

F. No. AERA/20010/AAI-UDF/2009-10
Consultation Paper 05/2009-10



Airports Economic Regulatory Authority of India

**Proposal of AAI to levy User
Development Fee at Trivandrum
International Airport**

**Rajiv Gandhi Bhawan
Safdarjung Airport
New Delhi – 110 003**

26th March, 2010

Subject: TO CONSIDER THE PROPOSAL OF AAI TO LEVY USER DEVELOPMENT FEE (UDF) AT TRIVANDRUM AIRPORT.

The Airports Authority of India (AAI), is a body constituted under the Airports Authority of India Act, 1994. AAI manages 128 airports including Civil Enclaves. AAI also provides air navigation services over the Indian airspace covering an area of 2.8 million square nautical miles of land mass and the adjoining oceanic area.

2. Trivandrum International Airport is one of the airports owned and managed by the AAI. The actual annual passenger throughput at this airport during 2008-09 was 19,54,882, which is in excess of 1.5 million passengers per annum (mppa). Hence, Trivandrum International Airport is a 'major airport' as defined in clause (i) of Section 2 of the Airports Economic Regulatory Authority of India Act, 2008 ('the Act'). As per 2008-09 traffic statistics, the international passengers comprised 75.39% of the total passenger throughput. Further, in terms of Sec 13 (1) (b) of the Act, Authority shall, inter alia, determine the amount of development fees in respect of major airports. Furthermore, Rule 89 of the Aircraft Rules, 1937, provides that the licensee (of an aerodrome) may levy and collect at a major airport the User Development Fee at such rates as may be determined under clause (b) of sub-section (1) of Section 13 of the Act.

3.1 AAI has made an application on 24.12.2009 to the Authority seeking levy of User Development Fee (UDF), at Trivandrum International Airport in view of the construction of the New International Terminal Building (NITB) thereat. As has been indicated subsequently, Authority examined this proposal and had series of consultations with AAI. It has been stated that with the saturation of the existing international terminal building and with no scope for expansion at its present location due to site constraints, AAI has constructed the NITB (towards Chakai canal side) that will cater to 800 departing and 800 arriving passengers at a time. The existing terminal area of 9000 sq. mtr. would increase to 32000 sq. mtr. after the commissioning of NITB. The project was approved by the Central Government, at an estimated cost of Rs.245.58 crores, vide letter AV.24018/1/1999-VB dated 3rd October, 2006 (**Annexure-I**). Further, AAI vide their additional submission dated 22.03.2010, stated that the completion cost of the project is estimated at Rs.289.60 crores (**Annexure II**). It, inter alia, includes the cost of aerobridges, apron, taxi link, car park and approach road. AAI have stated that the Internal Rate of Return (IRR) and the Economic Rate of Return (ERR) of the project, calculated as per Government guidelines, works out to -0.71% and 0.24%, respectively. Pursuant to several discussions and exchange of correspondence, the AAI made final submissions, in respect of the proposal, containing requisite details vide letter No.AAI/CHQ/REV/AERA/09 dated 19.03.2010 (**Annexure-III**).

3.2 AAI has submitted that the NITB is likely to be commissioned during March-April, 2010 and in order to make the project viable and to attain a

reasonable rate of return the levy of UDF is imperative. AAI has proposed to levy and collect UDF @ Rs.550/-per embarking domestic passenger and @ Rs. 1020/- per embarking international passenger, on an ad-hoc basis, for a period of 10 years effective April, 2010. Alternately, a levy @ Rs.280/- per embarking domestic passenger and @ Rs. 715/- per embarking international passenger has been proposed, on an ad-hoc basis, for a 15 year period.

3.3 Further, AAI has vide letter No.AAI/CHQ/REV/AERA/10 dated 22.03.2010, stated that the NITB is complete and that it would like to operationalise the same at the earliest. It has been requested that ***“levy of UDF at Trivandrum Airport may be approved so that the levy may coincide with the commissioning of the terminal.”***

4.1 The Authority is, presently, in the process of finalizing its regulatory philosophy and approach in economic regulation of airports and air navigation services. In this connection, a Consultation Paper (No.03/2009-10) has been issued on 26.02.2010 wherein the Authority has set out its tentative positions on various issues before it, including in respect of levy of UDF. In view of the submission of AAI, the Authority proposes to proceed with ad-hoc determination of UDF pending tariff determination in the first cycle.

4.2 Rule 89 of the Aircraft Rules, 1937 reads as under:
User Development Fee – The licensee may

(a) Levy and collect at a major airport the User Development Fees at such rate as may be determined under clause (b) of sub-section (1) of section 13 of the Airports Economic Regulatory Authority of India Act, 2008;

(b) levy and collect at any other airport the User Development Fees at such rate as the Central Government may specify.

However, no methodology has been prescribed in the Aircraft Rules for determining the UDF. The Concession Agreements for Bangalore International Airport Ltd (BIAL) and Hyderabad International Airport Ltd (HIAL) provide for **levy of UDF “from embarking domestic and international passengers, for the provision of passenger amenities, services and facilities” and for the UDF to be “used for the development, management, maintenance, operation and expansion of the facilities at the Airport”**. The draft guidelines issued by the Ministry of Civil Aviation noted that levy of UDF was to be considered only in cases and years where the target revenue of a major airport was projected to fall short of the **admissible expenditure. Hon’ble High Court of Kerala, in its judgement in the case of Commissioner of Central Excise Vs. Cochin International Airport Ltd. [2009 (16) S.T.R. 401 (Ker.)], has noted that the purpose of UDF “is to augment revenue”**. Thus, UDF may be taken as a revenue enhancing measure to ensure economic viability of the airport operations.

