

**STANDING COMMITTEE ON DEFENCE  
(2002)**

**(THIRTEENTH LOK SABHA)**

**SEVENTEENTH REPORT**

**MINISTRY OF DEFENCE**

[ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS  
CONTAINED IN THE TWELFTH REPORT OF THE COMMITTEE (THIRTEENTH  
LOK SABHA) ON THE SUBJECT 'MANPOWER, PLANNING AND  
MANAGEMENT POLICY IN DEFENCE']

Presented to Lok Sabha on 17 December, 2002

Laid in Rajya Sabha on 17 December, 2002



**LOK SABHA SECRETARIAT**

**NEW DELHI**

December, 2002/Agrahayana, 1924 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE  
ON DEFENCE (2002)

Shri Madan Lal Khurana — *Chairman*

MEMBERS  
*Lok Sabha*

2. Shri S. Ajaya Kumar
3. Shri S. Bangarappa
4. Shri S.K. Bwiswinuthiary
5. Col. (Retd.) Sona Ram Choudhary
6. Smt. Sangeeta Kumari Singh Deo
7. Shri K.P. Singh Deo
8. Shri K. Francis George
9. Shri Raghuvir Singh Kaushal
10. Shri Chandrakant Khaire
11. Shri Hassan Khan
12. Shri Mansoor Ali Khan
13. Shri K.E. Krishnamurthy
14. Shri P.R. Kyndiah
15. Shri Hannan Mollah
16. Shri Sultan Salahuddin Owaisi
17. Shri Shivraj V. Patil
18. Shri Mudragada Padmanabham
19. Shri Gajendra Singh Rajukhedi
20. Shri Raju Rana
21. Prof. Rasa Singh Rawat
22. Shri A.P. Jithender Reddy
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24. Dr. Raghuvansh Prasad Singh
25. Shri C. Sreenivasan
26. Shri Vaiko
27. Dr. Jaswant Singh Yadav
28. Dr. (Smt.) Sudha Yadav
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*Rajya Sabha*

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31. Shri Nilotpal Basu
32. Gen. (Retd.) Shankar Roy Chowdhury
33. Shri Suresh Kalmadi
34. Shri Birabhadra Singh
35. Dr. Raja Ramanna
36. Dr. V. Maitreyan
37. Shri B.S. Gnanadesikan
38. Shri Eduardo Faleiro
39. Dr. Akhtar Hasan Rizvi
40. Smt. N.P. Durga
41. Shri Ekanath K. Thakur
42. Shri Devdas Apte

SECRETARIAT

- |                       |   |                      |
|-----------------------|---|----------------------|
| 1. Shri P.D.T. Achary | - | Additional Secretary |
| 2. Shri S.C. Rastogi  | - | Joint Secretary      |
| 3. Shri Krishan Lal   | - | Director             |
| 4. Shri K.D. Muley    | - | Under Secretary      |

## INTRODUCTION

I, the Chairman, Standing Committee on Defence (2002) having been authorised by the Committee to submit the Report on their behalf present this Seventeenth Report on Action Taken by the Government on the recommendations contained in the Twelfth Report of the Committee (Thirteenth Lok Sabha) on the subject 'Manpower, Planning and Management Policy in Defence'.

2. The Twelfth Report was presented to Lok Sabha and laid on the Table of Rajya Sabha on 24 August, 2001. The Government furnished their replies indicating action taken on the recommendations contained in the Report on 12 February, 2002 (English version) and on 18 March, 2002 (Hindi version). The Draft Report was considered and adopted by the Standing Committee on Defence (2002) at their sitting held on 9 December, 2002.

3. An analysis of action taken by Government on recommendation contained in Twelfth Report of the Standing Committee on Defence (Thirteenth Lok Sabha) is given in Appendix.

4. For facility of reference and convenience, the observations/recommendations of the Committee have been printed in thick type in the body of the Report.

NEW DELHI;  
9 December, 2002  
18 Agrahayana, 1924 (Saka)

MADAN LAL KHURANA,  
*Chairman.*  
*Standing Committee on Defence.*

## CHAPTER I

### REPORT

This Report of the Committee deals with the action taken by the Government on the recommendations/observations contained in their Twelfth Report (Thirteenth Lok Sabha) on Manpower, Planning and Management Policy in Defence which was presented to Lok Sabha and laid on the Table of Rajya Sabha on 24 August, 2001.

2. In the Twelfth Report (Thirteenth Lok Sabha), the Committee made 38 observations/recommendations on the following 18 topics:

<u>Sl. No.</u>	<u>Para No.</u>	<u>Subject</u>
1.	12	Manpower Planning Policy in Defence-Army
2.	13	-do-
3.	19	Manpower Planning for Officers Cadre
4.	21	Measures taken to increase the intake of Officers-National defence Academy Entry
5.	23	Measures taken to increase the intake of officers-Direct Entry
6.	24	-do-
7.	25	-do-
8.	40	Manpower Planning for Junior Commissioned Officers (JCOs) and Other Ranks (Ors)
9.	41	-do-
10.	42	-do-
11.	43	-do-
12.	67	Manpower Planning for Officers cadre-shortage of Manpower in Armed Forces

13.	68	-do-
14.	69	-do-
15.	70	-do-
16.	73	Corruption and irregularities in recruitment in the Armed Forces
17.	81	Induction of Women in the Armed Forces
18.	88	Manpower Management Policy in Defence— Army (Teeth to Tail Ratio)
19.	89	-do-
20.	90	-do-
21.	95	Manpower Management Policy in Defence— Navy
22.	99	Manpower Management Policy in Defence— Air Force
23.	104	Ageing Armed Forces
24.	105	-do-
25.	107	Armed Forces Training Institutions
26.	108	-do-
27.	111	Down grading of Armed Forces Officers in Warrant/Table of Precedence
28.	112	-do-
29.	114&115	-do-
30.	116	-do-
31.	122	Settlement of grievances of armed forces personnel

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1	2	3
32.	123	-do-
33.	124	-do-
34.	126	Attribution to Military Service
35.	130	Inculcation of national pride amongst cadets and services personnel
36.	131	-do-
37.	137	Utilisation of vacancies reserved for Ex-servicemen
38.	138	-do-

3. Action taken notes have been received from the Government in respect of all the 38 recommendations/ observations contained in the Report. These have been categorised as follows:

- (i) Recommendations/Observations which have been accepted by Government:  
Sl. No. 2,4,5,8-10,12,13-22,25,26,33-38.
- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:  
Nil
- (iii) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee:  
Sl. No. 1,6,11,27,28,30,31&32.
- (iv) Recommendations/Observations in respect of which final replies of Government are still awaited:  
Sl. No. 3,7,23,24&29.

4. The Committee will now deal with the action taken by the Government on some of their recommendations as contained in Chapter-1 of this report.



## **Manpower Planning Policy in Defence—Army**

### **Recommendation (SI. No. 1, Para No. 12)**

5. The Committee had noted that the size of the Armed Forces in the country was fixed on the basis of Strategic and Technological Environment Analysis. Another important factor that was taken into consideration in this regard particularly in the case of Army was the state of internal security. While this was not a matter of direct concern of the Army, it had been often called upon to provide aid to civil authorities in maintenance of law and order which may cause demoralisation and degeneration of the armed forces. The extent of Army's involvement therein had been significant during recent years. Therefore, the Committee had recommended that involvement of Army in counter insurgency operations should be reduced gradually.

6. The Ministry of Defence have replied that the primary task of the Armed Forces is to safeguard the territorial integrity of the nation against external threats. Therefore, our military capability needs are directed towards ensuring the defence of our national territory encompassing amongst others, the inviolability of our land borders and islands territories. Assisting the civil administration in internal security duties is only a secondary role of the Armed Forces and a high commitment of troops causes disruption in their training, diluting their ability for conventional operations. There is a need to find ways and means of reducing commitments of the armed forces in tasks other than their primary one.

7. The recommendation of the Standing Committee on Defence, that the involvement of the army in counter-insurgency operations be gradually reduced, is well founded. The disengagement of the army from counter-insurgency operations would hinge to an extent, on the ability of the para military organisations and the police forces of the States to fill the void once the army is deinducted from Internal Security duties.

**8. The Committee are happy to note that the Ministry have taken note of the recommendation of the Committee that the involvement of Army in counter insurgency operations should be reduced gradually in order to maintain the operational efficiency of the armed forces. However, it seems that the Ministry have not taken any serious steps to disengage the Army in counter insurgency operations. Therefore, the Committee strongly recommend that the Ministry should chalk out a time bound plan for the de-induction of Army involved in counter insurgency operations, in consultation with Ministry of Home Affairs.**

## Manpower Planning for Officers Cadre

### Recommendation (SI. No. 3, Para No. 19)

9. The Committee were unhappy to note that the deficiencies in the cadre strength of officers in the Army was not a recent phenomenon. The Army had always lived with certain deficiencies. The Committee were at a loss to understand as to why the Government have allowed the situation to continue. This shows lack of proper planning on the part of the Government. The Committee were convinced that sufficient action had not been taken to fill up the vacancies within a reasonable time by the Government and strongly recommended that necessary steps should be taken to fill up the vacancies.

10. The Ministry of Defence have replied that deficiency of officers increased between 1990-97, because the actual intake in the officers cadre was low and wastages were higher than our training capacity of 1500 per annum. Hence, a need to increase the intake in training capacity of IMA and OTA was established. Through in-house re-appropriation, commissioning capacity of IMA and OTA has been increased from 1500 to 2150 as under:—

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Trg. Institute	Earlier Trg. Capacity	Commissioning Output	Revised Trg. Capacity	Commissioning output
IMA	1200	1000	1650	1400
ACC Wing	450	—	300	—
OTA	500	500	650	750
Total	2150	1500	2600	2150

Note: The Commissioning output is less than training capacity in case of IMA as training duration of some courses at IMA is more than one year. Commissioning output of CTTA is more than training capacity because WSES (0) entry undergo training for 6 months only and PC (SL) cadets undergo training during term break.

11. The above increase will result in improvement of intake if all the training slots are fully utilised. Several steps have been initiated by the Government. An Image Projection Campaign of the Army was launched during 1997-98. The campaign has made a positive impact on the availability and selection of candidates. Phase-11 of the campaign was launched during 1999. A decision has been taken to continue the campaign. Phase-111 of the campaign will be launched very shortly.

12. The Ministry of Defence have further stated that in order to make Short Service Commission more attractive, a Committee under the Chairmanship of the then Addl. Secretary, Ministry of Defence was constituted. The Committee have recommended various good measures to make the Short Service Commission more attractive.

13. The recommendations of the Committee are under consideration in consultation with Ministry of Finance and Department of Personnel & Training. Besides, there is a move to enhance the capacity for screening of prospective candidates.

**14. The Committee are satisfied to note that the Ministry have taken some steps to root out the cause of deficiency of officers in the army i.e. increase the intake in training capacity of IMA and OTA, image projection campaign and advertisement in electronic and print media to attract the youth and to enhance the capacity for screening of prospective candidates etc. However, the Committee hope that the Ministry will also take along term measures to improve the situation further and will avoid recurrence of the same.**

#### **Measures taken to increase the intake of Officers**

##### **Recommendation (SI. No. 6, Para No. 24)**

15. The Committee had constrained to express their concern and dissatisfaction at the casual approach of the Government/Ministry of Defence to the question of improvement of the career aspirations of Officers and Personnel Below Officers Rank (PBOR). The steeply pyramidal rank structure for both Officers as well as PBOR and consequent career stagnation in the Armed Forces with limited opportunities for upward mobility have been repeatedly identified as a major disincentive, and one of the main sources of dissatisfaction amongst all ranks. It has also the main reason for the ageing profile of the Armed Forces. Yet, there was a perceptible lack of interest within the Government to meaningfully consider the issue of lateral induction of Armed Forces personnel at all levels into Para Military Forces/Central Police Organisation. (PMF/CPO) as well as other departments of the Government and Public Sector, which provides the only lasting solution of both these problems. The Committee had also noted with concern that the unilaterally dismissive attitudes of the Department of Personnel and Training as well as the Ministries of Home Affairs and Finance to the proposals from the Ministry of Defence regarding structured lateral induction and strongly urge the Government to convene an inter-Ministerial Committee to resolve the issue.

