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**STANDING COMMITTEE ON DEFENCE  
(2008-2009)**

**(FOURTEENTH LOK SABHA)**

**MINISTRY OF DEFENCE**

**[Action Taken by the Government on the Recommendations contained in the Twenty-Second Report of the Committee (Fourteenth Lok Sabha) on 'Review of Implementation Status of Group of Ministers (GoMs) Report on Reforming National Security System in pursuance of Kargil Review Committee Report – A Special Reference to Management of Defence]**

**THIRTY-SECOND REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**December, 2008/Agrahayana, 1930 (Saka)**

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National Security System in pursuance of Kargil Review Committee Report –  
A Special Reference to Management of Defence]**

*Presented to Lok Sabha on 18.12.2008*

*Laid in Rajya Sabha on 18.12.2008*



**LOK SABHA SECRETARIAT  
NEW DELHI**

**December, 2008/Agrahayana, 1930 (Saka)**

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(ii)

**COMPOSITION OF THE STANDING COMMITTEE ON DEFENCE (2008-09)**

Shri Balasaheb Vikhe Patil - Chairman

**MEMBERS**

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2. Shri Vijay Bahuguna
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4. Shri Milind Murli Deora
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27. Shri R.K. Dhawan
28. Shri K.B. Shanappa
29. Shri Arun Shourie
30. Smt. Viplove Thakur
31. Shri M.V. Mysura Reddy

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\* Consequent upon his disqualification from Lok Sabha w.e.f. 3.10.2008.

\*\* Ceased to be a member of this Committee due to his retirement from Rajya Sabha w.e.f. 29.11.2008.

\*\*\* Ceased to be a member of this Committee due to his retirement from Rajya Sabha w.e.f. 25.11.2008.

**SECRETARIAT**

1. Shri Rajeev Sharma - Director
2. Shri D.R. Shekhar - Deputy Secretary
3. Smt. J.M. Sinha - Under Secretary

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## INTRODUCTION

I, the Chairman of the Standing Committee on Defence (2008-09), having been authorized by the Committee to present the Report on their behalf, do present this Thirty-second Report of the Committee on Action Taken by the Government on the recommendations contained in the Twenty-second Report of the Committee (Fourteenth Lok Sabha) on 'Review of Implementation Status of Group of Ministers (GoMs) Report on Reforming National Security System in pursuance of Kargil Review Committee Report – A Special Reference to Management of Defence.

2. The Twenty-second Report was presented to Speaker, Lok Sabha and Chairman, Rajya Sabha on 20 July, 2007 and it was subsequently presented to Lok Sabha and laid in Rajya Sabha on 17 August, 2007. The Report contained 50 recommendations/observations and the Ministry of Defence have furnished their Action Taken Replies on all the recommendations/observations on 10 March, 2008.

3. The Draft Action Taken Report was considered and adopted by the Committee at their sitting held on 27 November, 2008.

4. An analysis of action taken by the Government on recommendations contained in the Twenty-second Report of the Standing Committee on Defence (Fourteenth Lok Sabha) is given in the Appendix.

**NEW DELHI;**  
**12 December, 2008**  
**21Agrahayana, 1930 (Saka)**

**BALASAHEB VIKHE PATIL,**  
***Chairman,***  
***Standing Committee on Defence.***

## CHAPTER-I

### REPORT

This Report of the Standing Committee on Defence deals with action taken by the Government on the recommendations/observations contained in their Twenty-Second Report (14<sup>th</sup> Lok Sabha) on 'Review of Implementation Status of Group of Ministers (GoMs) Report on Reforming National Security System in Pursuance of Kargil Review Committee Report - A Special Reference to Management of Defence' which was presented to Lok Sabha and laid in Rajya Sabha on 17.08.2007.

2. The Committee's Twenty-Second Report (Fourteenth Lok Sabha) contained observations/recommendations on the following aspects: -

Sl.No.	Para No.	Subject
1.	2.6	Delegation of Powers to Service headquarters
2.	2.7	Delegation of Powers to be Enhanced
3.	2.8	Delegation of Powers to the Lower Formations
4.	2.9A & B	Air Travel for the relatives of Dead Soldiers and Medical facility in Private Hospital for Soldiers
5.	2.10,2.11,2.12,2.13	Delegated power of RM to be Enhanced
6.	2.19	Creation of the Post of Chief of Defence Staff
7.	2.20	Upgradation of the Post of Defence Secretary
8.	2.21	Synergy amongst the Three Services
9.	2.25 & 2.26	Upgradation in the rank of Defence Secretary
10.	2.30, 2.31 & 2.32	Efficient working of Various Institutions
11.	2.38	Defence expenditure
12.	2.37 & 2.39	Long Term Integrated Perspective Plans (LTIPP)
13.	2.40	Periodic Review of Long Term Integrated Perspective Plans
14.	2.45, 2.46 & 2.47	Creation of Non-Lapsable Fund
15.	2.53 & 2.54	A.V. Singh Committee Report
16.	2.61	Qualitative Human Resources
17.	2.62	Shortage of Manpower
18.	2.63	Upgradation of Service Condition
19.	2.64	Leave during peace time
20.	2.65	Setting up of Defence Service Software Institute (DSSI)
21.	2.72, 2.73, 2.74 & 2.75	Employment Opportunity for Ex-Servicemen
22.	2.80	Synergy between Armed Forces and Civil Authorities
23.	2.81	Civil Military Liaison Forum
24.	2.82,2.83 & 2.85	Civil Military Synergy

25.	2.84	Operation Sadbhavna and Good Samaritan
26.	2.91, 292	Recommendation of Subramanyam Committee
27.	2.96	Deployment in counter – insurgency area
28.	2.97	Induction of Ex-Servicemen in various Para-Military Services
29.	3.24	One Border One Force
30.	3.25	Central Para Military Force
31.	3.26	Training Programme for the Personnel
32.	3.27	Addition Battalions of Central Para Military Forces
33.	3.28	Lateral entry of Ex-Servicemen in various units

3. Action Taken Replies have been received from the Government in respect of all the recommendations/ observations contained in the Report. The information furnished subsequently in the Statement on the Implementation Status of 22<sup>nd</sup> Report of the Standing Committee on Defence made by Raksha Mantri in Lok Sabha on 23<sup>rd</sup> October 2008 has also been suitably incorporated in the Report. These replies have been examined and the same have been categorized as follows: -

(i) Recommendations/observations, which have been accepted by the Government (Please see Chapter II): -

Para No. 2.6, 2.7, 2.8, 2.9 A, 2.53, 2.54, 2.61, 2.62, 2.63, 2.64, 2.80, 2.81, 2.82, 2.83, 2.85, 2.91, 2.92, 2.96, 3.24, 3.25, 3.26 & 3.27

(22 Recommendations)

(ii) Recommendations/observations, which the Committee do not desire to pursue in view of the replies of the Government (Please see Chapter III): -

Para No. 2.9B, 2.10, 2.11, 2.12, 2.13, 2.19, 2.30, 2.31, 2.32, 2.37, 2.38, 2.39, 2.45, 2.46, 2.47 & 2.84

(16 Recommendations)

(iii) Recommendations/observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (Please see Chapter IV): -

Para No. 2.20, 2.21, 2.25, 2.26, 2.40, 2.65, 2.72, 2.73, 2.74, 2.75, 2.97 & 3.28

(12 Recommendations)

(iv) Recommendations/observations in respect of which final replies of the Government are still awaited (Please see Chapter V): -

NIL



4. The Committee desire that the Ministry's response to the comments made by the Committee in Chapter-I of this Report be furnished to them at the earliest and in any case not later than three months of the presentation of this Report.

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

**A. Upgradation of the Post of Defence Secretary**

**Recommendation (Para Nos. 2.20, 2.25 and 2.26)**

6. In their earlier Report, the Committee had observed that the unequal status being enjoyed by the Chiefs of Staff vis-à-vis the Defence Secretary had been causing lack of coordination and synergy in the functional relationship between the Ministry of Defence and the Service Headquarters. The Committee had accordingly, desired that post of Defence Secretary should be upgraded to the level of Cabinet Secretary or equivalent to the Chief of Service in order to enable him to synergise the functioning of the Ministry of Defence and Armed Forces and to promote improved understanding and efficient functioning of the Ministry as a whole.

7. In their action taken reply, the Ministry of Defence have inter-alia, stated as under:

“With regard to the question of upgradation of the post of Defence Secretary to the level of Cabinet Secretary or equivalent to the Chief of Service, it is reiterated that the recommendations may not be accepted at present as the same is premature at this stage.”

8. The Ministry of Defence in the statement on the Implementation Status of 22<sup>nd</sup> report of the Committee subsequently made by Raksha Mantri in Lok Sabha in October, 2008 on the subject, stated as under:-

“The roles of Civilian and Military officers are defined. However, such issue wherein there is a requirement of clarifying roles between the Civilians and Military officers, the same is resolved through mutual consultations. With regard to the question of upgradation of the post of Defence Secretary to the level of Cabinet Secretary or equivalent to the Chief of Service, it is reiterated that the recommendations may not be accepted at present as the same is premature at this stage.”

9. Although the Committee had made the specific recommendation for upgradation of the post of Defence Secretary to the level of Cabinet Secretary or equivalent to the Chief of Service with the precise objectives of promoting efficient functioning of the Ministry of Defence as a whole and to bring about effective synergy amongst the three Services and the Ministry, nothing has been mentioned in the reply as to what factors have weighed with the Ministry in coming to the conclusion that this recommendation may not be accepted at present being premature at this stage. The Committee would like to know the precise reasons for considering their recommendation as “premature” at present. The Committee do not expect the Ministry of Defence to be apathetic to the present situation of lack of coordination and synergy in the functional relationship between the Ministry and the Service Headquarters and they strongly feel that reply of the Ministry clearly shows their intentions of avoiding responsibilities. They, therefore, reiterate their earlier recommendation that the post of Defence Secretary should be upgraded at the earliest.

**B. Synergy amongst the Three Services**

**Recommendation (Para No. 2.21)**

10. The Committee had observed that although the Government had taken a number of steps to bring synergy amongst the three Services like planning and formulation of Long Term and Five Year Plans, Tri-Service Commands like the Andaman and Nicobar theatre command etc., the desired level of synergy in such commands was missing and there was no jointness of Command and Control. The Committee accordingly, pointed out that it was a very serious lacuna and earnest efforts should be taken to correct it immediately. The Committee also stressed that Coast Guard Services might also be inter-connected with the jointness of Command and Control of the three Services.

11. In their action taken reply, the Ministry of Defence have stated as under:

“HQ ANC briefed the concerned Parliamentary Committee in detail regarding the joint aspects and it was suitably elaborated that joint ness lies in functioning viz joint planning, joint training and joint operations. It does not involve melting down the identity of each Service to create a fourth/fifth Service. The present system is working well with all the joint aspects being coordinated by HQ ANC where staff from all the Services is posted at each branch as per requirement.”

