

**ESTIMATES COMMITTEE
1958-59**

TWENTY-SIXTH REPORT

SECOND LOK SABHA

MINISTRY OF DEFENCE

**ORGANISATION OF THE MINISTRY OF DEFENCE
AND SERVICES HEADQUARTERS**



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**LOK SABHA SECRETARIAT
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CORRIGENDA

TWENTY-SIXTH REPORT (SECOND LOK SABHA) OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF DEFENCE — — ORGANISATION OF THE MINISTRY OF DEFENCE AND SERVICES HEADQUARTERS.

Page 3, para 6, line 8 from below: *after 'Factories' insert 'comma'*
and after 'Forces' omit 'comma'

Page 4, line 5: *for 'Delimitiation' read 'Delimitation'*

Page 5, para 12, line 12: *for 'but' read 'But'*

Page 10, para 20, lines 1 & 2 from below. *for 'Chief of the Staff'*
read 'Chief of Staff'

Page 10, last line: *for 'services' read 'service' and for 'Vice'*
Chiefs' read 'Vice-Chief'

Page 29, para 1, line 3: *for 'su' read 'sub'*

Page 30, line 22: *for 'deputies' read 'deputieses'*

Page 33, line 12: *for 'constitution' read 'constitution'*

Page 34, line 2 from below: *for 'teh' read 'the'*

Page 35, line 1: *for 'introudction' read 'introduction'*

Page 46, S.No. 20, Col.3, line 3 from below: *for 'leveli' read 'level'*

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1958-59**

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*As on the 11th July, 1958.

SECRETARIAT

Shri S. I. Shakhder—*Joint Secretary.*

Shri A. R. Shirali—*Deputy Secretary.*

Shri R. K. A. Subrahmanya—*Under Secretary.*

INTRODUCTION

1. The Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Twenty-Sixth Report on the Ministry of Defence on the subject "Organisation of the Ministry of Defence and Services Headquarters".

2. The estimates relating to the Organisation of the Ministry of Defence and Services Headquarters were examined by the Sub-Committee (Defence) of the Estimates Committee, 1957-58. The Sub-Committee adopted the draft Report containing their conclusions on the 31st March, 1958. The draft Report was sent to the Ministry of Defence for factual verification. At this stage, certain points were raised by the Ministry of Defence with regard to the Report. This involved further correspondence with the Ministry whose final comments were available only after the term of office of the Estimates Committee, 1957-58 came to an end. Certain corrections made after considering the final comments of the Ministry were embodied in the Report, which was then considered and adopted by the Estimates Committee, 1958-59.

3. The Committee wish to express their thanks to the Secretary and other officers of the Ministry of Defence and Services Headquarters for placing before them the material and information that they wanted in connection with their examination of the Estimates.

BALVANTRAY G. MEHTA,

Chairman,

NEW DELHI ;
The 11th July, 1958.

Estimates Committee.

I

INTRODUCTORY

Prior to independence, the defence of India was treated as a part of the problem of the defence of the British Empire, for which the entire responsibility lay with the U.K. Government. The role of the armed forces in India which worked in close but somewhat subordinate relationship with their counterparts in U.K. was mainly to defend the North-West Frontiers of India and to maintain law and order. All decisions of major policy relating to the defence of India were taken in Whitehall and the Government of India had only to implement them. The defence set-up of the Government of India was, therefore, designed to suit this end.

2. In the late 1930's, the Defence organisation in India which consisted of a Defence Department and the three Services Headquarters was under the Commander-in-Chief in India, who was not only the Supreme Commander and the head of all the three Services, but was also a Member of the Governor General's Executive Council. In fact he occupied a privileged position second only to that of the Governor General.

3. Due to the exigencies of War, in July, 1942, the Defence Department was bifurcated into a War Department and a Defence Department. The War Department remained under the War Member and the Defence Department was placed under a civilian Defence Member. The War Department inherited all the important functions of the Defence Department while the new Defence Department was entrusted with less important duties like civil defence, military lands and cantonments, post-war reconstruction, control and supply of printing, stationery and forms etc. While the main object of this re-organisation was to enable the Commander-in-Chief to concentrate on the urgent problems relating to the efficient prosecution of war, it was also intended to conciliate the liberal opinion in the country by associating an Indian with the defence organisation. With the cessation of hostilities, the new Defence Department was abolished and most of its work except items like civil defence which were transferred to the Home Department, was re-transferred to War Department, which was re-designated as Defence Department in 1946.

4. With the formation of the Interim Government in September, 1946, a civilian member was appointed as Defence Member and consequently the Commander-in-Chief became merely the head of

the three Services. But although the Defence Member attended the Executive Council meetings and obtained Government orders or himself passed orders on matters of policy, it was the Commander-in-Chief, who by virtue of his position as head of the three Services continued to be the principal co-ordinating authority. After independence, there was a further change and the three Services were placed under separate Commanders-in-Chief, who were later on re-designated as Chiefs of Staff.

II

THE DEFENCE ORGANISATION

(a) *Present set-up*

5. At present the Defence organisation consists of the Ministry of Defence which is largely a civilian organisation, the three Services Headquarters, *viz.*, the Army Headquarters, the Naval Headquarters and the Air Headquarters, each under the corresponding Chief of Staff, the subordinate formations and the Inter-Service Organisations. A chart showing the organisation of the Ministry is given in Appendix I. Brief particulars about the three Services Headquarters and the Inter-Service Organisations are given in Appendices II & III.

6. The functions of the Ministry of Defence have undergone a radical change from those of the pre-War Defence Department or the war-time Departments of War and Defence. Till 15th August, 1947, the Defence expenditure was non-voted. The position changed after independence and the Defence Minister became responsible to Parliament for every matter pertaining to the Defence Services. This as well as the fact that the three Services were placed under three separate Commanders-in-Chief, led to the Defence Ministry assuming a role very much different from those of the former Defence or War Department. The Defence Ministry became responsible for obtaining policy decisions of Government in all matters concerning Defence Services and for transmitting them to and progressing their implementation by the three Services Headquarters, and in particular for obtaining the necessary finance for Defence expenditure and for its proper allocation among the three branches of the Defence Services. In addition to the control over the three Services Headquarters, the Defence Ministry became responsible for the administration of all Inter-Service Organisations, such as Ordnance Factories Armed Forces, Medical Services, Defence Science Organisation, Lands, Hirings and Disposal Services, the Military Lands and Cantonments Service, the Armed Forces Information Office, National Cadet Corps, the Auxiliary Corps, the School of Foreign Languages etc. The Ministry also became responsible for co-ordinating the activities and requirements of the three Services and maintaining liaison with other Ministries of the Government of India.

7. Its functions fall under the following important heads:

- (a) Defence of India, and every part thereof including preparation for defence and all such acts as may be conducive, in times of war, to its prosecution, and after its termination, to effective demobilisation.

- (b) **Military, Naval and Air Forces and other Armed Forces of the Union, including the Territorial Army.**
- (c) **National Cadet Corps, Auxiliary Cadet Corps and the Lok Sahayak Sena.**
- (d) **Formation of Cantonments, Delimitation/Excision of cantonment areas, the constitution and powers within such areas of Cantonment Boards and the regulation of house accommodation including the control of rents in such areas.**
- (e) **Military, Naval and Air Force Works including Ordnance Factories.**
- (f) **Acquisition or requisitioning of property for Defence Services only. Eviction of unauthorised occupants from Government accommodation (Defence Services) under Government Premises (Eviction) Act, 1950.**
- (g) **Union agencies and institutions for:**
 - (i) **professional, vocational or technical training for the Armed Forces personnel.**
 - (ii) **the promotion of special studies or research in relation to the Forces. Defence Science Organisation.**
- (h) **Defence industries.**

8. In order to facilitate decisions on major questions affecting Defence, a number of Committees have been established at different levels. There is at the top, the Defence Committee of the Cabinet which takes major policy decisions relating to defence. It is composed of the Prime Minister as Chairman, and the Ministers of Defence, Home Affairs, Finance, Railways, Commerce and Industry and Transport and Communications as members. For all practical purposes this Committee constitutes Government in so far as Defence Ministry is concerned. As a Committee of the Cabinet it refers matters of a certain kind and importance to the Cabinet for confirmation. There is also the Defence Minister's (Inter-Service) Committee which consists of the Defence Minister as Chairman, the Deputy Defence Ministers, the Defence Secretary, the Financial Adviser, Ministry of Finance (Defence) and the three Service Chiefs as members. This Committee decides a majority of policy matters concerning the three Services which are not important enough to be referred to the Defence Committee of the Cabinet.

9. While the Defence Minister's Committee considers inter-Service matters, questions of major policy concerning a particular individual service, are considered by Defence Minister's (Army/Navy/Air) Committees. The composition of these Committees is

the same as that of the Defence Minister's Committee excepting that only the Chief of Staff of the Service concerned is the member of the particular Service Committee.

In order to assist and advise the Defence Minister and the Defence Committee of the Cabinet and to ensure proper co-ordination and liaison between the three Services there is a Chiefs of Staff Committee consisting of the three Service Chiefs, which in turn is assisted by several Sub-Committees relating to specific problems affecting the Armed Forces like Intelligence, Training, Education, etc.

10. In addition to these, there are also other committees like the Defence Production Planning Committee, Defence Production and Supply Committee, Defence Research and Development Advisory Committee, Standardisation Sub-Committee, etc., dealing with specific matters of inter-service interest.

11. Thus, the machinery for the administration of the Defence Services has three distinct parts, namely, the policy-making and advisory committees, the Ministry and the three Headquarters of the Services.