16. The Ministry of Defence in their action taken replies have stated that the in-house committee under Spl. Secy., Defence have been constituted recently to go into the aspect of reducing the age profile of Commanders and to improve career progression of officers. The Committee is presently deliberating the issues. Based on the recommendations of the Vth Central Pay Commission, a proposal for grant of two Assured Career Progressions (ACPs) to the Personnel Below Officers Rank (PBOR) of Armed Forces have been accepted by the Government. Besides a Working Group under the Chairmanship of Adjutant General in Army Headquarters have been constituted to study and work out the modalities for reduction of the colour service and lateral induction of army personnel into the Central Para Military Force (CPMF). The numbers of the Committee include Joint Secretary (Police), MHA, IG (Personnel) of Border Security Force (BSF), Central Reserve Police Force (CRPF) and Central Industrial Security Force (CBF) as Members, with Joint Secretary (E), MoD as Member-Secretary. After a series of meetings, draft report of the Committee has been prepared. The draft report is being examined for finalisation in consultation with JS (P), MHA.

**17. The Committee note that an in-house Committee to look into the aspect of reducing the age profile of Commanders to keep the army young and also to improve career progression of officers has been set up. A Working Group has also been constituted to look into the aspect of reduction of the colour service and lateral induction of army personnel into Central Para Military Force (CPMF). The Committee recommend that apart from CPMF it should also include other Government departments. Public Sector undertakings (PSUs) and services. The Committee desire to be apprised of the outcome of the in-house Committee and Working Group and Government views thereon.**

**Recommendation (SI. No. 7, Para No. 25)**

18. The Committee had found some satisfaction to note that as a result of recent measures taken by the Government/Ministry, the rate of selection of officers has improved to 2234 in 1998 as compared to 1547 in 1997. The Committee, however, impressed upon the Government the need for initiating some further short and long term measures urgently *i.e.* need to review the cadre structure so as to improve upward mobility, need for giving adequate deputation vacancies in select ranks to the Armed Forces, lateral induction of the officers into CPOs and Defence related PSUs, a VRS scheme to help officers exit at higher ranks, need to prepare officers for a second career because of their early retirement, making Short Service more attractive etc. to attract youth from all over the country to join Army which will make up the deficiency of officers.

19. The Ministry in the action taken replies have stated that certain proposals projected by the Army Headquarters are receiving in-depth examination by the Committee constituted under Spl. Sec., Defence, viz. reduction in age profile of Commanders and simultaneous improvement of career prospects of officers. In order to make the Short Service Commission more attractive, a Committee under the Chairmanship of the then Addl. Secretary, Ministry of Defence was constituted. The Committee have recommended various good measures to make the Short Service Commission more attractive *i.e.* opportunities for second career, reduction of subject papers in civil services examination for SSC Officers, Terminal Financial Grant and Training for further employment.

20. The Ministry have further stated that the recommendations of the Committee are under consideration in consultation with Ministry of Finance and Department of Personnel & Training. The matter is being pursued vigorously for early finalisation.

**21. The Committee appreciate that the Ministry are taking steps to make Short Service Commission more attractive i.e. opportunities for second career, reduction in number of subject papers for SSC officers. Terminal Financial Grant and benefits as also Training for further employment. The Committee desire that the Ministry of Defence should expedite the matter in consultation with the Ministry of Finance and Department of Personnel & Training and implement these recommendations at the earliest and keep the Committee informed about the progress.**

**Manpower Planning for Junior Commissioned Officers (JCOs) and Other Ranks (ORs)**

**Recommendation (SI. No. II, Para No. 43)**

22. The Committee were of the view that as the recruitment of Personnel Below Officers Rank (PBORs) in the army was made on the basis of Recruitable Male Population (RMP) of each State/Union Territory, the Union Government should take up the matter with State Governments/Union Territories and persuade them to bear the responsibility to provide suitable opening for ex-Servicemen from a State/Union Territory in its police force or armed constabulary. For halting the large scale use of the Army for maintenance of law and order, the Committee had recommended that about half of the strength of the para-military forces/Central Police Organisation Officers/personnel and similarly a portion of police force in State(s) should consist of only ex-Army officers/personnel whose services could be utilised by the State(s) as and when required. It would be an avenue for both employment and continual national service for the Army personnel and also not require the Army to provide offices/JCOs/Ors to PMFs/CPOs.

23. In their action taken reply, the Ministry of Defence have stated that the Ministry of Home Affairs were requested to take necessary action on the recommendation made by the Committee. That Ministry have informed that they have requested the State Governments to make a provision for reservation for ex-Servicemen in their recruitment rules for the State Police Force. Besides, provision has been made in the recruitment rules of the Central Para Military Forces to reserve posts for ex-Servicemen at the level of Assistant Sub-Inspector, Head Constables and Constables. 10% of the vacancies at the level of Assistant Commandants in all para-military forces are also reserved for ex-Servicemen.

24. State Governments had also been requested in the past by the then Prime Minister and the then Raksha Mantri *vide* D.O. letters dated 1.11.95 and 1.10.1996 respectively to make provision for absorption of ex-Servicemen in the respective State Police Forces and also regarding redressal of their various grievances at State/district level on priority basis.

25. The Ministry have further stated that recommendation of the Committee that about half of the strength of the para-military forces/Central Police Organisations should consist of only-ex Army officers/personnel can be implemented only if the proposal to have lateral induction of Armed Forces Personnel in Central Para-Military Forces is accepted. In this connection, in June, 2001, a Working Group have been constituted by the Ministry of Defence with representatives from the Ministry of Home Affairs, BSF, CRPF, CISF, etc. This Working Group will go into details and make recommendations of the related issues of keeping younger profile of the Services, including lateral entry of Armed Forces into other organisations. Recommendations of the Working Group as and when received will be considered and appropriate action will be taken thereon as informed by the Ministry.

**26. The Committee note that on the issue of difficulties faced by serving and retired defence personnel in civil matters and re-employment, Prime Minister and Raksha Mantri had written letters to all CMs of the States and the Lt. Governors of the Union Territories regarding early redressal of their grievances and the rehabilitation of ex-Servicemen but after October, 1996, no step at a high level was taken by the Ministry to solve the grievances of these personnel. The Committee recommend that writing letters to all GMs/Lt. Governors and getting feed back on such issues from them will definitely speed up the process but unless there is implementation of the suggestions given by the PM and RM, in letter and spirit by the State Governments, the purpose will not be served. The Committee, therefore, strongly recommend that all efforts be made by the Government in this direction by setting up an Ex- Servicemen Commission similar to SC/ST, Minorities & Women Commission and a designated officer with competent authority in every ministry for implementation to be reported to the Parliament annually. The Committee desire to be apprised of the outcome of the In-House Committee and Working Group and Government views thereon.**

## **Armed Forces Training Institutions**

### **Recommendation (SI. Nos. 25 & 26, Para Nos. 107 & 108)**

27. The Committee had recommended that the Armed Forces training institutions were facing some major problems such as shortage of funds and manpower which impinge on the training being imparted because of time-bound training schedule of these institutions. Any dilution in standards of training in these institutions is unaffordable. Therefore, the Government should provide adequate funds to these institutions.

28. The Committee had also recommended that the deficiencies of manpower in the Armed Forces training institutions should be made up by raising additional yearly vacancies over a fixed period.

29. The Ministry of Defence have replied that the Ministry endorse the view of the Committee. Training is one of the primary peacetime activities of the Indian Armed Forces. Due to the high rate of change of technology, the Armed Forces have to periodically upgrade the techno-academic education level at the induction stage. Upgradation of training standards and provisioning of manpower to training institutions, is an on-going process. All efforts are made to provide adequate funds to training institutions within existing financial constraints and vacancies continue to be released within the approved posts.

30. Keeping in view the new security environment, all efforts are made to give a boost and a fresh look to the Armed Forces Training Institutes, in terms of availability of funds and manpower. The decrease in the number came about in 1984, when a total ban on recruitment was imposed on filling up of posts falling vacant due to death and retirement. The ban was partially lifted in 1986/87 and thereafter in 1996 which took into account the vacancies accumulated from 1984 to December, 1992. The vacancies released in 1996 were to be filled in three phases with a stipulation that a 10% economy cut will be imposed on the then existing Permanent Establishments and certain category of posts were to be abolished. The Government agreed only to partial relaxation *i.e.* to fill up the existing deficiencies in two phases with the following stipulation:—

- (a) Ten per cent cut imposed earlier *i.e.* in 1996 to be implemented;
- (b) Upward revised staffing norms to be implemented.

All training Establishments have accordingly been requested to revise their PEs.

**31. The Committee feel that the reply of the Ministry that Government agreed only to a partial relaxation i.e. to fill up the existing deficiencies in two phases is not satisfactory. The Committee are of the view that as the Armed Forces Training Institutions are the foundation on which armed forces expertise is built in respect of the latest high technology weaponry and warfare besides conventional equipment. Therefore, the Government should give utmost importance to these training institutions. The Government must provide them adequate budgetary support for meeting the requirement of manpower and training aids in these training institutions.**

### **Down grading of Armed Forces Officers in Warrant/Table of Precedence**

#### **Recommendation (SI. Nos. 27-30, Para Nos. 112-116)**

32. The Committee had noted that the Armed Forces provided lesser promotion chances as compared to the Civil Services. "The Committee had also noted that the position is inevitable because of the pyramidal structure of the Armed Forces. Even if the Armed Forces Officers are brought in by curtailing the required experience qualifications then a few would be able to reach at higher level posts. But because of the restriction of posts due to pyramidal structure they cannot move up further and till they move up they block the promotion avenues of others.

33. The Committee had noted that the Armed Forces Officers have been downgraded in Warrant/Table of Precedence after Independence. Due to the aforesaid reason the honour and prestige bestowed on the Armed Forces personnel by the society had also greatly affected over the years. The Committee took a very serious view of the trend of downgrading the Warrant of Precedence of the Armed Forces and strongly recommended that Ministry should take concrete measures to improve the situation.

34. The Committee had impressed upon the Government the utmost necessity of enhancing the social prestige/respect of the Armed Forces personnel. The Committee desired the Government to take necessary steps in this regard. It is required to be ensured that problems/works related to officers are attended to by the civilian authorities on priority basis. The Union Government should issue necessary instructions to the State Governments in this regard. The Armed Forces personnel giving their lives fighting insurgents/militants in the country or during peace keeping operations in other countries should be honoured by publishing the roll of honour etc. The Armed Forces personnel returning from peace-keeping operations in other countries should be properly honoured. The Government should expedite the setting up of a war memorial and a war museum. The Government should also, in consultation with the State Governments/local authorities take steps for ensuring proper upkeep of war hero's memorials in different parts of the country.



35. The Ministry of Defence have replied that this aspect is being examined by the Committee under Special Secretary, Defence which are examining various issues like reduction in age profile of Commanders and simultaneous improvement of career prospects of officers.

36. The Ministry of Defence have further stated that for enhancing the prestige of Armed Forces Personnel the roll of honours are maintained in regimental centers and training institutes. A roll of honour is also maintained in Army Headquarters.

37. All contingents of Indian Peace Keeping Forces returning from UN Missions abroad are received by Vice Chief of Army Staff and a ceremonial reception is always organised at the Airports/ports.