12. The Ministry of Defence in a the statement on the Implementation Status of 22<sup>nd</sup> report of the Committee subsequently made by Raksha Mantri in Lok Sabha in October, 2008 on the subject, stated as under:-

“The present system is working well with all the joint aspects being coordinated by HQ ANC where staff from all the Services is posted at each branch as per requirement. Respective Component Commanders take instructions from the joint staff of HQ ANC and execute the given task as only they are competent to carry out the Service specific operations and it is not advisable to allow outside interference in their specialized fields/ service.

ANC, as a tri Service organization, is relatively young. Issues relating to allocation of additional resources and upgradation of infrastructure are being addressed, based on threat perception.

The integration of communication within components of the Army, Navy and Air Force in ANC and from HQ IDS / Service HQ to ANC is in progress as a recent initiative, to further improve and streamline interoperability.

The personnel Branch of HQ IDS, alongwith reps of the JAG Department, are examining the aspects of amendments required to Army, Navy and IAF Acts for devolution of disciplinary powers to CINCAN in respect of personnel of different services posted to ANC, to reemphasize single point authority / responsibility.

Coast Guard is a service under Ministry of Defence and a system of their deputation to joint command during peacetime needs to be resolved for further integration.”

**13. The Committee understand that due to lack of authority and power, the present system of Unified Command is neither very effective nor able to achieve its intended objectives as the aspects relating to single point authority/responsibility are still being examined with a view to bringing in requisite amendments in the Army, Navy and Indian Air Force Acts. The Committee express their anguish over the routine nature of reply in the instant case and they strongly recommend that the requisite amendments in the relevant Act should be carried out expeditiously. The Committee also observe that the reply of the Ministry is silent on the aspect of connectivity of Coast Guard Services with Jointness of Command and Control of the Services. The Committee, therefore, desire that urgent and concrete steps be taken to ensure that the Unified Command is vested with adequate powers to discharge its responsibilities. Steps should also be taken to resolve the issues connected with integration of Coast Guard Services with the jointness of Command and Control of the Services.**

### C. Efficient working of Various Institutions

#### Recommendation (Para Nos. 2.30, 2.31 and 2.32)

14. Taking note of the fact that the Group of Ministers (GoM) have recommended for restructuring of Ministry of Defence and Service Headquarters and desired that a Committee headed by the Defence Secretary should look into the delegation of administrative powers and such restructuring, the Committee had expressed the new that there was an urgent need to review the working of all these organizations set up by the Ministry of Defence on the basis of recommendations made by GoM.

The Committee had also desired that a team of experts should examine the actual working of each and every organization to ensure their efficient working and that these organizations should be given adequate flexibility in order to perform well or to meet any eventualities as per the changed circumstances.

15. In their action taken reply, the Ministry of Defence have stated as under:

“In pursuance of the recommendations by GoM a number of institutions and organizations like DIA, SFC, ANC, DAC, DPB etc have been established. It is considered that the efficacy of these institutions and organizations may be reviewed by MoD since some of these organisations are chaired by the Hon’ble Raksha Mantri and Defence Secretary.”

16. **Considering the fact that a number of institutions/organisations have been established by the Government in pursuance of the recommendations made in the Group of Ministers’ Report, the Committee had made a specific recommendation that a team of experts should examine the actual working of these organisations to ensure their efficient working and to have synergy. The Committee are, however, surprised to find from the reply of the Ministry that the Government consider that the efficacy of these institutions might be reviewed by the Ministry of Defence since some of these organisations are chaired by Hon’ble Raksha Mantri and Defence Secretary. The Committee wish to point out that their recommendations did not call for any review by the Ministry of Defence and what they intended was a review of the functioning of these institutions by an independent expert body in order to strengthen their functioning and ensure synergy amongst them. The Committee trust that the Ministry of Defence would now move in the right direction and take appropriate steps to implement their recommendation in letter and spirit.**

At the same time, the Committee also find that the reply of the Ministry of Defence is completely silent on the aspect of giving adequate flexibility to these organisations. The Committee would like to be apprised of the precise measures taken by the Ministry in this regard.

**D. Periodic Review of Long Term Integrated Perspective Plans (LTIPP)**

**Recommendation (Para No 2.40)**

17. Taking a serious view of non-finalization of 11<sup>th</sup> Defence Plan inspite of the fact that the implementation period of the same had begun from April, 2007, the Committee had desired that the Plan should be finalized at the earliest and should be implemented in the right earnest. The Committee had also expressed the hope that the annual Plan for the year 2007-08 would be based on the targets set by the Ministry of Defence for the 11<sup>th</sup> Five Year Plan and also desire that the LTIPP should be periodically reviewed in the light of the new developments and should be kept updated.

18. In their action taken reply, the Ministry of Defence have stated as under:

“Concerted efforts are being made to get the 11<sup>th</sup> Defence Plan approved. The annual plan for the year 2007-08 is based on the targets set by Ministry of Defence for the 11<sup>th</sup> Defence Plan. LTIPP looks at a 15 years horizon and, therefore, accommodates impulses of change that are a part of the development cycle. It is modified periodically based on perception across three five year plans. The current one under development will cover 2007-2022 while the one that is being worked on covers 2002-2017.”

19. Although the implementation of the 11<sup>th</sup> Defence Five Year Plan has commenced from April, 2007, the Committee are distressed to note that the proposals under this plan are yet to be approved. The Committee are unable to comprehend as to how the Ministry actually work out the priorities for incorporating the same in Long Term Integrated Perspective Plans (LTIPP) in the absence of any perception about the current Defence Five Year Plan. In the opinion of the Committee, the present state of affairs in the Ministry is clearly indicative of lack of seriousness towards timely finalisation of Plans, which ultimately leads to adverse bearing on modernisation process in the armed forces. The Committee trust that concrete steps would now be taken by the Ministry of Defence to finalise the 11<sup>th</sup> Defence Plan. They would also like to be apprised of the precise steps taken in this regard.

**E. Setting up of Defence Service Software Institute (DSSI)**

**Recommendation (Para No. 2.65)**

20. The GoM had recommended for setting up of an Air Force College of Engineering (AFCE) and a Defence Service Software Institute (DSSI) for the Armed Forces. Taking note of the little progress made in this regard, the Committee had recommended that the Ministry should take immediate steps in this matter and apprise the Committee about the progress made from time-to-time. The Committee had also reiterated their earlier recommendation for setting up Air Force Pilot College at Nasik.

21. In their action taken reply, the Ministry of Defence have stated as under:

“The short term needs of the IT and software are adequately being met through a combination of in-service courses and outsourcing. The long term needs of the three services and the IDS are being addressed as part of the IT HR consultancy being undertaken by IDS as directed by MoD. This consultancy will address the ICT training model requirement for the Defence Forces that will leverage integration of Defence Capabilities. Recommendation regarding setting of DSSI will be made after the completion of the study.”

22. The Ministry of Defence in a the statement on the Implementation Status of 22<sup>nd</sup> report of the Committee subsequently made by Raksha Mantri in Lok Sabha in October, 2008 on the subject, stated as under:-

“A core team constituted under DACIDS (DIARA) has been working on the scope of the Detailed Consultancy Study. The scope has been forwarded to leading IT Companies so as to facilitate preparation of an approach document. Further action would be taken on receipt of the same.”

**23. The Committee note that the issues relating to setting up of Defence Service Software Institute (DSSI) are still lingering on due to preparation of an approach document and the study being undertaken in this regard. Lamentably, the Ministry have not elaborated on the status of setting up of Air Force College of Engineering (AFCE) and Air Force Pilot College at Nasik. The Committee, therefore, desire that the Ministry of Defence should apprise them of the latest position of the progress made in establishing these institutions.**

**F. Lateral entry of Armed Forces Personnel and Induction of Ex-Servicemen in various Para-Military Services**

**Recommendation (Para Nos. 2.72, 2.73, 2.74, 2.75, 2.97 and 3.28)**

24. With a view to ensuring proper resettlement of service personnel being retired to keep younger age profile of the Armed Forces, the Committee had desired that such Ex-servicemen should be given lateral entry into various Para Military Border Security Force, Central Police Forces as well as in State Police Forces and other such forces, as they were fully trained in handling arms and ammunitions and had the first hand experience of handling infiltrators and insurgents etc. The Committee also expressed the view that induction of ex-servicemen into the para-military and other such forces would lead to huge reduction in pension and other retirement benefits bill of the Government.

25. In their action taken reply, the Ministry of Defence have stated as under:

“Based on the recommendations of the GOM report, an Apex Committee consisting of Cabinet Secretary, Chief of the Army Staff, Defence Secretary, Home Secretary and Secretary Expenditure was constituted to look into the terms of engagement of soldiers and their lateral entry into other organizations. In addition, a Working Group under the Chairmanship of Adjutant General, Army Headquarters with Joint Secretary (Police), Ministry of Home Affairs (MHA), representatives of Border Security Force, Central Reserve Police Force, Central Industrial Security Force and National Security Council Secretariat as Members, was constituted to carry out a detailed study of various issues, and, work out modalities for lateral transfer. The Home Secretary took a meeting on 2<sup>nd</sup> November 2006. As per the decision taken in the meeting, a Committee under the Chairmanship of Director General, Border Security Force has been constituted to work out the modalities. Home Minister had earlier informed that further action in this matter will be taken after receiving the report of the Committee under the Chairmanship of DG, BSF. Ministry of Home Affairs have recently intimated that the said committee has had deliberations and that their report may be awaited.”

26. The Ministry of Defence in a the statement on the Implementation Status of 22<sup>nd</sup> report of the Committee subsequently made by Raksha Mantri in Lok Sabha in October, 2008 on the subject, stated as under:-

“The Group of Ministers (GOM), appointed in pursuance of the Kargil Review Committee, had recommended lateral transfer of Army personnel to Para Military organizations in their report on ‘Reforming the National Security System’ with the primary aim of keeping a young profile of the Army in peak combat effective state, capable of meeting the challenges of future conflict. Based on the recommendations of the GOM report, an Apex Committee consisting of Cabinet Secretary, Chief of the Army Staff, Defence Secretary, Home Secretary and Secretary Expenditure was constituted to look into the terms of engagement of soldiers and their lateral entry into other organizations. In addition, a Working Group under the Chairmanship of Adjutant General, Army Headquarters with Joint Secretary (Police), Ministry of Home Affairs (MHA), representatives of Border Security Force, Central Reserve Police Force, Central Industrial Security Force and National Security Council Secretariat as Members, was constituted to carry out a detailed study of various issues, and, work out modalities for lateral transfer.

The Working Group, after indepth deliberations submitted its report in March 2002. The recommendations of the Working Group envisages Long Term and Short Term lateral transfer of Army personnel into Central Para Military Forces (CPMFs). Since then, a number of meetings at various levels including with the Cabinet Secretary and Home Secretary have been held.

The following issues largely remained contentious and intractable :

- (a) Fixing the inter-se seniority of the transferees vis-à-vis original inductees of CPMFs without adversely affecting the latter’s promotion prospects.
- (b) Disparities in the pay and allowances and perks of CPMF personnel and Army transferees.
- (c) Issue of reservation for backward classes.

