#### **CHAPTER I**

#### **REPORT**

This Report of the Standing Committee on Defence deals with action taken by the Government on the recommendations/observations contained in their Thirty-sixth Report (Fourteenth Lok Sabha) on 'Status of Implementation of Unified Command for Armed Forces', which was presented to Lok Sabha and laid in Rajya Sabha on 24.02.2009.

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

Para No.	Subject
1.	Need for promoting Jointness within the Services
2.	Restructuring the Ministry of Defence
3.	Chief of Defence Staff
4.	Common Law for the Defence Services
5.	Joint Training for the Services Personnel
6.	Foreign Training for the Services Personnel
7.	Joint Intelligence
8.	Cross Attachments
9.	Incentives
10.	Jointness between Navy and Coast Guard
11.	Deficiency of Staff at HQ ANC
12.	Setting up of Indian National Defence University
13	Need for setting up a High Powered Expert Committee

- 3. Action taken replies have been received from the Government in respect of all the recommendations/observations contained in the Report. These replies have been examined and categorized as follows:—
  - (i) Recommendations/observations, which have been accepted by the Government (Please *see* Chapter II):—

Para Nos. 1, 4, 6, 10 and 12

(05 Recommendations)

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

Para No. 5

(01 Recommendation)

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

Para Nos. 2, 3, 7, 11 and 13

(05 Recommendations)

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

Para Nos. 8 and 9

(02 Recommendations)

- 4. The Committee desire that the Ministry's response to their comments made in Chapter-I and final replies to the recommendations mentioned in Chapter-V of this Report be furnished to them at the earliest and in any case not later than six months of the presentation of this Report.
- 5. The Committee will now deal with the action taken by the Government on some of their recommendations in the succeeding paragraphs.

#### A. Restructuring the Ministry of Defence

#### Recommendation (Para No. 2)

6. The Kargil Review Committee (KRC) and the Group of Ministers (GoM) in their reports had emphasized on reorganization of the entire gamut of national security management and apex decision making and the structure and interface between the Ministry of Defence and the Armed Forces Headquarters so as to promote improved understanding and the efficient functioning of the Ministry. Although considerable time has elapsed since KRC and GoM submitted their reports, the required level of interface between the Ministry of Defence and the Armed Forces is still missing. While expressing concern over the delay in implementation of the recommendation of KRC and GoM, the Committee had strongly recommended that the staffing pattern in the Ministry of Defence be suitably changed and the Armed Forces personnel of requisite expertise at the level of Joint Secretary and/or Additional Secretary should be appointed so that the Armed Forces Headquarters are intrinsically involved in national security management and apex decision making processes.

7. The Ministry in the action taken reply has stated as under:—
"The existing Manpower status of HQ IDS is as under:—

Sl. Details No.		Sanctioned Strength		Total	Actual Strength		Total
		Officers	Man- power		Officers	Man- power	
1	2	3	4	5	6	7	8
1.	Three Services	117	105	222	117	105	222
2.	MEA	02	-	02	-	-	-
3.	DRDO	04	-	04	01	-	01
4.	Civil Services	05*	-	05	04	-	04

1	2	3	4	5	6	7	8
5.	DoD	01	-	01	-	-	-
6.	AFHQ Cadre	02	123	125	05#	74	79
	Total	131	228	359	127	179	306

<sup>\*</sup>Including Civil Analyst (JS Equivalent) - 01 Not posted.

Aspects of the cross staff pattern, as suggested by the Committee, have been enunciated in the structure of HQ IDS. The aforesaid structure of HQ IDS includes the following posts from Ministry of Defence (MoD), Ministry of External Affairs (MEA), Defence Research and Development Organisation (DRDO) and Intelligence Agencies:—

Joint Secretary (International Affairs) — from MEA

Joint Secretary (Administration & Personnel) — from MoD.

Scientific Advisor to Chief of Integrated Staff Committee (CISC) (Joint Secretary level) — from DRDO.

Civil Analyst (Joint Secretary level) — from Intelligence Agency."

8. The Kargil Review Committee (KRC) and Group of Ministers (GoM) in their reports submitted long back had stressed on the reorganization of the entire structure and interface between the Ministry of Defence and the Armed Forces Headquarters. In this regard, the mechanism suggested by the Committee in their recommendation by way of appointing the Armed Forces personnel of requisite expertise at the level of Joint Secretary and/or Additional Secretary in the Ministry of Defence in order to involve Armed Forces in national security management and apex decision making processes does not seem to be acceptable to the Ministry. Instead of taking the desired action in this regard, the cross staffing pattern in the

<sup>#</sup>Enhancement of Posts after cadre re-structuring by the Govt. within the authorized strength of Civilians from AFHQ Cadre.

structure of HQ IDS, already known to the Committee, which too is non represented from DoD, DRDO and MEA has been reproduced. The Committee fail to understand how the cross staffing pattern in the structure of HQ IDS can address to the recommendation of the Committee which relate to the appointment of Armed Forces personnel in the Ministry of Defence. While emphasizing the need for effective interface between the MoD and the different services, the Committee would like to reiterate their earlier recommendation and expect the Ministry to take action on the suggested lines.

#### B. Chief of Defence Staff

#### Recommendation (Para No. 3)

The Committee had noted that the position of the Chairman, Chiefs of the Staff Committee (COSC), a forum for the three Services to discuss matter having a bearing on the activities of the Services and also to advise the Ministry, presently devolves on a longest serving Chief of Staff and consequently rotates amongst three Services. In the light of the fact that the Chairman of the COSC has no command and control authority over the Services other than his own, the Committee had expressed doubts over the efficacy of the system in emergent situations by ensuring quick response and coordinated action. In this regard, the Committee had found that the post of Chief of Defence Staff (CDS) exists in 67 countries including France, Germany, UK and USA and the system has proved its efficacy in those countries. The Committee had recommended to take timely and appropriate steps to revise the composition of the COSC by creating a post of CDS to act as Chairman of COSC by evolving consensus on the issue. The Committee had also recommended that the incumbent so selected for the post may be a four-star officer drawn from the Services in rotation and be appointed for a tenure of not less than two years and the duties and responsibilities to be entrusted to the CDS may be decided by the Government keeping in view the objectivity and independence required for the purpose. The Committee had also recommended to give appropriate authority to the Chairman COSC in the present set up to command and control the resources of the Defence Services whenever the situation so demands till such time the post of CDS is created.

