificates NOCs/licences for various critical activities including deciding airworthiness, maintenance/repair of aircrafts, standard of training institutes, competence of trainees, skill of pilots, and so many others. How efficiently DGCA was fulfilling these mandates with a highly depleted manpower could be anyone's guess? In such a situation, instances of obtaining Pilots Licenses on the basis of fake certificates should not come as surprise to anybody.

61. The Committee finds no justification for imposing a ban by Ministry of Finance on recruitment of staff for the last ten years in a sector that was undergoing an unprecedented growth and too crucial to our economic development. Although some steps were taken to recruit more staff during the last one year, but it took more than 8 years during this crucial period. The Committee really feels concern about such a state of affairs and it is not convinced by the explanation given in this regard.

62. The Committee, while examining the shortage of man power in the DGCA, found the following vacancies of Group 'A' post in various directorates of the DGCA (as in the month of October, 2010) :-

Sl. N.	Directorate	Sanctioned strength	Present Staff strength
1.	Flying Standard Directorate Group A	43	16
2.	Aerodrome Standard Directorate	46	09
3.	Airworthiness Directorate	249	64
4.	Air Safety Directorate	81	15
5.	Air Transport Directorate	09	01
6.	Flying Training Directorate	10	Nil
7.	Training Licencing Directorate	26	04
8.	Airspace and Air Traffic Management Directorate	17	01

63. The vacancies shown against crucial Directorates of DGCA in the Table say it all. A detailed chart showing the vacancies as on October, 2010 is placed at Annexure. For example, there were 130 Group A posts of Airworthiness Officers, out of which only 1 officer was in position in the Directorate of Airworthiness to issue certificates of Airworthiness and supervises the work of 135 aircraft maintenance organizations which are supposed to carry out the job of aircraft maintenance in the country. Similarly, against the 43 Group 'A' post of Air Safety Officer, there was not a single officer in the Air Safety Directorate which conducts the Safety Audit of the operator, maintenance agency, flying training institutes. The Directorate could conduct only 3 safety audits during 2010, which, the Committee feels, is not at all enough. India is considered to be one of the world powers in IT Sector. The Committee, however, surprised to note that there is no officer in Information Technology Division of the DGCA, though 5 posts of Group 'A' officers, have been sanctioned.

64. The Committee is surprised to find that the Directorate of Licensing responsible for issuing licenses to airline pilots is working with just four Group A officers against the sanctioned strength of 26 officers. It was brought before the Committee that there is a large-scale corruption prevailing in the DGCA for issuing various kind of licenses, especially for pilots. When taken up with the Ministry of Civil Aviation, it did not accept the charges of corruption. It, however, informed about several reforms in procedure for issuance of various licenses including medical certificates. The Committee finds that the recent instances of corruption being reported in the Media about the issuance of licenses to pilots on the basis of fake documents, without clearing requisite tests/fitness, amply proves the existence of criminal connivance between the officers of the DGCA, flight training Institutes, and flight instructors with the touts. That such a thing was going on within the DGCA shows that its in-house supervisory and vigilance system was very weak.

65. The Committee, therefore, recommends that the entire licensing system of DGCA needs to be streamlined and made transparent by making it available in the public domain. The corruption of all forms should be eliminated from the functioning of DGCA

and its various offices. There should be a separate body either a Directorate in DGCA or an outside agency for keeping strict vigil in this regard so that such instances do not recur at all.

66. The Committee recommends that Government should take steps to ensure that the best talent in aviation sector is attracted for managing the affairs of the DGCA. The Committee observes that due to differences in government and market salaries, DGCA has not been able to attract competent/qualified personnel.

67. The Committee recommends that number of officers/staff of DGCA should be as per DGCA's requirement for ensuring adequate aviation safety and security. The Committee feels that the recruitment process started by the DGCA should be completed on a fast track basis. The Committee also recommends that for this the de-linking of recruitment process from UPSC needs to be considered seriously. The Committee would like to know response in this regard.

68. The Committee learnt that some times Airlines due to pressure tend to adopt shortcuts and thereby safety is ignored. The technical clearances are given to the aircrafts with minor defects to take off so that their normal schedules are not disrupted and airlines are not put to loss. At times technical personnel including pilots are put under pressure not to oppose the technical deficiencies, especially in case of chartered flights and those under the State governments flying VIPs. In view of so many accidents due to this, country has lost several precious lives including those of VIPs. The Committee, therefore, recommends that such technical personnel/pilots be provided adequate legal/administrative protection to decline to fly in the absence of technical, weather and other clearances.