A meeting was taken by the Home Secretary on 2<sup>nd</sup> November, 2006. As per the decision taken in the meeting, a Committee under the Chairmanship of Director General, Border Security Force has been constituted to work out the modalities.

RM had also written to Home Minister in this regard to solve the impasse on lateral transfer of Army Personnel to Central Para Military Forces.

Home Minister had earlier informed that further action in this matter will be taken after receiving the report of the Committee under the Chairmanship of DG, BSF. Ministry of Home Affairs have recently intimated that the said committee has had deliberations and that their report may be awaited.

The VI Central Pay Commission, in their report, have recommended a scheme of lateral transfer of Defence personnel to Central Police Organisations / Defence Civilian Organisations after rendering 7 – 17 years service in the Defence, with a view to, inter-alia, provide lifetime employment to Defence personnel.”



27. Taking note of the views expressed by the Subramanyam Committee that the Para Military Forces are not trained and equipped to deal with border terrorism by well trained mercenaries armed with sophisticated equipment continuously infiltrating across the border/LoC, the Committee had made recommendations that the ex-servicemen should be inducted into the Central Para Military Forces as well as State Police Forces to tackle all these problems as they are professionally qualified to handle all sorts of arms and ammunitions and have first hand experience of these problems at the border during their active service in the army. The Committee had also observed that this would save Government a lot of money in training Central Para Military Forces and Police Forces to handle the weapons and fire arms etc.

28. In their action taken reply, the Ministry of Defence have stated as under:

“This is a complex issue and has been discussed between MoD & MHA several times. At present a Committee is in the process of identifying the posts in CPMFs where such induction of ex-servicemen can start.”

29. The Ministry of Defence in a subsequent statement on the Implementation Status of 22<sup>nd</sup> report of the Committee made by Raksha Mantri in Lok Sabha in October, 2008 on the same matter as under:-

“Reservation for ex-servicemen @ 10% in Group ‘C’ and 20% in Group ‘D’ already exists in the CPMFs, which has however not been fully utilized by ex-servicemen, in the past. Induction of ex-servicemen in State Police Forces is a subject matter pertaining to States. Moreover, CPFs are experiencing adverse fall-out of higher age profile, where a large number of Bns have been raised in recent years. While need for a fighting fit Army cannot be ignored requiring lower age profile, in times of peace it is the CPFs which bear the responsibility of securing the International borders and fighting insurgents, terrorists, extremists etc. Considering the fact that induction and retirement age in CPFs is higher than Army, any fresh move that would result in raising of age profile of CPFs would further compromise their operational efficiency. In addition to operational issues, there are other factors to be considered like:-

- Ø There being no reservation for SC, ST, OBCs in the Army which has constitutional implications.
- Ø Need to modify the recruitment rules.
- Ø Promotional avenues of CPF personnel, etc.

This being a complex problem is being reviewed by Ministry of Home Affairs in consultation with Ministry of Defence as per decision in a meeting of the EMC held on 1<sup>st</sup> July, 2008.”

30. The Committee are not satisfied with the replies given by the Ministry of Defence that the issue of lateral entry of Armed Forces personnel remains contentious and intractable due to factors relating to fixation of inter-se seniority and disparity of pay and allowances between transfers vis-à-vis original inductees in the Central Para Military Forces. Yet another issue stated to be contentious is reservation for backward classes. Although the Working Group constituted by the Government for the purpose had submitted its report way back in March, 2002, the Committee find it distressing that the issues remain unresolved and precious time has been lost in deliberations without arriving at a final decision. Considering the fact that even Sixth Central Pay Commission, in their report, have recommended for a scheme of lateral transfer of Defence personnel to Central Police Organisations etc., the Committee would impress upon the Government to make concerted efforts to arrive at positive conclusions without any further loss of time.

31. The Committee find it rather strange that the Ministry of Defence have termed induction of Ex-Servicemen in the Central Para Military Forces as a complex issue. In the light of the fact that retirement age in Central Police Forces is higher than that in the Armed Forces. The Committee are unable to comprehend the plea now put forth by the Ministry that Central Police Forces are also experiencing adverse fall out of higher age profile in the case of large number of battalions raised in recent years. Astonishingly, the Ministry have also tried to explain away that there are certain other factors like no reservation for SC, ST, OBCs in the Army which has constitutional implications; need to modify recruitment rules; promotion avenues of CPF personnel etc., which need to be considered for coming to a decision. The Committee are not inclined to accept these reasons as convincing enough for the delay in settling this issue. The Committee feel that rather than finding excuses, the Government should examine this issue in its entirety and take concrete steps in the right direction in a time bound manner.

**CHAPTER - II**  
**RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN**  
**ACCEPTED BY THE GOVERNMENT**

**Recommendation (Para No.2.6)**

The Committee note that the Group of Ministers (GoM) had recommended that there was a need to progressively decentralize decision making and delegate powers to the Service Headquarters, wherever feasible. This process was expected to ensure greater speed, higher levels of efficiency and accountability. The Committee are informed that the Ministry had taken a number of steps to involve Service Headquarters actively in decision making and had delegated financial and administrative powers to them. The Committee have been informed that financial powers delegated to the Services were enhanced in 2002 and again in 2006. The powers to incur expenditure under the capital head upto Rs.10 crores have been delegated to the Vice-Chiefs for the first time in 2006.

**Reply of the Government**

Carrying the process of involving the Service Headquarters actively in decision-making further, Ministry of Defence has issued orders on 12<sup>th</sup> September 2007 enhancing the financial powers of VCOAS, VCNS, Deputy Chief of Air Staff and CISC from Rs.10 crores to Rs.30 crores for sanctioning Capital acquisition schemes for procurement of equipment and stores.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

**Recommendation (Para No.2.7)**

The Committee feel that the amount of financial power delegated to the Service Headquarters is of a meager amount and will hardly serve any meaningful purpose in the context of purchase of arms and armaments. The Committee feel that delegation of financial and administrative powers to Service Headquarters should be suitably enhanced keeping in view their higher cost and present rate of inflation etc. The Committee also wish to reiterate their earlier recommendations given in their Sixteenth Report on Demands for Grants (2007-08) to give appropriate financial delegation of powers to the Defence Secretary to further speed up and facilitate the acquisition process.

**Reply of the Government**

Ministry of Defence has been consistently enhancing delegated financial powers of the Services. The last such revision was carried out in the year 2006. In September 2007 financial powers of VCOAS, VCNS, Deputy Chief of Air Staff and CISC were enhanced from Rs.10 crores to Rs.30 crores for sanctioning Capital acquisition schemes for procurement of equipment and Stores. As regards appropriate financial delegation of powers to the Defence Secretary to further speed up and facilitate the acquisition process, the matter is under consideration.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No.2.8)**

The Committee also feel that there is no real delegation of powers at the lower formations. For example, a Brigadier level officer has been given powers upto Rs.1 lakh which is learnt to be revised recently upto Rs.10 lakh. Now, he is required to examine & sign all cases whether those are for Rs.1 lakh or Rs.1 only. This is because there is no delegation of power down below. The Committee desire that there should be suitable delegation of powers to the lower level officers also at the earliest. To ensure accountability, the Committee recommend that if sanctions to incur expenditure are not made within the specified time, the proposals for expenditures may be treated as deemed to be approved by the competent authority. The Committee strongly feel that this delegation of power to the lower level officer will reduce the burden of the senior officers and that will further facilitate them to concentrate on their primary responsibilities. The Committee recommend that for procurement of day-to-day civil items, the Ministry of Defence should follow the procurement methods being followed by other Ministries.

### **Reply of the Government**

The revised orders on delegation of financial powers to the Services issued in July 2006 take into account the requirement of the lower echelons also. To illustrate, as per relevant Schedules to Government of India, Ministry of Defence Letter No. A/89591/FP-1/1974/2006/D(GS-1) dt. 26 July 2006 in respect of the Army, financial powers now stand widely decentralized to all the field unit/lower formation commanders. Thus, the Officers Commanding (OsC)/Commanding Officers (COs) of units/establishments/depots/workshops, even in the rank of Lt/Capt. have been suitably empowered for administering all the grants locally controlled by them such as Miscellaneous & Contingent Grant (Schedule I), Annual Training Grant, TTIEG & Signals Works Services Grants (Schedule XX) and Local Purchase of Miscellaneous Stores & Equipment required by lower formations and units (Schedule XII). In fact, care has been taken that adequate financial powers are available with the junior-most unit/formation commanders, including certain powers exercisable without consultation of IFA/CDA to functionaries in field areas and remote locations for meeting emergent requirements of stores, repair and maintenance and purchase of fresh supplies and medicines. Financial powers in the range of Rs.2,000/- to Rs.10,000/- per transaction have also been delegated to functionaries upto the level of Maj/Capt for procurement of day-to-day civil end use items like stationery, computer consumables, office equipment, etc. (Schedule XIX).

2. As regards the procurement procedures, provisions of the Defence Procurement Manual (DPM), 2006 and the general principles for purchases as enunciated in the GFRs are applicable in the current delegation of financial powers. In addition, the provisions of the Financial Regulations (Defence Services Regulations) also apply, which are largely patterned on the GFRs but also take into account the unique role and functions of the Defence Forces.

### **Recommendation (Para No. 2.9A)**

The Committee, during their visit to Andaman & Nicobar Island and some of the North Eastern States, had observed that in case of casualties/death of the soldiers, the body is sent to their native place by flights but the family members of the soldiers are not allowed to travel in the same flight because this is not mentioned in Guidelines. This is a sorry state of affairs. Therefore, the Committee strongly feel that appropriate financial delegation at the lower level should be given to incur travelling expenditure of the family members along with the body of the deceased soldiers.

### **Reply of the Government**

Travel Regulations (T.R.), 1991 applicable on Armed Forces personnel already contain provisions for accompanying dead bodies by one of their family members in the entitled mode of transport i.e. Air/Steamer/Rail/Road. Rule 216 (v) & Rule 217 (iv) of T.R.,1991 provide that one member of the family of the service personnel, who die while in service in Peace or Field Stations including those killed in action is allowed to perform journey by Air/Steamer/Rail/Road between the place of death and the place of last rites to accompany the dead body of the deceased, as per entitlement of the deceased. Extracts of these rules are attached as Annexure I & II.

2. In addition to the above provisions, the dead bodies of service personnel killed in Border/Line of Control (LC), Operations/Counter-Insurgency(CI)/ Operations in India and abroad are also transported by fastest mode of transport available accompanied by one person who may either be a member of the family or person deputed by the family or a unit representative from the place of occurrence, as the case may be, upto his home town or selected place of residence (SPR) or place of last rites. In this regard, the powers have also been delegated to the lowest level i.e. Commanding Officer of the concerned Unit/Formation to sanction the expenditure on transportation of Dead body accompanied by one attendant vide Min. of Defence's letter No.12011/Q Mov C/2873/ D(Mov)/96 dated 7.10.96 attached as Annexure-III.