10. The Ministry in the action taken reply has stated as under:—

"The institutional support and infrastructure has already been created in the form of HQ IDS, to support the appointment of Chief of Defence Staff (CDS).

Case for finding consensus on appointment of CDS, as suggested by the Committee has been taken up with Political Parties by the Raksha Mantri. Since a number of Political Parties are yet to respond, a final reply can only be prepared on receipt of replies from them."

11. One of the important recommendations made by KRC and GoM relating to the appointment of CDS could not be approved by the Cabinet Committee on Security (CCS) in May 2001 since it was decided that the Government would take a view after consulting the political parties. In the long period of eight years that has passed since then, political consensus on the issue still could not be evolved. The Committee fail to understand the lack of political consensus on such an important issue concerning the security of the nation, particularly when the system of CDS is prevalent in 67 countries of the world which include the developed countries like France, Germany, UK and USA and had proved its efficacy. The Committee conclude from what has been stated above that the concerted efforts in this regard have not been made by the Government. Merely writing letters even from the level of the Defence Minister is not sufficient. There is an urgent need to use the various fora of interaction with the leaders of the political parties. Besides the efforts can also be made by deliberating the issue in Parliament through various mechanisms available under the rules. The Committee expect the Ministry to take the effective steps as suggested above so that the institution of CDS is set up expeditiously.

The Committee further reiterate that there is an urgent need to give appropriate authority to the Chairman, COSC in the present set up to ensure quick response and coordinated action in the urgent situations as an interim measure pending the decision on the appointment of CDS. The Committee disapprove the way the Ministry has chosen not to respond to the interim measure suggested by the Committee in the recommendation and would like urgent and immediate action on it.

#### C. Joint Intelligence

#### Recommendation (Para No. 7)

- 12. The Committee had strongly recommended to the Government to take immediate steps to constitute a federal central intelligence agency covering under its umbrella even the tri-services intelligence gathering network particularly when the Kargil intrusion and terrorists' attack in Mumbai on 26 November, 2008 have brought out the instances of lack of coordination among different intelligence gathering agencies.
- 13. The Ministry in the action taken reply has stated as under:—
  - "A 'Multi Agency Centre' (MAC) has been established under MHA post 26/11. Information sharing is done at the MAC on daily basis by all intelligence agencies. Two officers from the Armed Forces have been posted to Defence Intelligence Agency (DIA), which is a tri-Service Intelligence Agency of MoD, and are placed at MAC."
- 14. The Committee find that a Multi Agency Centre (MAC) has been established under MHA post 26 November, 2008 for the purpose of information sharing on daily basis by intelligence agencies. While noting that the setting up of MAC is a step in the right direction, the Committee feel that still there is an urgent need for having a federal central intelligence agency for better coordination among different intelligence gathering agencies in various States and the Centre as well as military intelligence. As such the Committee reiterate their earlier recommendation and would like that the matter should be taken up at the highest level and Committee apprised about the concrete action taken in this regard.

#### D. Cross Attachments

#### Recommendation (Para No. 8)

15. The Committee had urged the Ministry to devise suitable strategies to ensure cross attachment of officers in operational and

planning wings of different services at command level and above so as to provide them an opportunity to gainfully utilize their experience in promoting jointmanship among the forces.

16. The Ministry in the action taken reply has stated as under:—

"At present officers are being cross posted to Operations Branch at other Service HQ, to foster jointness in planning. Also, requisite component of Air Force (Advance HQ/Tactical HQ) are co-located to achieve jointness at the Army Command HQ level. Furthermore, selected officers who tenant important appointments in the operational/planning branches at HQs are generally out of those who have undergone premier courses like National Defence College Courses, Higher Command/Higher Defence Management Courses where emphasis is on jointness and integration.

The issue regarding Below Service HQ level is under examination by respective Service HQs."

17. The Committee observe that the issue regarding cross attachment of officers in operational and planning wings of different services below Service Headquarters level is under examination by the respective Service Headquarters. The Committee expect the Ministry to take necessary steps to complete this process in a time-bound manner.

#### E. Deficiency of Staff at HQ ANC

#### Recommendation (Para No. 11)

- 18. While taking note of the fact that HQ ANC still continues to be deficient of civilian support staff and the proposal for delegation of powers to appoint civilian staff in HQ ANC through direct recruitment was still pending for approval of the Department of Personnel and Training, the Committee had recommended to take concerted steps to ensure that the vacancies are filled up expeditiously.
  - 19. The Ministry in the action taken reply has stated as under:—

"As per Peace Establishment (PE) authorization, HQ ANC was to be provided civilian staff from the Service HQs. Service HQs having indicated inability to provide the manpower owing to deficiencies, the only option is to carry out amendment of PE transferring the posts from the Services to HQ ANC and empowering Commander in Chief ANC (CINCAN) to carry out recruitment at ANC. A proposal for amendment of Peace Establishment of ANC was taken up with MoD on 21 Oct. 2008. MoD desired that the issue of delegation of powers of appointing authority be finalized before amending the PE. The proposal was examined in detail in consultation with Department of Personnel and Training. Final proposal with draft Gazette Notification with approval of MoD and Ministry of Law has been submitted to Department of Personnel and Training on 09 Feb. 2009. Once notification is issued after approval of competent authority Minister of State DOP&T (MoS DOP&T), further action to fill up the posts can be initiated."