38. The Ministry of Defence have also stated that the construction of National War Memorial and National War Museum was conceived long back. However, no headway in this regard has been made for want of an appropriate site acceptable to Army authorities and also conforming to norms prescribed by various civil authorities. The matter is now under consideration at the highest level in Ministry of Defence & Ministry of Urban Development. A concept paper and design of the National War Memorial/National War Museum has been sent to Ministry of Urban Development for consideration and allotment of suitable land. As soon as the land is allotted by Urban Development Ministry, the construction would be undertaken on war-footing.

39. Regarding proper upkeep of War Heroes memorials built by State Governments in different parts of the country and attending family problems/work of Defence personnel by civilian authorities on priority, letters have been issued on 7.12.2001 from the RM to all Chief Ministers.

40. The Ministry of Defence have informed that since the Warrant of Precedence is being dealt with by Ministry of Home Affairs, the paras are being sent to the Ministry of Home Affairs for necessary action.

**41. The Committee are surprised and unhappy over the reply of the Ministry that construction of National War Memorials and National War Museum was conceived long back and these are yet to be constructed for want of an appropriate site acceptable to the Army authorities and also conforming to the norms prescribed by various civil authorities. The Committee desire that the Ministry of Defence should expedite the same in consultation with the Ministry of Urban and Rural Development. The Committee also desire that the Ministry should expedite the matter relating to Warrant of Precedence in consultation with the Ministry of Home Affairs and inform the Committee about the outcome.**

**42. As regards redressal of grievances of Defence Personnel by civil authorities on priority basis, the Ministry should pursue the matter with the Ministry of Personnel and Public Grievances as well as State Governments at appropriate levels.**

### **Settlement of grievances of Armed Forces Personnel**

#### **Recommendation (SI. Nos. 31 & 32 Para Nos. 122 & 123)**

43. The Committee had noted that the statutory and non-statutory service channels were in existence for redressal of grievances of the Armed Forces personnel. The Committee also noted with concern that the number of the Armed Forces personnel approaching courts to seek redressal of their service grievances was on the increase. The Committee also noted that a proposal to set up Armed Forces Administrative and Court Martial Tribunal to provide an alternative remedy to the Armed Forces personnel and an appellate forum for speedy redressal of their grievances was under consideration in the Ministry of Defence.

44. The Ministry in their action taken reply have stated that a proposal to establish an Armed Forces Tribunal to deal with the service matters and appeals arising out of the verdicts of the court martial concerning the three services is under active consideration of the Government and the modalities and other details are being worked out. Draft Cabinet note prepared in the matter is being examined by the Ministry of Law, Justice and Company Affairs.

45. The Committee were of the view that the maintenance of high morale of the Armed Forces personnel was very essential and in order to achieve that it was necessary that the Armed Forces personnel have confidence in their leadership *i.e.*, superiors. If there was tendency to go to an outside agency *i.e.*, the courts to seek redress of their grievances, it was apparent that there has been loss of faith in the system. The Committee desire the Government to carry out a thorough review of existing system of redressal of grievances of the Armed Forces personnel and take urgent remedial steps. Efforts should also be made to set up the proposed Armed Forces Administrative and Court Martial Tribunal at the earliest within a fixed time frame.

46. The Committee note that a proposal to establish an Armed Forces Tribunal to deal with the service matters and appeals arising out of the verdicts *of* the court martial concerning the three services is under active consideration of the Government and draft Cabinet note on the subject is being examined by the Ministry of Law, Justice and Company Affairs. The Committee desire that besides expeditiously setting up an Armed Forces Tribunal with powers of a High Court and independent of service HQrs for

redressal of grievances within a time limit of 90 days, the Government should seriously go into the causes of service personnel approaching courts to seek redressal of their service grievances. The Committee recommend that the Government should also encourage to maintain congenial atmosphere of work culture at Central as well as State levels so that the service personnel who safeguards the integrity, sovereignty and security of our country should not feel harassed on account of cases relating to their service matters.

## CHAPTER II

### RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### **Recommendation (SI. No. 2, Para No. 13)**

“As stated by the Defence Secretary during oral evidence, the battlefield scenario demands cut down on manpower cost so as to release resources for more investment in higher technology weaponry etc. The Committee note that the Army had formulated a plan for effecting under-posting of 50,000 soldiers over a period of two financial years till 31-3-1999 covering all type of units and formations. The Committee want to know the latest position in this regard and recommend that as there is cut down on manpower cost, the released resources should be invested in most modern warfare equipment in a time bound manner.”

#### **Reply of the Government**

In late 1997, the army decided to voluntarily suppress approximately 50,000 personnel on a temporary basis in order to generate savings for utilisation towards modernisation purposes. The savings accrued on account of this suppression of personnel strength has been appropriated by the army from 1998 onwards. However in the wake of the Kargil conflict and army's deployment on counter-insurgency duties as well as a number of new raisings 1999 onwards, *viz.* new battalions of the Ladakh Scouts and additional battalions of Rashtriya Rifles, the deficiency of manpower at unit levels has increased.

The suppression of manpower *viz.* 50,000 personnel has however been revoked since September, 2001 in view of the above unacceptable levels of deficiency and the emerging operational situation along the borders. This revocation is to be implemented over a period of one to three years.

[MOD OM No. H-11013/26/2001/D(Parl) dated 12.2.2002]

### **Recommendation (SI. No. 4, Para No. 21)**

The Committee note that most of cadets joining the National Defence Academy, Khadakvasla are from the urban areas in the country. The Committee desire the Government to take necessary measures to build up the required confidence and interest among rural youth for a career in the country's Armed Forces. The Government/Ministry of Defence should also take measures to start familiarisation/coaching centres in all districts of the country where the aspiring youth can familiarise themselves with the tests they will be subjected to in NDA/Service(s) Selection Boards.

### **Reply of the Government**

Analytical statistics suggest 70:30 ratio between urban/rural candidates appearing for CDSE and NDA examination. Recommendation rate of candidates at the interview stage has been higher for urban candidates than the rural i.e. 57.81% and 42.19% respectively.

Army carries out advertisement to attract the youth to join Army through electronic as well as print media covering the entire country. These are beamed on various TV channels all over the country. Advertisements are also given in various newspapers/magazines including vernacular press to cover maximum rural areas.

[MOD OM No. H-11013/26/2001/D(Parl) dated 12.2.2002]

### **Recommendation (SI. No. 5, Para No. 23)**

The Committee note that the entry levels for officers in the Armed Forces are based on the educational level i.e. a minimum of graduation. This includes 10+2 entry through NDA and Naval Academy wherein the entrants graduate at the respective Service academies and graduate direct entry scheme for the three Services. In Navy about 13 per cent vacancies are reserved for promotion of sailors to officer cadres. In Army a new entry named Special Commissioned Officers has been started recently for which serving JCOs, NCOs and other ranks excluding religious teachers are eligible, with target induction rate of 130 per annum.

## Reply of the Government

The data is generally correct other than annual intake in SCO entry which is 260 per annum (130 per course). However, the following additional data is relevant:—

- (a) In SCO cadre of Army, a cadre ceiling of 6000 officers has been laid down.
- (b) For induction of PBOR in commissioned ranks another entry named PC (SL) also exists. PC(SL) cadre has a ceiling of 2650 officers out of which 2400 are for PBOR.
- (c) PBOR can become officers through ACC entry also upto an annual intake of 150 per annum. If 150 candidates become officers every year and serve for 25 years, about 3750 officers can be in system under this entry.
- (d) Total slots available in Army for commissioning PBOR thus works out to  $6000+2400+3750=12150$  which is 26.51% of total 45830 posts authorised and double than 13% of officers posts reserved for PBOR in Navy.

The Career prospects for PBORs as officers are as under:—

- (a) **ACC.** ACC entry is in vogue since long. The age limit for this entry is 20-27 and education std is 10+2 pass. However, annual average intake for entry is 50 per annum. The reasons for low intake have been gone into and necessary measures to improve the intake are being taken. The officers inducted into this entry merge in the Regular Cadre and have the opportunity to rise upto senior most select ranks of Army.
- (b) **RCO.** This entry was commenced in 1984 for providing support cadre officers (Lt/Capt) for regimental jobs in the units. The intake in the entry has been low and the entry was stopped in 1997. As on date only 598 Regimental Commissioned Officers remain in the system. The service of RCOs is 12 years or 52 years of age, whichever is earlier. The officers has been made eligible for Acting and Substantive promotion upto the rank of Major recently.
- (c) **PC(SL).** This specialist cadre of officers was created in the year 1953. This has a cadre ceiling of 2650 officers. The cadre has 19 categories viz. RO, TEO, BESTO, AO, Cipher Officer, Master-at-Arms, Edn Officer etc. The induction to cadre is by selection of JCOs/ORs through SSB process. 250 out of 2650 posts have now been earmarked for LMC officers. The maximum promotion prospects in this cadre vary from Maj to Brig.

- (d) **SCO.** This entry has been created for providing career opportunities to JCOs/NCOs by merger of PC(SL) QM and RCO entry for future induction. The age limit for this entry is 30-35 years and educational qualification is 10+1 pass. The cadre ceiling of this entry is 6000. Annual intake planned is 260 (130 per course). Induction to this entry is low with only 451 officers commissioned in 9 courses (50 per course/100 per annum).

[MOD OM No. H-11013/26/2001/D(Parl) dated 12.2.2002]

**Recommendation (SI. No. 8, Para No. 40)**

The Committee note that about 50,000 Service personnel who constitute a rich source of trained and disciplined manpower retire or are released from active service every year out of this annual exist of infantry soldiers is 9656. This trained manpower is not being utilised. Moreover, the pension bill of the Service personnel is increasing year after year. As a measure to reduce the pension bill a proposal for transfer of Personnel Below Officer Rank (PBOR) of Army to Central Police Organisations (CPOs), State Armed Police Forces (SAPFs) and Indian Reserve Battalions (RIBs) after rendering 10 years of service in the Army is stated to be under consideration of the Government. The annual intake into para-military forces is 18280 for Group 'C' and 950 for Group 'D'. The Committee recommend that more ex-armed forces personnel should be retrained and absorbed in PMFs besides 10 per cent vacancy already reserved for ex-servicemen and Ministry of Defence should also encourage Private Sector to provide employment to ex-servicemen in their respective organisation on priority basis.

**Reply of the Government**

A Working Group has been constituted by the Ministry of Defence which has representative from the Ministry of Home Affairs, BSF CRPF, CISF, etc. This Working Group will go into details and make recommendations of the related issues of keeping younger profile of the Services, including lateral entry of Armed Forces into other organisations. Recommendations of the Working Group as and when received will be considered and appropriate action will be taken thereon.

[MOD OM No. H-11013/26/2001/D(Parl) dated 12.2.2002]

**Recommendation (SI. No. 9, Para No. 41)**

The Committee note that the service personnel at lower levels are worried about their future after retirement. The Committee, therefore, recommend that a post retirement training scheme should be formed to help these personnel fit suitably into the civilian society.

## Reply of the Government

Numerous training courses are being run for retired servicemen. The aim of these training courses is to offer training to retiring/retired servicemen in various skills so that they can successfully launch themselves in second career. The salient aspects of these schemes is as under:-

(i) Training courses for retiring servicemen.

(a) **Vocational Training:** Training courses of/upto six months duration are run with various Govt/Semi Govt/Private Institutes spread all over India. The subjects covered in these courses include computer and related field, security, agriculture, small scale entrepreneurship and many such fields. Number of retiring servicemen trained under this scheme for the last three years are as under:—

(i)	1998-99	-	8824
(ii)	1999-2000	-	8216
(iii)	2000-2001	-	8392

(b) **ITT Training:** There are 4000 seats reserved for retiring servicemen in 410 ITIs spread all over India. These seats were increased from 1000 to 4000 *vide* Ministry of Labour letter No. DGE&T-7/1/2000-TC dated 22 June 2000.