3. Incidentally, Indian Airlines Ltd. has also been allowing transport, free of charge on its domestic sectors, of the dead bodies of officers and men of the armed forces who are killed in war/insurgency operations/aid to civil power or die in harness. The airline does not provide free transportation of family members. Service Headquarters have also moved a proposal to the VI Central Pay Commission (CPC) on the following two issues:-

(i) Conveyance of Dead Bodies by Air

Free conveyance of the deceased from the place of death whilst on duty/leave to the place of funeral as desired by the families be authorized. All other travelling expenses as admissible on retirement be also made admissible. At present Indian Airlines transports the dead bodies free of cost. It will be appropriate if the employer i.e. the Government pays for the transportation of dead bodies of its soldiers rather than a company granting it as a concession.

- (ii) Conveyance of relatives of Service Personnel placed on DI list/ Attending funeral of deceased personnel.

The provision of TR 161 (A)/TR 161 (B) be modified to incorporate travel by fastest means including Air both for onward and return journeys in respect of deceased Service Personnel to conduct customary social rites of the deceased personnel.

The decision of CPC is awaited. Copy of the existing provision in TR 161 (A) & (B) is attached as Annexure-I.

[(Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para Nos.2.53 and 2.54)**

The Committee note that the Ministry had constituted A.V. Singh Committee with the representative from Ministry of Defence and Service Headquarters to look into all aspects of the Service conditions of Defence personnel and make recommendation for implementation. The Committee further note that the Ministry have put efforts for Phase-wise implementation of some recommendation of A.V. Singh Committee. The Phase-I is complete and the Phase-II is under scrutiny at the Ministry of Defence. The Committee desired that the Ministry should furnish detailed Action Plan at the earliest for the Phase-II implementation of the recommendations of the A.V. Singh Committee which is under scrutiny of the Ministry of Defence. The Committee note that as per A.V. Singh Committee's recommendation, an officer shall get the rank of Colonel or equivalent after putting in 26 years of service. After the post of Colonel, there are four more ranks available for promotion. If an officer puts in minimum of three years of service in each rank, he will reach the age of 60 years and it would be difficult to maintain young profile in the armed forces and shall also result in dearth of officers to lead the Armed Forces. The Committee, therefore, strongly recommend that the need of the hour is to examine the whole scheme of promotions.

The Committee desire that the practice followed by neighbouring countries for keeping young profile at the senior levels of the armed forces should be examined to take a decision in the matter and the Committee should be apprised in this regard.

### **Reply of the Government**

A.V. Singh Committee recommendation regarding the reduction of rank/age profile of non-select ranks were implemented in the three services w.e.f. December, 2004. For implementation of remaining recommendation of the report it was desired that the three services Chiefs should take a conscious views as to whether they were seeking implementation of a new proposal or the recommendations as contained in AVSC Report. The consensus among three Services could not be arrived at as yet and the matter is under consideration in consultation with service Headquarters.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 05.03.2008]

### **Recommendation (Para No. 2.61)**

The Committee note the GoM in their report have rightly pointed out the need to attract qualitative Human Resources and nurture leadership in the Armed Forces to meet the complex requirement of modern day's warfare because tomorrow's war will be a technological war. Therefore, ways and means of attracting and retaining the best talent in the Armed Forces need to be evolved. In pursuance of the very spirit of this recommendation of GoM, the Committee strongly desire that the senior officers from the Armed Forces should be sent to IITs and other such institutions for higher studies/research activities, to widen their knowledge in the various fields of operation to be undertaken by the Services to improve the entire capability of Defence.

### **Reply of the Government**

The Army, Navy and Air Force are already implementing schemes for detailment of officers to Indian Institutes of Technology (IITs), Indian Institutes of Management (IIMs) and other such institutions for higher studies/research activities to widen their knowledge in the various fields of operation.

Since 2001, twenty Army officers have pursued post-graduate studies at IITs and eighty-five Army officers have undertaken research fellowships at institutions like Institute of Defence Studies and Analysis (IDSA), Centre for Land Warfare Studies (CLAWS) and United Services Institute (USI). Besides Army officers are regularly subscribing to short duration courses at IIMs under the aegis of the Army Management Studies Board (AMSB). Similarly Naval officers are also regularly being deputed for undertaking research/project work and higher studies at IITs, IIMs, IDSA, USI and other such institutions. The Air Force is also regularly deputing its officers for Master of Technology/Mater of Engineering courses at IITs, Indian Institute of Science (IISc) and for post-graduate courses in Management at IIT Kharagpur and National Institute of Financial Management (NIFM), Faridabad.

In addition to the above, officers of all the three Armed Forces are also regularly being deputed abroad for professional courses at leading military training institutions.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.62 )**

The Committee, in their report on Demands for Grants (2007-08), noted that there had been a declining trend of youth joining Armed Forces and the service conditions of the Armed Forces are not such as to attract best talent. As a result thereof, a substantial number of Pilots, Doctors, Technicians, Scientists in Armed Forces and from other Defence . organizations left the services as they were in big demand outside the Services. The Committee feel that this is one of the reason for shortage of personnel in forces.

## Reply of the Government

The shortage of personnel in the Armed Forces can be attributed to several factors. The private sector has turned out to be much more lucrative in terms of pay, perks and comfort for the aspiring youth of our country. The Defence Services have been losing priority among the youth over the years primarily because of better salaries and comparatively easier conditions of service in other sectors. The disparity in inherent tough service conditions vis-à-vis civilians demotivates the youth.

Several measures have been undertaken by the three Services to attract the most talented youth towards the forces. An Image Projection Campaign by the Army has been launched in 1997 and currently Phase-IV of the Campaign is under progress. Such publicity campaigns are also undertaken by the Navy and Air Force. In addition seminars, lectures and presentations are organized by the Recruiting Offices at schools and colleges in order to motivate the youth to join the Armed Forces. Steps have been taken to make Short Service Commission (SSC) more attractive. All officers in the three Services including those in SSC are now eligible to hold substantive rank of Captain, Major and Lieutenant Colonel equivalent after 2, 6 and 13 years of reckonable service respectively. Government has also issued orders extending the tenure of SSC officers from 10 years to 14 years.

In addition, the commitment and bravery of the Armed Forces is consistently projected through the electronic and print media. The Directorate of Public Relations of Ministry of Defence regularly interacts with media persons while giving defence related information and endeavours to ensure positive publicity. Regular coverage of defence related events in the print and electronic media help in creating awareness among the masses and motivating the youth to join the armed forces. Websites are also operative on the Internet providing career related information on the three Services.

In addition to the above, as part of the 'pull' factors of the AVSC recommendations, 750 posts of Lieutenant Colonels in the Army have been upgraded to Colonel's rank.

The Government has also appointed VI Central Pay Commission to go into the question of revision of pay and allowances etc. of all the Government servants including the Armed Forces. The three Services have presented a joint memorandum to the Pay Commission suggesting revision of pay and allowances and other service conditions.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]



### **Recommendation (Para No. 2.63)**

The Committee therefore opined that in order to attract the talented and best youth to the Armed Forces and to retain the existing strength, there was an imperative need to approach the Sixth Central Pay Commission to make the salary structure, facilities and working Service conditions of the personnel of Armed Force Services more attractive vis-à-vis private sector which pay them handsomely. The Committee desire that in case of meritorious service, all the award winners should be given the attractive one time monetary benefits in order to further motivate the Armed Forces Personnel. The Committee had also opined that there was need to introduce pre-selection training by the Ministry of Defence for the youth which may include lodging, boarding and transport etc. The aim of the training should be to attract youth to Defence Services and equip them for final selection. The Committee reiterate the above recommendation for expeditious implementation.

### **Reply of the Government**

The Government has set up 6<sup>th</sup> Central Pay Commission (CPC) to go into the question of pay and allowances and service conditions etc. of Central Government employees including defence personnel. The three Services have submitted a joint Memorandum to the 6<sup>th</sup> CPC in April, 2007 which was followed by an interaction of Defence Secretary, the three Service Chiefs and Heads of Organizations with the Commission. Subsequently, the Services have also submitted to the Commission a Joint Memorandum comprising additions/modifications to their Preliminary Memorandum. These Memoranda contain whole gamut of demands and aspirations made by the Services to the 6<sup>th</sup> CPC seeking, inter-alia, to improve the pay scales for Armed Forces Personnel. The Armed Forces have also sought a better package for Personnel Below Officers' Rank (PBOR) which includes better career prospects and enhanced pensionary benefits.

As part of the proposal to rationalize the monetary and other benefits to gallantry award winners being paid by the Central Government, a case for revision is under consideration in consultation with the Ministry of Finance.

Sainik Schools and Military Schools have been opened by the Government to cater to the overall growth of children and act as a feeder for the Defence Forces. Another excellent opportunity exists in the form of National Cadet Corps (NCC), where extensive training is given not only on military aspects but also overall personality growth by multifarious exposure. Imparting of pre-selection training has not been found feasible by the services.

Armed Forces are making a conscious effort to inspire the youth to choose the Services as a career option with wide ranging publicity through print and electronic media aimed at familiarizing and relating opportunities available with the aspirations of the youth.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.64)**

The Committee further desire that to avoid stress, the Jawans and officers posted in the forward and border areas should be allowed to avail leave during peace time.

### **Reply of the Government**

Instructions have been issued emphasizing on the due weightage to be given to leave management. It has also been highlighted that leave is an important function of command and needs to be addressed adequately to mitigate the grievances of troops. The existing instructions have been reviewed and the following fresh guidelines on leave have been issued /reiterated: -

- (i) Annual Leave can now be taken in three parts instead of two subject to exigencies of service.
- (ii) Leave, as such should not be denied to troops except under exigencies of service or on operational grounds.
- (iii) No local restrictions on grant of leave shall be imposed, whatsoever, except with the explicit permission of the competent authority.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. No.2.80)**

The Committee note that the GoM had felt the need for a strong jointness and synergy between the Armed Forces and Civil authorities at various levels from Command headquarters to operative formations and therefore suggested several measures for implementation. The Committee note that some institutionalised mechanism have been evolved in this regard.

### **Reply of the Government**

The Committee has noted evolving of institutionalised mechanism and has not made any further recommendations. The Armed Forces would strive to further strengthen the institutionalised mechanism for achieving jointness and synergy between the Armed Forces and Civil authorities.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.81)**

The Committee note that the GoM had recommended for setting up a Core Group of existing Civil-Military Liaison Forum to identify the problem areas and evolve a system of smooth mobilization and thereafter to meet the logistic needs of the Army. The Committee note that no action in his recommendation appears to have been taken by the Government. The Committee, therefore, desire that this Core Group should be set up at the earliest and may be asked to furnish their recommendation in a time-bound manner. These recommendations should be implemented without any further loss of time.