20. The Committee are constraint to note that there is no further progress on the issue of delegating HQ ANC to appoint civilian staff through direct recruitment. Final proposal with draft Gazette Notification with the approval of MoD and the Ministry of Law is pending with the Department of Personnel and Training since 9 February 2009. More than eight months have already elapsed and approval of the competent authority *i.e.* Minister of State DOP&T is still awaited. The Committee express concerns over the delay in the matter and would like that concerns of the Committee in this regard should be duly communicated to the Minister of State DOP&T so that the notification is issued expeditiously and action to fill up the civilian post is initiated.

#### F. Setting up of Indian National Defence University

#### Recommendation (Para No. 12)

21. Taking note of the fact that the proposal for the land needed for setting up of the National Defence University to undertake long term defence and strategic studies was awaiting Cabinet clearance, the Committee recommended to take immediate steps so that the Indian National Defence University is set up without any further loss of time.

22. The Ministry in the action taken reply has stated as under:-

"The case has at present been put up for Cabinet approval. Further actions will be initiated as per the directions during the clearance."

23. The Committee during the course of oral evidence had been informed by the representative of the Ministry of Defence that the land for setting up of National Defence University had been identified and the proposal in this regard was awaiting Cabinet clearance. The representative also stated that the Cabinet approval was expected within a month or so. Even when more than eight months have elapsed since the report of the Committee was presented to Parliament, the Cabinet approval is still awaited. The Committee understand that with the constitution of the Government during the 15th Lok Sabha, the proposal may have been resubmitted to Cabinet for approval. The Committee urge the Ministry to pursue further in the matter so that the clearance is obtained from the Cabinet and further action with regard to setting up of the Indian National Defence University is taken expeditiously.

#### G. Need for setting up a High Powered Expert Committee

#### Recommendation (Para No. 13)

- 24. The Committee in the earlier report had recommended to constitute a high powered expert Committee to reorganize, reform and restructure the Armed Forces with a view to implement the recommendations made on the subject matter by the GoM in its report submitted in 2001 and the Standing Committee on Defence in their Thirty-sixth Report (Fourteenth Lok Sabha) as well as earlier reports to enable the Armed Forces to devise appropriate strategies to keep pace with the innovations being made in conventional and unconventional modes of warfare.
  - 25. The Ministry in the action taken reply has stated as under:—

"The Parliamentary Standing Committee on Defence has sought a review of the functioning of tri-Service Defence institutions. Currently, an Internal Review of the Organization, role and functions is under process. Consequently, HQ IDS would prepare a detailed Paper to be deliberated by COSC which would then make recommendations to the Ministry."

The Committee had recommended to constitute a high powered expert Committee to reorganize, reform and restructure the Armed Forces in the light of the recommendations made by the GoM in its report submitted in 2001 and by the Standing Committee on Defence in their Thirty-sixth Report (Fourteenth Lok Sabha) as well as earlier reports. Instead of taking action in the right direction, the Ministry in the action taken reply has stated that internal review of the organization was under process in pursuance of the recommendation of the Committee to review the functioning of tri-Services Defence institutions. The Committee express unhappiness over the way the main issue raised in the recommendation has been tried to be sidetracked. The Committee again emphasize that there is an urgent need to continuously devise appropriate strategies to keep pace with the innovations being made in conventional and unconventional modes of warfare and as such there is an urgent need to take action to implement the recommendations made by the GoM and by the Standing Committee in their reports. The Committee reiterate that the action in this regard for setting up a high powered expert Committee should be taken immediately and the Committee informed accordingly.

#### **CHAPTER II**

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

#### Recommendation (Para No. 1)

Apart from a conventional war threat, the fast changing security environment has been posing serious challenges before India in the form of Internal situation of externally envisaged proxy war scenario, growing menace of cross border terrorism and advancement in technology of nuclear weapons and missiles particularly during the last two decades. Undoubtedly, the modern day warfare techniques require synergised and joint efforts on the part of different wings of the armed forces and the time is now ripe when the traditional structures of the Armed Forces have to be reorganized, integrated and geared up to meet the threat of growing asymmetric challenges having serious security implications for the nation. The Committee's examination of the subject matter and their interaction with the experts having experience of serving the Armed Forces at the highest level has however, revealed that while certain steps have been taken to promote the concept of jointness within the Services, it is still at a nascent stage in the country. The Committee have dealt with some of the important aspects related to the subject in the succeeding paragraphs of the Report.

#### Reply of the Government

No Comments.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

#### Recommendation (Para No. 4)

The Committee note that the Integrated Defence Staff (IDS) was created in October, 2001 as a sequel to the decision by the Group of

Minister based on KRC. HQ IDS is presently functioning as staff in the advisory mode to the Chairman, COSC and is headed by Chief of Integrated Defence Staff (CISC). Considering the fact that one of the primary objectives of HQ IDS is to entail bringing about transformation and reforms within the armed forces, the Committee desire that the HQ IDS should also be entrusted with the task of reviewing the existing Acts applicable to the personnel serving in Army, Navy and Air Force with a view to enacting a common law for defence services personnel taking into account the present day requirements and the need for promoting the concept of jointness within the Services.

#### Reply of the Government

Work on 'Tri Service Act' was commenced with effect from 2002. Progress so far is as under:—

- (a) A presentation on 'Legal and Disciplinary Powers Tri Service Command' was given by Judge Advocate General {JAG (Army)} to Chiefs of Staff Committee (COSC) in June 2002. Committee of JAG officers of three Services was entrusted responsibility to prepare draft for Tri Service Act.
- (b) Issue was discussed by Principal Personal Officers Committee (PPOC) in June 2006 under 'Uniform Code of Military Justice Bill 2002'. A Sub Committee headed by JAG (Navy) was directed to examine the case.
- (c) A draft of Tri Service (Discipline and Miscellaneous Provision) Act 2006 was forwarded by JAG (Navy) to Deputy Chief of Integrated Defence Staff [Doctrine, Organisation and Training {DCIDS (DOT)}] in November 2006.
- (d) Draft Tri Service Act was presented to PPOC by JAG (Navy) in April 2008.
- (e) Draft Tri Service Act 2008 forwarded to COSC Sectt. by PPOC in August 2008.

