

BACKGROUND PAPER



Civil Military Relations

The Indian Case

■ www.pildat.org ■

BACKGROUND PAPER



Civil Military Relations

The Indian Case

PILdAT
Pakistan Institute of
Legislative Development
And Transparency

PILDAT is an independent, non-partisan and not-for-profit indigenous research and training institution with the mission to strengthen democracy and democratic institutions in Pakistan.

PILDAT is a registered non-profit entity under the Societies Registration Act XXI of 1860, Pakistan.

Copyright © Pakistan Institute of Legislative Development And Transparency - PILDAT

All rights reserved

Printed in Pakistan

Published: June 2011

ISBN: 979-969-558-225-1

Any part of this publication can be used or cited with a clear reference to PILDAT

Published by



Pakistan Institute of Legislative Development and Transparency - PILDAT
Head Office: No. 7, 9th Avenue, F-8/1, Islamabad, Pakistan
Lahore Office: 45-A, Sector XX, 2nd Floor, Phase III Commercial Area, DHA, Lahore
Tel: (+92-51) 111-123-345; Fax: (+92-51) 226-3078
E-mail: info@pildat.org; Web: www.pildat.org

CONTENTS

<i>Preface</i>	05
<i>About the Author</i>	07
<i>Acronyms and Abbreviations</i>	09
<i>Executive Summary</i>	11
Introduction	13
Foundations of Civil Military Relations in India	13
- Civil Military Relations Pre-Partition	13
- Civil Military Relations Post-Partition	14
System of Pay and Perks for Senior Officers	15
Welfare of Ex Service Personnel	17
Curriculum of Indian Military Academies and Institutions	19
Conclusion	22
References	23

PREFACE

An unconstitutional civil-military equation has been central to Pakistan's trajectory since after independence. To many experts in Pakistan, military's hegemony in Pakistan stems from various factors chief among which are considered the disregard for Constitutional supremacy, the democratic principles and military's corporate interests. Add to it an elaborate system of pay and perks that the civil bureaucracy complains does not compare within the rest of Pakistan's system.

What is the case of India especially since both have countries share the same colonial past? This paper looking at the Indian Civil Military Relations has been authored by **Mr. Rahul K. Bhonsle**, Director of the Security Risks Pvt. Ltd., a Strategy Risk and Knowledge Management Consultancy in India. Mr. Bhonsle looks at questions such as system of pays and perks for officers in India, the system in place in the Indian military for the welfare of the retired, dead or injured soldiers and officers and their families and the curriculum of Indian Military Academies and institutions, relating to political, civic and constitutional subjects, that inculcates in the soldiers and officers the respect for Constitution and Democracy in India.

Acknowledgments

This paper has been prepared under the PILDAT project titled *Research and Dialogue to Improve Civil Military Relations in Pakistan* which is supported by the British High Commission, Islamabad.

Disclaimer

The views shared in this paper belong to the author and are not necessarily shared by PILDAT. Furthermore, the opinions, findings and conclusions or recommendations expressed in this paper are those of the author and do not necessarily reflect the views of PILDAT, or British High Commission, Islamabad.

Islamabad
June 2011

PROFILE OF THE AUTHOR



Mr. Rahul K Bhonsle

Rahul K Bhonsle is an expert in South Asian Security and Indian National Security. He has research and teaching experience of over 30 years. He has authored 14 books. He is the Editor of South Asia Security Trends, a monthly journal giving details of security trends in South Asia. Currently he is the Director of Security Risks Pvt. Ltd., a Strategy Risk and Knowledge Management Consultancy.

He was born on September 05, 1953 and has an MSc, MBA and MPhil. He served in the Indian Armed Forces for 32 years and retired as a Brigadier. He was also a Research Fellow, United Services of India for two years. He writes for many research journals and websites. He is an Op-ed Columnist for the Indian Express and Mint.