### **Reply of the Government**

Civil-Military Liaison Conferences (CMLC) are regularly being conducted by Command Headquarters and subordinate formations along with respective counterparts of State Governments. Mobilisation plans of the Army are supported by local logistics capability and adequate synergy exists for cooperation between various agencies.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.82, 2.83 and 2.85)**

The Committee also feel that various Joint Training Programmes outlined by the Government for Military and Civil Officers are meant only for various military and civil officers. There does not seem to be any proposals for interaction by military personnel with the public at large. We read in Newspapers frequently about the military personnel involved in tiffs and brawns with the civilians in the railways and buses. The Committee feel that there is an urgent need to bring synergy between the two at the earliest. The Committee had also an experience to know that in cantonment area run by the cantonment board, civilian dispensaries are not provided with the same facilities as were available for the military personnel in their hospitals.

The Committee, therefore, desire that Armed Forces personnel, particularly combat forces, be trained by the Ministry in order to develop rich culture and passion to facilitate the amicable relation with the Civilians.

The Committee further desire that the Ministry should furnish implementation status of every measure suggested by the GoM to strengthen Civil-Military synergy in times of war and peace.

### **Reply of the Government**

The need to have specific military and general public interaction is genuine. Presently various measures catering to this requirement and also to strengthen the Civil and Military synergy are being implemented. Some of the prominent initiatives which are being undertaken are as follows:-

- (a) The National Cadet Corps which comprises of young boys and girls both from schools and colleges are imparted training by military personnel.
- (b) The Village Defence Committees in J&K State comprising young boys and old men and women are trained by the Army.
- (c) A number of weapon and equipment displays are held by the Army every year all over the country to foster civil-military interaction. These help the public at large in interacting with the military personnel at very close quarters.
- (d) The display of military prowess during the Republic Day Parade is another such event where the general public watches the Army at close quarters.
- (e) Free medical camps are organized by the Army in J&K and North East as well as other areas for the benefit of the people.
- (f) A number of recruitment rallies are organized across the country at various places to recruit candidates for the Army. These rallies attract thousands of youth who also learn about and interact with Army personnel.
- (g) Assistance is regularly being provided by the Army during natural calamities and disasters which provides an occasion for civil military interactions.

2. As desired by GOM, civil military liaison mechanisms have been institutionalised at various levels. Regular conferences are held at the level of Command Headquarters and subordinate formations with appropriate representation of the Army and State Governments with a view to foster mutual trust and understanding as also to address specific issues such as those pertaining to Internal Security deployments, disaster situations, welfare of serving personnel and their wards, ex-servicemen. Regular liaison is being made between field formations and corresponding officials from the civil administration.

3. The Cantonment Board Hospitals and dispensaries are managed by the Cantonment Board which comprises of Government officials and elected members. The Cantonment Board decides the facilities to be created in these establishments based on its felt needs and paying capacity of the local population.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.91 and 2.92)**

The Committee have noted the above mentioned instances quoted by Subramanyam Committee in their Report, which pertain to intelligence apparatus. Since not much record has been placed before the Committee regarding the action being taken by the Government on these cases, the Committee feel that there is an urgent need to strengthen the capabilities regarding the intelligence gathering, the intelligence analysing, intelligence sharing and taking follow-up action on those recommendations. The Committee note that in many advanced countries, technological intelligence collection is undertaken by an integrated Defence Intelligence Agency with adequate resources made available to the Defence Services for intelligence collection are not commensurate with the responsibility assigned to them. The Committee, therefore, desire that sufficient funds should be made available to armed forces for the purpose as recommended by Subramanyam Committee.

The Subramanyam Committee have noted a number of instances in the intelligence gathering during Kargil war. The Report has pointed out that Kargil highlighted the gross inadequacy in the nation's surveillance capability, particularly through satellite imaging. They, therefore, recommended that Unmanned Aerial Vehicles (UAV), also known as Remotely Piloted Vehicles (RPV), are extremely useful and effective in surveillance, especially if they have a night vision and thermal imaging capability. The Committee, therefore, desire that the Government should take immediate steps to strengthen the intelligence apparatus on the lines indicated by the Subramanyam Committee.

### **Reply of the Government**

. There is no cost factor that inhibits acquisition of high-end technology, as adequate funds are available. HQ IDS has approached MoD for devolution of powers in this respect. The acquisition of higher capability most of the time depends on availability of technology indigenously. Periodic scan of relevant technology for Intelligence Surveillance & Reconnaissance (ISR) is undertaken at respective Intelligence Directorates and Perspective Planning (PP) Directorates in

Defence HQs to counter the technical obsolescence/redundancy. A Long Term Integrated Perspective Plan (LTIPP) covering 15 to 20 years perspective of acquisition of relevant technologies equipment is progressed through Government. A Technology Coordination Group (TCG) has been established under the Chairmanship of NSA to monitor induction of Technical Intelligence Systems for Defence forces and other national intelligence agencies.

2. Defence Intelligence Agency as part of HQ IDS (which is a tri Service organization) carries out the vital aspect of coordinating intelligence gathering, analysis sharing and follow up amongst all the three Services Headquarters and other in agencies. Technology Intelligence (Tech Int) Branch of HQ IDS and Defence Image Processing and Centre (DIPAC) are involved in carrying out this task.

3. To further enhance the IMINT capability, the three Services have procured UAVs that are being routinely tasked on surveillance and intelligence missions and reports are being shared with all concerned agencies. These UAVs are also equipped with night vision and thermal capability.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No.2.96)**

The Committee note the views expressed by Subramanyam Committee in their report regarding deployment of army in counter-insurgency operations to tackle terrorist problems in various parts of the country and other internal security problems. As pointed out by the Subramanyam Committee, army's prolonged deployment in counter-insurgency role adversely affects its training programme which leads to fatigue and the development of mind-set that detracts from its primary role. Also, the State Governments and Para Military Forces tend to assume that army will always be there to combat insurgency. The net result of all this has been to reduce the role of the Indian army to the level of Para Military Forces and the Para Military Forces in turn to the level of an ordinary police Force. The view of the Subramanyam Committee is that the involvement of army in the counter-insurgency operations adversely affects its preparedness for its primary role, which is to defend the country against external aggression. The Committee, therefore, feel that army should be immediately withdrawn from internal security duties and this should be handled by Central Para Military Forces, Central Reserve Police Force and the State Police Forces. The Committee desire that a fixed time schedule should be drawn up to withdraw army from counter-insurgency duties, etc. gradually.

### **Reply of the Government**

Reply to Para No. 2.96 will be sent separately.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 3.24)**

The Committee note that Group of Ministers, in their report, had observed that proper management of borders is vital for national security. But there were instances of more than one force working on the same border and question of conflicts in command and control had been raised frequently. Multiplicity of forces on the same border also led to lack of accountability on the part of the officers. The Group of Ministers, therefore, suggested the principle of "One Border One Force". The Ministry of Home Affairs, during the oral evidence, informed that the action on the issue of "One border One Force" has been taken and implemented. Different forces have been named to man different borders.

### **Reply of the Government**

The principle of 'One Border One Force' has already been implemented.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 3.25)**

The Committee also note that the Central Para Military Forces have been assigned different borders and as result they are now supposed to deal with different problems at the border which earlier used to be handled by different departments.

### **Reply of the Government**

No action is required to be taken.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No.3.26)**

The Committee, therefore, feel that there is an urgent need to sensitise these forces with different aspects of the border management and they need detailed training for the same. The Committee, therefore, desire a time bound training programme of the personnel manning these borders should be finalized to give them detailed training about different aspects of border management like smuggling of narcotics, illegal migration, etc. At the same time, they may be manning the border from where people shall be coming legally also from the neighbouring countries. They, therefore, also need elaborate training in dealing with legal migration cases where they must be very polite and courteous to the immigrants and present an affable face of the country to visitors, etc.

### **Reply of the Government**

CPFs personnel deployed in the border region have been given training on different aspects of Border Management, smuggling of Narcotics and illegal migration during their basic training and at the same time of their orientation programme before their deployment in the border area. These topics are also covered in other in-service/promotional courses. So far as behavior with legal migrants is concerned, this aspect is broadly covered in the course syllabi of various courses in which topics like awareness of concept of behavior with civil population, liaison with border population and its importance, code of conduct for Police officers/personnel, various Law are taught to CPFs personnel in the basic/in-service attended by them.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 3.27)**

The Committee also note that the Government have decided to raise a very large number of additional battalions of Central Para Military Forces which need to be deployed for internal security duty, to maintain law and order, to deal with counter-insurgency and terrorist activities etc.

### **Reply of the Government**

As per the recommendations of an Inter Ministerial Group set up in June 2000 to assess the futuristic requirement of CPF, 209 battalions of CPFs including 50 IR Battalions and 30 RR Battalions have been raised over a period of 5 years in a phased manner. Thereafter, 25 IR Battalions have been sanctioned to various States during the period 2005-2006 to 2007-2008. 20 SSB Battalions have also been raised for guarding Indo-Nepal and Indo-Bhutan borders in the year 2005-2006 to 2006-2007. Recently in January 2007, 20 ITBP battalions have been sanctioned for raising in next 3 years. All the CPF battalions as mentioned above have been raised except 20 battalions of ITBP sanctioned recently. The IR Battalions sanctioned to various States are either raised or under various stages of raising as per their policy.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### CHAPTER—III

#### RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT REPLIES

##### Recommendation (Para No. 2.9B)

The Committee during the study visit to Guwahati had observed that for specialized medical treatment, which is not available in Armed Forces Medical Hospital, if the officer/jawan is referred to private hospital for treatment, he has to pay cash deposit before getting prescribed treatment. Later on claim is reimbursed to the servicemen. In the other hand retired person is availing empanelled private hospital facilities without paying anything, as the Government is paying the required amount to the hospital directly on behalf of the retired personnel.

The Committee, therefore, desire that medical facility, as is given to Ex-Servicemen may also be extended to the Servicemen, who has been performing more responsibility than the Ex-Servicemen.

##### Reply of the Government

Service hospitals are well equipped to provide comprehensive quality medicare to service personnel and their families in most of cases. However, provisions also exist for 90% medical advance to Defence Service personnel including their entitled dependants for emergency/elective specialized treatment, for which the facility is not available in Military Hospitals, in recognized civil hospital/institutions as approved by Ministry of Health & Family Welfare from time to time for CGHS beneficiaries at package/CGHS approved rates. The existing system of medicare and referrals for service personnel is found to be adequate and comprehensive.

2. In view of the above provision it is not considered necessary to extend medical facility to service personnel on the lines of ECHS.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

##### Recommendation (Para No. 2.10, 2.11, 2.12 and 2.13)

In accordance with the existing delegated powers, acquisition/procurement proposals upto Rs.20 crores are approved at the level of Defence Minister and proposals upto Rs.50 crores are cleared by the Finance Minister. Proposals beyond this limit are required to be approved by the Cabinet Committee on Security (CCS). These powers were delegated almost a decade ago. In the meantime, inflation has grown, sophistication of equipment has considerably enhanced the cost of equipping the armed forces. Accordingly, the Group of Ministers suggested that the existing limits be revised to Rs.50 crores and Rs.100 crores for the Defence Minister and Finance Minister respectively.