- (f) Draft 'Tri Service Act' and 'Interim Powers and Procedures' approved by COSC in September 2008.
- (g) Clause by Clause 'Statement of Objects and Reasons' prepared by JAG (Navy) and forwarded for approval of PPOC in February 2009.
- 2. The present status is as under: -
  - (a) Ministry of Defence is awaiting the draft Tri Service Act and 'Statement of Objects and Reasons' after scrutiny by PPOC and COSC.
  - (b) As the Act is to be enacted as an Act of Parliament, steps to do so will be initiated thereafter by Ministry of Defence.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

#### Recommendation (Para No. 6)

In the light of the fact that a number of countries such as France, Germany, UK and USA have adopted the structure of jointness in their armed forces the Committee desire that the Government should examine the feasibility of seeking cooperation from such countries for imparting training to senior level armed forces officers willing to serve in their respective Services for at least two years after the training. The Committee feel that such a training with focused attention on the concept of jointness will go a long way in establishing the requisite level of synergy among the Armed Forces.

#### Reply of the Government

A procedure for detailing officers of the three Services already exists and is being followed. Secretary, Joint Training Committee at HQ IDS is the nodal point. Courses subscribed are as suggested by the host country. In addition, Military Attaches (MAs)/Defence Attaches (DAs) in the Indian Embassies in USA, UK, Australia, France and Germany

have been requested to identify the courses with predominant joint service content, which may be beneficial to our officers. The replies are awaited.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

#### Recommendation (Para No. 10)

Events in the recent past have highlighted lack of coordination between Navy and Coast Guard resulting in national catastrophe. The Committee strongly believe that it is high time that the Government reviewed this issue in its entirety and initiated appropriate steps to put in place an effective mechanism for establishing better coordination and jointness between Navy and Coast Guard in the paramount interest of the national security.

#### Reply of the Government

The maritime and coastal security against threats from the sea has been reviewed and proposed measures to strengthen security have been approved by CCS at a meeting held on 16 Feb. 2009.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

#### Recommendation (Para No. 12)

The Committee note that the Group of Ministers in its report on "Reforming the National Security System" had recommended for setting up of a National Defence University to undertake long term defence and strategic studies. The Committee are however, distressed to find that the Ministry are still awaiting Cabinet clearance for the proposal for the land needed for setting up of the proposed university and it would take another three years to establish it. The Committee deplore such inordinate delay on a matter so vital for fostering the necessary jointmanship in the Armed Forces and they desire the Ministry to take immediate steps to establish the Indian National Defence University without any further loss of time. The Committee would also like to be apprised of the precise steps taken in this regard.

#### Reply of the Government

The case has at present been put up for Cabinet approval. Further actions will be initiated as per the directions during the clearance.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

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

(Please see Para 23 of Chapter I of the Report)

#### **CHAPTER III**

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

#### Recommendation (Para No. 5)

The Committee understand that there are certain areas at the operational and strategic level within the armed forces which are common to two or more services. The Committee, therefore, recommend that these areas be identified at the earliest so that duplication of efforts and wasteful expenditure due to overlapping is avoided. The Committee also recommend that the Ministry of Defence should review their present policy of imparting joint training to the senior level officers in the Defence Services with a view to introducing modern day performance management processes aimed at fostering the spirit of jointness among them and also to prepare them to assume greater responsibilities in the current and envisaged environment of jointness within the Services.

#### Reply of the Government

- 1. A Tri Services Committee on Joint Training was constituted under HQ IDS to identify areas at operational and strategic level within the Armed Forces which are common to two or more Services.
- 2. The Committee identified 45 fields/areas where joint training can/has been conducted so far. The following has been progressed on these issues:—
  - (a) College of Joint Warfare: The issue was deliberated in COSC, which directed that the present arrangement of conducting High Command Courses by all three Services separately with Service specific requirements is working well and conduct of Joint Capsule (JOCAPSULE) is considered adequate.

- (b) Amphibious: Action completed. Amphibious doctrine has been released on 19 September 08. An Amphibious Warfare Cell was created at HQ IDS to function under Operations Branch. HQ ANC is designated as nodal agency to oversee Amphibious training between three Services.
- (c) Advanced Light Helicopter Technical Type Training Academy (ALH TETTRA): The Institute has been established and is functioning at 12 TETTRA at Air Force Station Hakimpet.
- (d) **Missile Training:** COSC has directed that status quo be maintained.
- (e) **Institute of Information Technology:** The raising of AIIT, Secunderabad as a AFTI has been turned down by the Government in Jan 04.
- (f) Joint Services Coordinating Body for Information Warfare: COSC directed that Defence Information War Agency (DIWA) now DIARA (Defence Information Assurance & Research Agency) will be nodal agency for joint coordination of IW aspect, and there is no need for the separate group.
- (g) Media: The case is being examined in consultation with Principal Information Officer (PIO), MoD and their suggestions are awaited. However, media training for officer of the three Services is being conducted at Indian Institute of Mass Communication (IIMC), New Delhi (JNU) coordinated by HQ IDS.
- (h) **Software Development Cell:** COSC directed that DIWA (now DIARA) is seen as a major step towards this integration.
- (i) Air Defence (C&R): COSC approved training of instructors of all three Services at Air Defence College, Memora under the aegis of Air Force. Action completed.
- (j) **Bomb Disposal:** Nominated officers and PBOR of AF and Navy should attend courses at College of Military Engineering (CME). COSC directed that status quo to remain.