(c) **OJT Training:** Retiring servicemen are eligible to undergo on the job Training with 63 nominated PSUs all over India. Every year 1500 retiring servicemen are given training by these PSUs in nine trades.

(ii) **Training courses for Ex-Servicemen:** Those ex-servicemen who were unable to avail the facilities of pre-release training are eligible to avail this facility through Rajya Sainik Boards. The Charges for their training are reimbursed by Director General, Resettlement (DGR) New Delhi. At present, there are 21 training courses in vogue in areas like TV. repairing, Poultry farming. Leather craft, Handloom, Computers etc.

[MOD, O.M. No. H-11013/26/2001/D(Parl), dated 12.2.2002]



### **Recommendation (SI. No. 10, Para No. 42)**

The Committee note the Fifth Pay Commission's recommendation regarding engagement of one third of the annual intake into the combat and combat support arms of the Army PBOR on a shorter term of 7 years with the provision of their re-mustering into the other supporting arms and services within the Army. The Government is not considering favourably any proposal to reduce the colour service. Emphasising the need to reduce the pension bill of the Service personnel, the Committee feel that the issue requires an in-depth study and analysis. The Ministry and Army should take some positive initiative to examine the possibilities of implementing all the recommendations of Fifth Pay Commission.

### **Reply of the Government**

Any proposal for reduction in colour service in the Army is possible only if the individuals existing from Army are assured of a second career in the form of lateral transfer to other organisations to enable a full career for the personnel joining the Armed Forces. In order to examine this aspect a Working Group under the Chairmanship of Adjutant General in Army Headquarters has been constituted to study and work out the modalities for reduction of the colour service and lateral induction of army personnel into the CPMF. The members of the Committee include Joint Secretary (Police), MHA, IG (Personnel) of BSF, CRPF and CISF as Members, with Joint Secretary (E), MOD as Member-Secretary. After a series of meetings, draft report of the Committee has been prepared. The draft report is being examined for finalisation in consultation with JS(P), MHA.

[MOD OM No. H-11013/26/2001/D(Parl), dated 12.2.2002]

### **Recommendation (SI. No. 12, Para No. 67)**

The Committee view that strength of a nation depends on the strength of its Armed Forces. Even the economic and foreign policies must have strong military backing. The battlefield environment is changing fast. It is becoming highly technical. Failure to achieve the objective assigned to an Armed Force(s) officer could have grave and far reaching consequences. Therefore, an Armed Force(s) officer must not only be a first class brain but also has the fighting spirit. Candidates having these qualities do not find it an attractive and remunerative career as due to economic liberalisation, the cost and standards of living of the people have increased. Pay and perks have become an important driving factor for selection of a career. The private enterprise is prepared to pay attractive pay and perquisites to the competent. A career in the Armed Forces is unattractive also due to the reasons of field tenure, long separation from the family, maintenance of double establishment, housing and children's education problems, stagnation in promotion because of steep pyramidal structures etc. Due to the above factors there are shortages in the officer cadre of the Armed Forces. The situation is grim particularly in the Army where shortage is to the extent of about one-third of the

sanctioned strength of officers. This is really a matter of serious concern particularly in view of the fact that most of the vacancies are in the ranks of Major, Captain and below in the Army and their equivalent ranks in the other two Armed Forces which is the fighting element of the officer class in the Armed Forces.

### **Reply of the Government**

The Fifth Central Pay Commission (CPC) had made various recommendations for improving the service conditions, including pay and allowances of the Armed Forces personnel. Subsequently, a High Level Committee considered the aspects of pay and allowances of the armed forces personnel *vis-a-vis* Vth CPC recommendations. The recommendations of the High Level Committee were further considered by a Group of Officers headed by the Cabinet Secretary. Orders implementing the decision of the Group of Ministers have since been issued, which has considerably improved upon the pay and allowances package recommended by the Vth CPC.

Several steps have been initiated by the Government to overcome the shortage of officers in the Army. An Image Projection Campaign of the Army was launched during 1997-98. The campaign has made a positive impact on the availability and selection of candidates. Phase II of the campaign was launched during 1999. A decision has been taken to continue the campaign. Phase III of the campaign will be launched very shortly.

Besides, in order to increase the intake of officers, training capacity of IMA, Dehradun and IMA, Chennai has been increased through in-house reappropriation of the capacity already available. This has increased the commissioning capacity from 1500 to 2150 officers per year.

Sustained publicity efforts are on to attract talented youth to join the Air Force. About 3000 schools and colleges are on the mailing list for sending the publicity material. Schools and colleges are visited regularly for administering motivational talks. Increase publicity and candidate friendly recruitment procedures have been adopted by Navy in addition to general publicity and motivational drives.

[MOD OM No. H-11013/26/2001/D(Parl.), dated 12.2.2002]

### **Recommendation (SI. No. 13, Para No. 68)**

The Government should take effective steps for implementation of the proposal that whoever enters the Government service including Public Sector Undertakings etc., either State or Central, must compulsorily serve in the Armed Forces for a minimum period of two/three years. Alternatively, the Government may consider giving incentives in promotional avenues, place of posting etc. to those who enter the Government service, after serving a minimum period of two/three years in the Armed Forces.

## **Reply of the Government**

While the Government broadly endorses and supports the spirit and objectives behind the recommendation, it feels that the time is not yet opportune for compulsory service in the Armed Forces by the civilian officers.

As far as giving incentives in promotional avenues is concerned for those who enter Government service after a minimum period of two/three years in the Armed Forces, it will not be possible to implement this recommendation within the recruitment rules.

[MOD OM No. H-11013/26/2001/D(ParL), dated 12.2.2002]

Recommendation (SI. No. 14, Para No. 69)

In Army the troops have to be deployed in rugged and inhospitable high altitude terrain having extreme adverse climatic conditions where living and survival is a major problem. In addition to the hostile environment, isolation has an adverse impact on troops operating in such areas. Many medical problems which are never experienced in plains frequently occur there. Many troops deployed there suffer from permanent impairment or disability. Similarly in Navy, personnel who are deployed in ships etc. have to work under adverse conditions. The cadets at the passing out parades have a tendency to opt for supportive arms in the Army instead of combat arms. The Committee observes that for Infantry soldiers there are hardly say two years in five years when they could go to a peace station. Even at a peace station, they are again employed in internal security duty. So there is hardly any time they can stay with their families. The same soldiers are compared to men in Supply Corps. After the introduction of free ration to the officers, another traumatic situation has arisen. When an officer is posted in the field, he has to maintain two establishments, whereas an officer in the Supply Corps is very comfortable, he gets everything and live in peace with his family. During evidence, the Defence Secretary has stated that the allotment of combat arms does not go entirely by the choice of the cadets.

## **Reply of the Government**

Policy of allocation of arms/services to Gentlemen Cadets is based on the equitable distribution of calibre, age profile, class composition, merit etc. giving adequate consideration to choice of the Gentlemen Cadets also.

As regards compensation for deprivation suffered by combat arms, the same is under consideration at Army Headquarters based on the recommendations made by an in-house Committee.

[MOD OM No. H-11013/26/2001/D(ParL), dated 12.2.2002]

### **Recommendation (SI. No. 15, Para No. 70)**

The Committee are of the view that if the Govt. do not find out the root cause of the problem, we are not able to raise a force of high standard that would answer the challenge with the required spirit. The Committee therefore, desire the Govt. to take necessary measures in this regard. The possibilities of payment of sufficient pay or perks such as combat allowance as an incentive to join combat arms and/or lateral transfer between support element and combat element should also be examined.

### **Reply of the Government**

Most of the anomalies relating to pay and allowances of Service personnel have been settled. The above proposal is under examination for inclusion among the proposals to be submitted to the next pay commission.

As regards compensation for deprivation suffered by combat arms, the same is under consideration at Army Headquarters based on the recommendations made by an in-house Committee.

[MOD OM No. H-11013/26/2001/D(Parl.), dated 12.2.2002]

### **Recommendation (SI. No. 16, Para No. 73)**

The Committee observe with concern that there have been cases of corruption in recruitment into Army. The Committee are of the view that soldiering is a profession that has to be entrusted to eligible and committed men. The Committee would like the Government to take further necessary steps including harsher punishment to those found involved in irregularities in recruitment into the Army so as to ensure that those who wish to serve in the Army as a call of honour, a location and commitment are not rejected and the candidates fulfilling requisite qualification and standard are selected.

### **Reply of the Government**

In the recent past, a few cases of allegations of corruption and malpractices have come to light. Such cases are dealt with expeditiously and severe punishment is awarded if guilt is proved. The entire recruitment process under new recruitment policy is fair and transparent.

Revised recruiting system, is fair, transparent and based on merit. Adequate checks and safeguards in the form of independent members, boards of officers, presence of village heads/elders, remedial inspection at the Regimental Training Centres are existing to curb malpractice /professional misconduct. ADG Rtg carries out tech inspection of Zonal Recruitment Offices every year to evaluate the functioning of recruiting system.

Importance measures being taken to check influence of touts and curb malpractices in the recruitment are as under:—

- (a) Retention of personnel with ZRO/BRO for not more than two years.
- (b) Posting of Officers who belong to State falling within the territorial jurisdiction of zone is discouraged.
- (c) Professional publicity drive is being undertaken at all levels to counter the adverse propaganda of the touts and to generate more awareness in the candidates regarding the transparency in the recruitment process.
- (d) Screening is being carried out in full view of the public.
- (e) Intimate involvement of the Independent Members in all stages of screening is being done.
- (f) Mass contact programmes are being undertaken by recruitment teams to talk to the villagers to acquaint them with the recruiting procedure.
- (g) Proper Notice Boards and Display Boards are being ensured at BRO Offices.
- (h) Turnover of civilians is being effected periodically to avoid them from gaining local franchise.
- (i) Declaration of results is being done in presence of all candidates and declared results are being displayed in the BRO.
- (j) Display of Anti Touting Banners is being resorted to.
- (k) Co-opting the Army Intelligence and Liaison Units and Civil Intelligence Agencies during the rallies is being endeavoured.
- (l) Surprise/periodical checks instituted at various levels/stages of screening are being carried out to minimise the effects of touts.

Stern action is being taken against those found guilty. Local police authorities are approached regularly to monitor the case where First Information Reports have been lodged against persons found indulging in fraudulent enrolment/malpractices.

[MOD OM No. H-11013/26/2001/D(Parl.), dated 12.2.2002]

**Recommendation (SI. No. 17, Para No. 81)**

The Committee are happy to note that women are being recruited in the three Armed Forces into selected non-combatant branches of the Army, all branches of the Navy and selected non-combatant and combatant branches of the Indian Air Force as Short Service Commission Officers and on the whole they have been a success. The Committee desire the Government to increase representation of women in the Armed Forces by taking necessary steps including opening up of more non-combatant and combatant branches to them.

## **Reply of the Government**

A gradual increase in the number of appointments identified for women entry in Army has been made in past as under:—

<b><u>Year</u></b>	<b><u>Appointments</u></b>
1992	197
1995	538
2000	1040

Increase in the number of appointments for Women Officers will be reviewed in due course, when the present appointments are fully exhausted. We have progressively filled up 612 appointments out of 1040 identified.

[MOD OM No. H-11013/26/2001/D(Parl.), dated 12.2.2002]

### **Recommendation** (SI. No. 18, Para No. 88)

India has fourth largest Army in the world. Despite the fact that the Indian Army has at present one of the best 'teeth to tail' ratio amongst the large Armies of the world, the Indian Army spends over 40 percent on manpower related cost. This expenditure is likely to increase in future. A developing country like India which is hard pressed for resources, can not afford to maintain such a large Army.

