

REPORT NO.

322



PARLIAMENT OF INDIA
RAJYA SABHA

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

THREE HUNDRED TWENTY SECOND REPORT

Issues related to Security in Civil Aviation Sector

(Presented to the Rajya Sabha on 31st March, 2022)

(Laid on the Table of Lok Sabha on 31st March, 2022)



Rajya Sabha Secretariat, New Delhi
March, 2022/ Chaitra, 1944 (Saka)

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Hindi version of this publication is also available

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**RAJYA SABHA SECRETARIAT
NEW DELHI**

March, 2022/ Chaitra, 1944 (Saka)

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COMPOSITION OF THE COMMITTEE
(2021-22)
(Constituted on 13th September, 2021)

1. **Shri T.G. Venkatesh** - **Chairman**

RAJYA SABHA

2. Shri Prasanna Acharya
3. Shrimati Priyanka Chaturvedi
4. Shri Sambhaji Chhatrapati
5. Shri Shaktisinh Gohil
6. Shri Md. Nadimul Haque
7. Shri Jugalsinh Lokhandwala
8. Dr. Sonal Mansingh
9. Shri Tiruchi Siva
10. Shri Vinay Dinu Tendulkar

LOK SABHA

11. Shri Anto Antony
12. Shri Margani Bharat
13. Shri Tapir Gao
14. Shri Rahul Kaswan
15. Shri Ramesh Chandra Majhi
16. Shri Sunil Baburao Mendhe
17. Shri K. Muraleedharan
18. Shri S. S. Palanimanickam
19. Shri Chhedi Paswan
20. Shri Kamlesh Paswan
21. Shri Sunil Kumar Pintu
22. Shri Prince Raj
23. Shri Tirath Singh Rawat
24. Shrimati Mala Roy
25. Shri Rajiv Pratap Rudy
26. Shri Dushyant Singh
27. Shri Rajbahadur Singh
28. Shri Ramdas C. Tadas
29. Shri Manoj Tiwari
30. Shri Krupal Balaji Tumane
31. Shri Dinesh Chandra Yadav

SECRETARIAT

Shri Puneet Kumar, Joint Secretary
Shri Swarabji B., Director
Shri Rajendra Prasad Shukla, Additional Director
Shrimati Subha Chandrashekar, Deputy Secretary
Shri Ranajit Chakraborty, Under Secretary

INTRODUCTION

I, the Chairman, Department-related Parliamentary Standing Committee on Transport, Tourism and Culture, having been authorized by the Committee to present on its behalf, do hereby present this Three Hundred Twenty Second Report on 'Issues related to Security in Civil Aviation Sector'.

2. The Committee heard the views of the Secretary, Ministry of Civil Aviation; Director General, Bureau of Civil Aviation Security; and Additional Director General (Airport Sector), Central Industrial Security Force on the subject on 21st December, 2021.

3. The Committee wishes to express its thanks to the officers of Ministry of Civil Aviation and Central Industrial Security Force for placing before the Committee, the material and information desired in connection with the subject and for clarifying the points raised by the Members.

4. The Committee considered and adopted the Report in its meeting held on the 30th March, 2022.

NEW DELHI;
March 30, 2022
Chaitra 9, 1944 (Saka)

(T.G. Venkatesh)
Chairman,
Department-related Parliamentary Standing
Committee on Transport, Tourism and Culture,
Rajya Sabha

ACRONYMS

AAI	Airports Authority of India
ACCAS	Advisory Committee for Civil Aviation Security
AEP	Aerodrome Entry Permit
AHCP	Contingency Plan to deal with Hijacking
APAC	Asia-Pacific
APSU	Airport Security Unit
ASG	Aviation Security Group
ASTI	Aviation Security Training Institute
ATC	Air Traffic Control
ATRS	Automated Tray Retrieval System
AVSEC	Aviation Security
BCAS	Bureau of Civil Aviation Security
BDDS	Bomb Detection and Disposal Squad
BIS	Baggage Inspection System
BTCP	Bomb Threat Contingency Programme
CA	Civil Aviation
CACS	Centralized Access Control System
CCS	Cabinet Committee on Security
CCTV	Closed-Circuit Television
CISF	Central Industrial Security Force
CIW	Crime and Intelligence Wing
COS	Committee of Secretaries
COSAH	Committee of Secretaries on Aircraft Hijack
COVID	Corona Virus Disease
CRPF	Central Reserve Police Force
CT	Computed Tomography
CTCP	Counter Terrorism Contingency Plan
DFMD	Door Frame Metal Detector
DG	Director General
DGCA	Directorate General of Civil Aviation
DIsG	Deputy Inspectors General
DO	Demi Official
ETD	Explosive Traces Detection
FBS	Full Body Scanner
GHA	Ground Handling Agent/Agency
HHMD	Hand Held Metal Detector
IB	Intelligence Bureau
IC	Flight Code of Indian Airlines
ICAO	International Civil Aviation Organization
ICTS	International Consultants on Targeted Security
IGI	Indira Gandhi International

IsG	Inspectors General
JV	Joint Venture
LWE	Left-Wing Extremism
MHA	Ministry of Home Affairs
MoCA	Ministry of Civil Aviation
NCAP	National Civil Aviation Policy
NCASP	National Civil Aviation Security Programme
NCASQCP	National Civil Aviation Security Quality Control Programme
NCASTP	National Civil Aviation Security Training Programme
NISA	National Industrial Security Academy
NSG	National Security Guard
PESC	Pre-Embarkation Security Checks
PIDS	Perimeter Intrusion Detection System
PPP	Public Private Partnership
QR	Quick Response
QRT	Quick Reaction Team
RA	Regulated Agent
RCS-UDAN	Regional Connectivity Scheme – Ude Desh ka Aam Nagrik
RDE	Radiological Detection Equipment
RPAS	Remotely Piloted Aircraft Systems
SHA	Security Hold Area
SOCC	Security Operation Control Centre
SOP	Standard Operating Procedure
TOT	Training of Trainers
TSA	Transportation Security Administration
UA	Unmanned Aircraft
UAV	Unmanned Aerial Vehicle
USAP-CMA	Universal Security Audit Programme-Continuous Monitoring Approach
UT	Union Territory
X-BIS	X-ray Baggage Inspection System

REPORT

The Indian Civil Aviation industry has seen an exponential growth in passenger traffic over the past few years and a corresponding increase in the numbers of Airports, Aircrafts and flight routes. Many new domestic airports and air travel routes have also been initiated, with the launch of Regional Connectivity Scheme – Ude Desh ka Aam Nagrik (RCS-UDAN). Civil Aviation Sector is set to grow at a fast pace in the next few years, since it is an area of focus for the government. The Niti Aayog in its policy document titled ‘Strategy for New India @75’ has *inter-alia* envisaged to expand airport capacity by more than five times, to handle one billion trips a year. This unprecedented growth has increased the security needs of the civil aviation sector as well. Airport security is also a great concern for domestic and international travellers in the wake of threats of terrorism. It is therefore imperative for the Government to ensure the security of airport as per international standards, with zero tolerance against any loopholes.

2. In view of the significance of the subject, the Department-related Parliamentary Standing Committee on Transport, Tourism and Culture decided to take up the subject ‘Issues related to Security in Civil Aviation Sector’ for examination and Report. The Committee heard the views of the Secretary, Ministry of Civil Aviation; Director General, Bureau of Civil Aviation Security; Director General, Directorate General of Civil Aviation; Additional Director General (Airport Sector), Central Industrial Security Force; and other representatives of Ministry of Civil Aviation on the subject on 21st December, 2021, wherein the Committee was apprised of the following details:

Security Issues in Civil Aviation Sector

3. The Bureau of Civil Aviation Security (BCAS) is the regulatory body in India governing security aspects of civil aviation in India. The aim of BCAS is to safeguard civil aviation operations against acts of unlawful interference. The Bureau is responsible for laying down the standards for security in respect of civil flights operating to/from India and ensuring their compliance through regular inspections and security audits.

3.1. The main responsibilities of BCAS are as under:

- a) To formulate policies to develop, implement and maintain National Civil Aviation Security Programme (NCASP - a State’s Aviation Security Policy), National Civil

Aviation Security Training Programme (NCASTP), National Civil Aviation Security Quality Control Programme (NCASQCP) and associated regulations, standards, measures, practices and procedures to be followed by all stakeholders;

- b) Issuance of Technical Guidelines and Technical Specifications for security equipments and gadgets;
- c) Aviation Security Training including Certification Courses for the security personnel of various entities; and
- d) Quality control activities, through conduct of audits, inspections, test and surveys.

3.2. The Security of civil aviation operations and infrastructures is carried out by Aviation Security Group (ASG)/State Police (where ASG is not deployed) and includes:

- a) safeguarding of passengers, crew, ground personnel and other aerodrome users, aircraft, aerodrome and related facilities including vital installations;
- b) enforcement of access control measures into the restricted area of the aerodrome;
- c) Security of perimeter;
- d) Screening of passengers and their hand baggage;
- e) Surveillance within and around aerodrome area;
- f) Enforcement of security measures including car parks, viewing gallery, aerodrome restaurant and areas close to movement area;
- g) Enforcement of security measures;
- h) Maintenance of order and discipline in the aerodrome premises;
- i) Supervise the movement of persons in the restricted areas;
- j) Maintenance of liaison with local police and intelligence agencies; and
- k) Any other duty assigned by the Director General (DG), BCAS.