5. It is noted that:

- (i) The project has an IRR and ERR of -0.71% and 0.24% respectively, which is way below the benchmark rate of 12% for the public projects.
- (ii) The project, including the project cost estimate, has been approved by the Central Government after due consideration.
- (iii) The NITB is expected to be commissioned shortly. Therefore, a decision regarding levy of UDF needs to be taken immediately.
- (iv) The Authority has not yet taken a final position in respect of economic regulation of airports. Therefore, the tariff determination in respect of the Trivandrum International Airport would take time. In the interim, the revenue enhancement through UDF could be considered, on an ad-hoc basis, as proposed by AAI. In case this is not considered, the target revenue and the loss to be recouped would be higher at the time of tariff determination.
- (v) The proposal made by the AAI does not contemplate any change in aeronautical tariff (i.e. airline related charges). The rates of UDF would have to be, therefore, calibrated based on the changes in the airline related charges that the Authority may allow at the commencement of first tariff cycle. Any increase in airline related charges is likely to result in reduction in rate/tenure of UDF.

6.1 In the light of the position noted in para 5 above, the submissions made by AAI along with the workings have been examined.

6.2 **Return** - AAI, has calculated the UDF rate such that the Net Present Value (NPV) of the profit after tax, from aeronautical revenues equals the NPV of the expected post tax return on the capital employed. The Target Revenue (TR) has been computed as: $TR = (EA + NA) * 12\%$

EA= Value of the existing assets at Trivandrum Airport

NA= Value of the New Asset

UDF = TR- Projected Revenue.

6.3 **Regulatory Asset Base (RAB)** - For the purpose of arriving at the RAB, the book value of the assets as on 31.03.2009 (Rs.78 crores) and value of the new assets (Rs.289.60 crores), i.e., the NITB to be commissioned in April'2010, has been considered.

6.4 **Traffic Projections** – Following traffic projections have been made in respect of passenger traffic and aircraft movements:

Passenger	Domestic	15% in 2009-10, 12% thereafter
	International	10% in 2009-10 to 2011-12 & 12% thereafter

Aircraft	9.7% in 2010-11
	8.9% in 2011-12
	10% in 2012-13 to 2016-17 and @ 10.9% upto 2019-2020

It is noted that the traffic projections are broadly in line with the past national trends viz. domestic traffic grew at a CAGR of 13% over the last 8 years; international traffic @ 13.9 % over the last 8 years and the aircraft movements @ 16.5 % over the 8 year period from 2001-02 to 2008-09.

6.5 **Revenue :**

6.5.1 **Aeronautical Revenue** - The growth of aeronautical revenues (landing, housing & parking) and Passenger Service Fee (PSF) is in line with the traffic projections for aircraft and passenger growth. However, no increase in rates of these charges has been contemplated. AAI has not considered any revenue from the Security Component of PSF and has correspondingly excluded the security expenses of the airport from the purview of UDF determination.

6.5.2 No revenues from Terminal Navigation & Landing Charges (TNLC) and Route Navigation Facility Charge (RNFC), for incoming flights, have been considered and the corresponding expenses have also been excluded.

6.6 **Non-Aeronautical Revenue**

6.6.1 Based on the increase in the terminal floor space due to the addition of the NITB (from 9000 sq mtr to 32000 sq mtr) AAI has projected its non-aero revenue from trading concessions, rent and services, to increase by nearly 100% (i.e. double) in the first year of commissioning, i.e., 2010-11. Thereafter, taking in to account the built-in escalation clauses in its commercial agreements as also agreements with Oil Companies for throughput charges, taking a long term view, 10% growth rate has been considered. Authority will go deeper into these projections at the time of final tariff determination and based on its final position in this regard as may be crystallized after taking into account the responses and submissions it has received on the Consultation Paper No. 03/2009-10 of 26.02.2010 referred to above.

6.6.2 AAI has not considered any revenue from City Side development at Trivandrum Airport. It has been stated that ***“AAI has decided to take up development of 10 airports in first phase i.e. Amritsar, Jaipur, Lucknow, Vizag, Bhubneswar, Indore, Ahmedabad, Begumpet, Kolkata & Guwahati. Since Trivandrum airport is not included in list, no revenue from it has been considered in the calculations.”***

6.7 **Expenditure :**

6.7.1 **Pay and Allowances** – An increase of 25% in pay & allowances has been assumed in 2010-2011, 8% p.a from FY 2011-2012 to FY 2019-2020, excepting in FY 2017-2018 where the increase is assumed @ 30%. It has been stated that the effect of increments, increase in DA and promotions works out to approximately 8% and increase in staff expenses on commissioning of new terminal building by 25% takes care of the regular increase as also deployment of manpower commensurate with size and operation of the NITB. The 30% increase in FY 2017-2018 is estimated due to likely revision of pay scales w.e.f. 2017. It is reasonable to assume that the manpower requirement for managing the much bigger NITB would be on a higher side. The quantum of increase would require detailed examination at the tariff determination stage. However, the same is being accepted for the time being as AAI has projected an increase of 25% only when the area to be maintained would be three times bigger. Other assumptions also appear to be, prima-facie, reasonable in as much as :

- a) The 8% growth rate is stated to be based upon historical trends.
- b) The wage revision in Central Public Sector Undertakings is normally taken up after every 10 years and the last revision was effective 2007.

6.7.2 **Repairs and Maintenance (R&M)** - A 100% increase in R&M expenses in the year of commissioning (over the previous year's actuals) has been assumed and thereafter an increase at a rate of 10% pa. AAI has assumed a higher initial expenditure due to increase in terminal building area from 9000 sq mtr to 32000 sq mtr (old+new) involving larger area for upkeep, more civil & electrical repairs and inclusion of new equipments & systems under R&M. The projected increase, therefore, appears to be, prima-facie, reasonable, subject to detailed examination at the tariff determination stage.

6.7.3 **Electricity & Water Charges** - AAI has assumed an increase of 150% in the electricity and water charges (based on actuals of previous year) in the year of commissioning and thereafter an increase at a flat rate of 10% pa. The higher initial expenditure estimated by AAI is due to increase in terminal building area and consequently the increase in air-conditioning expenses, lighting and electrical & electronic equipments. The projected increase, therefore, appears to be, prima-facie, reasonable subject to detailed examination at the tariff determination stage.