- (k) **Air Traffic Control:** Approval was accorded by COSC for joint ATC training at Air Traffic Controlling Officers Training Establishment (ATCOTE), Hyderabad under the aegis of Air Force. Action completed.
- (l) **Meteorology (Met):** COSC directed that status quo to remain.
- (m) Provost (Pro): Due to lack of commonality in role & syllabus, Chairman COSC & CNS agreed that the case not be progressed any further.
- (n) Foreign Languages: COSC directed that there is no need for establishing a joint institute and status quo to be maintained.
- (o) Physical Training: The Board of officers has recommended setting up an AFTI as there was no commonality. COSC has approved status quo.
- (p) Cooks & Stewards: Navy is offering vacancies to Army & Air Force for training of cooks & stewards at their training institute.
- (q) Basic Training: Combining basic training has not been recommended, as present systems for training of officers & PBOR recruits to remain largely unchanged. COSC directed that status quo to remain.
- (r) Disaster Management: Disaster Management forms part of the syllabus of Higher Command and Staff Courses and is being covered as a capsule.
- (s) Oceanography: No changes are recommended, as the Navy is the sole user. Present system of training at National Institute of Oceanography, Goa be continued. COSC directed that status quo to remain.
- (t) **Drivers Training:** Driving training forms part of *ab-initio* training in all Services. Not considered prudent to combine it. COSC directed that status quo to remain.

- (u) Music: Chairman Vice Chiefs Committee (VCC) directed that status quo be maintained for Services Music Training Institutes. However, more vacancies be allotted to Navy/Air Force at Military Music Wing, Pachmari & avenues for more cross attendance be explored.
- (v) **Medical:** After the review of training of medical persons COSC directed that current pattern of training is satisfactory.
- (w) Engineering Education: Graduate entry scheme not proved completely successful due to lack of quality & Nos. Hence need to develop Service oriented engineering systems that relies on the intake from 10+2 stage or variation thereof, such as NDA. Action completed as individual Services have gone in for direct intake of Engineering students. Presently status quo is being maintained.
- (x) Post Graduate (PG) Courses: Presently Services are sending officers to Indian Institute of Technologies & other equivalent organisations for PG Engineering Studies. COSC directed that present system be continued.
- (y) NDA & Defence Services Staff College (DSSC): These are ongoing issues, status quo to remain till Indian National Defence University (INDU) is established.
- (z) Further Training of Gen/Flag/Air Officers: Presently there is no structured training beyond Brig. other than Combined Operational Review and Evaluation (CORE) programme, hence, recommended that officers posted to joint staff appointments undergo a short capsule. COSC directed that the point be progressed once CCS approval for INDU is received.
- (aa) Joint Staff Appoints (JSAs) & Joint Staff Officers (JSOs) COSC directed that *status quo* be maintained: At present requirement of JSOs for JSAs is small. JSOs training to be need based. Implementation to be done by Service HQs.

- (ab) **Operation Related Training:** COSC directed that one war game be conducted at Service HQ level each year & joint exercises at Command HQ level once in two years. The implementation is by JOCOM. Since 2003, exercises are being regularly planned & conducted.
- (ac) **Special Forces (SF) Training:** COSC approved the conduct of Inter-Services Joint Training exercises for cohesion in Security Forces Operations. Exercises have been held in 2005 and 2007. Joint SF doctrine has also been issued in Sep. 2008.
- (ad) Staff Duties: Need to review Joint Service Staff Duties (JSSD) manuals & Glossary of Military Terms. The same have been done & new JSSD manual was issued by DSSC in Aug. 2006 & Aug. 2007. Glossary of Military Terms was published in Mar. 2005.
- (ae) Communication Protocols: There is a need to formulate Common Communication Methods, Protocols, Cipher Systems etc. Based on the recommendations of the expert committee on Standard Communication Procedures & Protocols for the three Services, Joint Service Communication Pamphlets (JSCPs) are being revised & new ones issued.
- (af) Management of EM Spectrum: Need to review EM spectrum Management System with a long term perspective and adopt an integrated approach. A Committee has been formed to progress the issue.
- (ag) **Logistics:** The proposal for Joint Training of Logistics & Material Management was discussed at COSC & dropped.
- (ah) **Joint Training Capsules at DSSC:** Committee recommended that capsule for three Services (Col. to Brig. & equivalent) be conducted as a joint course at DSSC. Capsule was held in 2004 but due to difficulties experienced it was decided not to conduct this capsule at DSSC.

- (ai) Senior Officers Advance Strategic Programme: COSC recommended that status quo be maintained till INDU is established.
- (aj) Training of Senior Officers: CORE programme is being held every year under the responsibility of a Service HQ in turn.
- (ak) National Defence University (NDU): All existing single & joint training institutes to be affiliated to NDU for award of degree. Affiliation of NDU for award of degree to be limited to the institutions as envisaged within the scope of INDU. Subsequent addition of institutions could be examined once INDU is fully set up & functional.
- 3. **Board of Officers (BOOs) in Advance Stage of Finalisation:** The BOOs which are in an advanced stage of finalization are as follows: -
  - (a) **Defence Institute of Nuclear Sciences (DINSs):** Presentation given to VCC on 09 Feb. 09. Review of the recommendations is under progress due to shortcomings observed.
  - (b) Intelligence: A case has been taken up for the establishment of a National Intelligence Academy with the Task Force on Revamping of Intelligence Organizational to address joint Intelligence Training at the National level. The proposal has found ready acceptance. If approved by the PM it will serve the Defence Services requirement adequately.
  - (c) Military Law: Services HQs have recommended that the IML Kamptee should continue to function as an Army Training Institute and the training requirement of Navy and AF can also be met in a cost effective manner.
- 4. **Board of Officers (BOOs) Currently in Progress:** BOOs on Unmanned Aerial Vehicles (UAVs) and Helicopter Training are currently in progress.