3.3. The details of Security measures at Aerodromes carried out by Airport Operators are as follows:

- a) Establish security restricted area at aerodrome serving civil aviation;
- b) Aerodrome design and alterations to existing design and facilities at aerodromes;
- c) Construction of a perimeter wall;
- d) Security arrangements at aerodrome, namely; provision of lighting for perimeter and any other sensitive area, all-weather road for patrolling by the security personnel and observation or command posts for security personnel; and
- e) To provide security related technical infrastructure viz. technical equipment, Closed-

Circuit Television (CCTV), etc.

3.4. The Security of Aerodrome Access Control is carried out by ASG/ Aerodrome Operator, which involves:

- a) Entry into aerodrome;
- b) Issuance of aerodrome entry permit;
- c) entry into security restricted area;
- d) Prohibition to carry weapons or explosive; and
- e) Operation of vehicle in the movement area.

3.5. The Pre-Embarkation Security Checks (PESC) are carried out by ASG/State Police (where ASG is not deployed), which involves:

- a) Security check before embarkation; and
- b) Screening of every originating passenger and transfer passenger boarding an aircraft and his hand baggage.

4. As a sequel to examination of the subject, the Committee called for a background note on the subject from the Ministry of Civil Aviation. The Ministry made the following submissions in the Background Note:

Policy on Security in Civil Aviation Sector

5. The Director General, Bureau of Civil Aviation Security (BCAS) is designated by Ministry of Civil Aviation (MoCA) as the Appropriate Authority for development, implementation and maintenance of National Civil Aviation Security Programme of India, in line with Annex 17 of Chicago Convention on International Civil Aviation. Director General (DG), BCAS has been empowered to issue directions u/s 5A of Aircraft Act, 1934 with respect to civil aviation security matters and also exercise all powers and duties conferred under the Aircraft (Security) Rules, 2011. As per the Gazette of India dated 22.10.2021, Bureau of Civil Aviation Security has been notified as a body constituted in terms of sub-section (1) of section 4B of the Aircraft Act, 1934 (XXII of 1934).

5.1. The Consultative Committee for Civil Aviation is comprising Hon'ble Members of Parliament under the Chairmanship of Hon'ble Minister of Civil Aviation which *inter-alia* considers issues relating to security in Civil Aviation.

5.2. The Advisory Committee for Civil Aviation Security (ACCAS) is headed by the Secretary, Ministry of Civil Aviation which meets every year. This Committee advises Government on matters relating to Civil Aviation Security, recommends and reviews the effectiveness of security measures and procedures, and suggests enactment of such legislation as is found necessary and provides for coordination, at the national level, of all matters relating to security.

5.3. With a view to strengthen Aviation Security and to ensure coordination amongst all stakeholders, following mechanism is provided:

- Level I: Monthly meetings under the chairmanship of the DG BCAS.
- Level II: Quarterly meetings under the chairmanship of the Secretary (CA).
- Level III: Yearly meeting under the chairmanship of the Home Secretary.

5.4. The BCAS lays down Aviation Security (AVSEC) norms in accordance with International Civil Aviation Organization (ICAO) Annex-17 for Airport Operators, Aircraft operators, Regulated Agents, Caterers, Ground Handling Agents, Central Industrial Security Force (CISF)/Aviation Security Group (ASG) and Airport Security Unit (APSU)/ State/UT Police personnel.

5.5. Implementation of security rules and regulations is monitored by BCAS through Quality Control activities which include security audits and inspections, security surveys and security tests to check professional efficiency and alertness of security staff and mock exercises to test efficacy of contingency plan and operational preparedness. AVSEC training is imparted to security personnel of all agencies concerned with civil aviation. BCAS is also responsible for Planning and Coordination of AVSEC matters.

5.6. The aviation security policy is codified through three national level documents:

- i. National Civil Aviation Security Programme (NCASP)
- ii. National Civil Aviation Security Training Programme (NCASTP)
- iii. National Civil Aviation Security Quality Control Programme (NCASQCP)

5.7. The following are contingency plans which have been institutionalized to meet various unforeseen situations:

- i. Bomb Threat Contingency Programme (BTCP)
- ii. Contingency Plan to deal with Hijacking (AHCP)
- iii. Counter Terrorism Contingency Plan (CTCP)

Present Status of Security at Airports

6. The Committee was informed that major threats or acts of unlawful interference are hijacking – unlawful seizure of aircraft; hostage taking on board aircraft/aerodromes; forcible intrusion on board aircraft/aerodrome/ aeronautical facility; sabotage of airport/aircrafts and terrorist attack on airport. Recently, threats from Remotely Piloted Aircraft Systems (RPAS) like drones, Unmanned Aerial Vehicles (UAVs) etc. and Cyber-attack have also recently assumed importance. Latest threat inputs include improvised explosive devices for unlawful interference in civil aviation operations.

6.1. Keeping in view the present security scenario in the immediate neighbourhood, the Competent Authority has directed to strengthen aviation security in Airlines operating flights to and from Kabul, Afghanistan.

6.2. India has been rated highly in terms of aviation security in the last ICAO audit in 2018. Average Effective Implementation of aviation security stands at 73.86% and compliance with ICAO standards stands at 84.98% after this audit.

Security Arrangements at Airports

7. The Ministry apprised the Committee that Standard Operating Procedures (SOPs) have been issued by BCAS in the form of AVSEC Orders/ Circulars regarding some important issues like procedure of passenger and carry-on baggage screening, items banned for carriage on-board the aircraft, dealing with cases of detection of arms and ammunition during screening of passengers or baggage, screening of hold baggage, security of cargo, courier and mail, access of vehicles up to the aircraft, and list of persons exempted from pre-embarkation security checks.

7.1. The categorization of airports, on the basis of intelligence inputs as well as threat and risk assessment, has been made for 118 airports (Hyper-sensitive–28, Sensitive–62 and Normal–28). A Committee for assessing security and risk vulnerability assessment of airports has been constituted under the chairmanship of Additional Secretary/Joint Secretary (Internal Security), Ministry of Home Affairs (MHA). This committee will categorize airports for deployment of appropriate security measures based on available inputs.

7.2. The CISF has been deployed on airport security since 03.02.2000 and as on date CISF /ASG (Aviation Security Group) has taken over the security of 55 airports of Airports Authority

of India (AAI) and 09 Joint Venture (JV) airports. The rest of the airports are manned by APSU (Airport Security Unit)/State Police.

7.3. In view of potential security threats and current aviation security scenario, State/UT Police have been requested to ensure that all operational airstrips/aerodromes in their jurisdiction including those belonging to flying clubs are properly guarded and all necessary measures are taken to ensure that no unlawful interference takes place with civil aviation operations, especially with regard to hijacking and operation of rogue aircrafts which may be used as weapons.

7.4. While the security infrastructure is provided by the Airport Operators, ASG is primarily responsible for providing security at airports. Some security functions are allocated to Airport Operators (in-line hold baggage screening), Aircraft Operators (screening of registered baggage, cargo, mail, catering, company stores and security of aircraft) and Regulated Agents (screening of cargo/courier/mail).

7.5. All authorized persons, employees, casual labor, passengers and vehicles while gaining entry into Airside from any gate(s) are subject to security checks/frisking, baggage search, if any by the ASG/APSU manning those gates.

7.6. The screening of passengers, staff and visitors at the entry gates of the airport through Door Frame Metal Detector (DFMD)/ Hand Held Metal Detector (HHMD) and physical frisking on random basis are carried out depending on local situation and inputs received from the intelligence agencies. In case of suspected baggage, additional measures like screening through X-ray Baggage Inspection System (X-BIS) and Explosive Traces Detection (ETD) may also be taken.

7.7. Installation of CCTV is mandatory at all operational airports and monitoring of CCTV is to be done by all agencies concerned at unified CCTV Control Room. It is the responsibility of Airport Security Unit of State Police and ASG (CISF) to monitor CCTV covering all areas of the airport. Other agencies like AAI, Customs, Immigration and Airline operators are authorized to depute their representatives in the Control Room for monitoring activities in their respective areas. The recorded CCTV footages are retained for a period of one month to allow any concerned agencies to review later.

7.8. A perimeter wall of 8' with 1½' over-hang fencing has been prescribed around the airports. Watch towers are to be installed at distance of every one km or as per the local survey keeping in view the threat to a particular airport. Similarly, perimeter lighting and perimeter roads are prescribed for mobile and foot patrolling to prevent any unauthorized entry/intrusion

into the airports. Perimeter intrusion detection system is also prescribed for installation.

7.9. The manpower for surveillance in and around the airports is also provided on the basis of requirements assessed by joint security survey team.

7.10. All authorized personnel working with Ground Handling Agents (GHAs) while leaving airport from any gate(s) are subject to security checks (frisking/baggage search) by the airport security personnel manning those gates. Similarly, all staff when exiting the security restricted area of airports are to be frisked on the random basis so that any element of preparation of an unlawful act can be detected.