6.7.4 **Interest on Borrowings** – AAI has assumed an interest rate of 9% on a loan of Rs.95 crores with 25% repayment from the financial year 2013-14 onwards. However, the same is only based on the action plan of AAI and the actual amount of loan and the interest rate may vary. In view of this uncertainty, the cost of debt cannot be determined. Hence, the same is not being provisioned for the present.

6.7.5 **Other miscellaneous expenditure** - AAI has not given any break-up of the miscellaneous expenditure. They have assumed an increase of 100% in the miscellaneous expenditure in the year of commissioning (over the previous year's actuals) and thereafter a regular increase @ 10% pa. Considering the large increase in the size of the terminal(s), these assumptions could be accepted for the time being subject to detailed examination at a later stage.

6.7.6 **Apportionment of Corporate Head Quarters (CHQ)/Regional Head Quarters RHQ Expenses** - AAI has assumed a uniform growth rate of 7.5% pa except in 2017-18 where a rate of 12% is considered. The expenses of CHQ & RHQ have been apportioned over the airports based on the number of employees which is, as per the existing accounting policy of AAI.

6.7.7 **Depreciation** – The depreciation rate applied is as per AAI's approved accounting policy considering the useful life of the assets. However, in the instant proposal, AAI has considered depreciation on straight line method at weighted average rate of 10% on the entire RAB (i.e. existing & new assets) and has claimed depreciation from 2009-10 on the new asset in their calculations. In the Consultation Paper No.03/2009-10, the Authority has stated that it will adopt a capitalised financing approach, which will ensure that users do not have to pay for assets until they have been commissioned and are in use. Hence, the UDF needs to be reworked to capture depreciation from FY 2010-11 onwards for the new asset, i.e., the NITB. Further, for a more accurate determination, the depreciation rates need to be considered as under :

- a) Actual rates, as per accounting policy, in respect of existing assets; and
- b) in respect of new assets in the absence of breakup of the individual components, the weighted average depreciation rate (11.75%) based on the classification of existing assets.

6.8 **Weighted Average Cost of Capital (WACC)** - AAI has assumed a post tax nominal WACC of 12%, which is the bench mark rate for public projects. Authority at this stage refrains from commenting on the this benchmark rate since this exercise is for ad-hoc determination of UDF. Tentative position of the Authority in regard to fair rate of return and determination of WACC is put forth in the Consultation Paper dated 26.02.2010 referred to above.

6.9 **Till** – AAI have assumed hybrid till with 30% non aeronautical revenue being considered for the UDF determination. However, the Authority in its **Consultation Paper dated 26.02.2010, has tentatively decided to adopt "Single Till" approach. Thus, the "Single Till" approach could be adopted in the present case.**

6.10 **Corporate Tax** – AAI has considered corporate tax rate @ 33.99%, i.e., standard rate.

6.11 **Discount rate** – AAI has adopted a discount @ 12% to determine the NPV of Target Revenue. Considering that the WACC is being taken @ 12%, the Authority, for the present, has taken the discount at the same rate as the WACC rate.

6.12 **Service Tax** – AAI has considered the levy of Service Tax on the UDF and has proposed the rates inclusive of Service Tax. Authority is conscious of the fact that in the case of Commissioner of Central Excise Vs. Cochin International Airport Ltd. (Supra), the Hon'ble High Court of Kerala has held that Service Tax is not leviable on UDF. However, this is an issue to be decided by the relevant tax authorities based upon the laws of the land. Therefore, UDF rates have been worked out exclusive of Service Tax. In case the same is held to be leviable, the incidence of such tax would be a pass through.

6.13 To Summarise:

- (i) **AAI's projections in respect of traffic (passenger & Aircraft movements)**, aeronautical revenue, expenditure (except interest on borrowings and depreciation) are proposed to be accepted for the present subject to detailed examination at the final determination of stage.
- (ii) The cost of borrowings is not being considered for the time being for reasons explained in para 6.7.4 above.
- (iii) New assets are proposed to be depreciated at weighted average rate of 11.75 from the year 2010-11 onwards.
- (iv) AAI has assumed a WACC of 12%, which is the same as benchmark rate for public projects. Discount rate is proposed at the same rate as the WACC.
- (v) Single Till is being adopted as against the 30% hybrid till proposed by AAI.
- (vi) Corporate tax is considered at the standard rate. Further, UDF rates are calculated net of Service Tax, if any.

7.1 Keeping in view the position explained above, the proposal has been reworked for a 10 year period and 15 year period. Calculations are also made if UDF is recovered only from international passengers. The details of four different scenarios are at **Annexures – IV, V, VI & VII**, which are summarized below :

UDF per embarking Passenger	Domestic	International
Net for 10 year period (Rs)	130	713 (say 710)
	0	759 (say 755)
Net for 15 year period (Rs)	130	529 (say 525)
	0	575

7.2.1 It is observed that in terms of Section 13 (2) of the Act, the tariff determination is to be made on a quinquennial basis. Therefore, it is for consideration whether UDF determination could be made for a 10 year or 15 year period.

7.2.2 UDF is considered a measure of revenue enhancement. From this perspective, Authority proposes to determine UDF over the five year term, recognizing the fact that in the second tariff cycle, UDF will need to be reworked based on the experience of the first regulatory cycle and future projections/forecasts for the subsequent ones.

8. In the above facts and circumstances, following options are available :

- (i) Whether to levy UDF @ Rs. 130/- per embarking domestic passenger and @ Rs. 710/- per embarking International passenger, on an ad-hoc basis, based on the figures for a period of 10 years; or
- (ii) Whether to levy UDF @ Rs. 130 /- per embarking domestic passenger and @ Rs.525/- per embarking International passenger on an ad-hoc basis, based on the figures for a period of 15 years; or
- (iii) Whether to levy UDF @ Rs. 755 /- per embarking International passenger on an ad-hoc basis, based on the figures for a period of 10 years; or
- (iv) Whether to levy UDF @ Rs. 575 /- per embarking International passenger on an ad-hoc basis, based on the figures for a period of 15 years.