69. Lack of adequate Air Traffic Controllers is another cause for concern who are eyes and ears of air traffic in the sky. The Committee emphasizes the need for strengthening of Air Traffic Control system which is overstrained due to obvious reasons. The Airports Authority of India should start the process of recruiting required number of ATCs on priority so that the over-worked ATCs could give their best.

70. Apart from that, the Airports Authority of India may be requested to strengthen the ATC operations by replacing the outdated equipments specially the radars by installing the advanced satellite based navigation systems in all the airports. Indian Meteorological Department may be requested for providing meteorological radars at the airports so that air services are not affected adversely due to cancellation, diversion and rescheduling of air services.

71. The Committee recommends that the Government should take immediate steps to implement satellite aided navigation systems and weather predictions, since India is a forerunner in space technology and one of the best reservoirs of scientific and technical manpower.

72. The Committee feels that the time has come to strengthen the DGCA by giving it adequate financial and administrative autonomy. The Committee was informed by the Ministry that there is a proposal to form a Civil Aviation Authority. However, it is not clear to the Committee whether the proposed authority would be parallel authority to DGCA or it will subsume the functions of DGCA. If the idea is to create a separate parallel authority, the Committee is of the view that it will be mere duplication of work and thus multiplication of agencies should be discouraged. If the proposed authority will subsume the DGCA, it should be amply clarified by the Government the extent to which the functions of the DGCA will be taken over by the proposed authority.

73. The Committee is of the view that creation of an independent authority for accident investigation on an urgent basis will instill confidence in the minds of travelling public.

74. The Government should also come forward to publicize the reports of various inquiry committees set up so far to investigate accidents and the follow-up action taken on such reports so that the air travelers could easily know the dos and don'ts for a safer air journey. The Committee does not say that with the establishment of Civil Aviation Authority, the Indian skies would become safer. It, however, may take care many of the problems that DGCA is currently facing and which have been clearly brought out in this Report. In UK there is independent audit organization, Air Accident Investigation Board and Australian Transport safety Board in Australia which can be guiding models for this purpose.

CONCLUSION

75. The Committee appreciates the immediate steps taken by DGCA to address the shortcomings pointed out by various audit teams since 1997. It, however, means that we were carrying on with these shortcomings before 1997. We woke up only after international agencies started pointing them out. And what have we done for compliance? We have hurriedly laid down plethora of guidelines, procedures, manuals, documents, etc. and taken some interim measures with a view to meeting the compliance deadlines to avoid serious implications that India would have faced, had it been downgraded on aviation safety scale. The larger question, however, still remains unanswered. Is the DGCA capable of supervising, inspecting and coordinating the implementation of newly laid down procedures, manuals, etc., when it was not able to implement and oversee even the existing ones?

76. The Committee was informed that DGCA takes appropriate measures to ensure that the operators rectify the deficiencies found during the course of surveillance, in a time bound manner. Punitive action is initiated by DGCA in case of serious lapses, which reveal indiscipline, complacency or negligent behaviour. Lapses on the part of an operator and personnel (Engineers, pilots and approved persons) result in stringent action by DGCA in the form of warnings, suspensions, cancellation of licences and approvals.

77. Much in the face of such a claim by the Government, increasing instances of violations of safety norms, manipulation in obtaining various licenses and existence of sub-standard training institutes are indicative of serious malaise in the system. The Committee feels that the existing procedures and regulations need to be revisited with a view to minimizing the chances of any kind of manipulation. The Committee feels that with such things happening, the possibility of connivance of some people from within cannot be ruled out. We need to have a specialized agency to take stern action against the guilty. Message should go loud and clear that India is strict in its procedure and no laxity by anybody would be tolerated, if we were to regain the confidence of the travelling people.

78. The Committee feels that considering the large number of existing operators, maintenance agencies, flying training institutes etc. the new ones being set up, the frequency of various kind of inspections and audits undertaken by the DGCA may not be too frequent to have a deterrent effort. The Committee recommends that all such operators/agencies, institutes may be subjected to safety audits within a fixed time frame to ensure that they are following all the regulations, guidelines etc. Strict penalties be prescribed for any manipulation, corruption, etc. in the agencies responsible for this.