7.11. The Airport Operators, Airline Operators, Regulated Agents (RAs), Ground Handling Agencies (GHAs) and other entities are required to have security clearance and approved security programme before commencement of operation.

7.12. Quality Control is maintained by NCASQCP by conducting Audit/Inspection/Security test (dummy) to monitor the implementation of directives issued by DG, BCAS. Annual programme of audit/inspection/security test is conducted according to category of Airports, which is divided into Normal/Sensitive/Hyper sensitive categories.

7.13. Security vetting is carried out at airports before operations are started, in which a detailed report is prepared regarding Structural/Technical equipment required for security of airports and structural or technical enhancement/alterations are recommended accordingly.

7.14. A manpower survey is conducted before operationalization of airports, mandating the requirement of manpower to be deployed at airports for security.

7.15. All persons operating in the aviation environment need to undergo AVSEC awareness training. Security related personnel need to qualify AVSEC Basic Training. Screeners are mandated to qualify screener training course. Refresher courses are prescribed for various training programme as per prescribed standards of National Civil Aviation Security Training Programme (NCASTP).

7.16. Mechanism to deal with hijacking situations:

- i. Aerodrome Committee at airport level.
- ii. Central Committee at National level (ATC Complex, IGI Airport) under the Chairmanship of DG, Directorate General of Civil Aviation (DGCA) whereas DG, BCAS is the Convener.
- iii. Committee of Secretaries on Aircraft Hijack (COSAH) (Committee Room Cabinet Secretariat) under the Chairmanship of the Cabinet Secretary.

- iv. Cabinet Committee on Security (CCS) is the Apex Body on such matters.
- 7.17. The Quick Reaction Team (QRT) of State Police/CISF/Central Reserve Police Force (CRPF) is responsible for cordoning of hijacked aircraft till the arrival of National Security Guard (NSG), strengthening of perimeter and crowd management.
- 7.18. The Counter Terrorism Contingency Plan including various agencies i.e. CISF, NSG, Local Police, etc. are in place at Delhi and Mumbai Airports.

8. Acts/Rules/Conventions/Protocols related to AVSEC

The following Acts/Rules/Protocols related to Aviation Security are being followed:

- The Aircraft Act, 1934.
- The Tokyo Convention Act, 1975.
- The Anti-Hijacking Act, 2016.
- The Suppression of Unlawful Acts Against Safety of Civil Aviation Act, 1982
- The Aircraft Security Rules, 2011.
- The National Civil Aviation Security Documents: NCASP, NCASTP, NCASQCP.
- The Contingency Plans – Anti Hijacking, CTCP and Bomb threat.
- The Conventions-Chicago, Montreal, Hague; Protocols-Tokyo, Montreal, Beijing.
- The SOP for the functioning of CISF at airports notified on 6th March, 2002.

Role of Various Agencies in Aviation Security

9. BCAS is the Civil Aviation Security Regulator and the designated Appropriate Authority under ICAO Annex 17; responsible for regulation, oversight, training and quality control.
- 9.1. Aviation Security Groups (ASGs) like CISF, Air Port Security Units/State Police are responsible for access control, perimeter security, pre-embarkation security checks and apron guarding.
- 9.2. The various Airlines are responsible for screening of registered baggage, cargo and mail, catering and security of aircraft.
- 9.3. The Airport Operator is responsible for provision of security infrastructure, in-line with BIS wherever applicable and coordination.
- 9.4. The State Police has been assigned the duty of law and order maintenance, traffic and

crime prevention and is also the primary security agency at airports where CISF is not deployed.

9.5. The NSG is the main Anti Hijacking Force which also provides “Sky Marshals” on select identified routes and also provide specially trained Counter Hijacking Group personnel.

10. The Committee during its meeting held on 21st December, 2021 was informed that in the backdrop of the hijacking of Indian Airlines flight IC-814 in December 1999, airport security matters were reviewed by the Government and it was decided that airports security should be entrusted to a single dedicated force instead of different State Police forces with divergent work culture and practices. The Committee of Secretaries (COS) in its meeting on 7th January, 2000 recommended that in the long-term there was a need for a professional force for civil aviation. The Commissioner of Security (CA) further recommended that Central Industrial Security Force (CISF) should be inducted at all airports in India to ensure uniform standardization of security procedures. The dedicated CISF contingent earmarked for aviation security functions at airports in India has been notified as Aviation Security Group (ASG). Accordingly, on 3rd February, 2000, CISF took over the security of Jaipur Airport, which was the first airport to be taken over by CISF. Since then, the Force has progressively been inducted in 64 Airports with a total strength of 30,003.

11. The Committee notes that presently, there is a multiplicity of agencies involved in providing security at airports viz., the CISF, Airlines Operators, Airport Operators, State Police and NSG. The Committee also notes that all the aforesaid individual agencies are looking after the airport security functions in addition to their other roles and responsibilities. For example, CISF which plays a prime role in airport security presently provides security cover to 353 critical infrastructure facilities like nuclear installations, space establishments, seaports, power plants, important Government buildings, iconic heritage monuments, Delhi metro, besides security cover to some private corporate establishments also. The other entities such as airlines operators, airport operators, State police and NSG are engaged in their role of airport security in addition to their main responsibilities, which is completely different from their role as airport security providers. The Committee recommends that the airport operators/ management should take the opinion of Ministry of Home Affairs, before purchasing security equipment at airports and also ensure that they should conform to the best standards of security worldwide.

12. Initiatives by BCAS in Civil Aviation Security

- Security Help Desks set up at airports.
- Mock Counter Terrorism Contingency exercises at major airports.
- SOP for screening of persons with disability.
- Three National Civil Aviation Security Documents have been reviewed and updated.
 - i. National Civil Aviation Security Programme (NCASP)
 - ii. National Civil Aviation Security Training Programme (NCASTP)
 - iii. National Civil Aviation Security Quality Control Programme (NCASQCP)
- Contingency Plan – Anti hijacking is under review.
- CTCP (Counter Terrorism Contingency Plans) for all major airports.
- CTCPs in respect of 6 airports have been approved by the competent authority and 59 such proposals are under process.
- Radiological Detection Equipment (RDE) has been installed at 14 major airports in first phase. During second phase, installation of RDE at 10 Airports is proposed.
- Strengthening of Security of Cargo Area under constant review.
- CCTV is mandatory for all areas of all operational airports.
- After getting accreditation of ICAO, Aviation Training Academy conducts international AVSEC training programs.
- Restructuring of BCAS.
- Installation of Whole Body Scanners at all airports in a phased manner.
- Automated Tray Retrieval System (ATRS) is under trials for operationalization at 10 Airports.
- Online testing and evaluation of training.
- Anti-Drone specifications have been issued.

13. The Committee notes the various initiatives taken by the BCAS, which is the main regulator for governing security in the Civil Aviation Sector in the country. It also notes the responsibilities and initiatives taken by various Aviation Security Groups (ASGs) like CISF, Airport Security Units/State Police, besides the role played by the various airlines and airport operators in maintaining security at Airports. The Committee also notes the significance, the Government attributes to the Civil Aviation Sector, which is brought out in the policy document titled ‘Strategy for New India @75’, which has envisaged to expand

airport capacity by more than five times the present capacity to handle one billion trips a year. The Committee feels that this fast tracked and unprecedented growth in the Civil Aviation Sector would require parallel enhancement of security infrastructure in this sector as well.

14. The exponential growth in the sector would be a challenge for the agencies involved in providing security, since trained security personnel, security infrastructure and related security protocols, needs to keep pace with growth. A need for close cooperation and coordination with all the agencies, namely Government, State Police and Private agencies and other stakeholders involved in providing security, would also be required. Hence, the Committee recommends that the world's best security practices should be followed to cater to the increased security requirements.

15. The Committee also recommends that the Ministry should set up dedicated Institutions across the country to cater to needs for increased manpower in all the security aspects of the aviation sector.

16. The Central Industrial Security Force (CISF), which is the main paramilitary force, entrusted with the Security of airports was also heard by the Committee in its meeting held on 21st December, 2021. The CISF informed the Committee of the following details:-

Airport Security by CISF at Airports

17. The Central Industrial Security Force (CISF) has been inducted at all airports in India to ensure uniform standardization of security procedures as per the recommendations of the Commissioner of Security (Civil Aviation). The dedicated CISF contingent earmarked for aviation security functions at airports in India has been notified as Aviation Security Group (ASG). Since its induction on 3rd February, 2000, for airport security tasks, the CISF has progressively been inducted in 64 Airports, with a total personnel strength of 30,003 at present.

Categorization of airports in India

18. Based on the inputs received from the intelligence agencies regarding threat perception, the airports are categorised into Hypersensitive, Sensitive and Normal.

Category	Operational Airports	Under CISF security cover	Not under CISF security cover
Hyper-sensitive	28	21	7
Sensitive	62	39	23
Normal	28	04	24
Total	118	64	54

18.1. The CISF also provided a list/categorization of airports which are under the CISF security cover at Annexure-I.

19. The Committee notes that out of 118 operational airports, only 64 airports are under CISF cover, while 54 airports have no such cover. Further, out of the 28 hyper-sensitive airports, 21 have CISF cover; while for the 62 sensitive airports, only 39 have been given CISF cover. The Committee recommends that the Government should strive to bring all the operational airports under the ambit of CISF security cover.