9. On a careful consideration, it is felt that:

- (i) Balancing the interest of passengers (i.e. keeping the charges as low as possible) and the viability of the project, the UDF rates could be considered on the basis of figures for 10 year period.
- (ii) The determination is being made on an ad-hoc basis. NITB is meant only for international passengers. In the personal submissions made before the Authority, AAI has, on the balance, indicated a preference for restricting the levy to international passengers only based on the figures for a period of 10 years. Thus, for the present, levy is proposed only in respect of international passengers.

10. In view of the above, the Authority proposes to approve the levy of UDF at the Trivandrum International Airport @ Rs.755/- per embarking international passenger, (exclusive of statutory levies, if any) purely on an ad-hoc basis, with effect from the date of commissioning of the New International Terminal Building, based on the figures for a period of 10 years. This ad-hoc determination would be reviewed at the stage of tariff determination for the first cycle and thereafter at such intervals as the Authority may decide.

11. The Authority solicits feedback, comments and suggestions from stakeholders on the proposal contained in para 10 above. Comments/submissions may please be furnished to the Authority, **latest by Friday, 9th April, 2010**, at the following address:

Shri Sandeep Prakash,
Secretary,
Airports Economic Regulatory Authority of India,
Room No. 58, Rajiv Gandhi Bhawan,
New Delhi.
Tel: 011-24616025 Fax: 011-24656214
Email: sandeep.moca@nic.in
sandeep.prakash@aera.gov.in

Yashwant S. Bhawe
Chairperson

Most Immediate
Out Today

ANNEXURE - I

No. AV.24018/1/1999-VB
Government of India
Ministry of Civil Aviation

'B' Block, Rajiv Gandhi Bhavan
New Delhi, Dated 3rd October, 2006

1 - on leave

1 - ops office

1 -

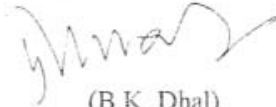
To
The Chairman
Airports Authority of India
R G Bhavan
New Delhi.

Sub - Construction of New International Terminal Building at Trivandrum airport
at an estimated cost of Rs.245.58 crores (Phase-I Rs.165.58 crores + Phase II
Rs 80 crores)

Sir,

I am directed to refer to AAI's U.O. No.Plg/518/2.9/Triv/2006 dated 16th March, 2006 on the above subject and to convey the approval of the competent authority for the construction of New International Terminal Building at Trivandrum airport in two phases at an estimated cost of Rs.245.58 crores with a foreign exchange component of Rs.26.92 crores (Phase-I Rs.165.58 crores + Phase II Rs.80 crores) as per the scheme contained in the feasibility report submitted to the Government. The terminal should conform to best Asian Service Standards and the project implementation should be closely monitored to avoid time and cost overrun.

Yours faithfully,



(B.K. Dhal)

Under Secretary to the Government of India

10/10/06



775/Secy/10
22/2/10
567/AERA-10
23.03.10

ANNEXURE - II
भारतीय विमानपत्तन प्राधिकरण
AIRPORTS AUTHORITY OF INDIA

AAI/CHQ/REV/AERA/09

22nd March, 2010

The Secretary,
AERA,
Rajiv Gandhi Bhawan
New delhi-110003

Handwritten signature and initials, including '567' and '23.03.10'.

Sub: levy of UDF at Trivandrum Airport

Sir,

Kindly refer to our letter of even no. dated 19th March, 2010 on the above subject.

In this regard it is informed that the project was approved by PIB for an amount of Rs. 245.58 crores. A copy of the approval conveyed by the ministry vide letter no. AV.24018/1/1999-VB dated 3rd October, 2006 is enclosed. Further, the completion cost of the project is estimated to be Rs. 289.60 crores. A copy of the report given by the Trivandrum Project office vide letter no. AAT/ENGG(C)/PD/2009 dated 05.03.2009 is also enclosed for information.

Yours faithfully,


(M. Ravi Varma)
General Manager(F&A)

Encl. : As above.

Most Immediate
Out Today

No.AV.24018/1/1999-VB
Government of India
Ministry of Civil Aviation

'B' Block, Rajiv Gandhi Bhavan
New Delhi, Dated 3rd October, 2006

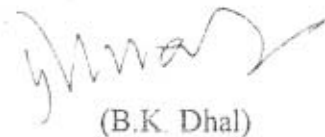
on leave
980 OPS office
To
The Chairman
Airports Authority of India
R G Bhavan
New Delhi.

Sub - Construction of New International Terminal Building at Trivandrum airport
at an estimated cost of Rs.245.58 crores (Phase-I Rs.165.58 crores + Phase II
Rs 80 crores)

Sir,

I am directed to refer to AAI's U.O. No.Plg/518/2.9/Triv/2006 dated 16th March, 2006 on the above subject and to convey the approval of the competent authority for the construction of New International Terminal Building at Trivandrum airport in two phases at an estimated cost of Rs.245.58 crores with a foreign exchange component of Rs.26.92 crores (Phase-I Rs.165.58 crores + Phase II Rs.80 crores) as per the scheme contained in the feasibility report submitted to the Government. The terminal should conform to best Asian Service Standards and the project implementation should be closely monitored to avoid time and cost overrun.

Yours faithfully,



(B.K. Dhal)

Under Secretary to the Government of India

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आई.एस.ओ. 9001-2000 प्रमाणित वायुमार्ग
ISO 9001-2000 Certified Airport

भारतीय विमानपत्तन प्राधिकार
AIRPORTS AUTHORITY OF INDIA

No.AAT/ENGG(C)/PD/2009/

Dated: 05.03.2009

Executive Director Engg.
Airports Authority of India,
Operational Offices,
Gurgaon Road,
New Delhi.

Sub: Year-wise expenditure details for the New International Terminal
Complex at Trivandrum Airport

Sir,

As desired the details of expenditure, year-wise is given below for your
kind information.