The Ministry of Defence, in their Action Taken Replies, intimated that the delegated powers had been enhanced accordingly. The delegated powers of Raksha Mantri are now Rs.100 crores for non-scaled items and upto Rs.200 crores with concurrence of Finance Minister.



The Committee, however, feel that the Defence Minister should be further delayed financial powers upto Rs.200 crores in case of non scaled items without the concurrence of the Finance Minister, if the purchase proposal is within the allocated amount of Ministry of Defence, as the Finance Minister may not have that knowledge of importance of the purchases to be made as the Defence Minister is likely to have.

On the other hand, if the purchases are to be made over and above the allocations of the Ministry of Defence, the Finance Minister may have higher power than the Defence Minister. This will reduce the bureaucratic delays in acquisition of defence equipment and will be cost-effective.

### **Reply of the Government**

The Ministry of Defence is of the view that for the present the existing delegation of powers is adequate.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.19)**

The Committee notes that it was the lack of synergy among the three Services which caused difficulties to the Armed Forces during the Kargil War. The Chief of Staff assumed the role of operational Commander to the respective forces rather than that of Chief of Staff to the Prime Minister and Defence Minister. This led to a number of negative results and protocol problems. The Committee understand that in pursuance of the observations and recommendations of Kargil Review Committee as cited above, the GoM had felt seriously the need for creation of the post of Chief of Defence Staff in order to boost synergy among the three Services of Armed Forces and to provide a single point military advice to Prime Minister and Defence Minister. The Committee also notes the observations of GoM that the functioning of Chief of Staff Committee has revealed serious weaknesses in its ability to provide single point military advice to the Government. The Committee, in their earlier report have recommended for the creation of the post of CDS. In view of this, the Committee, therefore, reiterates that the Government should take the GoM's recommendations as well as this Committee's concern in this matter seriously and take the final decision on CDS at the earliest and till the final decision on CDS taken, the functioning of COSC should be seriously streamlined and positively made effective."

### **Reply of the Government**

Based on recommendation of the Group of Ministers, HQ IDS was created on 1<sup>st</sup> October 2001. In the last five years much has been achieved by HQ IDS towards greater integration and in promoting synergy and jointness between the three services. Some of the achievements are summarized in the succeeding paragraphs.

Single Point of Military Advice:

2. Military advice to the Government continues to be provided by the COSC. To support the Chairman and the COSC, in the optimal performance of their roles and functions; Chief of Integrated Staff to the Chairman COSC (CISC) is carrying out the following designated roles:-

- (a) Supervise and control Integrated Defence Staff which is the principal arm of and secretariat to the Chairman and the COSC.
- (b) Serve as non-voting Member to the expanded COSC.
- (c) Chair Defence Crisis Management Group.
- (d) Supervise the co-ordination of Long Range Plans, Five Years Plans and Annual Budgetary proposals for the three services and presenting coordinated set of proposals to RM after discussion with Chiefs of Staff in COSC and Defence Secretary.
- (e) Coordinating and analysing critical deficiencies in force capabilities, assessing the impact of such deficiencies on National Military objectives and prioritising requirements of individual services to remove specific deficiencies so identified.
- (f) Coordinating, Planning and conduct of Tri Service training.

3. Joint Decision Making: A tiered system of decision making has been adopted amongst the three services to address joint issues. The important elements include:-

(a) Chief of Staff Committee (COSC): Three Chiefs and CISC (non-voting) are the members. The enhanced roles and functions of the Chairman, COSC are:-

- (i) Commanding such Joint Forces in the field as may be specifically assigned to him from time to time.
- (ii) Exercise administrative control but not command over Strategic Forces. He is an adviser to the National Command Authority.
- (iii) Exercising command and control over C-in-C Andaman & Nicobar Command and forces deployed therein.
- (iv) Exercising administrative, functional and operational control over the Defence Intelligence Agency.
- (v) Developing Joint Strategic doctrine and plans, including contingency plans and recommending the same to Government for coordinating and implementing.
- (vi) Coordinating disaster management and relief operations.

(b) Vice Chiefs Committee (VCC): The members are CISC (Chairman) and three Vice Chiefs.

- (i) Deals with all Tri-Service issues.
- (ii) Resolves inter service disputes.
- (iii) Military recommendations to MoD and CCS.

4. COSC is assisted by the following Tri-Service committees:-

- (a) Principal Maintenance Officers Committee (PMOC).
- (b) Principal Personnel Officers Committee (PPOC).
- (c) Principal Supply Officers Committee (PSOC).
- (d) Joint Operation Committee (JOCOM).

- (e) Joint Service Intelligence Committee (JSIC).
- (f) Joint Training Committee (JTC).
- (g) Joint Planning Committee (JPC).
- (h) Joint Operation Logistic Committee (JOLC).
- (i) Joint EMC management Advisory Board (JEMCAB).
- (j) Inter Service Equipment Policy Committee (ISEPC).
- (k) Joint Electronic Warfare Board (JEWB).

Addressing Inter-Service Doctrinal, Planning, Policy and Op issues:

5. In order to address inter-service doctrinal, planning, policy and op issues adequately, HQ IDS have achieved the following:-

- (a) Disaster Management: Coordinated relief operations during Tsunami, J&K earthquake, Katrina relief, volcanic eruption in Indonesia, Lebanon crisis and flood relief inside India. Also an integrated approach towards Disaster Management has been set-up alongwith interaction with Government (MHA) and civil authorities.
- (b) Integrated Space Cell has been revitalized, Defence Space Vision 2020 (DSV 2020) has been formulated and fructification of DSV 2020 has commenced.
- (c) Coordination of C4 I2 concept implementation to facilitate development of C4 I2 concept, induction to technology and joint systems interaction.

Conclusion: It may be seen that a lot of action has been initiated by the HQ IDS with regards to streamlining Chief of Staff Committee (COSC) functioning and improving its effectiveness. The process cannot be deemed as complete, nonetheless it is an incremental process that would take both time and efforts and that is being pursued by the Services and Ministry of Defence in right earnest.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para Nos. 2.30, 2.31 and 2.32.)**

The Committee note that the Group of Ministers (GoM) have recommended for restructuring of Ministry of Defence and Service Headquarters. The Group of Ministers desired that a Committee headed by the Defence Secretary should look into the delegation of administrative powers and also finalise the details of such restructuring.

The Ministry of Defence, in their reply, have stated that in pursuance of these recommendations, a number of institutions like Integrated Defence Staff, Tri-Service bodies like the Defence Intelligence Agency, the Strategic Forces Command and Andaman & Nicobar Theatre Command have been established. In addition to the above, Defence Acquisition Council, Defence Procurement Board, Defence Production Board and Defence Research and Development Board have also been established.

The Committee, feel that there is an urgent need to review the working of all these organizations set up by the Ministry of Defence on the basis of recommendations made by GoM. The Committee desire that a team of experts should examine the actual working of each and every organization to ensure their efficient working and also to have synergy. The Committee may be informed of the results thereof. The Committee also desire that these organizations should be given adequate flexibility in order to perform well or to meet any eventualities as per the changed circumstances.

### **Reply of the Government**

In pursuance of the recommendations by GoM a number of institutions and organizations like DIA, SFC, ANC, DAC, DPB etc have been established. It is considered that the efficacy of these institutions and organizations may be reviewed by MoD since some of these organizations are chaired by the Hon'ble Raksha Mantri and Defence Secretary.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.38)**

The Committee note that Subramanyam Committee, in their report, had observed that over the past years, actual defence expenditure had been below the amount required by the Defence Services to perform efficiently the tasks allotted to them.

### **Reply of the Government**

There has been a consistent increase in the budgetary allocation to Defence Services during the previous years. The actual expenditure has, however, generally been lower than the allocation under the Capital head on account of several factors, such as slippage in cash outgo related to Committed Liabilities and non-fructification of schemes as anticipated.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.37 and 2.39)**

The Committee note that GoM have recommended for preparing a holistic and integrated Defence Perspective Plan for 15 to 20 years through a process of inter-service prioritisation. The Five Year Defence Plans by the Services should be prepared on the basis of LTIPP. MoD may be directed to ensure timely completion of LTIPP, five yearly/annual Defence Plans apart from introducing all suggested measures to bring about efficiency in defence expenditure.

The Ministry of Defence have informed the Committee that LTIPP for the period 2002-17 is already in place. The same is being reviewed and revised covering the period 2007-22. The Committee have been further informed that the 11<sup>th</sup> Defence Plan has been formulated in consultation with the Services and forwarded to the Finance Minister in July, 2006. Since then the matter is under consideration between the two Ministries. Since then the matter is under concerned that with the creation of new bodies, there is a need to clearly lay down the field of responsibility between the Ministry of Defence and the three Services. While the Ministry of Defence have to lay down the Defence policies to draw up Long Term Integrated Perspective Plans as well as Five year Plans and lay down different targets for the three Services and provide funds for the same, on the other hand, the three services have to prepare Long Term Plan and Five Year Plan for their respective forces. Actual implementation of the policies and achievement of targets have to be the part of the three Services themselves. This should be examined in depth in consultation with the three Service Headquarters to avoid duplicacy, etc.

### **Reply of the Government**

As per the new approach of formulating the LTIPP, the National Security Strategy would be spelt out by Gol and approved by the CCS. Based on the threat envisaged, Defence Planning Guidelines and Defence Capability Strategy would be promulgated by the MoD.

2. The Defence Capability Plan and the LTIPP would be formulated with inputs from the Service HQs. However, to ensure Capability building in line with the Defence Capability Strategy and Defence Capability Plan and the aspects of commonality and inter operability, the LTIPP would be formulated by making necessary amendments to the LTTPs of the Services. These documents, formulated by HQ IDS, would then be forwarded to various agencies of the MoD including Service HQs for its implementation.

3. Procurement of equipment for building the capabilities of three Services would be carried out as per the procedure laid down in DPP-2006.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.45, 2.46 and 2.47)**

The Committee note the recommendations made by Group of Ministers that Defence Plan should be on zero-based budgeting approach and all on-going schemes may be examined on the same concept in a time-bound manner. The Group of Ministers also recommended for constitution of a Study Group by the Ministry of Defence.

The Committee note that the Ministry of Defence have reviewed all the 11<sup>th</sup> Plan schemes on actual performance which is in the spirit of zero based budgeting. The Ministry had also constituted a Study Group to make recommendations on budgetary reforms. This Study Group has submitted its recommendations, which have been accepted and implemented by the Government.

The Committee desire that budgetary allocation to the Ministry of Defence should be based on various schemes to be taken up during the period of Five Year Plans. The Ministry should have the authority to spend that sanctioned amount within that Five Year Plan period and not in a particular financial year only. The Committee observe that due to long gestation of procurement procedure and non-fructification of some contractual liabilities, every years the Ministry have been surrendering huge amount of their budgetary allocation. Therefore, the Committee had been recommending from time-to-time the operation of Non-Lapsable Fund so that whatever money has been sanctioned by the Parliament for Ministry of Defence, that should remain with them till the completion of the scheme for which the money had been sanctioned and the Ministry of Defence should not be asked to surrender the unutilised funds on year-to-year basis. The Committee strongly feel that the Ministry of Defence need reforms and procedural changes to implement the principle of zero based budgeting. Therefore, the Committee strongly recommend that the Ministry of Defence should carry out the necessary reforms and make concerted efforts to utilize the sanctioned amount within the particular financial year itself so that there is no need to surrender the amount and till the time the Ministry of Defence must create the non-lapsable fund so that defence modernization programme does not face any financial crunch.