(b) *Suitability of the present set-up*

12. The Committee were informed by the Ministry of Defence that "while each of the Headquarters functions as the principal professional advisory body for the Government in respect of that particular Service, it is the organisation through which the Service Chiefs carry out their executive and professional responsibilities. It is difficult to compare these Headquarters with any other Government organisation or office as each has got its own way of working. However, in so far as the Services Headquarters are outside the Central Secretariat, which serve the Ministers and the Cabinet and in that they have not the authority to issue orders in the name of the Government, they may be compared with the attached offices. but even so, they have wide powers, freedom and latitude in their professional sphere". The Committee were also informed that "in purely professional and executive matters subject to the policy directive of the Government at the higher level, the Defence Ministry seldom, if at all, interferes in the day-to-day administration of the Services. However, in matters which cannot be called fully professional and where larger questions of policy or where the action taken by the Services might be in conflict with the Government's policy and practice outside the Defence Services, the Services have to approach the Government for orders for approval of their proposals. It is the duty and responsibility of the Defence Ministry to examine such matters and to indicate to the Services what would be in accord with Government policy and practice, what might be financially feasible and where necessary to obtain orders from the Minister, one of the Defence Committees, like Defence Committee of the Cabinet, etc."

13. In this connection the Committee would like to draw attention to the growing volume of receipts (letters, files, etc.) dealt with in the Ministry of Defence as shown below:

<i>Year</i>	<i>Total receipts</i>
1952	4,11,133
1953	4,66,079
1954	4,78,184
1955	5,08,202
1956	6,42,384
1-1-57 to 31-3-57	1,61,731

With this increasing volume of receipts the strength of the officers and staff of the Defence Ministry has also been increasing steadily as is seen from the statement in Appendix IV. Thus, during this period besides the creation of a new post of Addl. Secretary the increase in the number of posts in Joint Secretaries, Deputy Secretaries, Under Secretaries, Section Officers, Assistants and Clerks has been 25%, 75%, 100%, 76%, 36% and 65% respectively. The increase in workload and the consequent increase in strength were explained by the Ministry as due to the expansion of the Air Force and the Navy, expansion of work relating to Defence Production and Scientific Research and the extra activities in connection with the N.C.C., A.C.C., Republic Day celebrations, Parliamentary work, etc. The Committee are not aware to what extent the receipts in the Ministry of Defence referred to earlier pertained to questions of policy, planning and co-ordination and such other matters as really need to be dealt with at Governmental level and to what extent they were simple and routine references largely dealt with at comparatively lower levels in the Ministry. *Considering, however, the volume of receipts a reasonable inference would appear to be that a considerable portion of it is likely to be of the latter variety, that is, simple and routine references, particularly from the Services Headquarters. If so, the Committee feel that it would indicate some imbalance in the distribution of responsibilities between the Ministry and the Services Headquarters and also a lack of sufficient delegation of authority and powers to the Services Headquarters which are presided over by officers of the status of the Chiefs of Staff. The Committee would, therefore, suggest that an analysis of the receipts in the Ministry should be made by the O. & M. Organization of the Government and the results examined with reference to the remarks made earlier.*

14. The procedure followed in making references by the Services Headquarters to the Ministry of Defence and their disposal was examined at length and discussed with their representatives by the Committee. Such proposals as need to be referred to the Ministry of Defence under the existing distribution of responsibilities are first examined and processed by the Services Headquarters and then referred

to the Ministry of Defence for their approval. They are scrutinised in the Ministry and wherever necessary clarifications are asked for from the Headquarters. When the Ministry is satisfied about the soundness of a proposal, it is referred, if necessary, to the Ministry of Finance (Defence) for scrutiny regarding the financial implications. It is subjected to the usual scrutiny there and again clarifications wherever required are called for from and furnished by the Ministry of Defence or obtained by them from the Services Headquarters. *It would thus be seen that a proposal made by the Services Headquarters to the Defence Ministry for approval has to go through a number of stages which would invariably generate considerable subsidiary correspondence in obtaining or furnishing clarifications, before the proposal is finally agreed to.* In this connection, the Committee observe that the subsidiary receipts in the Ministry of Defence amounted to over 70% of the total receipts in the Ministry. It was explained that this percentage was not larger than in other Ministries of the Government of India. Further it was also explained that discussions took place at various levels between the officers in the Services Headquarters and the corresponding officers in the Ministry. However, considering the large number of references received in the Ministry the Committee cannot help feeling that such discussions are likely to cover only a small part of such references. Besides, in a few cases, which were stated to be not more than five or six per cent, separate files corresponding to the files of the Services Headquarters were also maintained in the Defence Ministry. *In view of the foregoing, it appears to the Committee that considerable duplicate effort is involved in the work of the Services Headquarters and the Ministry of Defence.* It was argued on behalf of the Ministry that there was no duplication and that the existing procedure was necessary so that the proposals were examined separately by the Services Headquarters from their own point of view and again by the Secretariat from the administrative angle which might be a useful contribution. It was also stated that this enabled the Minister to come to a well-considered conclusion, better than if he had views of only one side. *However, the Committee feel that the existing procedures are not likely to be particularly conducive to speed and efficiency, which are necessary in any organisation and particularly in the Defence organisation and that it would be advantageous if a procedure could be devised whereby a proposal is examined comprehensively and jointly by all concerned.*

15. Apart from the above considerations another objection to the present system has often been believed to be that the proposals coming from the Services Headquarters are examined by various officials of various ranks in the Ministry and in that process the latter criticise and otherwise influence the acceptance or rejection of a proposal as also the form in which it is finally accepted. *In this connection the Committee were informed that as a matter of practice joint consultations invariably took place at appropriate levels, between the Ministry and the Headquarters and that very frequently the Joint Secretaries in the Ministry discussed important matters with the Principal Staff*

Officers in the Services Headquarters. While this is no doubt a desirable practice, the Committee feel that the present system does not ensure that proposals emanating from a certain level in the Services Headquarters are not examined by officials of lower rank in the Ministry.

16. Another lacuna which might be said to exist to some extent in the present organisation of the Defence Ministry is that there is a possibility that matters emanating from the Services Headquarters might be dealt with by officers in the Ministry who might not possess the background and experience necessary to examine the proposals. In this connection it was pointed out by the Ministry that out of 42 Under Secretaries there were about 15 who had been in the Ministry for the last ten years but they were all promoted from the level of Section Officers and out of 14 Deputy Secretaries there were at least six who had been there continuously. Among the Joint Secretaries, the officer who had spent the least time in the Ministry has been in the Ministry for two years while the officer who had the longest service in the Ministry had put in a service of 8 years. It was also pointed out that in the Ministry they provide for a longer continuity at officers' level than in the Services Headquarters. *While the Committee are glad that some continuity of service is provided, they feel that the present system does not ensure that the officers dealing with various matters in the Ministry have the necessary expertise or the experience in the Service organisation, the problems relating to which they are expected to appreciate and criticise.*

17. The Committee observe that certain proposals involving professional matters like training, syllabus, etc., and transfers and promotions of Service Officers above a certain rank have to be approved by the Government. The Committee understand that there is a feeling that matters like training and syllabus which were worked out in great detail by Special Establishment Committees within the Services and carefully examined by the Services Headquarters should not be submitted to the Ministry for sanction; but should be decided finally by the Services Headquarters themselves. The Committee were informed by the representative of the Ministry of Defence that proposals for syllabus and training that come up to Government ordinarily have a financial bearing and in some cases involve changes of establishment; and that while most of the proposals so received are approved without any modification, in some cases the Ministry of Defence in consultation with the Ministry of Finance made certain changes which they considered necessary. The representative of the Ministry of Defence also pointed out that in some matters, cases such as training, syllabus, etc. of the National Defence Academy had to be submitted to the Defence Minister's Committee for its approval. *The Committee consider that it will be desirable to carry out a review of the various matters pertaining to training, syllabus, etc., so that there is adequate delegation of powers and cases of real importance involving policy decision only are submitted to the Ministry for approval.*

As regards promotions and transfers of Service Officers, the Ministry of Defence have stated that proposals relating to Officers above the rank of Lt. Col. (and their equivalents for the Air Force and Navy) have to be submitted to the Minister for approval and for that purpose such cases are routed through the Ministry. The Committee were, however, assured that such cases were dealt with at the level of Joint Secretary and they were not normally sent for noting or examination to any Officer below that level and whenever any suggestion which was at variance with the recommendation made by the Chief of Staff was made, this was frequently done after discussion with the Chief of Staff concerned. Even after orders were passed it was open to the Chief of Staff to resubmit the papers for consideration of the Minister if he thought that the original proposal should be approved. *The representative of the Ministry of Defence pointed out that the present procedure provides necessary safeguards in the interest of the senior Service Officers and were intended to prevent any injustice being caused to them through inadequate appreciation of facts and to minimise any representations which the Service Officers were entitled to make under the regulations, should they have a grievance. The Committee note these assurances and feel that the present procedure might be continued; but a continuous watch may be kept so that any tendency for Secretarial scrutiny is kept within reasonable limits.*

18. *The Committee also feel that the present method of working in the Defence Ministry does not ensure speed in arriving at decisions.* In reply to a question enquiring about the time generally taken by the Ministry of Defence in scrutinising the proposals received from the Services Headquarters and in issuing final orders thereof, it was stated that the time taken depended upon the nature of the proposal and might vary from a day to a few months. In this connection, the Committee understand that the inter-sectional receipts within the Ministry were 24,182 during 1955 and 66,147 in 1956. Also from July to Sept. 1956 the primary receipts, namely those which provided a starting point for new action were 36,947 whereas the subsidiary receipts, namely, those arising from the work already started on a primary receipt were 1,03,890. For the period January to March 1957 the corresponding figures were 39,763 and 99,262. *Considering that such to and fro references entail considerable delay in taking decisions, the Committee feel that there is scope for improvement in the present set-up of the Defence Organisation in so far as disposal of references by the Defence Ministry from the Services Headquarters is concerned.*

(c) *Recommendations*

19. It would be seen from the foregoing that the following features characterize the existing set-up of the Defence Organisation:

- (a) There seems to be some imbalance in the distribution of responsibilities and powers between the Services Head-

quarters and the Ministry of Defence, which results in considerable references from the former to the latter.