Vacancy position of CISF at airports

20. During its deliberations with the Committee on 21st December, 2021, the Ministry informed that CISF is to be deployed at all civil operational airports under ASG. As on date 64 airports are under CISF security cover out of 118 operational airports. Details are as follows:

- Released strength - 30,003
- Posted strength - 29,399

21. The Committee was also informed that CISF has been advised by the Ministry to fill the vacant posts at the concerned airports immediately. Further, deployment of security personnel is a dynamic process and in consultation with Ministry of Home Affairs (MHA), steps are taken on need basis.

22. The Committee notes that though the vacancy position of CISF at airports, as compared to the total sanctioned strength is satisfactory, yet there is a vacancy of 1166 security personnel. The Committee is of the opinion that in view of the high-tech methods of intrusion used by the subversive elements at airports, atleast the full sanctioned strength of CISF should be provided at airports in the country. The Committee also recommends that periodic surveys should be carried out to assess the changing threat perception at all

airports in the country and accordingly, trained security personnel should be provided at airports in a time-bound manner. Continuous monitoring should also be done as regards the implementation of various security rules and regulations and surprise checks should be carried out to test professional efficiency and alertness of the security staff and the operational preparedness of various agencies.

Role of CISF at Airports

23. The Aviation Security Group of CISF is responsible for all areas of airport security including Perimeter Security, Access Control, Terminal Building Security, Apron Security, Surveillance, anti-hijacking pre-embarkation checks, Passenger Handling etc.

24. The role of CISF is categorized in the following three operational units:-

Anti-hijacking Unit

- i. Pre-embarkation security check of passengers & cabin baggage; and
- ii. Access control of passengers, visitors, staff of various agencies, catering personnel, cargo and courier into the airport.

Protection Unit

- i. Protection of airport & perimeter;
- ii. Quick Reaction Team; and
- iii. Cordoning of aircraft during contingencies (except civil enclaves).

Intelligence & Surveillance Unit

- i. Surveillance at airports for security.

Security Scheme for CISF at Airports

Terminal Building Security

25. As per the present rules, no person other than a passenger and persons having legitimate function at an airport or who is directly connected with operation of flights or with the safety and security of civil aviation operations is allowed to enter the airport premises. In order to regulate the entry of persons into the airports, BCAS issues passes for the staff/visitors and vehicles. CISF ensures security of terminal buildings and implements the following security measures to

ensure strict access control at the terminal building:-

- Entry is given to passenger/staff/visitors only on valid printed or soft copy of air ticket or Airport Entry Pass, which are checked by CISF;
- Behaviour detection and Random Physical Checking of Passenger/Staff at the departure entry gates are done by CISF;
- CISF conducts Random Checking of Baggage with X-BIS and Explosive detectors;
- Deployment of Dog Squad;
- Deployment of armed Terminal Marshals in buddy pairs in the terminal building to counter any attack;
- Screening of material at Loading Docks/goods gate by CISF;
- Deployment of trained CIW team (Crime and Intelligence Wing) for unobtrusive watch; and
- CCTV Surveillance.

Pre-embarkation security checks

26. CISF carries out pre-embarkation security check duties under anti-hijacking function of ASGs in the Security Hold Area. At this stage, checks of passengers and staff are done during their transition from non-sterile to sterile zone. There are different layers and processes for pre-embarkation security checks which are as under:-

- Physical Screening of Passenger (Frisking);
- Hand Baggage Screening (X-Ray and Explosive Trace Detectors);
- Physical Checking of baggage, referred by screeners having Security Restricted items or doubtful baggage;
- CCTV monitoring and Surveillance; and
- Behaviour detection of passengers.

27. Surveillance and Intelligence

Electronic Surveillance:-

- CCTV system is an integral part of the security apparatus at the airports, installed to ensure effective surveillance of an area as well as to create a record for post event analysis/ investigation purpose.

- Security Operation Control Centre (SOCC) is the Nerve center to monitor CCTV coverage and receive and disseminate information. It is manned round the clock by suitably trained officers.
- There is a strong communication network (Intercom/mobile phone and walkie-talkie) with all duty posts and control room (mobile phone for perimeter as alternate system of communication for emergency purpose).
- Digital Video Recording facility is available for duration of 30 days for post incident analysis or forensic analysis.

Crime and Intelligence Wing:-

- The Intelligence and Surveillance wing of the CISF maintains close liaison with sister agencies, local intelligence agencies including Intelligence Bureau (IB), local police and contacts for sharing and collection of latest information to strengthen the security arrangements in the airports;
- Surveillance staff of CISF deployed at airports in plain clothes to keep a hawk eye on the happening at in and around airport premises; and
- Behaviour Detection of passengers, staff and visitors is a part of their job.

Security of Airport perimeter

28. CISF ensures that there is no intrusion from the perimeter to the airside. Manpower is deployed at static watch points and also on mobile patrolling along the perimeter.

Quick Reaction Team (QRT) to tackle terror attacks

29. Trained QRT team of CISF is deployed at all the airports to respond and neutralize any armed attack on the airport. They will be the first responders in case of any contingency and will act in coordination with the 'Naka', alighting point personnel and the security marshals inside the terminal. These Units coordinate responses with local police and cordon off affected aircraft during any situation of emergency. They also assist in search and evacuation in case of bomb threat in any airport facility.

30. **Bomb Detection and Disposal Squad (BDDS)**

- At present BDDS is operationalised at 20 airports and non-operationalised at 44 airports.
- At the airports where CISF is not having BDDS, assistance of local police/NSG is taken for attending such threats. In case of threat calls, action is taken as per BCAS SOP. Bomb Threat Assessment Committee at airport level assesses the threat and takes action accordingly.

31. The Committee notes that presently BDDS is operationalised at 20 airports and non-operationalised at 44 remaining airports and assistance of local police/ NSG is being sought for attending to such threats. The Committee notes that only 20 airports have BDDS cover till date. It is also observed that at some places where CISF does not have BDDS support, support of local police is being sought. The Committee is of the opinion that local police may not have the technical competence or the desired high-tech equipment to dispose of bomb threats. The Committee, therefore, recommends that BDDS should be engaged at the earliest at all the remaining 44 airports as well to counter bomb threats in consultation and coordination with the MHA. The Committee also recommends that the BDDS squad should have the best international pedigree dogs which can be engaged for security at airports.

Counter Terrorist Contingency Plan (CTCP)

32. As part of the Counter-Terrorist Contingency Plan, CISF has been entrusted with security of the city side area. The elements of the security system include ‘Nakas’ on approach roads; ‘Morchas’ in front of terminal building; Patrolling; Alighting Point; and the Parking Area.

33. The CTCP proposal based on revised template issued by MHA, in respect of 60 airports have been submitted to BCAS. The CTCP proposals for 02 airports *i.e.* Srinagar and Leh are under process.

Security of Cargo Complex

34. Cargo Complex is available at 33 major airports. CISF has been deployed as armed support from the landside and doing the access control in cargo sterile hold area and at airside barriers.

Measures to Improve Airport Security by CISF

Training

35. The CISF trains its personnel deployed for airport security duties in tune with the National Civil Aviation Security Training Programme. The personnel are also trained specially for counter-terrorism, surveillance, QRT, Courtesy and Behaviour, Dog Handling, Bomb Detection and Disposal etc.

36. The CISF personnel undergo Basic Aviation Security Course with 22 varied training modules as per International Civil Aviation Organization (ICAO) standards to inculcate the required professionalism for airport security duties. Basic AVSEC courses are organized at Delhi, Mumbai, Chennai, Kolkata, National Industrial Security Academy (NISA), Hyderabad and Recruit Training Centre, Arakkonam. All CISF personnel performing pre-embarkation check duties at airports are certified screeners whose Certification is done by the BCAS.

37. Soft Skills Training

- To improve upon conduct of CISF personnel deployed for aviation security functions, training on soft skills is being conducted on large scale involving best professionals.
- CISF conducts in-house training course for CISF personnel on monthly basis by the identified instructors/ Supervisory officers.
- Training includes appropriate behaviour patterns, language & accent, body language, service orientation, presentability & dressing sense etc.
- Number of personnel trained in last 3 years:-

Year	Total personnel attended
2018	38,474
2019	34,950
2020	8,174*
2021 (till date)	18,581
*Not conducted after March, 2020 due to COVID-19 pandemic. Re-commenced w.e.f 24.08.2021	

38. Behaviour Detection Training

- ASG personnel have been trained on a TOT (Training of Trainers) basis from ICTS, Europe. Besides, BCAS with the help of Transportation Security Administration (TSA) and Intelligence Bureau has also conducted training.

- These TOT trained personnel are imparting in-house training to ASG personnel on a regular basis.
- The 5 ASGs at Delhi, Mumbai, Chennai, Kolkata and Ahmadabad have been identified for imparting Behaviour Detection Training to ASG Personnel.
- Number of personnel trained in last 3 years:-

Year	Total personnel attended
2018	3,124
2019	3,231
2020	450*
2021 (till date)	708
*Not conducted after March, 2020 due to COVID-19 pandemic. Re-commenced w.e.f 24.08.2021	

Operational Conference for Security Officers

39. The Operational conference of Chief Airport Security Officers is being held regularly to discuss the problems being faced by them on field and to bring uniformity in implementation of rule and regulations unequivocally at all airports.