- 5. In addition, the following has been done regarding joint training:—
  - (a) **Revision of Syllabus:** A BOO has examined the syllabus of DSSC, NDA & College of Defence Management (CDM). The Joint contact of the issues has been increased substantially to 60% as in DSSC. In DSSC there are now certain tutorials which are fully joint.
  - (b) CORE Programme: A CORE programme is held every year conducted in rotation by the three Services for training of Senior Officers Lt. Gen. and equivalent of the three Services. The aim is to expose officers to national strategic issues.
  - (c) **Amphex:** Amphex a Tri Services exercise has conducted off the coast of Gujarat in Feb. 2009.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

#### **CHAPTER IV**

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

#### Recommendation (Para No. 2)

The Kargil Review Committee (KRC), constituted by the Government after the Kargil war had observed in paragraph 14.19 of its report that "India is perhaps the only major democracy where the Armed Forces Headquarters are outside the apex governmental structure". They had also observed that "higher decisions on equipment, force levels and strategy are not collegiate but command-oriented. The Prime Minister and Defence Minister do not have the benefit of the views and expertise of the Army Commanders and their equivalents in the Navy and Air Force so that higher level defence management decision are more consensual and broadbased". The KRC had also expressed the view that: "Most opposition to change comes from inadequate knowledge of the national security decision-making process elsewhere in the world and a reluctance to change the status quo...... In fact, locating the services Headquarters in the Government will further enhance civilian supremacy". It was in this context that the KRC had recommended that that the entire gamut of national security management and apex decision-making and the structure and interface between the Ministry of Defence and the Armed Forces Headquarters be comprehensively studied and reorganized. Even the Group of Ministers. (GoM) in paragraph 6.4 of its report on 'Reforming National Security System. had pointed out that the "concept of "attached offices" as applied to Services Headquarters; problems of inter-se relativities; multiple duplicated and complex procedures governing the exercise of administrative and financial powers; and the concept of 'advice' to the Minister, have all contributed to problems in the management of Defence. This situation requires to be rectified, to promote improved understanding and efficient functioning of the Ministry."

Although considerable time has elapsed since the KRC and GoM submitted their reports, the Committee regret to observe that the required level of interface between the Ministry of Defence and the Armed Forces Headquarters is still missing as is evident from the candid admission of the Ministry that renaming of Army and Naval Headquarters as Integrated Headquarters is merely "cosmetic". The Committee, therefore, strongly recommend that the staffing pattern in the Ministry of Defence be suitably changed to appoint the Armed Forces personnel of requisite expertise at the level of Joint Secretary and/or Additional Secretary so that the Armed Forces Headquarters may be intrinsically involved in national security management and apex decision making processes. Needless to say that such a system would not only provide an effective interface between the MoD and the different Services but will also go a long way in promoting and synchronizing jointness among the Services Headquarters.

Reply of the Government

The existing Manpower status of HQ IDS is as under: -

Sl. Detai		tioned ength	Total		Actual Strength	
	Officers	Man- power		Officers	Man- power	
1. Three Se	ervices 117	105	222	117	105	222
2. MEA	02	-	02	-	-	-
3. DRDO	04	-	04	01	-	01
4. Civil Ser	rvices 05*	-	05	04	-	04
5. DoD	01	-	01	-	-	-
6. AFHQ C	Cadre 02	123	125	05#	74	79
Total	131	228	359	127	179	306

<sup>\*</sup>Including Civil Analyst (JS Equivalent) - 01 Not posted.

<sup>#</sup>Enhancement of Posts after cadre re-structuring by the Government within the authorized strength of Civilians from AFHQ Cadre.

- 2. Aspects of the cross staff pattern, as suggested by the Committee, have been enunciated in the structure of HQ IDS. The aforesaid structure of HQ IDS includes the following posts from Ministry of Defence (MoD), Ministry of External Affairs (MEA), Defence Research and Development Organisation (DRDO) and Intelligence Agencies:—
  - (a) Joint Secretary (International Affairs)- from MEA
  - (b) Joint Secretary (Administration & Personnel) from MoD.
  - (c) Scientific Advisor to Chief of Integrated Staff Committee (CISC)(Joint Secretary level) from DRDO.
  - (d) Civil Analyst (Joint Secretary level) from Intelligence Agency.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

#### Comments of the Committee

(Please see Para 8 of Chapter I of the Report)

#### Recommendation (Para No. 3)

The Committee have been informed that the Chiefs of the Staff Committee (COSC) is a forum for the three Service Chiefs to discuss matter having a bearing on the activities of the Services and also to advise the Ministry. The position of the Chairman of the COSC presently devolves on a longest serving Chief of Staff and consequently rotates amongst three Services. In the light of the fact that the Chairman of the COSC has no command and control authority over the Services other than his own, the Committee are unable to comprehend whether such a system will prove efficacious enough to ensure quick response and coordinated action in emergent situations. Considering the fact that the key to success in modern day warfare operations is the ability of the different wings of the Armed Forces to integrate their efforts under a single command without any loss of time, the Committee are of the considered view that the creation of an additional post of Chief of Defence Staff (CDS) to act as Chairman of the COSC is essential to ensure optimum level of

jointness among the different wings of the Armed Forces and to provide single-point military advice to the Government. During their examination, the Committee have been given to understand that the post of CDS presently exists in 67 countries including France, Germany, UK and USA and the system has proved its efficacy in those countries. The Committee, therefore, desire that the Government should pay serious attention towards this aspect by evolving consensus on this issue and taking timely and appropriate steps to revise the composition of the COSC by creating a post of CDS to act as Chairman of COSC. The incumbent so selected for the post may be a four-star officer drawn from the Services in rotation and be appointed for a tenure of not less than two years. The duties and responsibilities to be entrusted to the CDS may be decided by the Government keeping in view the objectivity and independence required for the purpose. The Committee are of the firm view that till such time the post of CDS is created, the Government may take steps to give appropriate authority to the Chairman COSC in the present set up to command and control the resources of the Defence Services whenever the situation so demands.

#### Reply of the Government

The institutional support and infrastructure has already been created in the form of HQ IDS, to support the appointment of Chief of Defence Staff (CDS).