S.No.	Name of Work	2006-07	2007-08	Rupees in crores		
				2008-09	2009-10	
				Upto Feb.09	Likely Exp. upto Mar 09	Likely Exp.
1.	C/o NITC across the runway on Chackal side at Trivandrum Airport	14.13	42.47	70.28	93.00	140.00

Thanking you,

total 289.60 ✓

Yours faithfully,

V.K. Malhotra
(V.K. MALHOTRA) 05/03/09
GENERAL MANAGER (ENGG)

Copy to:

Shri L. Kupplulingam,
DGM (ENGG)



ANNEXURE - III

भारतीय विमानपत्तन प्राधिकरण
AIRPORTS AUTHORITY OF INDIA

AAI/CHQ/REV/AERA/09

19th March, 2010

The Secretary,
Airports Economic Regulatory Authority of India
Rajiv Gandhi Bhawan
New Delhi-110003

Sub: Levy of UDF at Trivandrum Airport

Sir,

In continuation to our letter of even no. Dated 25.02.2010, we are enclosing a revised proposal for levy of UDF at Trivandrum Airport duly incorporating the details of Non-Traffic Revenue and CHQ expenses etc. The key assumptions have also been amplified and justification for the growth rate adopted in expenses and revenue has been indicated.

It is requested that approval of AERA may be conveyed for the proposal at the earliest.

Yours faithfully,

(M. Ravi Varma)
General Manager(F&A)

Encl.: As above.



AIRPORTS AUTHORITY OF INDIA

Revised Proposal for levy of UDF

At

Trivandrum Airport

FINANCE & ACCOUNTS DIRECTORATE

CONTEXT

Airports Authority of India manages 128 airports including Civil Enclaves. AAI also manages the Indian airspace covering an area of 2.8 million square nautical miles of land mass and the adjoining oceanic area as accepted by International Civil Aviation Organization (ICAO). However, very few of these airports are profit making. The airports are being provided and managed to meet the Socio-economic objectives of the Govt. and also to provide connectivity.

AAI has set an ambitious targets of over Rs. 12000 crores for modernization/up-gradation of the airports infrastructure and air navigational services across the country during 11th Five Year plan which includes modernization / up-gradation of Non-Metro airports and two mega projects at Kolkata & Chennai airports, besides modernizing Air Traffic facilities.

As many of these airports are loss making, it is imperative that UDF is levied to attain a reasonable rate of return.

PROJECT BRIEF

1. INTRODUCTION

Trivandrum airport initially handled Domestic traffic and few International flights. As per the Government policy it was a Custom Airport. As the passenger traffic increased due to job opportunities in the Gulf countries and international tourism in the catchment areas, the need for direct international flights was felt. Hence, the airport was declared as International Airport in 1991. The Government of Kerala was also interested in the development of Trivandrum Airport, as it was the only international airport in Kerala at that time.

The existing International Terminal Building can cater to 260 arriving and 260 departing passengers. The international traffic during 2004-05 was 8.71 lakhs passengers which had increased to 14.73 lakhs (FY 2008-09). The existing terminal building is already saturated and there was no scope for expansion for the existing terminal at its present location due to site constraints.

2. PRESENT PROPOSAL

The New International Terminal building is coming up towards Chakai canal side and will handle 800 departing and 800 arriving

passengers. The project cost of new terminal building has been worked out to be Rs. 289.60 crores, which includes the cost of the aerobridges, apron, taxi link, car park and approach road.

3. SALIENT FEATURES OF THE PROJECT

- 3.1 Centrally air-conditioned integrated Terminal Building of plinth area of 23299 Sqms. including all passenger facilities.
- 3.2 Construction of two in-contact and two remote bays.
- 3.3 Taxi link.
- 3.4 Approach Road and Car parking.
- 3.5 Bulk services, sewerage, drainage water and power supply.
- 3.6 Horticulture work.
- 3.7 Sewerage Treatment Plant.

4. PERIOD OF CONSTRUCTION

The new international terminal building is nearing completion and is expected to be completed in the month of March, 2010.

5. INTERNAL RATE OF RETURN

The IRR and ERR of the project works out -0.71% and 0.24%

respectively. In order to provide the world class facilities to the customers and to boost tourism & economic growth of the region, the construction of new international terminal building has been taken up.

6. ESSENTIALITY OF THE PROJECT

In pursuit of the corporate mission of AAI “ To provide utmost satisfaction to the passengers” and constantly works towards up gradation of the passenger facilities to International standards, the project is being taken up. The guide lines and directives given by Ministry of Civil Aviation to enhance the International passenger facilities at Trivandrum Airport shall also be met by the present project. The construction of the new International terminal building will enhance passenger facilities in tune with the international standards, besides attracting international tourist, promote health tourism and help towards over all growth of the region.

LEGAL FRAMEWORK FOR LEVY OF UDF

I AAI Act:

As per Section 22A of AAI Act, the Authority may, after the previous approval of the Central Government in this behalf, levy on, and collect from, the embarking passengers at an airport, the development fees at the rate as may be prescribed and such fees shall be credited to the Authority and shall be regulated and utilized in the prescribed manner, for the purposes of :-

- (a) funding or financing the costs of upgradation, expansion or development of the airport at which the fee is collected; or
- (b) establishment or development of a new airport in lieu of the airport referred to in clause (a); or
- (c) investment in the equity in respect of shares to be subscribed by the Authority in companies engaged in establishing, owning, developing, operating or maintaining a private airport in lieu of the airport referred to in clause (a) or advancement of loans to such companies or other persons engaged in such activities.

II Aircraft Rules, 1937

As per Section 89 of the Aircraft Rules, 1937, The licensee may, -

- (i) levy and collect at a major airport the User Development Fee at such rate as may be determined under clause (b) of sub-section (1) of section 13 of the Airports Economic Regulatory Authority of India Act, 2008;
- (ii) levy and collect at any other airport the User Development Fees at such rate as the Central Government may specify.

III ICAO Guidelines

Section 29 of ICAO's Policies on Airport Charges (Doc 9082, 2009 edition) states that "...where an airport is provided for international use, the users shall ultimately bear their full and fair share of the cost of providing the airport..."