## **Reply of the Government**

India has a land border of 15,600 kms, with some of these borders being along the most inhospitable terrain in the world. We also have an almost eyeball to eyeball deployment all along the Line of Control with Pak resulting in heavy and permanent commitment of troops on ground.

Besides the Army's full commitment along the borders during war, as well as during peace, the Army today is committed in fighting a proxy war in J&K and insurgency in the North East.

Therefore, till the ongoing op commitments continue, there is little scope of affecting any manpower reductions in the Army.

[MOD OM No. H-11013/26/2001/D(Parl.), dated 12.2.2002]

### **Recommendation (SI. No. 19, Para No. 89)**

The Committee recommend that British practice of using jawans as sahayaks etc. should be stopped forthwith and jawans should be treated in a dignified manner.

### **Reply of the Government**

It is brought out that after independence, the Indian Army has not retained any British practices and has evolved, like the rest of the country, in line with the Indian ethos and customs, the values enshrined in the Constitution of India, and the dynamics of change in a free democratic society. Indian Army has, however, retained the regimental traditions that are so essential to motivate men to fight.

The entire concept of personnel management in the army devolves on treating an individual in a dignified, honourable and fair manner. The entire structure of leadership in the army is based on camaraderie. Even non-combatants enrolled in jobs that are still considered as menial in large sections of society, were combatised by the Army in 1972 and are treated at par with other soldiers.

In view of the above, the impression of 'British practices' and lack of dignified treatment to any person in the Army is not valid.

Authorisation of sahayaks is a service requirement and not a colonial legacy. The system of providing sahayaks prevailed in all Armies of the world. It is reiterated that if officers and JCOs of the Army are to perform their functions as leaders, they have to be provided with protection and assistance of carrying out their allotted tasks unmindful of personal considerations and problems. A sahayak is a combatant who takes part in all operations and training activities of his unit and is kept fit for war at all times.

The complexity of officer-man relationship and the organisational role of the sahayaks are not normally appreciated by persons viewing the system from outside. Elaborate instructions have been issued on the duties to be performed by Sahayaks. However, more important is the strict code of conduct, which is observed due to regimental affiliations and ethos.

The Government is of the view that there is no need at present to discontinue the system of sahayaks, which is prevalent in the Army.

[MOD OM No. H-11013/26/2001/D(ParL), dated 12.2.2002]

### **Recommendation (Sl. No. 20, Para No. 90)**

The Committee impressed upon the Government the necessity of taking further steps for developing a leaner and the technologically more sophisticated Army and at the same time to ensure that the country has sufficient number of reserves which could be mobilised quickly in case of any eventuality.

### **Reply of the Government**

In this age of Revolution in Military Affairs, technology has and will prove to be a significant force multiplier. However, considering the type of the terrain along our land borders, the current security environment and the pattern of deployment of troops, technological upgrades can only serve to improve the effectiveness of our troops. It cannot be employed as a substitute for deployment of troops on ground, especially in covert operations undertaken by the Army.

[MOD OM No. H-11013/26/2001/D(ParL), dated 12.2.2002}

### **Recommendation (Sl. No. 21, Para No. 95)**

The Committee are unhappy to note that the functioning of Naval Standing Establishment Committee (NSEC) has not been satisfactory particularly due to the reasons which are otherwise avoidable. The Committee desire that the Ministry of Defence to take urgent necessary corrective steps in this regard.

### **Reply of the Government**

Naval Standing Establishment Committee (NSEC), has been revitalized and activated since August 1999 and has been reviewing cases of manpower of Naval Establishments. The Committee has reviewed 25 cases of Naval Establishments since then and has recommended increase/decrease in the manpower strength in these Establishments depending on the workload and norms laid down therefore. At present, the Committee are having all the members nominated and is expected to accelerate the progress of review of cases. The Committee have planned to carry out review of 30 to 35 cases of Naval Establishments per year i.e. on an average of 2 to 3 cases per month.

The recommendations of the NSEC on increase/decrease of manpower of various Naval Establishments/Units are examined by the Government and approval given subject to functional justification and availability of matching savings. All the recommendations of the Committee for increase/augmentation of manpower cannot be implemented in view of the existing ban on creation of non-plan posts imposed by the Ministry of Finance.

[Ministry of Defence OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]



## **Recommendation (SI. No. 22, Para Nos. 98 & 99)**

### **Air Force**

Shri Bharat Karnad, Research Professor in National Security Studies, Centre for Policy Research and Member of the National Security Advisory Board of the National Security Council, in his briefing to the Committee stated as follows:

“The most worrying thing about the Air Force's manpower structure is the fact that, for its size, it is weighted more on the side of the "tail" rather than the "teeth". Over-manning is a major problem and the IAF should consider reforms to correct it.”

Citing examples regarding the extent of over-manning, he stated:

“Several studies done in-house by Air Head Quarters over the last several years (the last such having been conducted 4-5 years back) indicated, for example, that a typical IAF MiG-21 Squadron is over-staffed by between 20% compared to a similar squadron in the Soviet/Russian and Czech Air Force.

The manning strength recommended by the Ex-Soviet/Russian suppliers for their radar, for instance, was no more than seven or eight persons (one senior officer of Major's rank, two junior officers and 4-5 ICOs and NCOs) to continuously operate the equipment. The size of the IAF radar crew comprising 34 persons (II officers plus 23 JCOs and NCOs), however, is five times as large.”

He further stated:

“There is no periodic re-prioritisation of tasks, from time to time, involving newer requirements, their technical upkeep and of periodic adjustments in the teeth-to-tail ratio to maintain the force at its fighting best and with very little fat. Thus, inadequate effort is presently going into the emerging and decisive spheres, like avionics and Precision Guided Munitions. In an inordinately high-tech aerial battlefield, the manpower shortfalls in these areas would tech aerial battlefield, the manpower shortfalls in these areas would constitute grave operational weaknesses of the IAF.

The crux of IAF's problem really is that every little accretion in warfighting capability is treated as an ADD-ON, rather than as a REPLACEMENT, eventuating in increased staff strength and in the current enhancement of payroll, allowances and pension burden, without a proportionate increase in actual operational effectiveness of the force.”

The Committee also desire Government/the Ministry of Defence/Air Force to take necessary steps urgently to correct and improve teeth to tail ration in the IAF.

### **Reply of the Government**

#### **Teeth to Tail Ratio**

The statement by Mr. Bharat Karnad that a typical IAF MiG-21 sqn is over manned by 20% compared to a similar Russian and Czech sqn appears to be factually incorrect. The IAF MiG-21 sqns are presently operating at about 60-65% of their established manpower. The Air Force Standing Establishment Committee (AFSEC) review of these sqns conducted last year has pruned down the strength from 370 to 320 technical personnel. It has also recommended that this was the minimum required manpower to meet the IAF operational tasks and should not be reduced further. In spite of this, the strength of technical manpower in MiG-21 sqns remains below this figure. Other fighter units are also facing a similar situation. For improving the teeth to tail ratio, the manpower reduction, if at all, should take place in non-combat units like Base Repairs Depots (BRDs), Equipment Depots (EDs) etc. that form the support structure or the 'tail' of the IAF. However, even these establishments are heavily tasked with maintenance activities and sub-optimally manned both in terms of civilian as well as uniformed personnel. Combat units are already operating below their optimal manpower strength and any further reduction in their manpower would have serious repercussions on the war-fighting capability of the IAF.

It has been rightly brought out in the document that the ban on the creation of posts since 1984 interferes with the growing manpower requirements of the IAF for its new inductions. The IAF is acquiring a variety of hi-tech equipment and weapon systems. In order to operationalise the new inductions, there is a requirement for additional manpower, which is difficult to obtain because of the ban. As a result, the IAF has to resort to internal adjustments which is usually at the cost of other operational units. Manning Strength of Russian Equipment Presently IAF operates P-18, P-40 and ST-68 Radars of Ex-Soviet/Soviet origin in different roles. P-18 and ST-68 Radars are used in stand alone mode in IAF for manual Limited Ground Control Interception (LGCI) role unlike in Russia/Ex-Soviet Union, where these radars are used only for Early Warning role in auto Control and Reporting Centre (CRC) environment. Moreover, because of gaps in our low level coverage, these radars are frequently moved from one location to another for operations. Thus the manpower required is more than originally recommended by Russian/Ex-Soviet countries. For P-40 radars, which are used for deployment of Tactical Battle Area under manual operations, the requisite manpower is required in the IAF since it also performs the role of Ground Control Interception stations /mini Air Defence Direction Centres.

Accretion in war-fighting ability is directly proportional to induction of new equipment and weapon systems. It may be appreciated that every weapon system has a fixed operational life beyond which it becomes sub-optimal. The IAF meticulously plans induction of new weapon systems to replace the old ones.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

**Recommendation (SI. No. 25, Para No. 107)**

The Committee feel that training is the key factor in human resource management for any organisation particularly in the Armed Forces in view of newly evolving weaponry, armoury, technology and warfare techniques. The Committee further feel that the Armed Forces training institutions are facing some major problems such as shortage of funds and manpower which impinge on the training being imparted because of time-bound training schedule of these institutions.

**Reply of the Government**

The Ministry endorses the views of the Committee. Training is one of the primary peacetime activities of the Indian Armed Forces. Due to the high rate of change of technology, the Armed Forces have to periodically upgrade the techno-academic education level at the induction stage. Upgradation of training standards and provisioning of manpower to training institutions, is an on-going process. All efforts are made to provide adequate funds to training institutions within existing financial constraints and vacancies continue to be released within the approved posts.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

**Comments of the Committee**

(Please *see* Para 31 of Chapter I of the Report)

**Recommendation (SI. No. 26, Para No. 108)**

As any dilution in standards of training is unaffordable in the Armed Forces Training Institutions, the Committee impress upon the Government the urgency of providing adequate funds to these institutions. The Committee also recommended that the deficiencies of manpower in the Armed Forces Training Institutions should be made up by releasing additional yearly vacancies over a fixed period.

## **Reply of the Government**

Keeping in view the new security environment, all efforts are made to give a boost and a fresh look to the Armed Forces Training Institutes, in terms of availability of funds and manpower.

The decrease in the number came about in 1984, when a total ban on recruitment was imposed on filling up of posts falling vacant due to death and retirement. The ban was partially lifted in 1986/87 and thereafter in 1996 which took into account the vacancies accumulated from 1984 to December 1992. The vacancies released in 1996 were to be filled in three phases with a stipulation that a 10% economy cut will be imposed on the then existing Permanent Establishments and certain category of posts were to be abolished. The Govt. agreed only to a partial relaxation *i.e.* to fill up the existing deficiencies in two phases with the following stipulation:—

- (a) Ten per cent cut imposed earlier *i.e.* in 1996 to be implemented.
- (b) Upward revised staffing norms to be implemented.

All Training Establishments have accordingly been requested to revise their PEs.  
[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

## **Comments of the Committee**

(Please *See* para 31 of Chapter I of the report)

### **Recommendation (SI. No. 33, Para No. 124)**

The Committee recommend that the punishment for service staff for dereliction of duty etc. should not be used on specialised personnel like Medical Officers and technical staff because loss of morale and humiliation among such personnel can only reduce their efficiency and their usefulness. The Committee also recommends that to improve morale of the fighting forces, operations of the grievance committees should be reviewed.

### **Reply of the Government**

With deference to the views expressed by the Hon'ble Parliament Committee, we are of the considered opinion that dereliction of duty/negligence on the part of a Medical Officer can result in the loss of life or avoidable complications to the patient. The troops injured in operations or otherwise suffering from ailment require prompt and efficient treatment. Negligence/dereliction of duty on the part of Medical Officers would, therefore, be a serious matter and should not be overlooked/ignored. Dereliction of duty on their part may have demoralising effect on the fighting forces.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

#### **Recommendation (SI. No. 34, Para No. 126)**

The Committee is of the view that the case relating to attribution (of death/disability) to military service need and deserve to be dealt with urgently and with compassion. The Committee desires the Ministry of Defence to evolve a procedure so that such cases are finalised urgently, say within three to six months period so that the dependents of soldiers/officers are not put to any inconvenience. The Commanding Officer's recommendations in such cases should be given adequate weightage.