2. Case for finding consensus on appointment of CDS, as suggested by the Committee has been taken up with Political Parties by the Raksha Mantri. Since a number of Political Parties are yet to respond, a final reply can only be prepared on receipt of replies from them.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

#### Comments of the Committee

(Please see Para 9 of Chapter I of the Report)

#### Recommendation (Para No. 7)

The events in the past including Kargil intrusion and terrorists' attack in Mumbai on 26 November, 2008 have brought out the instances

of lack of coordination among different intelligence gathering agencies including those of military intelligence resulting in loss of precious lives of defence services and police force personnel as well as those of civilians. While expressing their grave concern over the prevailing situation, the Committee strongly recommend that the Government should take immediate steps to constitute a federal central intelligence agency covering under its umbrella even the tri-service intelligence gathering network.

#### Reply of the Government

A 'Multi Agency Centre' (MAC) has been established under MHA post 26/11. Information sharing is done at the MAC on daily basis by all intelligence agencies. Two officers from the Armed Forces have been posted to Defence Intelligence Agency (DIA), which is a tri-Service Intelligence Agency of MoD, and are placed at MAC.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

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

(Please see Para 14 of Chapter I of the Report)

#### Recommendation (Para No. 11)

The Committee find it rather strange that even after eight years of its creation, HQ ANC continues to be deficient of civilian support staff with just seven officials in place as against the authorized strength of 115 posts. The Committee have been informed that the proposal for delegation of powers to appoint civilian staff in HQ ANC through direct recruitment is still under process for approval of Department of Personnel & Training. While expressing their displeasure over lack of concrete steps to make good the deficiency of staff in a timely manner, the Committee hope that concerted efforts would at least now be made to fill up the vacancies expeditiously so as to ensure that HQ ANC functions in an efficient manner.

#### Reply of the Government

As per Peace establishment (PE) authorization, HQ ANC was to be provided civilian staff from the Service HQs. Service HQs having indicated inability to provide the manpower owing to deficiencies, the only option is to carry out amendment of PE transferring the posts from the Services to HQ ANC and empowering Commander in Chief ANC (CINCAN) to carry out recruitment at ANC. A proposal for amendment of Peace Establishment of ANC was taken up with MoD on 21 Oct. 2008. MoD desired that the issue of delegation of powers of appointing authority be finalized before amending the PE. The proposal was examined in detail in consultation with Department of Personnel and Training. Final proposal with draft Gazette Notification with approval of MoD and Ministry of Law has been submitted to Department of Personnel and Training on 09 Feb. 2009. Once notification is issued after approval of competent authority Minister of State DOP&T (MoS DOP&T), further action to fill up the posts can be initiated.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

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

(Please see Para 20 of Chapter I of the Report)

#### Recommendation (Para No. 13)

The Committee strongly feel that the country today faces entirely new dimensions of security threats and challenges in the changing global scenario and there is an imperative need to continuously devise appropriate strategies to keep pace with the innovations being made in conventional and unconventional modes of warfare. In the light of the evidence tendered by the representatives of the Ministry of Defence and after hearing the views of the experts having experience of serving the armed forces at the highest level, the Committee strongly recommend that the Government should constitute a high powered expert committee to reorganise, reform and restructure the Armed Forces with a view to implementing the recommendations made on the subject matter both by the GoM in its report submitted in 2001 and the Standing Committee

on Defence in their earlier as well as this Report. The Committee would like to be apprised of the steps taken by the Government in this regard.

#### Reply of the Government

The Parliamentary Standing Committee on Defence has sought a review of the functioning of tri-Service Defence institutions. Currently, an Internal Review of the Organization, role and functions is under process. Consequently, HQ IDS would prepare a detailed Paper to be deliberated by COSC which would then make recommendations to the Ministry.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

#### Comments of the Committee

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

#### **CHAPTER V**

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

#### Recommendation (Para No. 8)

The Committee feel that cross attachment of officers in operational and planning wings of different Services at command level and above will help the officers in not only understanding the capabilities and limitations of different wings of the armed forces but also provide them an opportunity to gainfully utilize their experience in promoting jointmanship among the forces. The Committee, therefore, urge upon the Ministry to devise suitable strategies in this regard.

#### Reply of the Government

At present officers are being cross posted to Operations Branch at other Service HQ, to foster jointness in planning. Also, requisite component of Air Force (Advance HQ/Tactical HQ) are co-located to achieve jointness at the Army Command HQ level. Furthermore, selected officers who tenant important appointments in the operational/ planning branches at HQs are generally out of those who have undergone premier courses like National Defence College Course, Higher Command/Higher Defence Management Course where emphasis is on jointness and integration. The issue regarding Below Service HQ level is under examination by respective Service HQs.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

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

(Please see Para 17 of Chapter I of the Report)

#### Recommendation (Para No. 9)

In order to bring about synergy and to strengthen the jointness in the structure of the armed forces in a more effective manner, the Committee desire that the officers who have attended joint training programmes and/or rendered services in the cross attachments should be given incentives in the form of due weightage at the time of promotions and postings.

#### Reply of the Government

Issue of giving incentives in the form of weightage at the time of promotion for personnel who have attended joint training programmes and/or rendered service in the cross attachments is being discussed by the respective Service HQs as, postings & promotion issues are in their domain. No tri-Service Policy has been formulated on the issue and the subject is under consideration at Service HQrs.

[MoD, OM No. H-11013/5/2009-D (Parl.), dated 12th May, 2009]

New Delhi; 11 December, 2009 20 Agrahayana, 1931 (Saka) SATPAL MAHARAJ, Chairman, Standing Committee on Defence.