Section 30 of the above-mentioned document, among other things, states that:

- a) "...The cost to be shared is the full cost of providing the airport and its essential ancillary services, including appropriate amounts for cost of capital and depreciation of assets, as well as the costs of maintenance, operation, management and administration, but allowing for all aeronautical revenues plus contributions from non-aeronautical revenues accruing from the operation of the airport to its operators
- b) "...airports may produce sufficient revenues to exceed all direct and indirect operating costs (including general administration, etc.) and so

provide for a reasonable return on assets at a sufficient level to secure financing on favorable terms in capital markets for the purpose of investing in new or expanded airport infrastructure and, where relevant, to remunerate adequately holders of airport equity.’

The proposal for levy of UDF at Trivandrum Airport is fully compliant with the provision of Section 89 of Aircraft Rules, 1937 and within the ambit of AAI Act & ICAO guidelines on airport charges.

**SOME OF THE FOREIGN AIRPORTS
WHERE UDF IS BEING CHARGED**

S No	Airport	UDF per passenger Domestic	UDF per passenger International
1	London – Heathrow	GBP 11.50	GBP 19.65
2	London – Gatwick	GBP 7.11	GBP 10.83
3	Frankfurt	EUR 13.65	<ul style="list-style-type: none"> • EUR 9.80 –transfer and transit passengers • EUR 15.20 – EU flights • EUR 16.75 – Non EU European flights • EUR 18.80 – intercontinental flights
4	Sydney	<ul style="list-style-type: none"> • AUD 4.95 –flights within NSW • AUD 8.15 – others 	AUD 26.06
5	Singapore		<ul style="list-style-type: none"> • SGD 15 – Budget terminal • SGD 28 – Main terminal
6	Kuala Lumpur	RM 6	<ul style="list-style-type: none"> • RM 45 – Main Terminal • RM 25 – Low cost terminal

**MAJOR INDIAN AIRPORTS
WHERE UDF HAS BEEN LEVIED**

[AMT. IN RS.]

S No	Airport	UDF per passenger Domestic	UDF per passenger International
1.	BANGALORE	260	1070
2.	HYDERABAD	375	1000

CALCULATION OF AD-HOC UDF

The New Terminal Building is likely to be commissioned during March-April, 2010. The levy of UDF has been assumed to be effective from April, 2010.

1. Value of total asset base of the airport for the purpose of ad-hoc UDF calculation is computed as Rs 367.60 crores. This comprises Rs 289.60 crores of capital expenditure for the New International Terminal Building and Rs 78 crores as book value of existing assets at the airport. The computation of return on regulated asset base is shown in Annex-I. Details of existing assets pertaining to airport are presented in Annex -II.
2. The weighted average depreciation rate of the new assets is taken as 10 percent. For calculation purposes, the useful life of the new assets is assumed to be 10 years. The target revenue requirement has, therefore, been projected for a 10 year period.
3. The revenues from Route Navigation Facility Charge (RNFC) for incoming flights at Trivandrum have not been considered in the calculations as the same forms part of a different nationwide service (Air Navigation Service), the charges for which would be regulated separately by AERA. Since the revenue from RNFC has not been considered, the corresponding expenses attributed to RNFC have also been excluded.

4. The discount factor for calculating the NPV of net profit and return on capital employed has been taken as 12 percent.
5. The corporate tax rate has been assumed as 33.99 percent and service tax as 10.3 percent. In addition, a collection charge of Rs 5 per departing passenger has been assumed to arrive at the ad-hoc UDF levy.
6. 'Going Concern' approach has been adopted for computation of ad-hoc levy of UDF.
 - (i) An airport is a going concern and it needs to develop airport infrastructure to cater to future demand.
 - (ii) As a going concern for recovery of capital employed at airport, it should take into account book value of existing assets and incremental capital expenditure for new assets being created for users over a period of time.
7. The ad-hoc UDF has been calculated such that Net Present Value(NPV) of the profit after tax equals the NPV of the expected post tax return on the capital employed. The Targeted Rate(TR) has been computed as: $TR = (EA + NA) * 12\%$
ER= Existing Assets, NR= New Project Assets
UDF = TR- Projected Revenue.

The UDF is calculated such that the NPV of the profit after tax(PAT) from aeronautical revenues equals the NPV of the expected returns on capital employed.

8. The other key assumptions employed in the calculations are as per Annex. - III
9. AAI request that a UDF of Rs. 550/- per domestic embarking pax and Rs. 1020/- per international embarking pax may be levied at Trivandrum airport for a period of 10 years. Alternately UDF may be levied @ 280/- per domestic embarking passenger and Rs. 715/- per international embarking passenger for 15 years.