### **Reply of the Government**

Cases relating to attribution of death/disability to military service in case of PBOR are dealt with by PCDA (Pension), Allahabad. In the case of officers, the administrative powers for adjudication in case of death/disability have now been delegated to Army HQ. Government orders have also been issued to hold the recommendations of the medical board as final regarding attribution of disability to military service. These measures would result in considerable reduction in the time taken for finalisation of the cases.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

#### **Recommendation (Si. No. 35, Para No. 130)**

The Committee note that measures being taken to inculcate national pride amongst cadets and Service personnel. The Committee also note that the details about the major battles fought in the country are taught in the military Institutions/Services training institutions. These are not taught in schools, colleges and universities.

### **Reply of the Government**

The observation of the Standing Committee have been noted. As regards the lack of such measures in the various schools, colleges and universities, the matter will be taken up by the Ministry of Defence with the Ministry of Human Resource Development as considered appropriate.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

### **Recommendation (SI. No. 36, Para No. 131)**

The Committee desires the Govt. to make further positive attempts to create confidence, enthusiasm, a sense of sacrifice, a sense of patriotism, a sense of national pride and love for the country among the younger generation and also among the new cadres in the Armed Forces in order to defend the country and its pride. The Govt. should also make arrangements for teaching of military colleges in the country so as to create motivation and national pride among the people. Electronic media should be fully utilised to spread the gallantry of the soldiers who fought valiantly during Indo-China War of 1962, Indo-Pak Wars of 1965 & 1971 and recent Kargil Conflict of 1999. Public awareness campaign should be launched highlighting our freedom struggle and the achievements of our war heroes during above mentioned conflicts after 1947, so as to create motivation and national pride among our people in general and the youth in particular.

### **Reply of the Government**

An Image Projection Campaign and a sustained Recruiting Publicity Campaign by the Recruiting Organisation has been organized all over the country. Motivational career counselling lectures, seminars and exhibitions have been organized. A well prepared video film is being shown to target audience in the above functions, followed by pinning up of posters in school notice boards and distribution of brochures which spell out the career opportunities in Army. In addition, laminated blow-ups have also been distributed. These measures have achieved a high reach and visibility amongst the target audience including youth in rural areas. Subsequent to these efforts, the response for recruitment has been favourable and encouraging.

(MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

### **Recommendation (Sl. No. 37, Para No. 137)**

The Committee note the concessions being provided by the Central and State Governments to ex-Servicemen for re-employment in Central and State Government posts. The Committee also note that recruitment to State Governments departments/State public sector undertakings/State Police is within the purview of the concerned State Governments/State Public Service Commissions/State Recruitment Boards and in five States viz. Bihar, Jammu & Kashmir, Kerala, Meghalaya and Union Territory of Andaman & Nicobar Islands, reservation is not being provided to ex-Servicemen in State Government jobs. The Committee note with concern the low utilisation of ex-Servicemen reservation. The response of ex-Servicemen for joining para-military forces has been generally poor because the Armed Forces personnel after their release from the Services prefer to accept jobs nearer to their home towns so that they can live with their families and also discharge their family obligations. Many ex-Servicemen prefer to set up self-employment ventures or get employment through ex-Servicemen security agencies or ex-Servicemen corporations. Quite often the States are also not able to absorb the ex-Servicemen or they disregard the reservations. The Committee also note the steps taken to improve the utilisation of vacancies reserved for ex-Servicemen.

### **Reply of the Government**

There is no specific recommendation in this Para and the Committee has only noted down the position intimated by Ministry of Defence in regard to re-employment of ex-Servicemen in Central and State Governments. As such no action is required on this Para.

[MOD OM No. H-11013/26/2001/D(Parl) dated 12.2.2002]

### **Comments of the Committee**

### **Recommendation (Sl. No. 38, Para No. 138)**

The Committee recommend that the Government should set up a centralised monitoring system to monitor the utilisation of ex-Servicemen reservation on the lines of the system for monitoring SC/ST reservation. The Committee also desire that the Union Government may consider giving some incentives to State(s) to absorb the ex-Servicemen belonging to the State in its police force/public sector undertakings and other departments.

## **Reply of the Government**

After the introduction of reservation for OBC in Government services, total reservation for SC/ST/OBC work out to 49.5% whereas as per a Judgement of the Supreme Court total reservation in Government jobs should not exceed 50%. As such, Department of Personnel and Training (DOP&T) had clarified that reservation provided to SC/ST/OBCs is of vertical nature where as reservation provided to ex-Servicemen, sports person, handicapped persons is of horizontal nature. DOP&T have further clarified that in the case of horizontal reservation candidates are selected against the reserved vacancies and thereafter they are adjusted against SC/ST/OBC vacancies depending upon the category to which a candidate belongs. That Department had also intimated that in the case of horizontal reservation, roaster system and carry forward of vacancies on the lines of reservation for SC/ST/OBC, is not possible. Therefore, it is not possible to have a monitoring system to monitor the utilisation of ex-Servicemen reservation on the lines of system for monitoring SC/ST reservations. Department of Personnel and Training are, however, monitoring the utilisation of the vacancies reserved for ex-Servicemen concerning Central Government Ministries/Departments/Public Sector Undertakings.

As regards recommendation of the Committee that Government may consider giving some incentives to State(s) to absorb the ex-Servicemen belonging to the State in its police force/public sector undertakings, it is considered that any kind of fiscal incentive to States for absorbing ex-Servicemen in State police forces is neither desirable nor appropriate.

[MOD OM No. H-11013/26/2001/D(Parl) dated 12.2.2002]



### CHAPTER III

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

-NIL-

## **CHAPTER IV**

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

#### **Recommendation (SI. No. 1, Para No. 12)**

The Committee note that the size of the Armed Forces in the country is fixed on the basis of Strategic and Technological Environment Analysis. Another important factor that is taken into consideration in this regard, particularly in the case of Army is the state of internal security. While this is not a matter of direct concern of the Army, it has been often called upon to provide aid to civil authorities in maintenance of law and order. The extent of Army's involvement therein has been significant during recent years. Therefore, the Committee recommend that involvement of Army in counter insurgency operations should be reduced gradually.

#### **Reply of the Government**

The primary task of the Armed Forces is to safeguard the territorial integrity of the nation against external threats. Therefore, our military capability needs are directed towards ensuring the defence of our national territory encompassing amongst others, the inviolability of our land borders and island territories. Assisting the civil administration in internal security duties is only a secondary role of the Armed Forces and a high commitment of the army in internal security duties, creates operational imbalances, disorientation of the troops and disruption in their training, diluting their ability for conventional operations. There is a need to find ways and means of reducing commitments of the armed forces in tasks other than their primary one.

The recommendation of the Standing Committee on Defence, that the involvement of the army in counter-insurgency operations be gradually reduced, is well founded. The disengagement of the army from counter-insurgency operations would hinge to an extent, on the ability of the para military organisations and the police forces of the States to fill the void once the army is deinducted from IS duties.

[MOD OM No. H-11013/26/2001/D(Parl) dated 12.2.2002]

#### **Comments of the Committee**

(Please See para 8 of Chapter I of the Report)

### **Recommendation (SI. No. 6, Para No. 24)**

The Committee are constrained to express its concern and dissatisfaction at the casual approach of the Government/Ministry of Defence to the question of improvement of the career aspirations of officers and Personnel Below Officers Rank (PBOR). The steeply pyramidal rank structure for both officers as well as PBOR and consequent career stagnation in the Armed Forces with limited opportunities for upward mobility have been repeatedly identified as a major disincentive, and one of the main sources of dissatisfaction amongst all ranks. It is also the main reason for the ageing profile of the Armed Forces. Yet, there is a perceptible lack of interest within the Government to meaningfully consider the issue of lateral induction of Armed Forces personnel at all levels into Para Military Forces/Central Police Organisation (PMF/CPO) as well as other departments of the Government and Public Sector, which provides the only lasting solution of both these problems. The Committee also note with concern that the unilaterally dismissive attitudes of the Department of Personnel and Training as well as the Ministries of Home Affairs and Finance to the proposals from the Ministry of Defence regarding structured lateral induction and strongly urge the Government to convene an inter-Ministerial Committee to resolve the issue.

### **Reply of the Government**

An in-house Committee under Spl. Secy., Defence has been constituted recently to go into the aspect of reducing the age profile of Commanders and to improve career progression of officers. The Committee is presently deliberating the issues. Based on the recommendations of the Vth CPC, a proposal for grant of two Assured Career Progressions (ACPs) to the PBOR of Armed Forces is under the active consideration of the Government. Besides a Working Group under the Chairmanship of Adjutant General in Army Headquarters has been constituted to study and work out the modalities for reduction of the colour service and lateral induction of army personnel into the CPMF. The members of the Committee include Joint Secretary (Police), MHA, IG (Personnel) of BSF, CRPF and CISF as Members, with Joint Secretary(E), MOD as Member-Secretary. After a series of meetings, draft report of the Committee has been prepared. The draft report is being examined for finalisation in consultation with JS(P), MHA.

[MOD OM No. H-11013/26/2001/D(Parl) dated 12.2.2002]

### **Comments of the Committee**

(Please See para 17 of Chapter I of the Report)

### **Recommendation (Sl. No. 11, Para No. 43)**

The Committee are also of the view that as the recruitment of PBORs in the army is made on the basis of RMP of each State/Union Territory, the Union Government should take up the matter with State Governments/Union Territories and persuade them to bear the responsibility to provide suitable opening for ex-Servicemen from a State/Union Territory in its police force or armed constabulary. For halting the large scale use of the Army for maintenance of law and order, the Committee recommend that about half of the strength of the para-military forces/Central Police Organisations Officers/personnel and similarly a portion of police force in State(s) should consist of only ex-Army officers/personnel whose services could be utilised, by the State(s) as and when required. It would be an avenue for both employment and continual national service for the Army personnel, and also not require the Army to provide officers/JCOs/ORs to PMFs/CPOs.

### **Reply of the Government**

Ministry of Home Affairs was requested to take necessary action on the recommendation made by the Committee. That Ministry has informed (Annexure-I) that they have requested the State Governments to make a provision for reservation for ex-Servicemen in their recruitment rules for the State Police force. Besides, provision has been made in the recruitment rules of the Central para-military Forces to reserve posts for ex-Servicemen at the level of Assistant Sub-Inspector, Head Constables and Constables. 10% of the vacancies in the posts of the level of Assistant Commandants in all para-military forces are also reserved for ex-Servicemen. State Governments had been requested in the past also by the then Prime Minister and the then Raksha Mantri *vide* D.O. letters dated 1.11.1995 and 1.10.1996 respectively (**Annexure-II & III**) to make provision of absorption of ex-Servicemen in the respective State Police Forces.

Recommendation of the Committee that about half of the strength of the para-military forces/Central Police Organisations should consist of only ex-Army officers/personnel can be implemented only if the proposal to have lateral induction of Armed Forces Personnel in Central Para-Military is accepted. In this connection, in June, 2001, a Working Group has been constituted by the Ministry of Defence which has representatives from the Ministry of Home Affairs, BSF, CRPF, CISF etc. This Working Group will go into details and make recommendations of the related issues of keeping younger profile of the Services, including lateral entry of Armed Forces into the organisations. Recommendations of the Working Group as and when received will be considered and appropriate action will be taken thereon.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

**Comments of the Committee**

(Please see Para 26 of Chapter I of the Report)

Annexure-I

MINISTRY OF HOME AFFAIRS

Subject: Twelfth Report on Manpower Planning and Management Policy in Defence.