79. The Committee noted that during the year 2010 most of the Airlines operating in the country had been overcharging the passengers by increasing the air fares unreasonably. The

Committee recommends that an investigation may be conducted against all airlines and the excess amount they have collected by way of exorbitant passenger fares may be identified and those airlines found guilty may be penalized. The Committee also recommends that in future all the airlines may be asked to increase their fares only with the approval of DGCA. The recent initiative taken by DGCA asking the airlines to display the fares in their respective websites has not received much response from the travelling public. A transparent formula for pricing the air tickets may be evolved and implemented within three months.

80. The Committee had taken up the subject for examination more than a year ago on the presumption that the DGCA was severely handicapped in fulfilling its mandate and is not able to cope up with the growth of the civil aviation industry. The Committee feels sad to see its apprehensions coming true by the recent instances of obtaining pilot licences on fake documents and undue clearances/approvals given in some cases to training and maintenance institutions on extraneous considerations. Connivance of officials of the DGCA, including senior ones, in these activities is, in fact, the worst thing that can ever happen in the area of aviation security, that puts life of lakhs of gullible passengers to grave risk. Apart from this, recent disclosure about what has been going on in Directorate General of Civil Aviation has brought irreparable loss to our image in world aviation scenario. The Government must do whatever it can to see that such things do not happen again and strictest possible action be taken against those involved, directly or indirectly.

81. The Committee only hopes that the proposed Civil Aviation Authority, if set up, will be able to prevent such things happening again.

ANNEXURE

Statement Showing the Details of Sanctioned
Strength/Present Position of Group 'A' Posts

Sl. No.	Name of Directorate/ Division	Name of Post	Sanctioned Staff Strength	Present Staff Strength
1	2	3	4	5
1.	Director-General	Director-General	01	01
2.	Joint Director-General	Joint Director-General	03	03
3.	Deputy-Director-General	Deputy-Director-General	11	07
4.	Flying Standard Directorate-43	CFOI	01	01
		FOI	17	14
		Deputy Director	04	01
		Assistant Director	09	00
		Cabin Safety Inspectors	07	00
		Dangerous Goods Inspectors	05	00
5.	Aerodrome Standard Directorate-46	Director	04	01
		Deputy Director	14	04
		Assistant Director	27	04
		Ops Officer	01	00
6.	Airworthiness Directorate-249	Director	08	03
		Deputy Director	37	20
		Assistant Director	74	37
		Airworthiness Officer	130	01
7.	Air Safety Directorate-81	Director	06	04
		Deputy Director	10	04

1	2	3	4	5
		Assistant Director	22	07
		Air Safety Officer	43	00
8.	I & R Directorate-11	Director	01	00
		Deputy Director	03	02
		Assistant Director	05	00
		Legal Officer	02	00
9.	Air Transport Directorate-09	Director	01	00
		Deputy Director	02	01
		Assistant Director	06	00
10.	Flying Training Directorate-10	Director	01	00
		Deputy Director	02	00
		Assistant Director	06	00
		Operations Officer	01	00
11.	Training Licencing Directorate-26	Director	01	01
		Deputy Director	07	01
		Assistant Director	13	00
		Ops. Officer	03	00
		Medical Officer	02	01
12.	Airspace and Air Traffic Management Directorate-17	Director	01	01
		Deputy Director	04	00
		Assistant Director	12	00
13.	Statistical Directorate-06	Director	01	01
		Deputy Director	02	02
		Assistant Director	02	02
		Sr. Statiscian	01	01
14.	Director of Finance and Administration-01	Director	01	00

1	2	3	4	5
15.	Information Technology Division-05	Programme Coordinator	01	00
		Sr. System Analyst/ Software Developer	04	00
16.		Examiner of Personal	01	Examiner of Personal-00
		TOTAL	525	Filled - 144 Vacant - 381

Statement Showing the Details of Sanctioned Strength/Present Position of
Group 'A' Posts in the Aircraft Engineering Directorate as on 15.02.2010

Sl. No.	Name of Posts/Pay Scale	Sanctioned Strength	Posts	
			Filled	Vacant
1.	Director (Aircraft Engineering)	04	03	01
2.	Dy. Director (Aircraft Engineering)	11	4	7
3.	Assistant Director (Aircraft Engineering)	20	12	8
4.	Aeronautical Officer	26	08	18
5.	Project Officer	01	–	01

MINUTES

I
FIRST MEETING

The Committee met at 12.00 NOON on Tuesday the 15th September, 2009 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Sitaram Yechury — *Chairman*