Annexure I

TRIVANDRUM AIRPORT												
Snapshot of Ad-hoc UDF Computation												
(For 10 years period)		2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
Particulars	Unit											
ROCE (Aero)	Rs. Cr											
RB*WACC (Aero ROCE)	#	41.91	37.50	33.08	28.67	24.26	19.85	15.44	11.03	6.62	2.21	0.00
Discount Factor	Rs. Cr	1.00	0.89	0.80	0.71	0.64	0.57	0.51	0.45	0.40	0.36	0.32
PV of Aero ROCE	Rs. Cr	41.91	33.48	26.37	20.41	15.42	11.26	7.82	4.99	2.67	0.80	0.00
NPV of Aero ROCE		165.13										
PAT (Aero)	Rs. Cr											
LHPC	Rs. Cr	20.44	22.42	24.42	26.86	29.55	32.50	35.75	39.33	43.61	48.37	53.64
TNLC	Rs. Cr	7.83	8.59	9.42	10.34	11.34	12.44	13.65	14.97	16.42	18.01	19.76
PSF- only px facilitation	Rs. Cr	7.42	9.25	10.22	11.45	12.83	14.36	16.09	18.02	20.18	22.60	25.31
Total Revenue	Rs. Cr	35.69	40.26	44.07	48.65	53.71	59.30	65.48	72.31	80.21	88.98	98.71
ADD:30% of Non-Aero Revenue	Rs. Cr	5.29	9.40	10.33	11.36	12.49	13.73	15.09	16.59	18.24	20.06	22.05
ADD: UDF (10 yr Stdream)	Rs. Cr	0.00	97.49	107.54	120.45	134.90	151.09	169.22	189.53	212.27	237.75	266.28
Projected Revenue	Rs. Cr	40.98	147.15	161.94	180.46	201.10	224.13	249.80	278.44	310.73	346.79	387.04
Projected Expenses	Rs. Cr	67.18	96.67	104.11	112.17	118.79	126.16	134.35	143.42	171.50	185.99	201.72
EBITD	Rs. Cr	-26.20	50.48	57.84	68.28	82.31	97.96	115.45	135.01	139.23	160.79	185.32
Less Depreciation	Rs. Cr	36.76	36.76	36.76	36.76	36.76	36.76	36.76	36.76	36.76	36.76	0.00
PBT	Rs. Cr	-62.96	13.72	21.08	31.52	45.55	61.20	78.69	98.25	102.47	124.03	185.32
Less: Income Tax	Rs. Cr	-21.34	4.65	7.15	10.69	15.44	20.75	26.68	33.31	34.74	42.05	62.82
Less: income tax - condition	Rs. Cr	0.00	4.65	7.15	10.69	15.44	20.75	26.68	33.31	34.74	42.05	62.82
PAT	Rs. Cr	-62.96	9.07	13.93	20.84	30.11	40.45	52.01	64.95	67.73	81.99	122.50
Discount Factor	#	1.00	0.89	0.80	0.71	0.64	0.57	0.51	0.45	0.40	0.36	0.32
PV of PAT	Rs. Cr	-62.96	8.10	11.11	14.83	19.13	22.95	26.35	29.38	27.36	29.57	39.44
NPV of PAT	Rs. Cr	165.26										

GROSS UDF(After service tax and collection Chrgs.)		Amt. in Rs.	
		NET UDF	UDF + Service Tax@10.3%
UDF CALCULATION			GROSS UDF(UDF+S T+COLL CHARGE Rs. 5)
DOMESTIC	496.00	547	552 (Say Rs. 550/-)
INTERNATIONAL	921.00	1016	1021 (Say Rs. 1020/-)

TRIVANDRUM												
COMPUTATION OF NON-TRAFFIC REVENUE												
Particulars	Unit	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
Trading Concessions												
Restaurant/Snackbars	Rs. Cr	1.74	3.48	3.83	4.21	4.63	5.10	5.60	6.17	6.78	7.46	8.21
T.R. Stall	Rs. Cr	0.57	1.14	1.25	1.38	1.52	1.67	1.84	2.02	2.22	2.44	2.69
Hoarding & Display	Rs. Cr	0.76	1.52	1.67	1.84	2.02	2.23	2.45	2.69	2.96	3.26	3.58
Duty Free Shop	Rs. Cr	5.33	10.66	11.73	12.90	14.19	15.61	17.17	18.88	20.77	22.85	25.14
Others	Rs. Cr	0.82	1.64	1.80	1.98	2.18	2.40	2.64	2.91	3.20	3.52	3.87
Total		9.22	18.44	20.28	22.31	24.54	27.00	29.70	32.67	35.93	39.53	43.48
Rent and Services												
Land Lease	Rs. Cr	1.72	1.89	2.08	2.29	2.52	2.77	3.04	3.35	3.68	4.05	4.46
Throughput Charges	Rs. Cr	0.00	2.00	2.18	2.38	2.59	2.82	3.08	3.35	3.66	3.99	4.34
Hangers	Rs. Cr	0.05	0.05	0.07	0.07	0.08	0.09	0.10	0.11	0.12	0.13	0.14
Building (Residential)	Rs. Cr	0.00	0.00	0.00	0.00	0.00	0.00	0.01	0.01	0.01	0.01	0.01
Building (Non-Residential)	Rs. Cr	2.14	4.28	4.71	5.18	5.70	6.27	6.89	7.58	8.34	9.17	10.09
Income from Other Services	Rs. Cr	0.42	0.47	0.52	0.57	0.63	0.69	0.76	0.83	0.92	1.01	1.11
Total		4.33	8.70	9.55	10.49	11.51	12.64	13.87	15.23	16.72	18.35	20.15
Miscellaneous												
Car Parking	Rs. Cr	2.28	2.29	2.52	2.77	3.05	3.35	3.69	4.06	4.46	4.91	5.40
Admission Tickets	Rs. Cr	0.11	0.12	0.13	0.15	0.16	0.18	0.19	0.21	0.23	0.26	0.28
Rest Rooms	Rs. Cr	0.00	0.00	0.00	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01
Ground handling	Rs. Cr	1.60	1.69	1.86	2.04	2.25	2.47	2.72	2.99	3.29	3.62	3.98
Others	Rs. Cr	0.08	0.08	0.09	0.10	0.11	0.12	0.13	0.14	0.16	0.17	0.19
Total		4.07	4.18	4.60	5.06	5.57	6.13	6.74	7.41	8.15	8.97	9.87
Total Non-Aero Revenues	Rs. Cr	17.63	31.33	34.44	37.86	41.63	45.76	50.31	55.31	60.81	66.85	73.50