- (b) A proposal emanating from the Services Headquarters is examined in the Ministry of Defence and the Ministry of Finance so that there is considerable duplication or even triplication of effort and work.
- (c) There is scope for delay in the disposal of proposals emanating from the Services Headquarters since the Ministry of Defence and the Ministry of Finance during their examination of the proposals may need a number of clarifications, replying to which may in turn result in considerable work in Services Headquarters, Ministry of Defence and Ministry of Finance.
- (d) There is a possibility that proposals emanating from the Chiefs of Staff and P.S.Os. would be examined at lower levels in the Ministry of Defence and the Ministry of Finance (Defence).
- (e) There is scope for the three parties to function in a somewhat compartmental manner rather than with a common objective.

As regards (a) above, the Committee feel that the powers delegated to the Services Headquarters as well as those delegated to officers and formations subordinate to the Services Headquarters require review and possible enhancement consistent with their responsibilities. They understood that certain proposals had already been made by the Ministry of Defence to the Ministry of Finance (Defence) and were under discussion. The Committee feel that this question needs to be given earnest consideration. *They, therefore, recommend that a comprehensive review of the existing powers should be carried out and the delegation of larger powers where possible should be effected very early.*

As regards the other points referred to earlier, the Committee feel that they indicate that the present system does not make for economy or efficiency in administration and requires some modification. *They suggest that it might be desirable to examine to what extent an organisation based on the Councils system as obtaining in the U.K. might be more suitable, so as to overcome to a large extent the shortcomings in the present system.*

20. In the U.K., there is a Ministry of Defence under a Cabinet Minister performing the function of co-ordinating the policy and requirements of the three armed services and administering certain inter-service organisations. There are three Ministers for the three services presiding over the Board of Admiralty, Army Council and Air Council. The Board and the Councils consist of the Chief of the Staff of the respective services, the Vice-Chiefs, the Principal Staff

Officers, the Parliamentary Under Secretary and the Permanent Secretary, who is also the Accounting Officer for the votes of the respective services. While the Councils and the Board carry on higher administrative business, for the normal administrative control of Army, Navy and the Air Force, there are the War Office, the Admiralty and the Air Ministry. All functions relating to planning of operations, training, technical policy on weapons and equipments, provision of weapons and ammunition, the general organisation and administration of the moneys voted by Parliament for the services are performed through these organisations. In them, the civilians and the service officers work side by side.

21. The Committee notice that in 1955 when the Service Chiefs in India were designated as the Chiefs of Staff, dropping the designation of Commander-in-Chief, the question also arose of forming councils for the Army, Navy and Air Force. Intervening in the course of a debate on the Demands for Grants, the Prime Minister said in the Lok Sabha on the 25th March, 1955:

"In some countries, where they have not got these Commanders-in-Chief in this manner—in fact in most democratic countries—they have some kind of Defence Councils; in England, for instance, there is the Army Council, the Air Council and the Board of Admiralty which perform the functions of the Commanders-in-Chief. No doubt, it may be desirable for us also to form these councils. We shall look into this matter. We cannot, of course, have a Council suddenly. A Council represents a great deal of experience and accumulated knowledge of our senior officers. But we are going into this matter and hope gradually to develop these councils for each of these services."

22. The Committee were informed that the matter was later examined at the Defence Minister's level and it was decided that it was not necessary to constitute the councils for the present. After this examination, the Minister gave a reply to a question in the Lok Sabha on the 7th September, 1955, that there was already the Defence Minister's Committee of which the three Service Chiefs were members and also a separate Committee for each Service which very largely performed the same functions as the Council in other countries. It was also stated that the working of these Committees was being carefully watched. The relevant passage from the proceedings of the Lok Sabha is given at Appendix V. Later, while referring to these Committees during the debate on the Navy Bill the Deputy Minister for Defence stated on 19-11-57 in the Lok Sabha that "many, I should say, most important matters of policy are discussed and opportunity is given to everyone to express his opinion."

23. The Committee have not had sufficient data to determine whether the Defence Minister's inter-Services Committee and the Defence Minister's Army, Navy and Air Force Committees, in fact perform the same functions as the Army and Air Councils and Board of Admiralty in the U.K. One difference that suggests itself to the Committee is that whereas under the Council system the Principal Staff Officers function as members and participate in the discussion on which decisions are based, under the Defence Minister's Committee system which is at present in vogue in India such officers can participate only if they are invited by the Minister or accompany the Chiefs of Staff. Another difference that may exist is that the matters would be regularly brought before the Councils within the functions assigned to them while the matters brought before the Defence Minister's Committees may be *ad hoc*, and recommendations made by such Committees may be in the nature of an advice which may or may not be accepted.

(Note:—The following views were communicated by the Ministry of Defence on 17-8-1958 during factual verification of the Report:—

“The Defence Minister's Committees do not merely give advice or make recommendations but take decisions on matters which are within their competence and such decisions are final and binding on all concerned. As it happens with all Committees, the decisions of the Committee as a whole need not necessarily be in accordance with the advice tendered by any individual member”).

The Committee would like to draw attention to the Prime Minister's statement (referred to in para 21 above) that the Council represents a great deal of experience and accumulated knowledge of senior officers and it was the intention of Government “gradually to develop these Councils for each of these Services.” The last statement made by the Defence Minister was in 1955 in which he had said that “he proposed to see how the Defence Minister's Committees functioned” and “if there was any lacuna left, we would have the Councils.” It is now three years since this statement was made and it is time to apprise the House as to how the system has worked, what lacunae have been found and what remedial measures are proposed to be taken. *The Committee suggest that early opportunity be taken to bring this matter before Parliament so that a decision on the establishment of the Councils, their composition and powers is taken and the present system which is based purely on executive decisions receives parliamentary consideration at an early date. The Committee also recommend in this connection that careful consideration should be given to the question of having an integrated machinery for arriving at over-all policy decisions affecting all the three Services and care should be taken that the Services do not function in separate compartments. The experiences gained from the working of corresponding organisations in the U.K., United States, and other advanced*

countries should be carefully pooled and any proposals for adoption here considered on the basis of such experiences. The reforms that are being introduced in the Defence machinery in the U.K. and the U.S.A. should also be studied and examined to see to what extent they might be introduced here. Further when the matter is brought before Parliament, it would perhaps be advantageous if an explanatory memorandum showing the set-up evolved in various advanced countries and the advantages and disadvantages of any such system, in its application to the conditions of our country is placed before Parliament. In this connection it might also be mentioned that in the U.K. the latest Council to be set-up viz. the Air Council for the administration of the business relating to the Air Force, has been set up under an Act of Parliament. The Committee suggest that the desirability of bringing forward legislation to set up Councils in case a decision to that effect is taken by Parliament, might also be considered.

III

OTHER MATTERS

(a) *Training for Officers of the Ministry*

24. The Committee learn that in order to provide necessary Service background to the civilians 4 vacancies have been reserved at the Defence Services Staff College, Wellington. Officers were also being deputed for training to the Imperial Defence College, London where they were given a broad based training containing defence matters generally. It was stated that out of the seven officers so far trained at this Institution, only 3 were serving in the Defence Ministry at present while 2 on return from training were posted to other Ministries. The position was similar in respect of civilian officers trained at the Staff College at Wellington in India. *The Committee feel that since the experience and training given to the officers at these colleges at considerable cost is very useful to the Ministry of Defence, every effort should be made by Government to make the best utilization of such training by posting the officers concerned for some considerable periods to the Defence Ministry.*

25. The Committee were informed that the whole policy of deputing civilians to the Imperial Defence College, London, in future, was being reviewed. They understand that the training imparted there is very useful as it is not only confined to defence matters but also covers a wide field. *The Committee suggest that the feasibility of establishing a College in India on the pattern of the Imperial Defence College so as to give the officers a good all round training and general knowledge, should be considered.*

(b) *Pension Cases*

26. The Committee were informed that the Pay and Pension Group in the Ministry of Defence dealt with all questions relating to pay, allowances and pensions of the combatant personnel of the Army, Navy and the Air Force, both officers and men, as well as of enrolled non-combatants of the Army and was not concerned with the civilians paid from Defence Services Estimates, except in regard to claims

under the Central Civilian Services (Extraordinary Pension) Rules. This group is composed of the following:

Deputy Secretary	1
Under Secretaries	5*
Section Officers	8@
Assistants	15
Upper Division Clerks	7
Lower Division Clerks	25
Stenographers	5
Steno-typist	1

27. It is observed that out of the five Under Secretaries only one deals with pay and allowances and the rest are concerned with Pension matters. In addition to the above there are two medical advisers (Army Medical Corps Officers) attached to the group who give professional medical opinion on the various issues arising in connection with disability and family pension claims. In regard to pension matters the Committee understand that the work of the Ministry has two aspects. The first aspect consists in the disposal, in consultation with the Services Headquarters and the Ministry of Finance (Defence) of general issues which are raised from time to time regarding the necessity for bringing about changes in the pensionary rules. This also includes various matters of importance which have arisen in connection with the transition from the Old Pension Code which prevailed prior to the 1st June, 1953, to the New Pension Code for personnel of the Armed Forces which was introduced with effect from that date. The second aspect of the work of the Ministry consists in the disposal of individual claims to pensionary awards of various types, for example, service pension, disability pension, family pension, etc. either initially or on an appeal against the decisions of lower competent authorities. The Committee understand that in so far as claims to disability and family pensionary awards from or in respect of members of the Defence Services are concerned, most of the work is done in the Defence Ministry. *The Committee, however, feel that the staff employed for dealing with pension cases is on the high side. The Committee recommend that this matter should be carefully examined and economies in the number of personnel employed on the work should be effected to the extent possible. Further the Committee do not appreciate why a large number of references in regard to pension work should be dealt with at the Ministry's level.*

NOTE: *Of whom three deal with purely pension cases, one with pay and allowances and one Officer on Special Duty for the revision of Pension Regulations for the Defence Services.

@There are two Pilot Sections in the Group with three Section Officers each, and two normal sections, with one Section Officer each.

They, therefore suggest that attempts should be made to decentralise this work to the extent possible.