CCTV Feed Analysis

40. The CISF is using CCTV footage to check and control breaches on the spot in coordination with field surveillance staff and also to analyse any possible link between incidents that had happened at one airport and similar incident at other airport after a span of some days.

Regular Mock Drills at Airports

41. The CISF ensured regular mock drills at all the airports to check the response time and to fine tune the efficiency of the personnel to meet any sudden eventuality.

Conduct of Security Audit at Airports

42. The Sector Inspectors General (IGs) and Zonal Deputy Inspectors General (DIGs) are regularly conducting Security Audits to thoroughly assess all aspects of security arrangements including gadgetry, perimeter etc.

CISF Help Desks at Airports

43. CISF Help desk counters have been established at all the airports to facilitate senior citizens and other needy passengers who are ignorant about the procedure at the airports. The Help desk counters are manned round the clock/during operation of the airports.

44. During the course of deliberations, the Committee enquired as to whether BCAS has undertaken any research in consultation with MHA as regards the behavioural aspect of CISF personnel posted for airport security duties. In reply, the Ministry has stated that BCAS is yet to undertake any such research work on the subject matter, however, considering the sensitivity of the matter, as CISF has a direct public interface with the passengers/staff, CISF has been sensitized to impart soft skills to screeners for dealing with delicate issues, keeping in mind the dignity and privacy of the passengers without diluting the security checking process and procedures.

45. As regards taking care of person with disabilities, the Ministry informed that BCAS has issued AVSEC circular 04/2014 for screening of persons with special needs. Based on International best practices, the same keeps on evolving. At present, Standard Operating Procedure for screening of persons with special needs- Divyaangjan and/or individual with reduced mobility has been drafted by BCAS and has been circulated for comments of general public/stakeholders and accordingly, the same will be finalized soon.

46. The Committee notes the various roles of CISF and the various initiatives taken by CISF to ensure security at airports in coordination with BCAS. The Committee notes that in addition to imparting training on various aspects of its core duty of security at airports, the CISF also imparts training for soft skills to improve upon the conduct of CISF personnel involved in various security functions viz., appropriate behaviour patterns, language & accent, body language, service orientation, presentability and dressing sense etc. The Committee during the course of its deliberations with the Ministry, have repeatedly pointed out the quality of the security staff at airports and is of the view that the security personnel are the first point of contact for any airline passenger after embarking from an aircraft, be it domestic or international passenger. As such, the security personnel sets the first impression on the passenger, about the city or the country. It is especially important in case of a foreign traveller and leaves a lasting impression on the mind of the tourist about the country or the behavioural aspects of its people. Hence, imparting training in soft skills to the passenger frisking security personnel, assumes great

significance, especially their behaviour, proper and presentable uniform or body language towards the passenger. The Committee strongly recommends that the Ministry in coordination with the MHA should ensure that CISF and other security staff at airports may be sensitized adequately in soft skills, so that they perform their security duties efficiently without diluting the security activities/responsibilities. The Committee notes that SOP for persons with special needs or 'Divyaangjan' has been drafted by BCAS and same will be finalized after receipt of comments of general public/ stakeholders. The Committee is of the opinion that special care should be taken to deal with passengers with special needs or 'Divyaangjan' and therefore, recommends that the SOP may be expeditiously finalized.

State-of-the-Art Technological Solutions for Security at Airports

47. The Committee was also apprised that the BCAS, the Aviation Security regulator, has already prescribed and adopted the following steps for strengthening of Security through introduction of state of the art technology solutions at airports:-

48. Centralized Access Control System (CACCS)

- (i) BCAS and MoCA initiated the project for Biometric Access control system for issuance of biometric enabled smart card based Aerodrome entry permit for secured and regulated access of employee/staff to restricted areas at all aerodromes across the country. Before launching and implementing this project, around two lakh employees of all stakeholders on Indian Airports were issued with laminated paper-based Aerodrome Entry Permit (AEP) annually. To streamline and regulate the process of the employee's movement at the airports, this initiative has been undertaken for implementing "Aadhaar based Biometric enabled Centralized Access Control System for chip-embedded smartcard AEPs". The CACCS project has been launched to cover 43 Airport of AAI and JV Airport, making it a total of 48 airports in Phase-I.
- (ii) The objective of this project is to digitize the entry process at the airports, fast processing of AEP requests, enhanced security to detect unauthorized entry, alert authorities to attempted intrusions or irregularities for immediate response. After implementation of this project, the entire system of making Aerodrome Entry Permit (AEP) with regard to Airports security will be streamlined. The formal launch of this project was done on 30th

December, 2019.

Deployment of Full Body Scanners at Airports

49. The BCAS has initiated the proposal for installation of Full Body Scanners (FBS) for reducing the long passenger queue and enhancing the technology at airports for frisking the passenger and to ensure zero error for security. After deployment of FBS, Indian airports will have a more secure system to find objectionable items during the Pre-Embarkation Security Check. At present the long queues at metro Airports will be reduced, as the body scanners display the results with voice output which increase the passenger throughput per hour. However, the FBS shall be installed at all airports at Pre-Embarkation Security Check (PESC) in a phased manner. The Committee was also informed that in addition to FBS, number of flights are also being increased to decrease overcrowding.

50. The Committee, during its deliberations, had taken up the issue of installation of high-tech Full Body Scanners (FBS) at airports instead of the Door Frame Metal Detectors (DFMD), which are considered to be less sophisticated technically and whether Government is considering retinal scans for passengers and linking it with Aadhaar cards. The BCAS in reply stated that vide its AvSec Circular No. 05/2019 dated 08.04.2019, have circulated the minimum standards for Civil Aviation Security Equipment – Full Body Scanner and a Standard Operating procedure for deployment of Body Scanners for screening of persons including passengers at Indian airports. Further, an addendum to AvSec Circular no. 05/2019 has been issued with the direction that “The Full Body Scanner shall be installed at all airports at Pre-Embarkation Security Checks (PESC) in a phased manner. Airport operators of all Hypersensitive and Sensitive airports shall install Full Body Scanners replacing all DFMD. At least one set of DFMD shall be maintained for screening of passengers/persons with medical conditions. However, the date of implementation of full body scanner will depend on the COVID-19 pandemic scenario.

51. The BCAS presently prescribes and issues minimum technical specifications/standards for security equipments, which are to be deployed for aviation security related responsibilities at the airport. Consequent to that, airport operators are obliged to procure and provide only those security equipment that meet or exceed the minimum technical specifications issued by the BCAS. BCAS also informed that presently, no proposal for linking retina through Aadhaar Card is under consideration in this Ministry.

52. The Committee during its deliberations with the Ministry has often pointed out that

at few of the airports, there are long passenger queues during peak hours. In view of the Government guidelines for avoiding public gatherings in the context of the prevalence of Covid-19 pandemic, more steps may be taken to resolve the issue. The Committee also notes that the Ministry proposes to increase the number of flights. The Committee observes that at most of the airports in the country, Door Frame Metal Detectors (DFMDs), Hand Held Metal Detectors (HHMDs) and physical frisking is done on random basis. The Committee is of the opinion that the present system of DFMD/HHMD, besides being obsolete technology, is intrusive on the privacy of passengers. In this context, the Committee recommends that in addition to steps taken to ease queues, the Ministry may also expedite its proposal for installation of Full Body Scanners at airports, which would enhance the technology of frisking of passengers and lead to faster clearance of queues at frisking points. Besides, the number of frisking counters may also be increased at airports and adequate trained personnel should be posted to man these counters effectively.

53. The Committee notes the reply of the Ministry, wherein it has been stated that FBS shall be installed at all airports at pre-embarkation security checks in a phased manner and the airport operators have also been directed to install FBS replacing the DFMD. The Committee notes that airport operators are obliged to procure and provide only those security equipment that meet BCAS specifications. The Committee is of the opinion that such an important issue, which has security implications, should not be left to the airport operators only as BCAS is more competent in technical matters regarding security as compared to airport operators. Hence, the BCAS should not only specify the security equipment to be installed at airports, but also engage itself proactively with the airport operators to train personnel to use it and also maintain them.

54. The Committee is also of the opinion that the Ministry should explore the feasibility of Biometric screening of passengers at airports, using tools such as facial recognition, fingerprint and retinal scans which is presently being used at many airports worldwide. The Committee desires that the Ministry may examine the feasibility of retinal scans for frisking passengers, as the retinal scan data of most of the domestic passengers are available in the Aadhaar database. It would also like to point out that biometric security is non-intrusive and faster than conventional screening, which leads to faster screening of passengers and leads to less crowding at airports and is therefore being introduced in many airports abroad. The Committee, therefore, recommends that the global best practices for

biometric scanning and screening of passengers should be introduced in the country.