#### **ANNEXURE**

## MINUTES OF THE SEVENTH SITTING OF THE STANDING COMMITTEE ON DEFENCE (2009–10)

The Committee sat on Friday, the 11th December, 2009 from 1500 to 1600 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

#### **PRESENT**

Shri Satpal Maharaj—Chairman

#### **M**EMBERS

#### Lok Sabha

- 2. Shri Kamal Kishor 'Commando'
- 3. Shri Varun Gandhi
- 4. Dr. Sucharu Ranjan Haldar
- 5. Shri Arjun Ram Meghwal
- 6. Dr. Prasanna Kumar Patasani
- 7. Shri A.T. Nana Patil
- 8. Shri Bhaskarrao Bapurao Patil
- 9. Shri Ijyaraj Singh
- 10. Rajkumari Ratna Singh

#### Rajya Sabha

- 11. Shri Mukut Mithi
- 12. Smt. Shobhana Bhartia

#### **S**ECRETARIAT

- 1. Shri T. K. Mukherjee Joint Secretary
- 2. Smt. Sudesh Luthra Director
- 3. Shri N.S. Hooda Additional Director

- 2. At the outset, the Hon'ble Chairman welcomed the members to the sitting of the Committee. The Committee then took up for consideration the draft Report on 'Demands for Grants (2009-10)' of the Ministry of Defence and adopted the same with a slight modification in respect of recommendations at Para No. 17 relating to Sainik School.
- 3. The Committee thereafter took up for consideration the draft action taken report on the observations/recommendations made by the Committee in their Thirty-sixth Report (Fourteenth Lok Sabha) on 'Status of implementation of Unified Command for Armed Forces'. After deliberations the Committee adopted the report without any modification.
- 4. The Committee, then, authorised the Chairman to finalise the above Draft Reports in the light of the factual verifications made by the concerned Ministry and present the same to the House on a date convenient to him.

The Committee then adjourned.

#### **APPENDIX**

# ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THE THIRTY-SIXTH REPORT OF THE STANDING COMMITTEE ON DEFENCE

			Percentage of Total
1.	Total number of recommendations	13	
2.	Recommendations/Observations which have been accepted by Government	5	38
	Para Nos. 1, 4, 6, 10 and 12		
3.	Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies	1	8
	Para No. 5		
4.	Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee	5	38
	Para Nos. 2, 3, 7, 11 and 13		
5.	Recommendations/Observations in respect of which final replies of the Government are still awaited	2	16
	Para Nos. 8 and 9		

#### SECOND REPORT

# STANDING COMMITTEE ON DEFENCE (2009-2010)

(FIFTEENTH LOK SABHA)

#### MINISTRY OF DEFENCE

Action Taken Report on the recommendations/observations of the Committee contained in the Thirty-sixth Report (Fourteenth Lok Sabha) on 'Status of Implementation of Unified Command for Armed Forces'

Presented to Lok Sabha on 16 December, 2009 Laid in Rajya Sabha on 16 December, 2009



#### LOK SABHA SECRETARIAT NEW DELHI

December, 2009/Agrahayana, 1931 (Saka)

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### COMPOSITION OF THE STANDING COMMITTEE ON DEFENCE (2009-10)

#### Shri Satpal Maharaj — Chairman

#### **M**EMBERS

#### Lok Sabha

- 2. Shri Harish Choudhary
- 3. Shri Kamal Kishor 'Commando'
- 4. Shri H.D. Devegowda
- 5. Shri Varun Gandhi
- 6. Dr. Sucharu Ranjan Haldar
- 7. Shri Ramesh Jigajinagi
- 8. Shri Kapil Muni Karwaria
- 9. Shri Arjun Ram Meghwal
- 10. Shri Asaduddin Owaisi
- 11. Dr. Prasanna Kumar Patasani
- 12. Shri A.T. Nana Patil
- 13. Shri Bhaskarrao Bapurao Patil
- 14. Shri Amarnath Pradhan
- 15. Shri C. Rajendran
- 16. Shri M. Raja Mohan Reddy
- 17. Shri Baju Ban Riyan
- 18. Shri Ijyaraj Singh
- 19. Shri Kalyan Singh
- 20. Shri Mahabali Singh
- 21. Rajkumari Ratna Singh

#### Rajya Sabha

- 22. Shri R.K. Dhawan
- 23. Prof. P.J. Kurien

- 24. Shri Mukut Mithi
- 25. Shri Prakash Javadekar
- 26. Shri K.B. Shanappa
- 27. Shri T.K. Rangarajan
- 28. Shri Munquad Ali
- 29. Shri M.V. Mysura Reddy
- 30. Smt. Shobhana Bhartia
- 31. Shri Sanjay Raut

#### SECRETARIAT

- 1. Shri T.K. Mukherjee Joint Secretary
- 2. Smt. Sudesh Luthra Director
- 3. Shri N.S. Hooda Additional Director
- 4. Smt. J.M. Sinha Under Secretary

#### **INTRODUCTION**

I, the Chairman of the Standing Committee on Defence (2009-2010), having been authorised by the Committee to submit the report on their behalf, present this Second Report on action taken by the Government on the recommendations/observations contained in the Thirty-sixth Report (Fourteenth Lok Sabha) on 'Status of implementation of Unified Command for Armed Forces' relating to the Ministry of Defence.

- 2. The Thirty-sixth Report was presented to the Lok Sabha on 24 February, 2009 and laid on the Table of Rajya Sabha on the same day. The Ministry furnished their Action Taken Notes on the Recommendations/Observations contained in the Thirty-sixth Report on 12 May, 2009.
- 3. The Report was considered and adopted by the Committee at their sitting held on 11 December, 2009.
- 4. For facility of reference and convenience, Recommendations/ Observations of the Committee have been printed in bold letters in the Report.
- 5. An analysis of Action Taken by Government on the Recommendations/Observations contained in the Thirty-sixth Report (Fourteenth Lok Sabha) of the Committee is given at Appendix.

New Delhi; 14 December, 2009

23 Agrahayana, 1931 (Saka)

SATPAL MAHARAJ, Chairman, Standing Committee on Defence.



2

# STANDING COMMITTEE ON DEFENCE (2009-2010)

FIFTEENTH LOK SABHA

#### MINISTRY OF DEFENCE

Action Taken Report on the recommendations/observations of the Committee contained in the Thirty-sixth Report (Fourteenth Lok Sabha) on 'Status of Implementation of Unified Command for Armed Forces'

#### **SECOND REPORT**



## LOK SABHA SECRETARIAT NEW DELHI

December, 2009/Agrahayana, 1931 (Saka)

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