28. The Committee were informed that most of the pension cases dealing with individual claims were generally disposed of in the Ministry within 6 months of their being referred to the Ministry for Government orders; and that the number of old cases on individual claims to pensionary awards, on which files had been opened in the Ministry and which were over 6 months old as on 1st April, 1958 was 22, out of which 5 were over 2 years old and 10 over 1 year old. It was explained that the delay was caused due to the need for making references to various units and lower formations; and in some cases to medical experts to determine the consensus of professional medical opinion on matters like the effect of service factors on the causation and deterioration of a disability, the percentage of disablement etc. In some cases time was also taken to resolve differences of opinion between the various authorities. It was noted that out of a total of 57,487 receipts of this group for the 12 months ending August, 1957, the number of primary receipts was 14,145 (i.e. about 25%) and that of subsidiary receipts 43,342 (i.e. about 75%).

29. *The Committee feel that there is scope for an examination of the procedure for dealing with these cases.* It came to the notice of the Committee that difficulty is sometimes experienced by the claimants, especially in the case of the widows and dependants in the case of family pensions, in substantiating facts according to the requirements of the rules. *They would, therefore, suggest that the forms, the procedure and rules should be reviewed in the light of existing conditions and experience gained so far, with a view to their simplification. Further the feasibility of framing suitable proformas and standard forms and ensuring that all relevant data are incorporated concurrently in the records should be examined in order to obviate delays in the examination of claims. Also in cases where information is incomplete there should be a method of dealing with them expeditiously instead of waiting indefinitely for information that is not forthcoming. Also wherever possible eminent civilians and non-officials in public life could be asked to help in the gathering and assessment of facts, instead of relying solely on official channels.*

(c) Pilot Scheme

30. The Committee learn that one post of Section Officer and two posts of Assistants were originally created in the Ministry of Defence for Organisation and Methods Work with effect from 11th August, 1954. Subsequently, one post of Under Secretary was also sanctioned with effect from 1st April, 1955 in this connection. During 1955-56, additional posts of one Assistant and one Upper Division Clerk were also created for the purpose. The Committee further understand that the pilot scheme which was framed by the O. & M. Division, and which

came into operation in October, 1956, has not so far contributed to any economy or increased efficiency. It was stated to be rather expansive as it had resulted in the creation of 22 additional posts of section officers. They were told that it would take some more time to assess the results of the operation of the scheme. *The Committee suggest that since this scheme is costlier, special steps should be taken immediately to find out if the scheme is working in the intended manner and to assess the results of its working in terms of efficiency and economy. The danger of such schemes resulting in persons getting paid at higher rates for turning out just the quality of work that was being done by them or other persons in a lower grade, should be guarded against and corrective action should be taken in time.*

(d) *Master General of Ordnance*

31. Prior to 1939 the Branch of the M.G.O. (a Principal Staff Officer at the Army Headquarters) consisted of 4 Directorates viz. (a) Directorate of Artillery, (b) Directorate of Ordnance Services, (c) Directorate of Ordnance Factories, (d) Directorate of Contracts.

This Branch underwent considerable changes during the war-time and in March 1947 it consisted of 4 Directorates—(a) Directorate of Ordnance Services, (b) Directorate of Mechanical Engineering, (c) Directorate of Technical Development, and (d) Directorate of Civilian Personnel. In April, 1947 a major reorganization of the Army Headquarters took place and the M.G.O. Branch was abolished and its duties suitably distributed among other Branches. However, to co-ordinate the executive duties in equipping the Army, the M.G.O.'s Branch was resuscitated w.e.f. 1-1-49 with three Directorates viz., (a) Directorate of Ordnance Services (b) Directorate of Mechanical Engineering (c) Directorate of Technical Development.

The Committee understand that the Directorate of Technical Development comprising research, development, production and technical development, production and technical trial of new weapons and equipment has recently been taken over by the Ministry of Defence and placed under a Controller General of Defence Production, so that the M.G.O. is now responsible only for the provision, storage, repair, maintenance and issue of Ordnance stores and equipment including vehicles, armaments etc. There are only 2 Directors under him as against 4 or more under the P.S.Os. *The Committee suggest that the justification for this post in the altered circumstances should be examined particularly in view of the fact that the post had been abolished once in 1947.*

(e) *Integration of Common Services*

(i) *Recruitment*

32. The Committee were informed that during the war there was a common organization for the selection and recruitment of officers and other ranks for the three Services. After the war in 1947 the Air Force established their own separate organisation for this purpose as they felt that their peculiar requirements were not adequately met by

the common organisation. They felt that for bringing down the heavy rejections in the Flying School, it was essential to apply special methods and tests e.g. special psychological tests and pilot aptitude tests, for recruiting and selecting the right type of people in the Air Force. *The Committee suggest that in view of the experience gained since 1947, the justification for a separate organisation for the Air Force alone should be re-examined especially since a joint Selection Board is working satisfactorily and efficiently for the Army and the Navy.*

(ii) *Medical and other Services*

33. *The Committee feel that there is scope for integration of several other activities, which are common to the three Services e.g. Transport, Education, Medical Services, Repair Services, etc. They learn that although there is a Director General of Armed Forces Medical Services, there are three separate Directors of Medical Services who are medical advisers of the three Chiefs of Staff. The Committee feel that inter-service organisations should have a very large practical content of inter-service integration so as to eliminate duplication of effort. In this connection the following view expressed by an American General would be of interests:*

“Duplicate communication systems are entirely unnecessary as are duplicate transportation, engineering, ordnance and quarter-master services. Broken legs and disease are mended and cured in the same fashion for men in brown or blue uniforms. An under shirt is an under shirt for a soldier, sailor or airman.”

The Committee, therefore, desire that the feasibility of integrating as many common activities and services as possible and bringing them under inter-Service Organisations should be given earnest consideration. They recommend that a committee should be appointed to examine this matter carefully and make concrete proposals.

(f) *Staff Strength in the Headquarters*

34. The Committee have already referred, in para 13 to the increase in the staff strength of the Defence Ministry. They also notice that the three Headquarters are heavily staffed and that the strength in the Naval and Air Headquarters has been steadily increasing as shown below:

Year	Army H.Q.	Navy H.Q.	Air H.Q.	Total
1952	4691	596	1449	6736
1953	4471	686	1505	6662
1954	4178	745	1537	6460
1955	4272	857	1542	6671
1956	4176	1033	1648	6857
1957	4372	1127	1837	7336

The establishments of the Services Headquarters have not been examined by the Special Reorganisation Unit nor are there O. & M. Divisions in these Headquarters. Further, no Committee, departmental or otherwise, has ever undertaken an integrated examination of the entire set-up of the Defence Headquarters. In this connection the Committee were informed that there was a proposal to implement partially the O. & M. scheme in the Air and Naval Headquarters. They feel that in view of the separation of the three Services Headquarters in 1947 and the emergence of the various inter-Service organisations there is a possibility that there might be some avoidable duplication of work and overlapping of functions in these offices and that these can only be detected by a survey of the whole organisation. *The Committee would, therefore, recommend that there should be an integrated examination of the entire staff strength of the Ministry of Defence and the three Headquarters to ensure the utmost economy and efficiency. They would recommend that this should be done by a Special Committee consisting of one representative of each of the Ministries of Finance, Home and Defence, preferably at the level of Joint Secretaries. The Special Committee should also give concrete suggestions regarding the alternative employment that should be provided to the personnel revealed to be surplus as a result of their examination.*

(g) *Temporary Staff*

35. The Committee find that the percentage of temporary posts among the gazetted and non-gazetted establishment in the Ministry is about 81 per cent and 65 per cent respectively and that in some cases even the posts created for *ad hoc* purposes in the beginning, are being retained for some other purpose after the original requirement is fulfilled. *The Committee are not satisfied with this position. They would suggest that strict criteria should be laid down for creating new posts. Also it should be ensured by a periodical review that when posts, created for certain purposes, are extended from time to time, the justification continues to exist. The authority competent to create the posts or extend them should also enquire why the purpose was not fulfilled within the time originally laid down.*

36. *The Committee were informed that in the Services Headquarters there were more than 500 persons with over 10 years' service who had not yet been confirmed in their posts and that no confirmations in the grades of U.D.Cs. and L.D.Cs. had been made against vacancies which occurred subsequent to 1st April, 1951 which number over 500. It was stated that the delay was due to the fact that the Rules for confirmation in these vacancies were still awaiting finalisation and that other questions e.g. seniority of men coming over from former state forces, deputationists etc. had also not been settled.*

The Committee were also told that a proposal for the integration of Armed Forces Headquarters civilian establishment with the Central Secretariat Services was under examination and that the merger

proposal was initiated by the Ministry of Defence in 1954 and accepted in principle by the Ministry of Home Affairs in 1955. The final decision in this matter was expected to be taken by early 1958. *The Committee regret to observe the delay in taking of decision on such a matter. They feel that all the various problems that arose in the course of framing the Rules for confirmation or for seniority should have been tackled more expeditiously. The Committee would urge that the matter should be taken immediate notice of, at a high level, and a very speedy solution should be found for all the problems.*

(h) *Standing Establishment Committees*

37. The Committee were informed that there were three Standing Establishment Committees to examine, approve and review the establishments of the Army, Air Force and inter-Service organisations. The composition and functions of these Committees are given at Appendix VI. There is no Standing Establishment Committee for the Navy as the work involved is small. From the composition of these committees, it is noticed that it differs from committee to committee. While the Chairman of the Army Standing Establishment Committee is an Army Officer of the rank of Colonel, those of the other two committees are officers of the Ministry of Defence. *The Committee fail to understand the reasons for the difference in the composition of these committees. They also do not see any special merit in having these three separate committees when the functions performed by them are of a similar character. The Committee recommend that the constitution of these Committees should be reviewed.*

In this connection, the Committee would also refer to Government's reply to the recommendation contained in para 30 of their Ninth Report (First Lok Sabha) reproduced under Col. 4 of Chapter III against Sl. No. 22 of their 57th Report (First Lok Sabha) in which Government had agreed that with a view to greater uniformity of approach to staff problems and avoidance of duplication or waste, the staff proposals from different Ministries would in future be considered by a Committee consisting of representatives from the concerned administrative Ministry, attached Expenditure Finance Division, and the O. & M. Division. *The Committee would suggest that for the Ministry of Defence and in case the Council system is adopted, for the integrated Services Headquarters also, there should be one such Standing Establishment Committee, which would examine proposals for increase of staff applying the principles mentioned in paras 35 and 36.*