### **Reply of the Government**

The Defence budget is a line budget of Union Budget. Therefore, any change in the functional modality of Defence budget from the existing one to zero-based budgeting will require a primary change in the concept of Union Budget itself. However, the 11<sup>th</sup> Plan projections were finalized by applying the principles underlying the concept of zero-based budgeting.

The issue has been examined and it is felt that at present there is no need for a Non-Lapsable Defence Modernization Fund since adequate funds become available under the budget in the beginning of the new financial year for capital acquisitions.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.84)**

The Committee also noticed the good work being done by the Army in the field of education and upbringing the children of terrorists who died during Army operations. Keeping in view the noble cause of the civic action programme of Army, the Committee strongly recommend that the Ministry should allocate more funds to Operation Sadbhavna and Good Samaritan and other similar new programmes. The Committee also desire that for this purpose, funds should be collected from different heads of various Ministries like Health, Human Resource Development, Rural Development and Road Transport, etc. so that money may not be a constraint for this noble cause and army should continue to be the nodal organization for their effective implementation.

### **Reply of the Government**

The Government allots adequate funds to the Army for Operations 'Sadbhavna' and 'Good Samaritan' considering Army's operational commitments vis-à-vis commitments in developing projects. The total allotments under Operation Sadbhavna and Operation Samaritan have increased from Rs.16.00 Crores in the year 2003-2004 to over Rs.63.00 Crores in the year 2007-2008. Based on the recommendations made by the Committee, Defence Ministry has taken up the matter of allotment of funds for Operations "Sadbhavna" and "Good Samaritan" with the Ministries of Health and Family Welfare, Human Resource Development, Rural Development, Road Transport and Development of North Eastern Region.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

## CHAPTER-IV

### RECOMMENDATIONS/OBSERVATIONS WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### Recommendation (Para No. 2.20)

The Committee also desire that the Government should set up a high level Committee to demarcate clear cut roles and functions of Civil and Military officials so that duplication of work can be avoided to check delays and responsibility may also be fixed in their respective field. As regards the easement of complex procedure governing the exercise of administrative and financial powers and concept of 'advice' to the Minister are concerned, the Committee are of the view that post of Defence Secretary should be upgraded to the level of Cabinet Secretary or equivalent to the Chief of Service in order to enable him to synergise the functioning of the Ministry of Defence and Armed Forces and to promote improved understanding and efficient functioning of the Ministry as a whole.

#### Reply of the Government

The roles of Civilian and Military officers are defined. However, such issue wherein there is a requirement of clarifying roles between the Civilians and Military officers, the same is resolved through mutual consultations. With regard to the question of upgradation of the post of Defence Secretary to the level of Cabinet Secretary or equivalent to the Chief of Service, it is reiterated that the recommendations may not be accepted at present as the same is premature at this stage. This position is reflected in the reply of this Ministry to paras 2.25 and 2.26.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

#### Recommendation (Para No. 2.21)

The Committee note that the Government have taken a number of steps to bring synergy amongst the three Services like planning and formulation of Long Term and Five Year Plans, Tri-Service Commands like the Andaman and Nicobar theatre command etc. The Committee, however, during their recent visit to the Islands, found that the desired level of synergy in such commands is missing. The Committee understand that the senior officers of the Command can issue orders to the personnel belonging to their respective forces only. There is no jointness of Command and Control. The Committee feel that this is a very serious lacuna and earnest efforts should be taken to correct it immediately. The Committee further wish to stress that Coast Guard Services may also be inter-connected with the jointness of Command and Control of the three Services.

### **Reply of the Government**

The concerned Parliamentary Committee was briefed by HQ ANC in detail regarding the joint aspects and it was suitably elaborated that jointness lies in functioning viz joint planning, joint training and joint operations. It does not involve melting down the identity of each Service to create a fourth/fifth Service.

2. The present system is working well with all the joint aspects being coordinated by HQ ANC where staff from all the Services is posted at each branch as per requirement.

3. Respective Component Commanders take instructions from the joint staff of HQ ANC and execute the given task as only they are competent to carry out the Service specific operations and it is not advisable to allow outside interference in their specialized fields/service.

4. Coast Guard is a service under Ministry of Defence and a system of their deputation to joint command during peacetime needs to be resolved for further integration.

5. ANC, as a tri Service organization, is relatively young. Issues relating to allocation of additional resources and up gradation of infrastructure are being addressed, based on threat perception.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.25 and 2.26)**

The Committee understand that the decision on the post of CDS is, at present, pending for political consultations. The Committee note the observation of GoM that the CDS, after its creation, will enjoy an equivalent status with Defence Secretary in terms of their working relationship as distinct from the Warrant of Precedence. The GoM had further observed that the Defence Secretary should enjoy equivalent status vis-à-vis the Chiefs of Staff in so far as their functional relationship is concerned. The Committee note that at present the three Service Chiefs enjoy the status of the Cabinet Secretary whereas the Defence Secretary is only in the rank of 'Secretary' i.e. a step junior. The Committee further note that the recommendations of GoM i.e. 'the Defence Secretary will function as Principal Defence Advisor to the Defence Minister in a manner similar to the role to be performed by the CDS as the Principal Military Advisor and both will enjoy an equivalent status in terms of their working relationship as distinct from the Warrant of Precedence' and also that the Chiefs of Staff will also attend meetings convened by the Defence Secretary, if required and vice versa are not being implemented.

The Committee feel that the unequal status being enjoyed by the Chiefs of Staff vis-à-vis the Defence Secretary at present has been causing lack of coordination and synergy in the functional relationship between the Ministry of Defence and the Service Headquarters. The Committee, therefore, desire that the Government should take immediate steps in regard to upgradation in the rank of Defence Secretary equivalent to the status of Cabinet Secretary or in the rank of Chiefs of Service and upgrade the functions of Defence Secretary as the 'Principle Defence Advisor' so that the working relations amongst the Chiefs and the Defence Secretary are brought on equal footing. The Committee strongly recommend that the GoM recommendation with regard to attending the meetings



convened by the Defence Secretary by the 'Chief of Staff' and vice-versa should be made operational at the earliest. These functional arrangements should be done at the earliest to bring about effective synergy amongst the three Services and the Ministry of Defence and provide unified advice to the Prime Minister and Defence Minister.

### **Reply of the Government**

The contents of paras 2.25 and 2.26 of the subject report were considered and it has been decided with the approval of RM that the recommendation made by the Standing Committee in above paras of the subject report may not be accepted at present as the same is premature at this stage.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.40)**

The Committee note that the 11<sup>th</sup> Defence Plan is yet to be cleared by the Ministry of Finance even though it was submitted to them about a year back. The Committee take a serious view of non-finalization of 11<sup>th</sup> Defence Plan inspite of the fact that the implementation period of the same has begun from April 2007. The Committee, therefore, desire that the Plan should be finalized at the earliest and should be implemented in the right earnest. The Committee also hope and trust that the annual Plan for the year 2007-08 is based on the targets set by the Ministry of Defence for the 11<sup>th</sup> Five Year Plan. The Committee also desire that the LTIPP should be periodically reviewed in the light of the new developments and should be kept updated.

### **Reply of the Government**

Concerted efforts are being made to get the 11<sup>th</sup> Defence Plan approved. The annual plan for the year 2007-08 is based on the targets set by Ministry of Defence for the 11<sup>th</sup> Defence Plan. LTIPP looks at a 15 years horizon and, therefore, accommodates impulses of change that are a part of the development cycle. It is modified periodically based on perception across three five year plans. The current one under development will cover 2007-2022 while the one that is being worked on covers 2002-2017.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.65)**

The Committee note that the GoM had recommended for setting up of an Air Force College of Engineering (AFCE) and a Defence Service Software Institute (DSSI) for the Armed Forces. The Committee are, however, unhappy to see little progress in this regard. Even though some efforts have been put in regard to the setting up of AFCE but nothing has yet been done for DSSI. The Committee, therefore, recommend that the Ministry should take immediate steps in this matter and apprise the Committee about the progress from time-to-time. The Committee has reiterated their earlier recommendation for setting up Air Force Pilot College at Nasik.

### Reply of the Government

Defence Services Software Institute:

- (i) The short term needs of the IT and software are adequately being met through a combination of in-service courses and outsourcing.
- (ii) The long-term needs of the three services and the IDS are being addressed as part of the IT HR consultancy being undertaken by IDS as directed by MoD. This consultancy will address the ICT training model requirement for the Defence Forces that will leverage integration of Defence Capabilities.
- (iii) Recommendation regarding setting of DSSI will be made after the completion of the study.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### Recommendation (Para No. 2.72, 2.73, 2.74 and 2.75)

The Committee endorsed the view of group of Ministers that the Armed Forces need to maintain a younger age profile so that they are at their fighting best at all times.

The Committee also note that the Ministry of Home Affairs also desired the younger age profile in the Central Para Military Forces. Therefore, there is a need to lay down the terms of engagement of soldiers and their lateral induction into other organizations.

The Ministry of Defence have informed the Committee that there are a number of problems in lateral induction of soldiers into the Central Para Military Forces like BSF or CRPF.

The Committee, however, are of the firm view that there is a need to maintain younger profile with the Armed Forces. As a result, a large number of ex-servicemen shall have to be re-settled in other professions. At present, this responsibility is being catered to by the Director General of Resettlement. However, there are not many opportunities for these ex-servicemen available on the civil side. The committee feel that it is the responsibility of the Government to ensure proper re-settlement of these ex-servicemen if it is decided to maintain younger profile in the Armed Forces. The Committee, therefore, desire that these ex-servicemen must be given lateral entry into various Para Military Border Security Force, Central Police Forces as well as in State Police Forces and other such forces. The Committee feel that ex-servicemen are fully trained in handling arms and ammunitions and they have the first hand experience of handling infiltrators and insurgents etc. In the border areas. The committee feel that their expertise can be gainfully utilized in the Central Police Forces. The Committee also feel that these ex-servicemen should also be absorbed in State Police Services as they are disciplined and fully trained personnel having experience in arms and ammunitions. The Committee suggest that the State Governments can be asked to absorb at least those ex-servicemen in their State Police Force which belong to their respective states. The Committee feel that induction of ex-servicemen into the para-military and other such forces would lead to huge reduction in pension and other retirement benefits bill of the Government. The Committee, therefore, desire that Ministry of Defence and Ministry of Home Affairs should jointly work out the modalities for lateral entry of ex-servicemen into Central Para Military Forces and in the State Reserve Police Forces by making statutory provisions in this regard.