Radiological Detection Equipment (RDE)

55. In order to prevent entry/exit of Radioactive material which may be used to commit an act of unlawful interference in to airport/ on to an aircraft engaged in the civil aviation and to eliminate the hazard generated due to unauthorized carriage of radioactive material substances by passenger, cargo and staff, BCAS has issued an AVSEC Circular No. 01/2020 on Standard Operating Procedure for Operationalization of RDE at Indian Airports to prevent the Radiological Emergencies. The installation and operationalization work on 14 airports is complete in Phase-1 of RDE project. Now, another 10 Airports has been identified which shall be covered in Phase-2 of the project.

56. The Committee notes the progress of installation and operationalization of RDE projects and recommends that the work may be completed as per the set deadline. The Committee may also be informed whether RDE projects would be implemented at remaining airports, besides the 24 airports in Phase 1 and 2.

57. Counter-Drone Technology Solution

- (i) Unmanned Aircraft (UA) or Remotely Piloted Aircraft Systems (RPAS), commonly known as Drone is considered to be a game changer technology. Drones are being extensively used for various applications. However, drones may also be used for destructive purposes such as delivering explosives and harmful cargo for creating havoc etc.
- (ii) BCAS has issued AVSEC Circular No 02/2020 dated 11/02/2020 regarding Basic requirements and Technical Specifications/QRs for Counter Drone technology/solutions for Surveillance, Detection and Neutralization of drones/ UAVs for Airports.
- (iii) BCAS issued Addendum to AVSEC Circular No 02/ 2020 dated 02/02/2021 regarding Counter Drone shall be implemented at 06 JV airports (Delhi, Mumbai, Hyderabad, Bengaluru, Nagpur & Cochin) and 02 AAI controlled airports (Kolkata & Chennai).

Perimeter Intrusion Detection System (PIDS)

58. Perimeter Intrusion Detection system has been introduced as a role model at Delhi, Hyderabad Airports and Partially at Bengaluru Airports to enhance the security apparatus in Aviation Security along with the physical security. In this regard, BCAS has issued AVSEC

Circular 05/2017 dated 05/04/2017 in which Minimum Technical specification for PIDS has been promulgated.

Automated Tray Retrieval System (ATRS)

59. To reduce the need for human intervention to return the trays to the starting point and for freeing up Central Industrial Security Force (CISF) personnel to frisk more passengers, the concept of Automatic Tray Retrieval Systems (ATRS), a roller-based set-up that will return luggage trays to the starting point after passengers collect their belongings from it, is being introduced at major airports. The ATRS will also end passenger's hassle of looking around for trays and waiting for others to finish using them, as the system will continuously circulate the available trays. The Automated Tray Retrieval System (ATRS) has been installed and trials for operationalization are undergoing at Delhi and few more airports.

60. The Committee, during the course of its deliberations with the Ministry, had stressed upon the need for installation of sophisticated and State-of-the-Art security equipment and best security practices used globally, at all the Indian airports, to ensure foolproof security. The Committee appreciates the initiatives taken by the BCAS to install the latest security gadgets at airports viz., Centralized Access Control System (CACs); Full Body Scanners; Radiological Detection Equipment (RDE); Perimeter Intrusion Detection System (PIDS); and Automated Tray Retrieval System (ATRS). The Committee notes that installation of most of the aforesaid security systems have been recently initiated or at planning stage only and that too, only at the major airports only. The Committee notes that there are a total of 118 operational airports out of which 28 are hyper-sensitive; 62 are sensitive; and 28 normal airports. The Committee notes that out of these 118 airports, a miniscule number of airports are proposed to have the security cover of aforesaid advanced security apparatus or gadgets. The Committee stresses upon the need for foolproof security cover at all the Indian airports and atleast at all the 28 hyper-sensitive and 62 sensitive airports in the near future, especially in North-Eastern Region; Jammu & Kashmir; and Left-Wing Extremism (LWE) Regions, keeping in view the increase in security threats due to use of high-tech gadgets even by the terrorists/ extremists, to evade the security apparatus at the airports and create terror at airports/ airplanes and disrupt peace and progress of the country. In the above context, the Committee desires to know the details of the plans for installation of the aforesaid security apparatus at airports and the

number of airports included, the stages of implementation and percentage of ground work completed so far, the timeline which has been prescribed for the various airports, airport-wise and whether the Ministry has been successful in achieving the said timelines. The Committee may also be apprised of the deadlines, if any, by which all the airports in the country would get the aforesaid security apparatus.

ICAO Aviation Security (AvSec) Rating Procedure

61. The Committee was informed that rating is given by ICAO on the basis of Universal Security Audit Programme - Continuous Monitoring Approach (USAP-CMA) as per a MoU between India and ICAO. It is based on evidence gathered on key parameters under USAP-CMA. The findings of Audit are based on Risk Assessment and its impact on Aviation Security.

62. The Committee was also informed of the following AVSEC rating of India vis-à-vis Global/Asia Pacific (APAC) Standard:

Parameters	Rating of India after 2018 Audit	Global Standard	Asia Pacific (APAC) Standard
Oversight Indicator	73.68 %	70.90 %	65.79 %
Compliance Indicator	63.81 %	64.13 %	50.10 %

63. The Committee appreciates the high security rating of India vis-à-vis Global/ APAC Standards. It is of the opinion that BCAS should make it a constant endeavour to make the security architecture and procedures dynamic by incorporating new technological advancements and best practices from across the globe. It is further recommended that all the Aviation Security processes should be streamlined in consultation with the stakeholders.

Miscellaneous

64. The Committee also feels that the Ministry should consider a policy to provide a small complimentary water bottle to the passengers in the aircraft, keeping in view the tradition of the country to give highest regard to guests and offer water on arrival.

RECOMMENDATIONS/OBSERVATIONS – AT A GLANCE

Role of Various Agencies in Aviation Security

The Committee notes that presently, there is a multiplicity of agencies involved in providing security at airports *viz.*, the CISF, Airlines Operators, Airport Operators, State Police and NSG. The Committee also notes that all the aforesaid individual agencies are looking after the airport security functions in addition to their other roles and responsibilities. For example, CISF which plays a prime role in airport security presently provides security cover to 353 critical infrastructure facilities like nuclear installations, space establishments, seaports, power plants, important Government buildings, iconic heritage monuments, Delhi metro, besides security cover to some private corporate establishments also. The other entities such as airlines operators, airport operators, State police and NSG are engaged in their role of airport security in addition to their main responsibilities, which is completely different from their role as airport security providers. The Committee recommends that the airport operators/ management should take the opinion of Ministry of Home Affairs, before purchasing security equipment at airports and also ensure that they should conform to the best standards of security worldwide.

(Para 11)

Initiatives by BCAS in Civil Aviation Security

The Committee notes the various initiatives taken by the BCAS, which is the main regulator for governing security in the Civil Aviation Sector in the country. It also notes the responsibilities and initiatives taken by various Aviation Security Groups (ASGs) like CISF, Airport Security Units/State Police, besides the role played by the various airlines and airport operators in maintaining security at Airports. The Committee also notes the significance, the Government attributes to the Civil Aviation Sector, which is brought out in the policy document titled ‘Strategy for New India @75’, which has envisaged to expand airport capacity by more than five times the present capacity to handle one billion trips a year. The Committee feels that this fast tracked and unprecedented growth in the Civil Aviation Sector would require parallel enhancement of security infrastructure in this sector as well.

(Para 13)

The exponential growth in the sector would be a challenge for the agencies involved in providing security, since trained security personnel, security infrastructure and related security protocols, needs to keep pace with growth. A need for close cooperation and coordination with all the agencies, namely Government, State Police and Private agencies and other stakeholders involved in providing security, would also be required. Hence, the Committee recommends that the world's best security practices should be followed to cater to the increased security requirements.

(Para 14)

The Committee also recommends that the Ministry should set up dedicated Institutions across the country to cater to needs for increased manpower in all the security aspects of the aviation sector.

(Para 15)

Categorization of airports in India

The Committee notes that out of 118 operational airports, only 64 airports are under CISF cover, while 54 airports have no such cover. Further, out of the 28 hyper-sensitive airports, 21 have CISF cover; while for the 62 sensitive airports, only 39 have been given CISF cover. The Committee recommends that the Government should strive to bring all the operational airports under the ambit of CISF security cover.

(Para 19)

Vacancy position of CISF at airports

The Committee notes that though the vacancy position of CISF at airports, as compared to the total sanctioned strength is satisfactory, yet there is a vacancy of 1166 security personnel. The Committee is of the opinion that in view of the high-tech methods of intrusion used by the subversive elements at airports, atleast the full sanctioned strength of CISF should be provided at airports in the country. The Committee also recommends that periodic surveys should be carried out to assess the changing threat perception at all airports in the country and accordingly, trained security personnel should be provided at airports in a time-bound manner. Continuous monitoring should also be done as regards

the implementation of various security rules and regulations and surprise checks should be carried out to test professional efficiency and alertness of the security staff and the operational preparedness of various agencies.

(Para 22)

Bomb Detection and Disposal Squad (BDDS)

The Committee notes that presently BDDS is operationalised at 20 airports and non-operationalised at 44 remaining airports and assistance of local police/ NSG is being sought for attending to such threats. The Committee notes that only 20 airports have BDDS cover till date. It is also observed that at some places where CISF does not have BDDS support, support of local police is being sought. The Committee is of the opinion that local police may not have the technical competence or the desired high-tech equipment to dispose of bomb threats. The Committee, therefore, recommends that BDDS should be engaged at the earliest at all the remaining 44 airports as well to counter bomb threats in consultation and coordination with the MHA. The Committee also recommends that the BDDS squad should have the best international pedigree dogs which can be engaged for security at airports.