RAJYA SABHA

2. Shri Ramdas Agarwal
3. Shri Birendra Prasad Baishya
4. Shri Shadi Lal Batra
5. Shri Naresh Gujral
6. Shri Syed Azeez Pasha
7. Shri Satish Kumar Sharma
8. Shri Vikram Verma

LOK SABHA

9. Shrimati Bhavana Gawali Patil
10. Shri Mahesh Joshi
11. Shri P. Karunakaran
12. Shri Jose K. Mani
13. Shrimati Ranee Narah
14. Shri Rajaram Pal
15. Shri Nama Nageswara Rao
16. Shri S.D. Shariq
17. Shri Madan Lal Sharma
18. Shri Dushyant Singh
19. Shri Shatrughan Sinha
20. Shri K. Sugumar
21. Shri Kabir Suman
22. Shri K.C. Venugopal

SECRETARIAT

Shri N.K. Singh, Joint Secretary

Shri Jagdish Kumar, Director

Shri Swarabji B., Joint Director

Shrimati Nidhi Chaturvedi, Assistant Director

2. * * *
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4. * * *
5. * * *
6. The Committee decided that the functioning of Directorate General of Civil Aviation (DGCA) may be taken up for examination in view of the number of air accidents involving helicopters and lack of appropriate and effective regulations to control their movements.
7. * * *
8. * * *
9. * * *
10. * * *
11. * * *
12. A verbatim record of proceedings of the meeting was kept.
13. The Committee adjourned at 2.30 P.M. to meet again on the 24th September, 2009.

VII
SEVENTH MEETING

The Committee met at 11.30 A.M. on Friday, the 8th January, 2010 in Committee Room 'D', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Sitaram Yechury — *Chairman*

RAJYA SABHA

2. Shri Ramdas Agarwal
3. Shri Birendra Prasad Baishya
4. Shri Shadi Lal Batra
5. Shri Naresh Gujral
6. Shri Syed Azeez Pasha
7. Shri Thomas Sangma
8. Prof. Saif-ud-Din Soz
9. Shri Vikram Verma

LOK SABHA

10. Shri Mahesh Joshi
11. Shri Jose K. Mani
12. Shrimati Ranee Narah
13. Shri Rajaram Pal
14. Shri Bal Kumar Patel
15. Shri S.D. Shariq
16. Shri Madan Lal Sharma
17. Shri K. Sugumar
18. Shri Anurag Singh Thakur
19. Shri Shatrughan Sinha
20. Shri K.C. Venugopal

SECRETARIAT

Shri Jagdish Kumar, Director

Shri Swarabji B., Joint Director

Shrimati Nidhi Chaturvedi, Assistant Director

REPRESENTATIVES OF MINISTRY OF CIVIL AVIATION

Shri M. Madhavan Nambiar, Secretary

Shri Rohit Nandan, Joint Secretary

Dr. Nasim Zaidi, Director-General Civil Aviation

Shri R.P. Sahi, Joint Director-General

Shri V.P. Agrawal, Chairman, Airports Authority of India

Shri R.K. Tyagi, Chairman and Managing Director, Pawan Hans Helicopter Limited

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| 5. | * | * | * |

6. Thereafter, the Committee took up the 'Functioning of DGCA and helicopter operations in India' for discussion. The Chairman welcomed the representatives of the Ministry of Civil Aviation and asked them to apprise the Committee about the details of the activities performed by the DGCA and helicopter operations. The Chairman specifically asked about the steps taken by the DGCA to cope up with the expanding civil aviation sector in the country, staffing pattern of DGCA, means and methods through which DGCA executed its functions, etc. The Secretary, Ministry of Civil Aviation briefed the Committee on the above mentioned issues. Thereafter, Director-General, Civil Aviation explained to the Committee the functioning of DGCA and steps taken to strengthen it in view of present scenario in aviation sector. To a specific question of requirement of the additional legislation and powers for the smooth functioning of DGCA, its Director-General replied that a Committee was examining the issues for revamping the organizational set up of DGCA.

7. CMD, Pawan Hans Limited also briefed the Committee on the guidelines followed for the helicopter operations in the country. The Committee expressed its apprehensions over the absence of an interface between the DGCA and Defence authorities for helicopter operations in the country. The Chairman and Members raised several queries to which the officials replied. To some of the queries raised by the Members, the Chairman directed the Ministry to furnish the written replies at the earliest.