(1) *Civilians in Services Headquarters*

38. The Committee learn that out of the total number of 1014 posts of Gazetted Officers in the three Services Headquarters, only 285 were held by civilians. Their percentage works out to 30, 44 and 13 in the Army, Navy and Air Force Headquarters respectively. They were also informed that there was only one civilian officer in the three

Headquarters who is holding the post of a Director. *The Committee feel that many of the military officers are doing routine administrative duties. They feel that it is not desirable to engage professional military officers to do the work of civil servants particularly when there is a general shortage of service officers.*

39. Further, there are appointments in the Headquarters which deal with commercial type of support-activities e.g. supply of stores, transport etc. where continuity of service and experience in business management might be particularly useful. In this connection the Committee would like to quote the following recommendation of the Second Hoover Commission on the Business Organisation of the Department of Defence in the U.S.A.:—

“Congress should enact a title V to the National Security Act to provide the legislative basis for specialising management and technical personnel in the support activities. This legislation should establish these basic principles;

- (a) Military personnel will be limited primarily to posts in tactical organisation, and civilian personnel will be utilised increasingly in management and technical positions in support activities.
- (b) Criteria will be established for use in determining those management and technical positions in support organisations which will be filled by civilian personnel and those which must be filled by military officers.
- (c) Legal and administrative obstacles which prevent the most productive utilisation of both civilian and military personnel in support activities should be promptly removed. The Secretary of Defence should submit to Congress recommendations covering any changes which are needed in existing law.”

40. *The Committee suggest that the feasibility of adopting these principles should be considered. They would also recommend that similar principles should be applied to other activities like transport, supplies, store-keeping etc., even in the lower echelons. Civilians entrusted with such duties should also be trained adequately in business management.*

(j) *Chief Administrative Officer*

41. The office of the Chief Administrative Officer, Ministry of Defence, which was formed in 1942, is an Inter-Service Organisation and is responsible for all matters of establishment and administration pertaining to the Armed Forces Headquarters and the Inter-Service Organisations. The main purpose was to centralise the work of the establishment sections of various branches of the Services Headquarters and the Ministry of Defence so that a uniform policy could be evolved

regarding appointments, pay and allowances. The Committee understand that while the Chief Administrative Officer deals with all problems affecting the civilians employed in Army Headquarters, in regard to Naval and Air Headquarters, he is only incharge of policy and procedure regarding recruitment, promotion and confirmation and that all other matters are dealt with by their separate organisations. *As the civilian staff in all the three Headquarters are borne on one common roster for purposes of promotions and confirmations, the Committee consider that there is no justification for maintaining separate establishments for dealing with their day to day administration. They would recommend that the position should be reviewed.*

(k) Registries

42. There is at present a net work of Registries in the Services Headquarters to deal with the receipt and despatch of official correspondence, allotment of case numbers and maintenance of Index Cards and File Registers. In the Army Headquarters there are 8 such Registries while the Air Headquarters and Naval Headquarters were stated to have one central Registry each, with a number of Branch Registries each manned by one or two persons.

The total strength of these Registries is:—

Superintendent	..	..	..	1
Asstts-in-Charge	..	..	..	11
Assistants	..	..	..	5
Clerks	..	..	..	174
Class IV Staff	..	..	..	145

It was noticed that while one Registry caters to the needs of 62 sections of the M.G.O. Branch, another Registry for M.S. Branch deals with only 16 sections. *The Committee also feel that the present strength of the staff in the Registries is on the high side and that there is a scope for reduction in their establishment. They learn that it is proposed to carry out time and motion studies of the working of all these Registries with a view to their reorganisation. The Committee hope that the proposed review would be conducted expeditiously.*

(l) Staff Councils

43. The Committee are informed that there are two Staff Councils in the Armed Forces Headquarters—one representing the non-gazetted civilian staff other than Class IV staff and the other representing Class IV staff only. The objects of these Councils are:

- (i) to consider suggestions for improving the standard of work;
- (ii) to provide to members of the staff facilities for making their points of view known to Government on matters affecting their conditions of service;

- (iii) to provide for personal contacts between officers and staff in order to develop cordial relations and ensure a keener interest in their work.

They were told that these Councils which were started about two years ago, were functioning very satisfactorily and that there was a better sense of confidence and contentment among the staff. They, however, learn that these Councils have so far been concerned only with matters relating to the grievances of the staff and no suggestions for improving the standard of work or efficiency have been discussed there. *The Committee would suggest that the medium of the Staff Councils should be utilised to encourage the staff to bring forward suggestions for improving the efficiency and standard of work.*

(m) Expenditure on Contingencies

44. The Committee find that the expenditure on contingencies in the three Services Headquarters and inter-service Organisations has risen from Rs. 7.2 lakhs in 1953-54 to Rs. 13.5 lakhs in 1956-57. It was stated that the increase was mainly due to general rise in prices, replacements and provision of amenities to staff. *The Committee suggest that the expenditure on amenities to the staff should be shown separately from other contingent expenditure.*

IV FINANCE AND ACCOUNTS ORGANISATION

45. A separate Division of the Ministry of Finance of the Government of India, known as the Ministry of Finance (Defence) is responsible for dealing with all defence matters, having a financial bearing. The head of the Division is the Financial Adviser, who, as the principal representative of the Finance Ministry in the field of Defence expenditure, has full authority, subject to the over-all control of the Finance Minister, to whom he is responsible, to sanction any expenditure required for the Armed Forces. He is also available for advice to the Defence Minister, the Defence Secretary, the Service Chiefs and other senior officers of the Armed Forces Headquarters on matters having a financial aspect. The organisation of this Division is said to have been designed to ensure adequate financial control over Defence expenditure and at the same time to make available to Defence authorities financial advice from officers who are familiar with the organisation and the problems and requirements of Defence Services. In his advisory capacity, the Financial Adviser or his representative is a member of the various Committees of the Defence Ministry and the Services Headquarters. The Financial Adviser is also the Chief Accounting Officer for Defence Services, and is ultimately responsible for internal audit and accounting of Defence expenditure.

46. The F.A. is assisted in his work by two Additional Financial Advisers and one Joint Financial Adviser. Below them are a number of Deputy Financial Advisers, each dealing with certain aspects of Defence expenditure. These Deputy Financial Advisers have a complement of Assistant Financial Advisers and Deputy Assistant Financial Advisers/Section Officers and non-Gazetted staff including assistants, clerks etc.

47. The responsibility of the Financial Adviser as the Chief Accounting Officer for the Defence Services is discharged through the organisation of the Controller General of Defence Accounts which he controls and administers. The C.G.D.A. has under him nine Controllers of Defence Accounts, three of whom are organised on a regional basis and are associated with the three Army Commanders. All the other Controllers are organised and function on an all India basis. Two of them serve the Army, one dealing with the pay of Officers and the other with the pay of Other Ranks. The Navy is served by a Controller stationed at Bombay and the Air Force by another whose Headquarters are at Dehra Dun. Pensions accounts are dealt with by a Controller at Allahabad. Lastly, there is one Controller associated with the Director General of Ordnance Factories with sub offices attached to the principal factories.

48. The Committee learn that while the system of accounting in the three Services is more or less the same, there is a difference in the agency maintaining the pay accounts. While in the case of the Army, pay accounts are maintained by civilian personnel of the Defence Accounts Department, in the Navy and the Air Force, the accounts are kept by their own Service personnel, the Defence Accounts Department being authorised to give them 'technical advice' and to conduct a percentage audit of the accounts. The Committee understand that the pay accounts of all the three Services were maintained by the Defence Accounts Department prior to World War II and the procedure adopted *viz.* the peace system of accounting, was also uniform. It was during the War that these Services took over their pay accounts responsibility following the practice in the Royal Air Force and the Royal Navy and have continued the system even after independence. It was considered by the Air Force and the Navy that the existing system under which they administered their own pay accounts organisation inspired confidence in their officers and men. The Committee were told that the question of having a common system for the three Services was examined a few years ago and that it was decided to maintain the *status quo*.

49. *The Committee feel that it is not desirable to have three types of organisations for performing duties of a similar nature in the three Services as also that the accounts staff of the Navy and Air Force should include service personnel.* They were informed by the Controller General of Defence Accounts that the existing arrangements for the maintenance of pay accounts of Navy and Air Force personnel involve an extra cost of approximately Rs. 3 lakhs per annum in respect of Air Force and about Rs. 1.6 lakhs annually in respect of Navy than if the accounts are maintained by the Defence Accounts Department as in the case of the Army. These figures do not take into account the extra cost of travelling concessions, the non-effective charges and the training and equipment charges of service officers and combatant personnel, who maintain the accounts. *The Committee would, therefore, suggest that there should be a review of the existing Finance and Accounts organisations for the three Services so as to attain the objectives of (i) economy (ii) uniformity in the application of rules and (iii) greater co-ordination between this organisation and the executive authorities. In this connection they would also suggest that the pattern of the Defence Finance and Accounts Organisation in U.K. as also of the Railway Financial administration in India should be carefully examined to see to what extent they may be followed in the case of the Defence Organisation in India.*

NEW DELHI;
The 11th July, 1958.

BALVANTRAY G. MEHTA,
Chairman,
Estimates Committee.