(Para 31)

Measures to Improve Airport Security by CISF

The Committee notes the various roles of CISF and the various initiatives taken by CISF to ensure security at airports in coordination with BCAS. The Committee notes that in addition to imparting training on various aspects of its core duty of security at airports, the CISF also imparts training for soft skills to improve upon the conduct of CISF personnel involved in various security functions *viz.*, appropriate behaviour patterns, language & accent, body language, service orientation, presentability and dressing sense etc. The Committee during the course of its deliberations with the Ministry, have repeatedly pointed out the quality of the security staff at airports and is of the view that the security personnel are the first point of contact for any airline passenger after embarking from an aircraft, be it domestic or international passenger. As such, the security personnel sets the first impression on the passenger, about the city or the country. It is especially important in case of a foreign traveller and leaves a lasting impression on the mind of the tourist about

the country or the behavioural aspects of its people. Hence, imparting training in soft skills to the passenger frisking security personnel, assumes great significance, especially their behaviour, proper and presentable uniform or body language towards the passenger. The Committee strongly recommends that the Ministry in coordination with the MHA should ensure that CISF and other security staff at airports may be sensitized adequately in soft skills, so that they perform their security duties efficiently without diluting the security activities/responsibilities. The Committee notes that SOP for persons with special needs or 'Divyaangjan' has been drafted by BCAS and same will be finalized after receipt of comments of general public/ stakeholders. The Committee is of the opinion that special care should be taken to deal with passengers with special needs or 'Divyaangjan' and therefore, recommends that the SOP may be expeditiously finalized.

(Para 46)

State-of-the-Art Technological Solutions for Security at Airports

The Committee during its deliberations with the Ministry has often pointed out that at few of the airports, there are long passenger queues during peak hours. In view of the Government guidelines for avoiding public gatherings in the context of the prevalence of Covid-19 pandemic, more steps may be taken to resolve the issue. The Committee also notes that the Ministry proposes to increase the number of flights. The Committee observes that at most of the airports in the country, Door Frame Metal Detectors (DFMDs), Hand Held Metal Detectors (HHMDs) and physical frisking is done on random basis. The Committee is of the opinion that the present system of DFMD/HHMD, besides being obsolete technology, is intrusive on the privacy of passengers. In this context, the Committee recommends that in addition to steps taken to ease queues, the Ministry may also expedite its proposal for installation of Full Body Scanners at airports, which would enhance the technology of frisking of passengers and lead to faster clearance of queues at frisking points. Besides, the number of frisking counters may also be increased at airports and adequate trained personnel should be posted to man these counters effectively.

(Para 52)

The Committee notes the reply of the Ministry, wherein it has been stated that FBS shall be

installed at all airports at pre-embarkation security checks in a phased manner and the airport operators have also been directed to install FBS replacing the DFMD. The Committee notes that airport operators are obliged to procure and provide only those security equipment that meet BCAS specifications. The Committee is of the opinion that such an important issue, which has security implications, should not be left to the airport operators only as BCAS is more competent in technical matters regarding security as compared to airport operators. Hence, the BCAS should not only specify the security equipment to be installed at airports, but also engage itself proactively with the airport operators to train personnel to use it and also maintain them.

(Para 53)

The Committee is also of the opinion that the Ministry should explore the feasibility of Biometric screening of passengers at airports, using tools such as facial recognition, fingerprint and retinal scans which is presently being used at many airports worldwide. The Committee desires that the Ministry may examine the feasibility of retinal scans for frisking passengers, as the retinal scan data of most of the domestic passengers are available in the Aadhaar database. It would also like to point out that biometric security is non-intrusive and faster than conventional screening, which leads to faster screening of passengers and leads to less crowding at airports and is therefore being introduced in many airports abroad. The Committee, therefore, recommends that the global best practices for biometric scanning and screening of passengers should be introduced in the country.

(Para 54)

Radiological Detection Equipment (RDE)

The Committee notes the progress of installation and operationalization of RDE projects and recommends that the work may be completed as per the set deadline. The Committee may also be informed whether RDE projects would be implemented at remaining airports, besides the 24 airports in Phase 1 and 2.

(Para 56)

Automated Tray Retrieval System (ATRS)

The Committee, during the course of its deliberations with the Ministry, had stressed upon the need for installation of sophisticated and State-of-the-Art security equipment and best security practices used globally, at all the Indian airports, to ensure foolproof security. The Committee appreciates the initiatives taken by the BCAS to install the latest security gadgets at airports viz., Centralized Access Control System (CACCS); Full Body Scanners; Radiological Detection Equipment (RDE); Perimeter Intrusion Detection System (PIDS); and Automated Tray Retrieval System (ATRS). The Committee notes that installation of most of the aforesaid security systems have been recently initiated or at planning stage only and that too, only at the major airports only. The Committee notes that there are a total of 118 operational airports out of which 28 are hyper-sensitive; 62 are sensitive; and 28 normal airports. The Committee notes that out of these 118 airports, a miniscule number of airports are proposed to have the security cover of aforesaid advanced security apparatus or gadgets. The Committee stresses upon the need for foolproof security cover at all the Indian airports and atleast at all the 28 hyper-sensitive and 62 sensitive airports in the near future, especially in North-Eastern Region; Jammu & Kashmir; and Left-Wing Extremism (LWE) Regions, keeping in view the increase in security threats due to use of high-tech gadgets even by the terrorists/ extremists, to evade the security apparatus at the airports and create terror at airports/ airplanes and disrupt peace and progress of the country. In the above context, the Committee desires to know the details of the plans for installation of the aforesaid security apparatus at airports and the number of airports included, the stages of implementation and percentage of ground work completed so far, the timeline which has been prescribed for the various airports, airport-wise and whether the Ministry has been successful in achieving the said timelines. The Committee may also be apprised of the deadlines, if any, by which all the airports in the country would get the aforesaid security apparatus.

(Para 60)

ICAO Aviation Security (AvSec) Rating Procedure

The Committee appreciates the high security rating of India vis-à-vis Global/ APAC Standards. It is of the opinion that BCAS should make it a constant endeavour to make the security architecture and procedures dynamic by incorporating new technological advancements and best practices from across the globe. It is further recommended that all

the Aviation Security processes should be streamlined in consultation with the stakeholders.

(Para 63)

Miscellaneous

The Committee also feels that the Ministry should consider a policy to provide a small complimentary water bottle to the passengers in the aircraft, keeping in view the tradition of the country to give highest regard to guests and offer water on arrival.

(Para 64)

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MINUTES

XI

ELEVENTH MEETING

The Committee met at 3:00 P.M. on Tuesday, the 21st December, 2021 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

Members present:

1. **Shri T.G. Venkatesh** – **Chairman**

RAJYA SABHA

2. Shri Prasanna Acharya
3. Shri Sambhaji Chhatrapati
4. Shri Shaktisinh Gohil
5. Shri Md. Nadimul Haque
6. Shri Jugalsinh Lokhandwala

LOK SABHA

6. Shri Anto Antony
7. Shri Tapir Gao
8. Shri Rahul Kaswan
9. Shri Prince Raj
10. Shri Tirath Singh Rawat
11. Shri Rajiv Pratap Rudy
12. Shri Dushyant Singh
13. Shri Ramdas C. Tadas
14. Shri Manoj Tiwari

SECRETARIAT

Shri Puneet Kumar, Joint Secretary
Shri P. Narayanan, Director
Shri Dinesh Singh, Additional Director
Shri Rajendra Prasad Shukla, Additional Director
Shri Ranajit Chakraborty, Under Secretary

Witnesses: -

Ministry of Civil Aviation

- (i) Shri Rajiv Bansal, Secretary
- (ii) Shri Satyendra Kumar Mishra, Joint Secretary
- (iii) Ms. Usha Padhee, Joint Secretary
- (iv) Shri Vimalendra Anand Patwardhan, Joint Secretary & Financial Advisor
- (v) Shri Amber Dubey, Joint Secretary
- (vi) Shri Arun Kumar, Director General, Directorate General of Civil Aviation (DGCA)
- (vii) Shri Nasir Kamal, Director General, Bureau of Civil Aviation Security (BCAS)

- (viii) Shri S.K. Pathak, Chief Commissioner of Railway Safety, Commission of Railway Safety (CCS)
- (ix) Shri Rajmal Khoiwal, Chief Signal & Telecom Engineer, Commission of Railway Safety
- (x) Shri Rajiv Kumar, Deputy Commissioner of Railway Safety, (General), Commission of Railway Safety.
- (xi) Shri B.S. Bhullar, Chairperson, Airports Economic Regulatory Authority of India (AERA)
- (xii) Shri Sanjeev Razdan, Chairman and Managing Director, Pawan Hans Limited
- (xiii) Shri Aurobindo Handa, Director General, Aircraft Accident Information Bureau (AAIB)
- (xiv) Shri Shri M. Suresh, Member (ANS), Airport Authority of India (AAI)
- (xv) Shri Sunil Dutt, Executive Director (Security), Airport Authority of India (AAI)

Central Industrial Security Force (CISF)

- (i) Shri Pramod Shripad Phalnikar, IPS/ Additional Director General, Airport Sector

At the outset, the Chairman welcomed the Members of the Committee and the representatives of Ministry of Civil Aviation, Directorate General of Civil Aviation, Central Industrial Security Force, and others to the meeting and informed them of the agenda for the meetings i.e. * * * and Issues related to Security in Civil Aviation Sector.