8. A verbatim record of proceedings was kept.

9. The meeting adjourned at 1.40 P.M.

XV
FIFTEENTH MEETING

The Committee met at 3.30 P.M. on Tuesday, the 29th June, 2010 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Sitaram Yechury — *Chairman*

RAJYA SABHA

2. Shri Birendra Prasad Baishya
3. Shri Shadi Lal Batra
4. Shri Naresh Gujral
5. Shri Syed Azeez Pasha
6. Shri Vikram Verma

LOK SABHA

7. Shrimati Bhavana Gawali Patil
8. Shri Mahesh Joshi
9. Shri Jose K. Mani
10. Shri Rajaram Pal
11. Shri Bal Kumar Patel
12. Shri Nama Nageswara Rao
13. Shri S.D. Shariq
14. Shri Jitendra Singh
15. Shri Rakesh Singh
16. Shri K. Sugumar
17. Shri Anurag Singh Thakur
18. Shri K.C. Venugopal

SECRETARIAT

Shri N.K. Singh, Joint Secretary
Shri Swarabji B., Joint Director

REPRESENTATIVES OF MINISTRY OF CIVIL AVIATION

Shri M. Madhavan Nambiar, Secretary
Shri Rohit Nandan, Joint Secretary
Dr. Nasim Zaidi, Director-General, Civil Aviation

Shri R.P. Sahi, Joint Director-General

Shri V.P. Agrawal, Chairman, Airports Authority of India

Shri R.K. Tyagi, Chairman and Managing Director, Pawan Hans Helicopter Limited

2. The Chairman welcomed the Members of the Committee and the Secretary and other officials of the Ministry of Civil Aviation. The Chairman asked the Secretary about the steps taken for restructuring and further strengthening the existing regulatory mechanism for the aviation safety. He also enquired, if there was a proposal to restructure the DGCA to ensure the separation of policy making and Rule making function with DGCA. The issue of granting autonomous status to DGCA and adequacy of existing rules, acts and regulations were also raised. In addition, he also wanted to know reasons for large number of vacant position in DGCA, non-compliance of safety norms as pointed out by the Tyagi Report on helicopter operations, overlapping of functions of DGCA and AAI, levels of safety, overload of work on pilots, non-adherence of operations manuals by them and their poor working conditions, etc. On the issue of recent Mangalore air crash, Members wanted to know the causes and the follow-up action taken thereafter. The Chairman also made a specific reference to fulfilment of shortcomings noticed in the Universal Safety Oversight Audit Programme and the proposed Task Force for strengthening and expanding helicopter operations in the country. The Members also raised the issue of recent reports on the functioning of major airports in the country without valid licence.

3. Some Members of the Committee also raised air miss accident cases in Mumbai and other parts of India.

4. The Secretary, Ministry of Civil Aviation made a presentation and replied to the queries raised by the Committee. He also informed the Committee about the preparation of a road map for setting up a Civil Aviation Authority to look after the safety functions and other issues related to aviation sector. Thereafter, Director-General, Civil Aviation explained to the Committee the functioning of DGCA and steps taken to restructure/strengthen it, in view of expanding scenario in aviation sector. He informed that a Court of Inquiry has been ordered by Government to look into the causes of Mangalore accident. Chairman, Airports Authority of India explained the Committee about the circumstances leading to controversy regarding licensing of airports and assured that it would be corrected at the earliest.

5. CMD, Pawan Hans Limited also briefed the Committee about the safety aspects related to the helicopter operations in India, particularly his report on helicopter crash in which former Chief Minister of Andhra Pradesh was travelling.

6. CMD, NACIL briefed the Committee on the working conditions of pilots, compliance of DGCA's instructions, near air misses of Air India Express flights, and removal of expat pilots.

7. Members raised several queries to which the representatives replied. To some of the queries raised by the Members, the Chairman directed the Secretary to furnish the replies at the earliest.

8. A verbatim record of the proceedings was kept.

9. The meeting adjourned at 5.50 P.M.

III
THIRD MEETING

The Committee met at 11.30 A.M. on Friday, the 8th October, 2010 in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Sitaram Yechury — *Chairman*

RAJYA SABHA

2. Shri Shadi Lal Batra
3. Shri Pyarimohan Mohapatra
4. Shri Thomas Sangma
5. Prof. Saif-ud-Din Soz
6. Shri Vikram Verma

LOK SABHA

7. Dr. Mahesh Joshi
8. Shrimati Ranee Narah
9. Shri Rajaram Pal
10. Shri Bal Kumar Patel
11. Shri Sharief-ud-din Shariq
12. Shri Shatrughan Sinha
13. Shri K. Sugumar
14. Shri Anurag Singh Thakur