APPENDIX II

(Vide para 5)

Brief Particulars About Services Headquarters

Army Headquarters

The Army Headquarters function directly under the Chief of Army Staff. It is divided into the following main Branches, which again are subdivided into Directorates :—

- (i) *General Staff Branch*, under the Chief of General Staff, deal with questions pertaining to military policy, military operations, intelligence, military training and education, organisation and distribution of the Army, inter-communication services and user trials of new weapons and equipment.
- (ii) *Adjutant General's Branch* handles matters relating to manpower, recruiting and organisation; general policy regarding leave, promotion, discipline, pay and allowances and pensions; general welfare, morale, health (as advised by the Director of Medical Services), military law (as advised by the Judge Advocate General) and budget estimates for pay and allowances of all personnel of the Army (other than industrial and work charged).
- (iii) *Quartermaster General's Branch* is responsible for movements of personnel, stores, equipment, provision, inspection and issue of foodstuffs, forage; works policy; accommodation for the Army and its stores and connected questions; military farms, remount and veterinary services; army postal, pioneer, canteen services; fire-fighting services, technical examination of M.E.S. Works bills and administration of civilians in 'Q' services.
- (iv) *Master General of the Ordnance Branch* deals with the provision storage, repair, maintenance and issue of all Ordnance stores and equipment including M.T. Vehicles, armaments and ammunition, signal equipment, general stores and clothing, for the Army as a whole.
- (v) *Engineer-in-Chief's Branch* is responsible for :
 - (a) Design, construction and maintenance of all accommodation and works for the three services.
 - (b) Raising of Engineer units, their technical training, organisation, administration, operational planning and intelligence.
 - (c) Research, design and development of Engineer equipment, Engineer Plant, demolition explosives, Mine detection equipment and equipment connected with M.E.S.
 - (d) Procurement, holding distribution of Engineer Stores (including Transportation Stores) of Engineer Supply.

- (e) Administration of personnel of the M.E.S. and Corps of Engineers.
- (vi) *Military Secretary's Branch* is responsible for the grant of all types of commissions in the Army, postings, transfers, promotions, release, retirement, resignation and invalidment of all non-medical officers of the Army. It maintains the confidential reports and personal records of all non-medical officers of the Army and provides the secretariat for the Selection Boards which recommend officers for promotion to senior ranks. This Branch also deals with the grant of honours and awards to Army officers and Honorary commissions in the Army to civilians.

Naval Headquarters

The Naval Headquarters control the administration and operation of all ships and establishments. The Head of this Organisation is the Chief of the Naval Staff. Under him there are Principal Staff Officers and Naval Secretary as shown below:

- (i) *Deputy Chief of the Naval Staff* responsible for all the work in connection with operations, plans, movement programmes, intelligence, security, communications, hydrography, press and publicity, statistics and Works Projects. In addition, Deputy Chief of the Naval Staff is the co-ordinator of the work of the other Branches in Naval Headquarters and deputies for the Chief of the Naval Staff in the latter's absence.
- (ii) *Chief of Personnel* is responsible for recruitment, service conditions, training, welfare and discipline of the Naval personnel, appointment of officers and general manning of the fleet. He is also responsible for the education, medical, supply and victualling, pay, pensions and allowances and legal affairs of the Navy.
- (iii) *Chief of Material* is responsible for the provision of ships, weapons and equipment, Dockyard facilities and their organisation, the acquisition and construction of ships and the production and the procurement for all Naval Stores. He is also responsible for Naval Armament Supply and Ordnance Inspection Organisations and for Scientific research and development and Engineering including Electrical Engineering.
- (iv) *Chief of Naval Aviation* is responsible for the general direction and co-ordination of all Naval Air matters including policy, operations, staff and material aspects, and the exercise of functional control over the training and administration of Naval Air Units
- (v) *Naval Secretary* is the head of the Secretariat and is also responsible for all matters concerning the recruitment, service conditions, welfare and the discipline of civilians of the Indian Navy, for the co-ordination of the Budget, for establishment matters, mail, confidential books, publications and records.

Air Headquarters

The Air Headquarters is under the Chief of the Air Staff, who is responsible for the command, discipline, policy, operation, training and efficiency

of the Air Force. Air Headquarters consists of three main Branches, each being under the charge of a Principal Staff Officer in the rank of Air Vice Marshal or Air Commodore.

- (i) *Air Staff Branch.*—This Branch is under the Deputy Chief of the Air Staff (D.C.A.S.), who controls air staff matters. The D.C.A.S. is responsible for the mobility and efficiency functioning of Operational Units, and for adequate training and Air Staff Planning for the I.A.F. He is to ensure that Signals and Intelligence requirements are suitably met for defence, and that the control, direction and conduct of preparations in peace and of air operations in war, are adequate and efficient. He is also responsible for the formulation of policy and all problems connected with Reserves and Auxiliary Air Force.
- (ii) *Personnel and Organisation Branch.*—This Branch is under the Air Officer Incharge Administration (A.O.A.), who controls Personnel and Organisation matters. The A.O.A. is responsible for estimates, establishments, recruitment, postings and promotions of personnel, and for the Accounting, Medical Welfare, Works requirements of the I.A.F. and legal advice on all matters relating to Air Force Law, to ensure good organisation and efficient administration.
- (iii) *Technical and Equipment Branch.*—This Branch is under the Air Officer Incharge Maintenance (A.O.M.), who controls the Technical and Equipment Services. The A.O.M. is responsible for all maintenance facilities, and for the provisioning and stocking of equipment for operation efficiency and preparedness of the Air Force.

APPENDIX III

(Vide para 5)

Brief Particulars About Inter-Service Organisations

- (i) *Office of the Chief Administrative Officer.*—The Chief Administrative Officer is responsible for :—
- (a) all matters of organisation and general administration for gazetted and non-gazetted staff of Armed Forces Headquarters and Inter-Service Organisations, e.g., recruitment, promotion, confirmation, reversion, discipline, pay, allowances, leave and welfare;
 - (b) office accommodation for the Defence Headquarters and residential accommodation for Service Officers employed in the Armed Forces Headquarters and Inter-Service Organisations, contingencies, and the provision of hot and cold weather amenities;
 - (c) security measures for Defence Headquarters.
- (ii) *Organisation of the Controller General of Defence Production.*—This organisation is responsible for :—
- (a) Overall defence production effort, co-ordination of plans for the maximum utilisation of the existing production capacity and for creating new capacity either in Ordnance Factories or in the Civil sector.
 - (b) Production of all equipments for which drawings and particulars are available and inspection of weapons, ammunition, vehicles, Engineer Stores, Electronics, General Stores, Clothing and certain Medical Stores.
- (iii) *Director General of Ordnance Factories.*—There are nineteen Ordnance Factories located all over India producing armaments and equipments for the three Services. These are controlled centrally by the Director General, Ordnance Factories.
- (iv) *Research & Development Organisation.*—This Organisation, created with effect from the 1st January, 1958, and placed under the over-all charge of the Scientific Adviser to the Minister of Defence, is responsible for :—
- (a) Undertaking research on, and the design and development of equipment for the Army, Navy and Air Force including armaments, ammunition, electronics, engineer stores, aircraft and vehicles.

- (b) Co-ordination of necessary matters affecting the Ministry's research and development responsibilities as a whole; it represents the Ministry of Defence on Inter-Departmental Committees concerning research and development matters."
- (v) *National Cadet Corps Directorate*.—This Directorate is in charge of a Director holding the rank of Brigadier. In addition to the N.C.C. the Directorate also deals with the Auxiliary Cadet Corps. For the purpose of administration, the country has been divided into fourteen circles, each in charge of a Circle Commander. There is a Central Advisory Committee to advise on all matters of policy connected with the constitution and administration of the Corps.
- (vi) *Military Lands and Cantonments Service*.—The Director, Military Lands and Cantonments, who is the head of this Service, is responsible for the administration of the Cantonments in India and all Military Lands in and outside Cantonments. He is also responsible for the requisitioning and acquisition of lands and buildings for the Defence Services. A Deputy Director is attached to the Headquarters and also one to each Command.
- (vii) *School of Foreign Languages*.—This School provides tuition in French, Russian, German, Chinese, Persian, Arabic, Japanese, Burmese and Tibetan.
- (viii) *Office of the Director-General, Armed Forces Medical Services*.—This organisation under a Director-General was created in 1948 with a view, on the one hand, to develop the Medical Services of the Army, the Navy, and the Air Force and, on the other, to integrate them under one officer. The Director General is the Chairman of the Medical Services Advisory Committee which has the Directors of Medical Services of the Army, the Navy and the Air Force as Members. The Medical Services Advisory Committee makes recommendations on matters of medical organisation or policy to the Government through the Chiefs of Staff Committee. It is also responsible for the co-ordination of the overall medical policy of the Government and for the terms and conditions of service of medical, Dental and Nursing Officers. The Director General is responsible to the Government for recruitment and training of Medical, Dental and Nursing Officers. He is also responsible for the provision, procurement, storing (including reserves), issues (other than normal), standardisation and development of medical and dental equipment and stores required by the three services. In his capacity as the Chairman of the Medical Services Advisory Committee he is responsible for research in all subjects relating to Service medicine. He maintains liaison with the Director General of Health Services, the Medical Council, the Defence Services, Medical Organisations of overseas Services countries, other bodies outside the Defence Services and research institutions in India and abroad. The Armed Forces Medical College, Poona, the Armed Forces

Medical Stores Depots at Bombay, Lucknow and Delhi Cantonment, and the Artificial Limb Centre, Poona, are under his direct control.

- (ix) *Combined Inter-Service Historical Section*.—This is a combined organisation of India and Pakistan, engaged in compiling an official history of the Second World War with reference to operations in which the Armed Forces of undivided India took prominent part or were otherwise active in some important role. The expenditure on the organisation is to be met by India and Pakistan in the ratio of 70:30.
- (x) *Historical Section (India)*.—As distinct from the Combined Inter-Service Historical Section, this Section which was created in 1953 is engaged in compiling the history of post-partition military operations.
- (xi) *Armed Forces Information Office*.—This office is under the Armed Forces Information Officer, who is an officer of the Ministry of Information and Broadcasting. That Ministry has also provided an Information Officer, a Photographer and a Cine Cameraman. All other officers of this Office are appointed by the Ministry of Defence. This arrangement is designed to meet the special requirements of the Armed Forces under the overall publicity policy of the Government of India in the Ministry of Information and Broadcasting.