Please refer to the D.O. letter bearing No. 310/1/2001/D(Res-I) dated 12th October 2001 addressed to Shri O.P. Arya, Joint Secretary (Police) in the MHA on the subject above.

2. The State Governments have been requested to make a provision for reservation for ex-servicemen in their recruitment rules for the State Police force, in terms of the recommendations of the Standing Committee on Defence. In fact, a few State Governments have intimated that they have reserved a certain percentage of posts of ex-servicemen in their recruitment rules for State Police force. For example, the Governments of Mizoram, Andhra Pradesh and Himachal Pradesh have reserved 10%, 2% and 15% respectively for ex-servicemen in respect of direct recruitment in the State Police Force. The Government of Meghalaya have expressed its inability to make reservation for ex-servicemen. The Government of Punjab have informed that they are taking necessary action in this respect. In the recruitment rules of the Central Para Military Forces also, provision has been made to reserve posts for ex-servicemen at the level of Assistant Sub-Inspector, Head Constable and Constables.

Sd/-  
(R.K. Singh)  
Joint Secretary (CS)

Shri K.G. Goel, Joint Secretary (ESW), Ministry of Defence, New Delhi  
MHA U.O. NO. VI-24021/40/2000-GPA.I dated the 5th December, 2001.

ANNEXURE-II  
PRIME MINISTER

New Delhi  
November 1, 1995

Dear Shri

As you are aware, majority of the Defence service personnel retire between 35 and 47 years of age, as we need to keep the Armed Forces young and fighting fit. Every year approximately 35,000 personnel so retire from three Services. Even while in service, as they serve mostly in Field and non-Field areas far away from their homes, they are not able to attend to their social and family responsibilities. Due to the changing socio-economic conditions in *the* country, like the breaking down of the joint family system etc., these ex-Servicemen need support and assistance from the Government for their resettlement and welfare.

The Government both at the Centre and in the States/Union Territories have, in fact, already taken a number of support measures in this regard.

However, as most of the ex-Servicemen take up residence in the State/Union Territory to which they belong, frequently in rural areas, their rehabilitation can be achieved best by the concerned State Governments/Union Territory Administrations. The programmes and various schemes for rehabilitation of ex-Servicemen introduced by the Kendriya Sainik Board (KSB), the apex body at the centre, have by and large been accepted and implemented by the State/Union Territories. Nevertheless, some of the schemes launched and the proposals recommend by the KSB or otherwise taken by Ministry of Defence in the past are yet to be implemented on the desired lines by certain State (Governments/Union Territory Administrations. I am enclosing a list of such issues requiring your personal attention.

I believe that action with promptitude and sympathy on these issues and their regular and periodical review at your level with have a salutary effect in resolution of the problem of ex-Servicemen. I shall be grateful if you could share with us the results of this review at the earliest, preferably by the end of November, 1995.

With regards

Yours sincerely,

Sd/-

(P.V. Narasimha Rao)

To  
Chief Ministers of the all States  
and the Lt. Governors of the Union Territories

**Annexure to letter from the Prime Minister to the Chief Ministers  
of the all States and the Lt. Governors of the Union Territories**

ISSUES DISCUSSED IN THE MEETINGS OF THE KENDRIYA  
SAINIK BOARD/SECRETARIES OF THE RAJYA SAINIK BOARDS,  
OR REFERRED OTHERWISE TO THE STATE GOVERNMENTS/UTs  
CONCERNING THE RESETTLEMENT AND WELFARE OF  
EX-SERVICEMEN

- (i) Optimum utilization of the vacancies reserved for ex-Servicemen by making provision for carry forward of the reserved vacancies for a period of at least one year before they are de-reserved and introducing an effective monitoring system. The clarification regarding the continued reservation of the vacancies for ex-Servicemen in spite of the Supreme Court Judgement regarding the maximum permissible limit for reservation consequent to the Mandal Commission Report, issued by the Department of Personnel has also been brought to the notice of the State Governments through their Rajya Sainik Boards.
- (ii) Extension of reservation for Group 'A' and 'B' posts in State Government Services.
- (iii) Amendment to the recruitment rules for providing relaxation in age/educational qualifications for ex-Servicemen on the lines adopted by the Central Government.
- (iv) Setting up of ex-Servicemen Corporations to enable ex-Servicemen to get greater employment/self-employment opportunities.
- (v) To make provision for absorption of ex-Servicemen in the respective State Police Services.
- (vi) Reservation for allotment of Fair Price Shops for ex-Servicemen.
- (vii) Removal of domiciliary restrictions for admission of wards Defence personnel/ex-Servicemen in technical and vocational courses.
- (viii) Reservation of at least 10% house sites and industrial plots/industrial sheds for ex-Servicemen/Widows.
- (ix) Amendment of Rent Control Act and Land Tenancy Act in the States to assist ex-Servicemen to take possession of their houses for self-occupation after retirement from service.
- (x) Exemption from payment of house tax/property tax to ex-Servicemen once they use the premises for self-occupation.



- (xi) Reservation of larger number of seats for wards of ex-Servicemen in Professional Colleges.
- (xii) Uniform rates of cash grants/monetary allowances to gallantry award winners as per the scales suggested by the Kendriya Sainik Board.
- (xiii) Implementation of the recommendation of the Sub-committee for suitably upgrading the rank and financial powers of the Secretary, Rajya Sainik Board in the Department of Sainik Welfare in the States.
- (xiv) Grant of old age pension at uniform rates for the veterans of the World Wars I and II.
- (xiv) To provide for the employment assistance to the widows/dependents of defence personnel, killed in action or died due to reasons attributable to service, near their places of domicile.
- (xvi) To create Wards for ex-Servicemen in the civil hospitals.
- (xvii) Allotment of land to ex-Servicemen Co-operative Housing Societies in the districts having large concentration of ex-Servicemen.

### **Recommendation (SI. No. 27, Para No. 111)**

Our Armed Forces consist of some excellent human material, almost as good as elsewhere, with a fine professional tradition. Their exemplary performance abroad on various peace keeping missions of the United Nations has further enhanced their image and upheld the honour and prestige of the nation. Our Armed Forces have also rendered invaluable assistance in the time of national calamities and in maintaining law and order during periods of unrest.

#### **Reply of the Government**

It is true that the personnel of the Indian Armed Forces comprise men who can be compared with the best in world in terms of professionalism, courage and integrity. Nowhere has this come more to the fore than in the multi national environs of UN Peace Keeping Missions. India has an enviable position of being one of the largest troops contributors for UN Missions and has regularly contributed over the last fifty years aggregating nearly 60,000 personnel. The dedication, professionalism and humanitarian approach of our peace keepers have met with rich appreciation by the UN, other Member States and most importantly by the populace of the countries where the troops have been deployed for peace keeping duties.

To cite a recent example, over 3000 armed forces personnel were deployed by India for the UN Mission in Sierra Leone, a poor and inter-necine war ravaged country in Africa. The army medical team ran a full fledged hospital in Freetown, the capital of Sierra Leone. This hospital served not only the UN personnel but also the local population as a general hospital. In Sierra Leone itself, the Indian battalion, under the leadership of the Force Commander, an Indian General officer, conducted a short and decisive operation (Op Khukri) to liberate over 200 UN personnel who had been held hostage by the rebel faction in that country. This operation was highly commended by the UN Secretary General as also the other Member States.

[MOD OM No. H-n013/26/2001/D(Parl.) dated 12.2.2002]

#### **Comments of the Committee**

(Please See paras 41 & 42 of Chapter I of the report)

### **Recommendation (SI. No. 28, Para No. 112)**

The Committee note that the Armed Forces provide lesser promotion chances as compared to the Civil Services. The Committee also note that the position is inevitable because of the pyramidal structure of the Armed Forces. Even if the Armed Forces Officers are brought in by curtailing the required experience qualification then a few will be able to reach at higher level posts. But because of the restriction of posts due to pyramidal structure they can not move up further and till they move up they block the avenues.

### **Reply of the Government**

The aspect is being examined by the Committee under Spl. Secy. Defence which is examining various issues like reduction in age profile of Commanders and simultaneous improvement of career prospects of officers.

[MOD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

### **Comments of the Committee**

(Please *See* paras 41 & 42 of Chapter I of the Report)

### **Recommendation (SI. No. 30, Para No. 116)**

The Committee impress upon the Government the utmost necessity of enhancing the social prestige/respect of the Armed Forces personnel. The Committee desired the Government to take necessary steps in this regard. The Army officers/jawans are granted leave very rarely. It is required to be ensured that their family problems/works related to officers are attended to by the civilian authorities on priority basis. The Union Government should issue necessary instructions to the State Governments in this regard. The Armed Forces personnel giving their lives fighting insurgents/militants in the country or during peace keeping operations in other countries should be honoured by publishing the roll of honour etc. The Armed Forces personnel returning from peace-keeping operations in other countries should be properly honoured. The Government should expedite the setting up of a war memorial and a war museum. The Government should also, in consultation with the State Governments/local authorities take steps for ensuring proper upkeep of war heroes' memorials in different parts of the country.

## **Reply of the Government**

For enhancing the prestige of Armed Forces Personnel the roll of honours are maintained in regimental centers and training institutes. A roll of honour is also maintained in Army Headquarters. All contingents of Indian Peace Keeping Forces returning from UN missions abroad are received by Vice Chief of Army Staff and a ceremonial reception is always organised at the Airports/ports.

The construction of National War Memorial and National War Museum was conceived long back. However, no headway in this regard has been made for want of an appropriate site acceptable to Army Authorities and also conforming to norms prescribed by various civil authorities. The matter is now under consideration at the highest level in Ministry of Defence & Ministry of Urban Development. A concept paper and design of the National War Memorial/National War Museum has been sent to Ministry of Urban Development for consideration and allotment of suitable land. As soon as the land is allotted by Urban Development Ministry, the construction would be undertaken on war-footing.

Regarding proper upkeep of War heroes' memorials built by State Govt. in different parts of the country and attending family problems/work of Defence personnel by civilian authorities on priority, letters have been issued on 07.12.2001 from the RM to all Chief Ministers.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

### **Comments of the Committee**

(Please *See* paras 41 & 42 of Chapter I of the Report)

### **Recommendation (SI. No. 31, Para No. 122)**

The Committee note that the statutory and non-statutory service channels which are in existence for redressal of grievances of the Armed Forces personnel. The Committee also note with concern that the number of the Armed Forces personnel approaching courts to seek redressal of their service grievances is on the increase. The Committee also note that a proposal to set up Armed Forces Administrative and Court Martial Tribunal to provide an alternative remedy to the Armed Forces personnel and an appellate forum for speedy redressal of their grievances is under consideration in the Ministry of Defence.

### **Reply of the Government**

A proposal to establish an Armed Forces Tribunal to deal with the service matters and appeals arising out of the verdicts of the court martial concerning the three services is under active consideration of the Govt. and the modalities and other details are being worked out. Draft Cabinet note prepared in the matter is being examined by the Ministry of Law, Justice and Company Affairs.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

### **Comments of the Committee**

(Please *See* para 46 of Chapter I of the Report)

### **Recommendation (SI. No. 32, Para No. 123)**

The Committee are of the view that the maintenance of high morale of the Armed Forces personnel is very essential and in order to achieve that it is necessary that the Armed Forces personnel have confidence in their leadership *i.e.*, superiors. If there is a tendency to go to an outside agency *i.e.*, the courts to seek redress of their grievances, it is apparent that there has been loss of faith in the system. The Committee desire the Government to carry out a thorough review of existing system of redressal of grievances of the Armed Forces personnel and take urgent remedial steps. Efforts should also be made to set up the proposed Armed Forces Administrative and Court Martial Tribunal at the earliest within a fixed time frame.