2. Thereafter, the Chairman emphasized on Security aspect of Civil Aviation Sector, and queried the Ministry about implementation of best security features in Indian Aviation Sector as compared to the global security standards and whether the security measures adopted in the country have progressed to the global level. Expressing serious concern over selection/purchase and installation of cheaper security equipments available in the market by airport operators, the Chairman suggested the Ministry to look into the aspect of equipment selection and also identify and regulate the process of employing best practices of the world-class airports to develop Indian airports in a better way. He also asked the Ministry to inform the Committee about the time required to fill the identified gaps in implementing selected best practices to the Indian airports.

*Relates to other matters

3. The Members raised several issues and queries regarding the Security issues viz. simplifying security procedures at the airports, easy handling of flyers carrying useless ammunition(s), operationalization of old planes which pose a threat to passenger-security, linking Aadhaar Card and retina of passengers in context of counter-insurgency operations, involvement of Federal Aviation Administration (FAA) and Federal Intelligence Units (FIUs) to combat of chemical water/gas weapons threat, doing case histories of people travelling through air, preparation of reports on the basis of COSCA research on passenger frisking points, involvement of COSCA with CISF, APSUs and BCAS to operate Flying Training Schools and deployment of staff, SOP mechanism for mandatory screening practices at the State- owned airports, upgrading the role of CISF-COSCA in terms of securing the airports, installing biometric facial identification at the airports, creation of voice-activated self-service booths, recordkeeping of flight operations and building mechanisms to track potential hazards at non-sterile and sterile airports; Aviation Staff issues viz. giving choice of postings/ hometown postings to Security Personnel, incentives to female CISF staff and granting off-days in order to improve their living standards, tackling shortage of CISF staff at the airport, creating a master plan to fill-up vacancies; and Passenger issues viz. educating passengers on luggage rules for hassle-free boarding, student-baggage entitlements, checked and unchecked baggage, provision of full-body scanning facility to eliminate risk of spreading Coronavirus, proper positioning of efficient Immigration Bureau officials at the airport immigration desks, lack of sensitivity during screening on part of security personnel with Persons with Disabilities, civilized treatment of passengers, streamlining the process between boarding and gate closing time, security and baggage fees for non-baggage flyers, streamlining AEP (Airport Entry Passes) issuance process etc.

4. * * * The Members also asked the Ministry and COSCA to provide reports to the Committee on the number of PWDs travelling by air and whether any of them have been declared a security hazard and the best practices employed to take care of PWDs like free-moving space and sensitization towards autistic children. Members also queried the Ministry regarding core and non-core security activities handled by the CISF, NSG and other security agencies at the airports, etc.

5. Members then suggested that private airport operators should also be called to the future meeting of the Committee to give their inputs on security activities and overall operations at the airports. The Ministry was asked to apprise the Committee of report made

*Relates to other matters

on advantages/disadvantages of Greenfield and Brownfield projects in order to create awareness among the Committee Members regarding the same.

6. The Chairman of the Committee observed that India can position itself at the top through upgradation of security scan equipments, use of courteous language & gestures by the security personnel with the passengers, permitting belts through airport security checks, upgrading security check counters and runways with the cooperation of State Governments etc.

7. * * * * * The witnesses responded to some of the queries raised by the Chairman and Members of the Committee. The Chairman directed them to furnish written replies to queries/points/issues raised by him and the Members of the Committee.

(The witnesses then withdrew)

8. A verbatim record of the proceedings of the meeting was kept.

9. The meeting adjourned at 4:45 P.M.

*Relates to other matters

XX

TWENTIETH MEETING

The Committee met at 2:30 P.M. on Wednesday, the 30th March, 2022 in Committee Room – ‘A’, Ground Floor, Parliament House Annexe, New Delhi

Members present:

1. **Shri T.G. Venkatesh** – **Chairman**

RAJYA SABHA

2. Shri Prasanna Acharya
3. Shrimati Priyanka Chaturvedi
4. Shri Jugalsinh Lokhandwala
5. Shri Vinay Dinu Tendulkar

LOK SABHA

6. Shri Anto Antony
7. Shri Tapir Gao
8. Shri Shri Ramesh Chandra Majhi
9. Shri Sunil Baburao Mendhe
10. Shri K. Muraleedharan
11. Shri Sunil Kumar Pintu
12. Shri Tirath Singh Rawat
13. Shrimati Mala Roy
14. Shri Dushyant singh
15. Shri Ramdas C. Tadas

SECRETARIAT

Shri Puneet Kumar, Joint Secretary

Shri Swarabji B., Director

Shri Rajendra Prasad Shukla, Additional Director

Shrimati Subha Chandrashekar, Deputy Secretary

Shri Ranajit Chakraborty, Under Secretary

At the outset, the Chairman extended a very warm welcome to the Members of the Committee. He informed them that the agenda for the meeting is to consider and adopt the following Draft Reports on:-

- (i) * * *;
- (ii) Issues related to Security in Civil Aviation Sector.

2. The Committee suggested some minor changes in the abovementioned draft Reports. The Committee authorized the Chairman to carry out the changes. The Committee, thereafter, adopted the draft Reports alongwith some minor modifications/additions.

3. The Committee decided to present/lay the Reports to the Rajya Sabha in Parliament on 31st March, 2022. The Committee also authorized the Chairman, and in his absence, Shri Prasanna Acharya, M.P., to present the Reports in Rajya Sabha. Shri Dushyant Singh, M.P. and in his absence, Shri Ramesh Chandra Majhi, M.P. was authorized to lay the abovementioned Reports on the Table of Lok Sabha on 31st March, 2022.

4. The meeting adjourned at 11:00 A.M.

*Relates to other matters

ANNEXURE - I**List/ Categorization of Airports under CISF cover**

Hyper-Sensitive		Sensitive				Normal	
S. No.	Airport	S. No.	Airport	S. No.	Airport	S. No.	Airport
1.	Amritsar	1.	Agra	22.	Goa	1.	Gwalior
2.	IGI Delhi	2.	Chandigarh	23.	Nagpur	2.	Rajkot
3.	Jaipur	3.	Indore	24.	Vadodara	3.	Bhavnagar
4.	Varanasi	4.	Bhuntar	25.	Calicut	4.	Shirdi
5.	Lucknow	5.	Kanpur	26.	Cochin		
6.	Agartala	6.	Shimla	27.	Coimbatore		
7.	Bagdogra	7.	Udaipur	28.	Mangalore		
8.	Guwahati	8.	Dehradun	29.	Tirupati		
9.	Imphal	9.	Khajuraho	30.	Trichy		
10.	Kolkata	10.	Dibrugarh	31.	Trivandrum		
11.	Raipur	11.	Dimapur	32.	Vizag		
12.	Bangalore	12.	Gaya	33.	Tezpur		
13.	Chennai	13.	Jorhat	34.	Shillong		
14.	Hyderabad	14.	Lilabari	35.	Bhubaneswar		
15.	Mumbai	15.	Patna	36.	Diu		
16.	Pune	16.	Ranchi	37.	Portblair		
17.	Jodhpur	17.	Silchar	38.	Madurai		
18.	Ahmedabad	18.	Aurangabad	39.	Kannur		
19.	Srinagar	19.	Porbandar				
20.	Jammu	20.	Bhopal				
21.	Leh	21.	Bhuj				

21st December, 2021

**LIST OF WITNESS WHO APPEARED BEFORE THE DEPARTMENT-RELATED
PARLIAMENTARY STANDING COMMITTEE ON TRANSPORT, TOURISM AND
CULTURE**

Ministry of Civil Aviation

1	Shri Rajiv Bansal	Secretary
2	Shri Satyendra Kumar Mishra	Joint Secretary
3	Ms. Usha Padhee	Joint Secretary
4	Shri Vimalendra Anand Patwardhan	Joint Secretary and Financial Advisor
5	Shri Amber Dubey	Joint Secretary
6	Shri Arun Kumar	Director General, DGCA
7	Shri Nasir Kamal	Director General, BCAS
8	Shri S. K. Pathak	Chief Commissioner of Railway Safety, CRS
9	Shri Rajmal Khoiwal	CSTE, CRS
10	Shri Rajiv Kumar	Deputy CRS (G), CRS
11	Shri B. S. Bhullar	Chairperson, AERA
12	Shri Sanjeev Razdan	CMD, Pawan Hans Limited
13	Shri Aurobindo Handa	Director General, AAIB
14	Shri M. Suresh	Member (ANS), AAI
15	Shri Sunil Dutt	Executive Director (Security), AAI

Central Industrial Security Force

16.	Shri Pramod Shripad Phalnikar, IPS	Additional DG/ Airport Sector
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