The office is concerned with the public relations work of the Armed Forces. It keeps the public informed about the activities of the Defence Services through various media of publicity. Besides, it brings out a weekly "Sainik Samachar" which is published in nine languages. There is a Broadcasting Officer who is responsible for the daily Forces' Programme of one hour's duration over the All India Radio. He also arranges outdoor broadcasts from lower formations and units of the Armed Forces.

There are Public Relations Officers of this organisation in Calcutta, Bombay, Ambala, Jammu, Srinagar and Kohima. There is also a Public Relations Unit attached to the Indian Battalion of the United Nations Emergency Force in Egypt.

- (xii) *The Armed Forces Film and Photo Division*.—This Organisation caters for the training films and film strips (procurement and production) and the photographic requirements of the three Services. For production of films, this Organisation works in liaison with the Films Division of the Ministry of Information and Broadcasting.
- (xiii) *Office of the Fire Adviser*.—The Fire Adviser advises the Defence Services generally in regard to fire prevention and the fittings. He conducts training courses for the benefit of the fire brigade personnel of the establishments, examines all the major Fire Fighting and Fire Prevention Schemes of the Ministry and tenders advice on their suitability; also advises

on introduction of new and improved fire-fighting equipment. He associates himself with the courts of enquiry regarding major fires in Defence installations.

- (xiv) *Indian Soldiers', Sailors' and Airmen's Board.*—This Organisation is intended to render assistance to ex-servicemen and their families and also to look after the domestic interests of serving personnel, who are away from their homes. The Central Board also administers a number of welfare funds. In addition to the Central Board at Delhi with the Defence Minister as Chairman, there is a State Board in each State with the Governor as Chairman. There are also a number of District Soldiers', Sailors' and Airmen's Boards in Districts where the number of serving personnel and their families exceeds a certain limit.
- (xv) *Resettlement Section.*—It formulates, in collaboration with Central Ministries, State Governments and other Organisations, schemes for the rehabilitation of ex-service personnel in Government/private services, land colonies, vocational/technical trades, transport services, small-scale business/occupations, etc. It also supervises implementation of the schemes so formulated and arranges for the release of loans and grants to the State Governments in connection with such schemes.
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APPENDIX IV

(Vide para 13)

Staff Strength of the Ministry of Defence during the last six years.

		STRENGTH ON					
		I -4-52	I-4-53	I-4-54	I-4-55	I-4-56	I-4-57
Secretary		1	1	1	1	1	1
Addl. Secretary		..	..	..	..	..	1
Joint Secretaries		4	4	4	4	5	5
Deputy Secretaries		8	8	10	10	13	14
Under Secretaries		21	22	26	31	35	42
Officer on Special Duty		..	..	..	1	..	..
Directors		1	..	..	..	..	..
Private Secretaries to Minister/ Deputy Ministers etc.		3	4	4	5	4	4
Research Officers		..	..	..	3	3	3
Section Officers		29	27	30	35	37	71*
Assistants-in-Charge		..	..	..	..	..	..
Research Assistants		..	..	..	3	14	14
Assistants		154	153	161	186	199	209
U.D. Clerks		..	..	..	19	36	74
L.D. Clerks		184	174	175	180	207	249
Stenographers and typists		36	36	40	56	68	70

*NOTE :—It includes 20 posts sanctioned under the pilot scheme.

APPENDIX V

(Vide para 22)

Extract from proceedings of Lok Sabha, dated the 7th September, 1955

***1526. Shri M. R. Krishna:** Will the Minister of Defence be pleased to state:

- (a) whether the Councils to control the three wings of the Defence Forces have been constituted; and
- (b) if not, when those will be constituted?

The Minister of Defence (Dr. Katju):—(a) No.

(b) There is already a committee known as the Defence Minister's Committee of which the three Service Chiefs are members and also a separate committee for each Service which very largely perform the same functions as the Councils in other countries. These Committees will now function more actively and may well be considered as substitutes of Councils mentioned by the hon. member. The position will be carefully watched for sometime.

Shri M. R. Krishna: May I know whether Government have decided not to form these Councils, which had been promised by the Prime Minister while he was replying to the debate on the Bill which was brought in the House to change the designation of the heads of the three Services?

Dr. Katju: The Prime Minister did mention the subject, but as I have mentioned in the answer, we have already got substitutes or counter-parts of these Councils, and I propose to see how they function. Otherwise, if there is any lacuna left, we will have the Councils.

Shri M. R. Krishna: May I know whether any defence experts were sent to U. K. where these Councils were existing, to study and recommend the system of Defence Councils that we should have for our defence forces?

Dr. Katju: I am not very much in favour of sending delegates to other countries. We have got to study our own problems on our own lines.

APPENDIX VI

(Vide para 37)

Composition and Functions of the Standing Establishment Committees

(A) ARMY STANDING ESTABLISHMENT COMMITTEE:

Composition:

President — Colonel

Members — 2 Grade 1 Officers (Lt. Cols.) (One representing General Staff, Adjutant General and Quarter Master General Branches and the other Technical Member).

1 Deputy or Assistant Financial Adviser (representing the Financial Adviser).

Function: Examines, approves and reviews periodically all war, peace, interim and special duty establishments of the Army including establishments of Army Headquarters.

(B) INTER-SERVICES ESTABLISHMENT COMMITTEE:

Composition:

President — Joint Secretary (Establishment)

Members — Deputy Financial Adviser
Deputy Secretary (Personnel)
Deputy Secretary (Establishment)

Secretary — Under Secretary, D (Establishment).

Functions The Committee examines all establishment proposals pertaining to Inter-Service Organisations which are directly under the control of the Ministry of Defence. In regard to M.D.S.C., the Committee will examine all cases sponsored by the Director, Ministry of Defence Security Corps, whether pertaining to the establishment of his Directorate or to establishment at Commands or lower formations, and also cases relating to M.D.S.C. personnel employed under the Security Officer.

(C) INDIAN AIR FORCE STANDING ESTABLISHMENT COMMITTEE :

The I.A.F. Standing Establishment Committee was set up by the Ministry of Defence in March, 1949. The composition and functions of the Committee are given below:—

Composition:

Chairman — A representative of the Ministry of Defence.

Members (2)— A representative of the Ministry of Finance (Defence) and a representative of Air H. Q. who also acts as Secretary to the Committee.

Till May 1957, the representatives of the Ministries of Defence and Finance (Defence) worked only part-time on the Committee but thereafter in order to cope with the increasing volume of work they were made whole-time members of the Committee.

2. *Functions :*

Subject to certain limitations mentioned in para 3 below, the Committee has been vested with authority to examine and approve of temporary, provisional and permanent establishments of all the Units of the I.A.F. including the Air Headquarters upto and including the rank of a Squadron Leader. Briefly, the procedure is that after Government have accorded their approval in principle to the formation of a Unit, or the setting up of an installation, the details of the establishment required are not discussed on the files. All proposals for the sanction of establishment including the continuance, reduction or increase in the establishments of the Units including Air Headquarters, are sponsored to the Committee by the Directorate of Organisation of the Air Headquarters. The Committee is also authorised to visit Units of the Air Force with a view to studying the position: on the spot and discussing with the Commanding Officers the adequacy or otherwise of the establishment authorised. The Committee is also expected to explore all possible avenues of economy and make recommendations for any organisational or other changes which they might consider desirable.

3. The limitations imposed on the authority of the Standing Establishment Committee are:—

- (a) The Committee is not authorised to consider any proposals for sanction of establishments involving the creation of new Units, changes in the basic organisation or policy of an existing Unit or otherwise involving a question of policy.
- (b) Posts can be authorised to be created only for categories of personnel or posts which have already been sanctioned by Government.
- (c) In the case of new establishments or in the case of review of an existing establishment, the ranks and total number of officers and airmen are within the total strength of the Air Force authorised by Government.
- (d) The unanimous decisions, within the powers delegated to it, of meetings of the Committee attended by representatives of the Ministries of Finance (Defence) and Defence are final.
- (e) If a point is raised in which there is a financial doubt, the representative of the Ministry of Finance (Defence) can reserve his decision.

4. In the case of a proposal being turned down by the Committee, it is open to Air Headquarters to appeal to Government against such a decision.

APPENDIX VII

Statement showing the summary of the Conclusions/Recommendations of the Estimates Committee contained in the Report

Serial No.	Para No.	Summary of Conclusions/Recommendations
1	2	3
1	13	Considering the volume of receipts a reasonable inference would appear to be that a considerable portion of it is likely to be of the variety of simple and routine references, particularly from the Services Headquarters. If so, the Committee feel that it would indicate some imbalance in the distribution of responsibilities between the Ministry and the Services Headquarters and also a lack of sufficient delegation of authority and powers to the Services Headquarters which are presided over by officers of the status of the Chiefs of Staff. The Committee would, therefore, suggest that an analysis of the receipts in the Ministry should be made by the O. & M. Organisation of the Government and the results examined with reference to the remarks made earlier.
2	14	It would be seen that a proposal made by the Services Headquarters to the Defence Ministry for approval has to go through a number of stages which would invariably generate considerable subsidiary correspondence in obtaining or furnishing clarifications, before the proposal is finally agreed to. It appears to the Committee that considerable duplicate effort is involved in the work of the Services Headquarters and the Ministry of Defence. The Committee feel that the existing procedures are not likely to be particularly conducive to speed and efficiency, which are necessary in any organisation and particularly

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in the Defence organisation and that it would be advantageous if a procedure could be devised whereby a proposal is examined comprehensively and jointly by all concerned.

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The Committee were informed that as a matter of practice joint consultations invariably took place at appropriate levels between the Ministry and the Headquarters and that very frequently the Joint Secretaries in the Ministry discussed important matters with the Principal Staff Officers in the Services Headquarters. While this is no doubt a desirable practice, the Committee feel that the present system does not ensure that proposals emanating from a certain level in the Services Headquarters are not examined by officials of lower rank in the Ministry.

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While the Committee are glad that some continuity of service is provided, they feel that the present system does not ensure that the officers dealing with various matters in the Ministry have the necessary expertise or the experience in the Service organisation, the problems relating to which they are expected to appreciate and criticise.