TRIVANDRUM AIRPORT

ASSET SCHEDULE(EXISTING ASSETS) as on 31st March 2009

S.NO.	DESCRIPTION	(Rs. In Crores)
1	FREE-HOLD LAND	6.58
2	RUNWAYS	22.05
3	TAXIWAYS	8.3
4	APRONS	21.18
5	ROAD,BRIDGES & CULVERTS	12.27
6	TERMINAL & OTHER BUILDINGS IN OPL. AREA	25.14
7	BUILDINGS - TEMPORARY	0.66
8	BUILDINGS - RESIDENTIAL	0.57
9	SECURITY FENCING- TEMPORAY	1.08
10	BOUNDARY WALL-OPERATIONAL	0.12
11	BOUNDARY WALL-RESIDENTIAL	0.14
12	OTHER BUILDINGS- UNCLASSIFIED	2
13	COMPUTERS & I.T. HARDWARE & ACCESS	1.96
14	INTANGIBLE ASSET-COMPUTER SOFTWARES	0.01
15	PLANT & MACHINERY	16.53
16	TOOLS & EQUIPMENTS	2.63
17	OFFICE FURNITURE & FIXTURES	1.18
18	VEHICLES	1.71
19	ELEC. INSTLLN/AIR-CONDITIONERS	31.28
20	OTHER OFFICE EQUIP/APPLIANCES	0.36
21	FUR. & FIX.:OPERATIONAL AREA	1.99
22	X-RAY BAGGAGE INSPN SYSTEM	4.02
23	C.F.T / FIRE FIGHTING EQUIP.	17.32
	Total Gross Block	179.08
	Less: Accumulated Depreciation	100.17
	Total Net Block	78.91

Key Assumptions (Trivandrum)

Sl no	Parameters	Assumptions	Basis of assumption
1	Traffic		
i	Passenger growth rate per annum (as per Forecast made by CPMS)	Domestic: 15% in 09-10, 12% thereafter International: 10% in 09-10, 10-11, 11-12 & 12% thereafter	Adopted forecast made by CPMS Adopted forecast made by CPMS
ii	Growth rate of aircraft movements per annum (as per Forecast made by CPMS)	9.7% in 10-11, 8.9% in 11-12, 10% in 12-13 to 16-17 then 10.9% upto 19-20	Adopted forecast made by CPMS
iii	Date of commencement of operation for new terminal	April, 2010	
iv	Percentage of departing passengers	50% total passengers handled at the airport	
2	Revenue		
i.	Growth rate of Landing, housing & Parking Revenue	9.7% in 10-11, 8.9% in 11-12, 10% in 12-13 to 16-17 then 10.9% upto 19-20	As per the aircraft movements projected by CPMS
ii	Growth rate of passenger service fee	Same as passenger growth rate mentioned above	As per the passenger movements projected by CPMS
iii	Passenger service fee	Security component of PSF not considered similarly security expenses not included in the calculations	
3	Non-Traffic Revenue		
i	Trading Concessions including Restaurant, Hoarding & display, Duty Free shops	100% increase in 2010-11 on commissioning of new terminal building. 10% increase afterwards	Built-in escalation in the commercial agreements vary from 7.5% to 10% Hence a uniform rate of 10% assumed.
ii	Rent and Services including throughput charges (on aircraft fuel)	100% increase in Building rent (Non-Residential) in 2010-11 on commissioning of new terminal building. 10% growth rate assumed thereafter. Throughput charges increased by 9% from 2011-12 onwards	Agreements with oil cos reached for levy of throughput charges & additional revenue of Rs. 2 crs are likely to be received in 2010-11. considering this growth of aircraft movements and taking long term view, growth rate of 9% adopted for throughput charges. Rental agreements includes escalation clause for increase of rent by 7.5% considering this and taking long term view, 10% growth rate considered.
iii	Miscellaneous revenue including Car Parking etc.	10% over previous year	Misc. revenue during 2008-09 dropped by 32% over previous year and further decrease of 26% in 2009-10 over 2008-09 is estimated. However, taking a longer term view 10% growth rate has been adopted.
iv	Revenue from City Side Development	Revenue from City Side developments not considered.	AAI has decided to take up development of 10 airports in first phase i.e. Amritsar, Jaipur, Lucknow, Vizag, Bhubaneswar, Indore, Ahmedabad, Begumpet, Kolkata & Guwahati. Since Trivandrum airport is not included in list, no revenue from it has been considered in the calculations.
4	Expenses		

i	Growth rate of pay and allowances FY11 onwards	25% increase in pay & allowances in 2010-11, 8% from FY 11-12 to FY 19-20, except FY 17-18 where it is 30%	The effect of increments, increase in DA and promotions comes to approx. 8%. Increase in staff expenses on commission of new terminal building by 25% takes care of the regular increase as well as deployment of manpower commensurate with size and operation of new terminal building. 30% increase in FY17-18 is estimated due to likely revision of pay scales w.e.f. 2017.
ii	Growth rate of repairs and maintenance FY 11 onwards	100% in the year of commissioning and thereafter regular growth rate of 10%	Higher initial expenditure estimated due to increase in terminal building area from 9000 Smts to 32000 Smts (old+new) involving larger area for upkeep and maintenance and more civil & electrical repairs and new equipments & systems under R&M
iii	Growth rate of consumption of stores	100 % increase in year of commissioning and thereafter regular growth rate of 7%	As above.
iv	Electricity & Water Charges	150% increase in the year of commissioning thereafter flat growth rate of 10%	Higher initial expenditure estimated due to increase in terminal building area from 9000 Smts to 32000 Smts. Increase in air-conditioning expenses, lighting and electrical & electronic equipments.
v	Interest on Borrowings	9% on loan of Rs. 95 crores with 25% repayment from 13-14 onwards	as per the action plan of AAI
vi	Security expenses	Not considered	
vii	Other miscellaneous expenditure	25% in first year of commission thereafter flat growth rate of 10%	Higher initial expenditure estimated due to increase in terminal building area from 9000 Smts to 32000 Smts and increase in operations
	Apportionment of CHQ/RHQ Expenses	A uniform growth rate of 7.5% assumed except in 2017-18 where 12% growth is considered.	The expenses of CHQ & RHQ have been apportioned over the airports based on the number of employees which is, as per the existing methodology and policy of AAI
5	Tax rates		
i	Corporate tax		33.99%
ii	Service tax		10.30%
6	Assets		
i	Value of the new International Terminal Building to be capitalised	Rs. 289.60 crores	The project cost was approved by PIB at an estimated cost of Rs. 245.58 crores. The project cost of the New International Terminal Building has now been firmed up at Rs.289.60 crores. It inter alia, includes the cost of aerobridges, apron, taxi link, car park and approach road.
ii	Opening balance for old assets	Rs. 78 crores	