SECRETARIAT

Shri N.K. Singh, Joint Secretary

Shrimati Nidhi Chaturvedi, Assistant Director

REPRESENTATIVES OF ROTARY WING SOCIETY OF INDIA

1. AVM K. Sridharan, President
2. Capt. Uday Gelli, President, Western Region
3. Air Cmde. B.S. Siwach, Secretary General

REPRESENTATIVES OF MINISTRY OF CIVIL AVIATION

1. Shri M. Madhavan Nambiar, Secretary
2. Shri Rohit Nandan, Joint Secretary
3. Shri Nasir Ali, Director
4. Shri R.K. Tyagi, CMD, PHL
5. Shri V.P. Agrawal, Chairman, Airports Authority of India
6. Shri S. Raheja, Member, Airports Authority of India
7. Shri V. Somasundaram, ED, Airports Authority of India
8. Shri M.C. Kishore, ED and Company Secretary, Airports Authority of India
9. Shri Jyoti Prasad, ED, Airports Authority of India
10. Shri R.P. Sahi, Joint DG, DGCA
11. Shri Pradeep Pathak, Director, DGCA
12. Shrimati Tuhinanshu Sharma, Deputy Director, Airworthiness, DGCA

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3. Thereafter, the Chairman welcomed the witnesses from the Rotary Wing Society of India and requested them to express their views on the Helicopter Operations in India from the view point of aviation safety. The representatives of the society presented their views on the current scenario of Helicopter operations and enumerated the difficulties faced by them and the measures that could be taken for the expansion of helicopter operations in the country in a more viable manner and the scope of helicopter utilization in the medical field. They also explained the safety aspects of single and double engine helicopters.

4. Members asked questions, to which the representatives of Rotary Wing Society replied. To some of the queries raised by the Members, the Chairman directed the representatives of Rotary Wing Society of India to furnish written replies at the earliest.

The witnesses then withdrew.

5. Thereafter, the Chairman welcomed the officials of the Ministry of Civil Aviation; CMD, Pawan Hans Helicopter Limited; and Chairman, Airport Authority of India to the meeting. The Chairman emphasized the need for restructuring the DGCA so that it was able to come up to the new challenges posed by the emerging aviation sector in the country. The Committee also conveyed its concern over the reports of air safety violations which were very common these days. The Secretary stated that in consultation with International Civil Aviation Authority, the Ministry had taken number of initiatives with a view to adopt to bring the best international practices in the Aviation Sector and major upgradation of the technology has also in progress so that it would be fully operational by the year 2013.

6. The Secretary also submitted that helicopter operations would expand by addition of new fleet in the coming months and training programme for the new pilots had been also started. The augmented fleet would be utilized for tourism, medical fields, disaster management and law and order situations. Various aspects on air safety, air traffic system etc. were also discussed during the meeting. Many Members raised questions on air safety, trained manpower, helicopter operations etc. which were replied by the officials of the Ministry of Civil Aviation.
7. A verbatim record of the proceedings was kept.
8. The meeting adjourned at 1.40 P.M.

VIII
EIGHTH MEETING

The Committee met at 11.00 A.M. on Wednesday, the 13th April, 2011 in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Sitaram Yechury — *Chairman*

RAJYA SABHA

2. Shri Shadi Lal Batra
3. Shri Narendra Kashyap
4. Shri Syed Azeez Pasha
5. Shri Thomas Sangma

LOK SABHA

6. Shrimati Bhavana Gawali Patil
7. Dr. Mahesh Joshi
8. Shri Rajaram Pal
9. Shri Nama Nageswara Rao
10. Shri Sharief-ud-din Shariq
11. Shri Jitendra Singh
12. Shri Shatrughan Sinha

SECRETARIAT

Shri N. K. Singh, Joint Secretary

Shri Jagdish Kumar, Director

Shri Swarabji B., Joint Director

2. The Committee took up the draft (i) 168th report on the "Directorate General of Civil Aviation (DGCA) - Issues and Challenges"; and (ii) 169th report on the "Helicopter Operations in India" for consideration. After some discussion the Committee adopted the Reports with minor modification.

3. The Committee decided to present the Reports to Hon'ble Chairman, Rajya Sabha during the inter session period and authorized its Chairman to present the Reports to Hon'ble Chairman, Rajya Sabha.
4. The Committee thereafter considered its future programme and decided to meet on 25th April, 2011.
5. The meeting adjourned at 12.30 P.M.