To begin with, the Committee recommend that 10 percent reservation for ex-servicemen should be made. The Committee should be kept informed of the action taken in the matter.

### **Reply of the Government**

The Group of Ministers (GOM), appointed in pursuance of the Kargil Review Committee, had recommended lateral transfer of Army personnel to Para Military organizations in their report on 'Reforming the National Security System' with the primary aim of keeping a young profile of the Army in peak combat effective state, capable of meeting the challenges of future conflict. Based on the recommendations of the GOM report, an Apex Committee consisting of Cabinet Secretary, Chief of the Army Staff, Defence Secretary, Home Secretary and Secretary Expenditure was constituted to look into the terms of engagement of soldiers and their lateral entry into other organizations. In addition, a Working Group under the Chairmanship of Adjutant General, Army Headquarters with Joint Secretary (Police), Ministry of Home Affairs (MHA), representatives of Border Security Force, Central Reserve Police Force, Central Industrial Security Force and National Security Council Secretariat as Members, was constituted to carry out a detailed study of various issues, and, work out modalities for lateral transfer.

The Working Group, after in-depth deliberations submitted its report in March 2002. The recommendations of the Working Group envisages Long Term and Short Term lateral transfer of Army personnel into Central Para Military Forces (CPMFs). Since then, a number of meetings at various levels including with the Cabinet Secretary and Home Secretary have been held.

The following issues largely remained contentious and intractable:

Fixing the inter-se seniority of the transferees vis-à-vis original inductees of CPMFs without adversely affecting the latter's promotion prospects.

Disparities in the pay and allowances and perks of CPMF personnel and Army transferees. Issue of reservation for backward classes.

A meeting was taken by the Home Secretary on 2<sup>nd</sup> November, 2006. As per the decision taken in the meeting, a Committee under the Chairmanship of Director General, Border Security Force has been constituted to work out the modalities.

RM had also written to Home Minister in this regard to solve the impasse on lateral transfer of Army Personnel to Central Para Military Forces.

Home Minister had earlier informed that further action in this matter will be taken after receiving the report of the Committee under the Chairmanship of DG, BSF. Ministry of Home Affairs have recently intimated that the said committee has had deliberations and that their report may be awaited.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 2.97)**

However, the Committee have also noted the views of the Subramanyam Committee which state that the Para Military Forces are not trained and equipped to deal with border terrorism by well trained mercenaries armed with sophisticated equipment continuously infiltrating across the border/LoC. The Committee would, therefore, reiterate their recommendation that the ex-servicemen should be inducted into the Central Para Military Forces as well as State Police Forces to tackle all these problems as they are professionally qualified to handle all sorts of arms and ammunitions and have first hand experience of these problems at the border during their active service in the army. This would save all Government a lot of money in training Central Para Military Forces and Police Forces to handle the weapons and fire arms etc. The induction of ex-servicemen in Central Para Military Forces and the State Police Force will also save the Government's huge amount in pension and other liabilities. The Committee, therefore, desire that this suggestion of the Committee should be implemented in the right earnest at the earliest. The action taken in the matter should be intimated to the Committee.

### **Reply of the Government**

This is a complex issue and has been discussed between MoD & MHA several times. At present a Committee is in the process of identifying the posts in CPMFs where such induction of ex-servicemen can start.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

### **Recommendation (Para No. 3.28)**

The Committee feel that this is the right time when the ex-servicemen can be given lateral entry into these forces as these units are being raised at present. This will solve a lot of resettlement problems of our ex-servicemen and also save money of the Government in training the new recruits to the battalions. The Committee desire that this aspect should be seriously considered and the rules should be framed to give some percentage of the posts of ex-servicemen in these services regularly.

### **Reply of the Government**

This is a complex issue and has been discussed between MoD & MHA several times. At present a Committee is in the process of identifying the posts in CPMFs where such induction of ex-servicemen can start.

[Ministry of Defence O.M. No. H.11013/25/2007/D(Parl) dated 10.03.2008]

**CHAPTER-V**

**RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL  
REPLIES OF THE GOVERNMENT ARE STILL AWAITED**

- NIL-

**New Delhi;  
27 November, 2008  
6 Agrahayana**

**BALASAHEB VIKHE PATIL,  
*Chairman,*  
*Standing Committee on Defence***

**MINUTES OF THE ELEVENTH SITTING OF THE STANDING  
COMMITTEE ON DEFENCE (2008- 09)**

The Committee sat on Thursday, the 27<sup>th</sup> November 2008 from 1500 to 1530 hrs. in Committee Room `B', Parliament House Annexe, New Delhi.

**PRESENT**

Shri Balasaheb Vikhe Patil - Chairman

**MEMBERS**

**LOK SABHA**

1. Shri S. Bangarappa
2. Shri Santosh Gangwar
3. Shri Jigajinagi Ramesh Chandappa
4. Dr. K.S. Manoj
5. Shri Shrinivas Patil
6. Shri Arjun Charan Sethi
7. Shri Rajesh Verma
8. Shri Anil Shukla Warsi

**RAJYA SABHA**

9. Shri Jai Parkash Aggarwal
10. Shri R.K. Dhawan
11. Shri A. Elavarasan
12. Shri M.V. Mysura Reddy
13. Smt. Viplove Thakur

**SECRETARIAT**

1. Shri Rajeev Sharma - Director
2. Shri D.R. Shekhar - Deputy Secretary
3. Smt. J.M. Sinha - Under Secretary

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee. The Committee, thereafter, took up for consideration the draft Action Taken Report on the observations and recommendations contained in the Twenty-second Report of the Committee on the subject `Review of Implementation Status of Group of Ministers (GoMs) Report on Reforming National Security System in Pursuance of Kargil Review Committee Report – A Special Reference to Management of Defence', and adopted the same, without any modification.

3. The Committee then authorized the Chairman to finalise the report and present the same to the Parliament.

*The Committee then adjourned.*

**ANNEXURE**

**161: Conveyance for Relatives of Service Personnel in cases of Dangerous Illness or Bereavement etc.**

Free conveyance either under clause (A) or (B) below, as the individuals concerned may choose to avail of, will be granted to such number of persons as mentioned below, one of whom must be a relative, to visit an officer, a nursing officer, a cadet, a boy (only the son of a serving or ex JCO/OR of the army, equivalent ranks in the Navy and Air Force) of Military School, Soldier, Sailor, Airman. Non-combatant (Enrolled) enrolled trainee and apprentice or a boy reported as dangerously ill either in a civil hospital or a service hospital or to attend the funeral of any such individual within Indian limits provided that illness or death is not due to the individual's own misconduct :

- (a) Individual placed on - Two persons dangerously ill list
- (b) Funerals:
  - (i) Married Service - Three persons Personnel (including Cadets Trainees etc)
  - (ii) Unmarried service - Two persons personnel (including Cadets, Trainees etc)

(A) By rail/road : The visitors will be entitled to the same class of conveyance as the patient or the deceased. Relatives visiting boys of a Military School will travel on warrant in the class appropriate to their grades, if in service, and on cash TA in the class admissible to them at the time of their release etc., if no longer in service. Civilian visitors of these boys will travel on cash TA in second class of accommodation.

(B) By air:

1. Individuals placed on dangerously ill list:

To one relative. The second person not necessarily a relative may travel by rail/road under clause (A) above but this individual may also be allowed to accompany the relative by air subject to the following conditions:

- (i) Where the relative is a lady.
- (ii) Where the relative is a male but is over 60 years of age or is infirm, physically handicapped or ill at the time of departure to the bedside of dangerously ill individual.

NOTE: The authorities to decide whether the conditions laid down in clause (ii) above are fulfilled will be the OC/Officer in-Charge. Hospital in the case of service hospital and the authority who issues the notification of dangerous illness in the case of civil hospitals and their decision will be final.

2. Funerals:

Two or three relatives of the deceased as the case may be will be allowed conveyance by air/rail/road to attend the funeral. In cases where only one relative travels, a second individual may travel by rail/road under clause (A) above or may be allowed, subject to fulfillment of the conditions laid down in sub-clauses (i) and (ii) of clause (B) (1) above to accompany the relative by air.

3. Return Journey

The return journey in all cases referred to in (1) and (2) above will be performed by rail/road only and will be limited to the same persons who were provided free conveyance for the onward journey.

The cost of conveyance to and from the hospital will normally be paid after the arrival of the visitors in the hospital by the officer commanding/officers-in-charge in the case of service hospital and the authority who issues the notification of dangerous illness or death in the case of a civil hospital. In cases, however, where the cost of conveyance of relatives of soldiers/sailors/airmen, non-combatants (enrolled), apprentices or boys for the journey to the hospital exceeds Rs. 10 or in r/o service officers Rs. 50 the authority issuing the certificate of dangerous illness will also send by telegraphic money order one single fare of the appropriate class for each visitor. In cases of death occurring at a place other than hospital, necessary payment will be made by the O.C. Station or C.O. of the Ship/establishment.

**NOTE:** Free conveyance, as laid down above, will also be admissible to one relative to visit a soldier/sailor/airman, non-combatant (enrolled), enrolled trainee, an apprentice or a boy, who is reported to be dangerously ill due to attempted suicide or to attend his funeral in case of death due to suicide. In cases, however, when the relative is a male but over the age of sixty, or is a lady or a minor, or is infirm or physically handicapped at the time of departure, conveyance will also be admissible to a second person, not necessarily a relative, under the conditions laid down in this rule.



**APPENDIX**

**ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS / OBSERVATIONS CONTAINED IN THE 30<sup>TH</sup> REPORT OF THE STANDING COMMITTEE ON REVIEW OF IMPLEMENTATION STATUS OF GROUP OF MINISTERS (GOMS) REPORT ON REFORMING NATIONAL SECURITY SYSTEM IN PURSUANCE TO KARGIL REVIEW COMMITTEE REPORT-A SPECIAL REFERENCE TO MANAGEMENT OF DEFENCE**

		Percentage of Total	Percentage of Total
1.	<b>Total number of recommendations</b>	50	
2.	<b>Recommendations / Observations which have been accepted by Government</b>	22	44
	Para No. 2.6, 2.7, 2.8, 2.9 A, 2.53, 2.54, 2.61, 2.62, 2.63, 2.64, 2.80, 2.81, 2.82, 2.83, 2.85, 2.91, 2.92, 2.96, 3.24, 3.25, 3.26 & 3.27		
3.	<b>Recommendations / Observations which the Committee do not desire to pursue in view of Government's replies</b>	16	32
	Para No. 2.9B, 2.10, 2.11, 2.12, 2.13, 2.19, 2.30, 2.31, 2.32, 2.37, 2.38, 2.39, 2.45, 2.46, 2.47 & 2.84		
4.	<b>Recommendations / Observations in respect of which replies of Government have not been accepted by the Committee</b>	12	24
	Para No. 2.20, 2.21, 2.25, 2.26, 2.40, 2.65, 2.72, 2.73, 2.74, 2.75, 2.97 & 3.28		
5.	<b>Recommendations / Observations in respect of which final replies of Government are still awaited</b>	NIL	