### **Reply of the Government**

A proposal to establish an Armed Forces Tribunal to deal with the service matters and appeals arising out of the verdicts of the court martial concerning the three services is under active consideration of the Govt. and the modalities and other details are being worked out. Draft Cabinet note prepared in the matter is being examined by the Ministry of Law, Justice and Company Affairs.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

### **Comments of the Committee**

(Please *See* para 46 of Chapter I of the Report)

## CHAPTER V

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

#### **Recommendation (SI. No. 3, Para No. 19)**

The Committee are unhappy to note that the deficiencies in the cadre strength of officers in the Army is not a recent phenomenon. The Army has always lived with certain deficiencies. The Committee are at a loss to understand as to why the Government have allowed the situation to continue. This shows lack of proper planning on the part of the Government. The Committee are convinced that sufficient action has not been taken to fill up the vacancies within a reasonable time by the Government and strongly recommend that necessary steps should be taken to fill up the vacancies.

#### **Reply of the Government**

Deficiency of officers increased between 1990-97, because the actual intake in the officers cadre was low and wastages were higher than our training capacity of 1500 per annum. Hence, a need to increase the intake in training capacity of IMA and OTA was established. Through in-house re-appropriation, commissioning capacity of IMA and OTA has been increased from 1500 to 2150 as under:—

Trg. Institute	Earlier Trg. Capacity	Commissioning Output	Revised Trg. Capacity	Commissioning Output
IMA	1200	1000	1650	1400
ACC Wing	450	—	300	—
OTA	500	500	650	750
Total	2150	1500	2600	2150

Note: The Commissioning output is less than training capacity in case of IMA as training duration of some courses at IMA is more than one year. Commissioning output of OTA is more than training capacity because WSES (0) entry undergo training for 6 months only and PC (SL) cadets undergo training during term break.

The above increase will result in improvement of intake if all the training slots are fully utilised. Several steps have been initiated by the Government. An Image Projection Campaign of the Army was launched during 1997-98. The campaign has made a positive impact on the availability and selection of candidates. Phase-H of the campaign was launched during 1999. A decision has been taken to continue the campaign. Phase-111 of the campaign will be launched very shortly.

In order to make the Short Service Commission more attractive, a Committee under the Chairmanship of the then Addl. Secretary, Ministry of Defence was constituted. The Committee has recommended various good measures to make the Short Service Commission more attractive.

The recommendations of the Committee are under consideration in consultation with Ministry of Finance and Department of Personnel & Training.

Besides, there is a move to enhance the capacity for screening of prospective candidates.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

#### **Comments of the Committee**

(Please *See* para 14 of Chapter I of the Report)

#### **Recommendation (SI. No. 7, Para No. 25)**

The Committee find some satisfaction to note that as a result of recent measures taken by the Government/Ministry, the rate of selection of officers has improved to 2234 in 1998 as compared to 1547 in 1997. The Committee, however, impressed upon the Government the need for initiating some further short and long term measures urgently *i.e.* need to review the cadre structure so as to improve upward mobility, need for giving adequate deputation vacancies in select ranks to the Armed Forces, lateral induction of the officers into CPOs and Defence related PSUs, a VRS scheme to help officers exist at higher ranks, need to prepare officers for a second career because of their early retirement, making Short Service more attractive etc. to attract youth from all over the country to join Army which will make up the deficiency of officers. The Government should re-examine the feasibility of giving Armed Forces Officers a running pay band on the lines of the Civil Services with rank pay as a separate entity.

## **Reply of the Government**

Certain proposals projected by the Army HQ are receiving in-depth examination by the committee constituted under Spl. Secy. Defence, *viz*, reduction in age profile of Commanders and simultaneous improvement of career prospects of officers. In order to make the Short Service Commission more attractive, a Committee under the Chairmanship of the then Addl. Secretary, Ministry of Defence was constituted. The Committee has recommended various good measures which to make the Short Service Commission more attractive.

The recommendations of the Committee are under consideration in consultation with Ministry of Finance and Department of Personnel & Training.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

### **Comments of the Committee**

(Please *See* para 21 of Chapter I of the Report)

### **Recommendation (Sl. No. 23, Para No. 104)**

The Committee are concerned to note that inspite of the existing age profile of the Armed Forces personal being on the higher side, an increase of two years across the board has been made in the retirement age of all ranks in the Armed Forces except (i) officers of Armed Forces Medical Services and Remount Veterinary Corps (ii) Naval Officers, for which matter is under active consideration of the Government. The Committee are of the view that despite the induction of hi-tech weapons, it is the man behind the machine who still matters in a war. The Armed Forces personnel have to be physically fit as they, particularly the Army personnel, have to fight a war in varied climatic and geographical areas. The recent increase of two years in the age profile of the Armed Forces Personnel is going to adversely affect their fighting capabilities. The age of the Armed Forces personnel, particularly, the Army, at the operational level should be lower.

### **Reply of the Government**

The aspect of reduction of age profile of the Commanders is being gone into detail by a committee constituted under Special Secretary Defence.



The decision for enhancing the retirement age by two years was taken by the Govt. in the year 1998 on the recommendation of the Chief of Staff Committee. While the officer cadre welcomed and accepted the proposal, the response *by* PBOR was lukewarm. Only a negligible percent of PBOR in the fighting Arms opted for two years extension.

While roll back of extension in age may not be in larger interest of the Army since the personnel of Armed forces already have a shorter career span as compared to any other service. The issue of maintaining a youthful profile of the Army is under examination.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

#### **Recommendation (SI. No. 24, Para No. 105)**

The Committee, therefore, impress upon the Government/Ministry of Defence the necessity of in-depth examination of the matter and taking necessary steps to maintain youthful profile of the Armed Forces personnel at operational levels.

#### **Reply of the Government**

The Govt. is seized of the problem of maintaining youthful profile of Armed Forces personnel at operational level. Certain proposals projected by the Army HQ are receiving in-depth examination by the committee constituted under Spl. Secy. Defence, *viz*, reduction in age profile of Commanders and simultaneous improvement of career prospects of officers.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

#### **Recommendation (SI. No. 29, Para Nos. 114 and 115)**

The Committee note that the Armed Forces officers have been downgraded in Warrant/Table of Precedence after Independence. Due to the aforesaid reason the honour and prestige bestowed on the Armed Forces personnel by the society has also greatly affected over the years. The Committee take a very serious view of the trend of downgrading the Warrant of Precedence of the Armed Forces and strongly recommend that Ministry should take concrete measures to improve the situation. A detailed report on Warrant of Precedence and other matters related thereto will follow.

After Independence, the people of India resolve to constitute their country into a Sovereign Socialist Secular Democratic Republic. In a democratic State the administrative machinery is manned by the civil functionaries. Therefore, after independence downgrading of the Armed Forces officers in Warrant/Table of Precedence could not be avoided.

### **Reply of the Government**

Observations of the Standing Committee on Defence on the above paras do not warrant any action from the Ministry of Defence as the nature of the paras have been taken as observations without the need for any follow up action. However, since Warrant of Precedence is being dealt with by Ministry of Home Affairs, the paras are being sent to that Ministry for necessary action.

[MoD OM No. H-11013/26/2001/D(Parl.) dated 12.2.2002]

NEW DELHI;  
9 December, 2002  
18 Agrahayana, 1924 (*Saka*)

MADAN LAL KHURANA  
*Chairman*  
*Standing Committee on Defence*

MINUTES OF THE FOURTEENTH SITTING OF THE STANDING  
COMMITTEE ON DEFENCE (2002)

The Committee sat on Monday, the 9th December, 2002 from 1500 hrs. to 1640 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Shri Madan Lal Khurana—*Chairman*

MEMBERS

*Lok Sabha*

2. Col. (Retd.) Sona Ram Choudhary
3. Smt. Sangeeta Kumari Singh Deo
4. Shri K.P. Singh Deo
5. Shri ChandraJkant Khaire
6. Shri Hassan Khan
7. Prof. Rasa Singh Rawat
8. Shri A.P. Jithender Reddy
9. Dr. Col. (Retd.) Dhani Ram Shandil
10. Dr. (Smt.) Sudha Yadav

*Rajya Sabha*

11. Gen. (Retd.) Shankar Roy Chowdhury
12. Smt. N.P. Durga
13. Shri Eduardo Faleiro
14. Shri Suresh Kalmadi
15. Dr. Raja Ramanna
16. Shri Birbhadra Singh
17. Shri Ekanath K. Thakur

SECRETARIAT

- |                       |   |                             |
|-----------------------|---|-----------------------------|
| 1. Shri P.D.T. Achary | — | <i>Additional Secretary</i> |
| 2. Shri S.C. Rastogi  | — | <i>Joint Secretary</i>      |
| 3. Shri Krishan Lal   | — | <i>Director</i>             |
| 4. Shri K.D. Muley    | — | <i>Under Secretary</i>      |



## ANNEXURE

(See Para 3 of the Minutes dated 9.12.2002)

Sl. No.	Page No.	Para No.	Line(s)	Modifications
1	2	3	4	5
1.	5	8	3	after "gradually" insert "in order to maintain the operational efficiency of the armed forces".
2.	9	17	5	after "(CPMP)" insert "The Committee recommend that apart from CPMF it should also include other Government departments. Public Sector Undertakings (PSUs) and Services."
3.	11	21	3	for "and Training" read "and benefits as also Training"
4.			6	after "earliest" insert "and keep the Committee informed about the progress."
5.	13	26	11	after "direction" add "by setting up an Ex-Servicemen Commission similar to SC/ST Minorities & Women Commission and a designate officer with competent authority in every ministry for implementation to be reported to the Parliament annually. The Committee desire to be apprised of the outcome of the In-House Committee and Working Group and Government views thereon."
6.	15	31	4	for "soldiers" read "armed forces"
7.			6	after "these" insert "training"
8.			8	after "manpower" insert "and training aids"

- |     |    |    |                   |   |
|-----|----|----|-------------------|---|
| 9.  | 18 | 42 | 2                 | for "the matter with civil authorities"<br>substitute "the matter with Ministry of<br>Personnel and Public Grievances as well<br>as State Governments"  |
| 10. | 20 | 46 | For lines<br>5-11 | substitute "Company Affairs.<br>The Committee desire that besides<br>expeditiously setting up an Armed Forces<br>Tribunal with powers of a High Court and<br>independent of service HQrs for redressal of<br>grievances within a time limit of 90 days,<br>the Government should seriously go into the<br>causes of service personnel approaching<br>courts to seek redressal of their service<br>grievances. The Committee recommend<br>that the Government should also<br>encourage to maintain congenial<br>atmosphere of work culture at Central as<br>well as State levels so that the service<br>personnel who safeguards the integrity,<br>sovereignty and security of our country<br>should not feel harassed on account of cases<br>relating to their service matter." |

## APPENDIX

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON  
THE RECOMMENDATIONS CONTAINED IN THE TWELFTH  
REPORT OF THE STANDING COMMITTEE ON DEFENCE  
(THIRTEENTH LOKSABHA) ON THE SUBJECT 'MANPOWER  
PLANNING AND MANAGEMENT POLICY IN DEFENCE'.

		Percentage of Total
(i)	Total number of recommendations	38
(ii)	Recommendations/Observations which have been accepted by Government (vide recommendations at Sl. Nos. 2,4,5, 8-10,12,13-22,25,26,33-38).	25 65.78%
(iii)	Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies	Nil Nil
(iv)	Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee (vide recommendations at Sl. Nos. 1,6,11, 27,28,30,31&32).	8 21.06%
(v)	Recommendations/Observations in respect of which final replies of Government are still awaited (vide recommendations at Sl. Nos. 3,7,23,24&29)	5 13.16%