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The Committee consider that it will be desirable to carry out a review of the various matters pertaining to training, syllabus etc. so that there is adequate delegation of powers and cases of real importance involving policy decisions only are submitted to the Ministry for approval.

As regards promotions and transfers of Service Officers, the representatives of the Ministry pointed out that the present procedure provides necessary safeguards in the interest of the senior Service Officers, which were intended to prevent any injustice being caused to them through inadequate appreciation of facts and to minimise any representations which the Service Officers were entitled to make under the regulations, should they have a

1	2	3
		<p>grievance. The Committee note these assurances and feel that the present procedure might be continued; but a continuous watch may be kept so that any tendency for secretarial scrutiny is kept within reasonable limits.</p>
6	18	<p>The Committee also feel that the present method of working in the Defence Ministry does not ensure speed in arriving at decisions. Considering that a large number of to and fro references entail considerable delay in taking decisions, the Committee feel that there is scope for improvement in the present set-up of the Defence Organisation in so far as disposal of references by the Defence Ministry from the Services Headquarters is concerned.</p>
7	19	<p>The Committee recommend that a comprehensive review of the existing powers delegated to the Services Headquarters as well as those delegated to Officers and formations subordinate to the Services Headquarters should be carried out and the delegation of larger powers where possible should be effected very early.</p>
8	19	<p>The Committee suggest that it might be desirable to examine to what extent an organisation based on the Councils system as obtaining in the U.K. might be more suitable so as to overcome to a large extent the shortcomings in the present system.</p>
9	23	<p>The Committee suggest that early opportunity be taken to bring before Parliament the question of gradually developing Councils for each of the Services so that a decision on the establishment of the Councils, their composition and powers is taken and the present system which is based purely on executive decisions receives parliamentary consideration at an early date. The Committee also recommend in this connection that careful consideration should be given to the question of having an integrated machinery for arriving at</p>

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over-all policy decisions affecting all the three Services and care should be taken that the Services do not function in separate compartments. The experiences gained from the working of corresponding organisations in the U.K., United States, and other advanced countries should be carefully pooled and any proposals for adoption here considered on the basis of such experiences. The reforms that are being introduced in the Defence machinery in the U.K. and the U.S.A. should also be studied and examined to see to what extent they might be introduced here. Further, when the matter is brought before Parliament, it would perhaps be advantageous if an explanatory memorandum showing the set-up evolved in various advanced countries and the advantages and disadvantages of any such system, in its application to the conditions in our country is placed before Parliament. In this connection it might also be mentioned that in the U.K. the latest Council to be set-up *viz.*, the Air Council for the administration of the business relating to the Air Force, has been set up under an Act of Parliament. The Committee suggest that the desirability of bringing forward legislation to set up Councils in case a decision to that effect is taken by Parliament, might also be considered.

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The Committee feel that since the experience and training given to the officers at the colleges at London and at Wellington in India at considerable cost is very useful to the Ministry of Defence, every effort should be made by Government to make the best utilization of such training by posting the officers concerned for some considerable periods to the Defence Ministry.

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The Committee suggest that the feasibility of establishing a College in India on the pattern of the Imperial Defence College London, so as to give the officers a good all round training and general knowledge, should be considered.

1	2	3
12	27	<p>The Committee feel that the staff employed for dealing with pension cases is on the high side. They recommend that this matter should be carefully examined and economies in the number of personnel employed on the work should be effected to the extent possible. Further the Committee do not appreciate why a large number of references in regard to pension work should be dealt with at the Ministry's level. They, therefore, suggest that attempts should be made to decentralise this work to the extent possible.</p>
13	29	<p>The Committee feel that there is scope for an examination of the procedure for dealing with pension cases. They would suggest that the forms, the procedure and rules should be reviewed in the light of existing conditions and experience gained so far, with a view to their simplification. Further the feasibility of framing suitable proformas and standard forms and ensuring that all relevant data are incorporated concurrently in the records should be examined in order to obviate delays in the examination of claims. Also in cases where information is incomplete there should be a method of dealing with them expeditiously instead of waiting indefinitely for information that is not forthcoming. Also wherever possible eminent civilians and non-officials in public life could be asked to help in the gathering and assessment of facts, instead of relying solely on official channels.</p>
14	30	<p>The Committee suggest that since the Pilot scheme is costlier, special steps should be taken immediately to find out if the scheme is working in the intended manner and to assess the results of its working in terms of efficiency and economy. The danger of such schemes resulting in persons getting paid at higher rates for turning out just the quality of work that was being done by them or other persons in a lower grade, should be guarded against and corrective action should be taken in time.</p>

1	2	3
15	31	The Committee suggest that the justification for the post of M.G.O. in the altered circumstances should be examined particularly in view of the fact that the post had been abolished once in 1947.
16	32	The Committee suggest that in view of the experience gained since 1947, the justification for a separate organisation for the selection and recruitment of Officers and other ranks for the Air Force alone should be re-examined especially since a joint Selection Board is working satisfactorily and efficiently for the Army and the Navy.
17	33	The Committee feel that there is scope for integration of several other activities, which are common to the three Services, e.g., Transport, Education, Medical Services, Repair Services, etc. The Committee feel that inter-service organisations should have a very large practical content of inter-service integration so as to eliminate duplication of effort. The Committee, therefore, desire that the feasibility of integrating as many common activities and services as possible and bringing them under Inter-Service Organisations should be given earnest consideration. They recommend that a committee should be appointed to examine this matter carefully and make concrete proposals.
18	34	The Committee would recommend that there should be an integrated examination of the entire staff strength of the Ministry of Defence and the three Headquarters to ensure the utmost economy and efficiency. They would recommend that this should be done by a Special Committee consisting of one representative of each of the Ministries of Finance, Home and Defence, preferably at the level of Joint Secretaries. The Special Committee should also give concrete suggestions regarding the alternative employment that should be provided to the personnel revealed to be surplus as a result of their examination.
19	35	The Committee are not satisfied with the position in regard to temporary posts. They

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would suggest that strict criteria should be laid down for creating new posts. Also it should be ensured by a periodical review that when posts, created for certain purposes, are extended from time to time, the justification continues to exist. The authority competent to create the posts or extend them should also enquire why the purpose was not fulfilled within the time originally laid down.

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The Committee were informed that in the Services Headquarters there were more than 500 persons with over 10 years' service who had not yet been confirmed in their posts due to the fact that the Rules for confirmation in these vacancies were still awaiting finalization and that other questions had also not been settled. The Committee regret to observe the delay in taking of decision on such a matter. They feel that all the various problems that arose in the course of framing the Rules for confirmation or for seniority should have been tackled more expeditiously. The Committee would urge that the matter should be taken immediate notice of, at a high level and a very speedy solution should be found for all the problems.

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The Committee fail to understand the reasons for the difference in the composition of the Standing Establishment Committees to examine, approve and review the establishments of the Army, Air Force and inter-service organisations. They also do not see any special merit in having these three separate committees when the functions performed by them are of a similar character. The Committee recommend that the constitution of these Committees should be reviewed. The Committee would suggest that for the Ministry of Defence and in case the Council system is adopted, for the integrated services headquarters also, there should be one such Standing Establishment Committee, which would examine proposals for increase of staff applying the principles mentioned in paras 35 and 36.

1	2	3
22	38	The Committee feel that many of the military officers in the Services Headquarters are doing routine administrative duties. They feel that it is not desirable to engage professional military officers to do the work of civil servants particularly when there is a general shortage of service officers.
23	40	The Committee suggest that the feasibility of adopting the principles outlined in the recommendations of Hoover Commission on the 'Business Organisation' of the Department of Defence in the U.S.A.' should be considered with regard to appointments in the Headquarters dealing with commercial type of support-activities. They would also recommend that similar principles should be applied to other activities like transport, supplies, store-keeping etc., even in the lower echelons. Civilians entrusted with such duties should also be trained adequately in business management.
24	41	As the civilian staff in all the three Headquarters are borne on one common roster for purposes of promotions and confirmations, the Committee consider that there is no justification for maintaining separate establishments for dealing with their day to day administration. The Committee would recommend that the position should be reviewed.
25	42	The Committee feel that the present strength of the staff in the Registries is on the high side and that there is scope for reduction in their establishment. The Committee learn that it is proposed to carry out time and motion studies of the working of all these Registries with a view to their re-organisation. The Committee hope that the proposed review would be conducted expeditiously.
26	43	The Committee would suggest that the medium of the staff councils should be utilised to encourage the staff to bring forward suggestions for improving the efficiency and standard of work.
27	44	The Committee suggest that the expenditure on amenities to the staff should be shown separately from other contingent expenditure.

1	2	3
28	49	<p>With regard to the maintenance of pay accounts, the Committee feel that it is not desirable to have three types of organisations for performing duties of a similar nature in the three Services as also that the accounts staff of the Navy and Air Force should include service personnel. The Committee would suggest that there should be a review of the existing Finance and Accounts organisations for the three Services so as to attain the objectives of (i) economy, (ii) uniformity in the application of rules, and (iii) greater co-ordination between this organisation and the executive authorities. In this connection they would also suggest that the pattern of the Defence Finance and Accounts Organisation in U.K. as also of the Railway Financial administration in India should be carefully examined to see to what extent they may be followed in the case of the Defence Organisation in India.</p>

43. People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.
 44. W. Newman & Co., Ltd., 3, Old Court House Street, Calcutta.
 45. Thacker Spink & Co. (1938), Private Ltd., 3, Esplanade East, Calcutta-1.
 46. Hindustan Diary Publishers, Market Street, Secunderabad.
 47. Laxami Narain Agarwal, Hospital Road, Agra.
 48. Law Book Co., Sardar Patel Marg, Allahabad.
 49. D. B. Taraporevala & Sons Co., Private Ltd., 210, Dr. Naoroji Road, Bombay-1.
 50. Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.
 51. S. Krishnaswamy & Co., P.O. Teppakulam, Tiruchirapalli-2.
 52. Hyderabad Book Depot, Abid Road, Gunfoundry, Hyderabad.
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