Abbreviations and Acronyms

DGR	Director General Resettlement
ECHS	Ex Servicemen Contributory Health Scheme
ESM	Ex-Servicemen
INA	Indian National Army
JCOs	Junior Commissioned Officers
KSB	Kendriya Sainik Board/Central Soldiers Board
MSP	Military Service Pay
NDA	National Defence Academy
NDC	National Defence College
RIN	Royal Indian Navy
RSB	Rajya Sainik Boards/District Soldiers Board
SIDBI	Small Industries Development Bank of India

EXECUTIVE SUMMARY

Over the years India has strived to achieve balance in civil military relations which is necessary for a developing democracy. The civil government's primacy has been accepted with adequate room provided to other organs of the state including the military in their own sphere of influence.

The military in India has been kept away from politics from as early as the freedom struggle; it was a deliberate policy of political leaders who led the Independence movement. Moreover, the legitimacy of political leadership to command the nation post-independence was established by the moral authority of long association with the freedom struggle of Mahatma Gandhi, Jawaharlal Nehru and Sardar Vallabhai Patel amongst others. The military leaders of their times, none of whom were above the rank of Brigadier, could not match their status and willingly acceded to their authority.¹

The relationship however, has had its share of ups and downs. Much has been written about the turbulence in the Indian defence establishment preceding the 1962 War. However, these experiences taught the future generations of armed forces to avoid direct contact with political offices and although exceptions exist, these invite the reprehension of the peers. Another key lesson that was possibly learnt from the experience of 1962 was the need for collective decision making on national security and foreign policy. A consequence of this was the breach being filled up by the civil bureaucracy.

The successive Indian governments have ensured that alongwith a strict demarcation of political roles, the Indian military has a fair degree of autonomy in making decisions which are purely professional in nature. For instance, Indira Gandhi accepted the insistence of the then Chief of Staff, Sam Manekshaw of postponing military operations in 1971 by 9 months as he felt that the Indian armed forces were not fully prepared to undertake the same in March the same year.² In recent times the Indian Army's position on Siachen Glacier has been accepted by the Indian government though this has become a hindrance in settlement of this vexatious issue with Pakistan.³

The Government of India has strived to maintain a balance between the perks and privileges of the government and military employees. There exists uniformity in system of pay and allowances in the government as well as the military from subaltern to general based on rank, length and conditions of service which creates a sense of equity. Pay and allowances are fixed by the Government based on recommendations of a Central Pay Commission. Although the Indian Armed forces have been demanding a separate pay commission keeping in view peculiar terms and conditions of service due to the, "X" factor of military hardship, but the same has not been accepted by the Government of India so far.

In perks exclusive to the military are free rations, 50 per cent concession on air travel in India, free train travel to home station once year, insurance cover through group insurance scheme, subsidized accommodation for family when person moves to a non family station in operational area and concessional purchase on selected items at low tax rate from government authorized unit run canteens. These canteens come under a central organization which is a civilian run organization under the Ministry of Defence. These facilities have been extended to military personnel keeping in view nature of job to include long distance travel and stay away from the family. For all other facilities the military is at par with the civilian counterparts.

Indian armed forces units and personnel are specifically proscribed from doing any business activity. The military does run exclusive group housing schemes but the prices are more or less at par with that in open market as land is bought at prevalent costs without subsidy. The only advantage of these schemes is high degree of assurance of safety of investments till possession whereas in civil operated ventures instances of fraud have been noticed. However, these housing schemes are exclusively for members of the military and resale to others is not permitted. There are no general housing projects run by the military in India.

The government pays special attention to the re-settlement and welfare of ex-servicemen. The responsibility lies with the Ministry of Defence which has a Department of Ex-Servicemen Welfare for this purpose including liaison with State Governments. The overall aim of the Department, as the name suggests, is to provide dignified re-settlement for ex-servicemen and avenues for employment. The Department is also responsible for administering Ex Servicemen Contributory Health Scheme (ECHS) and implementation of Pension Regulations.. There are, however, no establishments such as those in Pakistan

Civil Military Relations: The Indian Case

e.g. Fauji Foundation, Defence Housing Authorities or similar organisations run by the three services or Ex Servicemen. Ex-servicemen have in some cases formed cooperative societies but these do not enjoy special privileges. The government does not provide support to these and they have to be run on commercial lines competing with civil business houses.

Another important aspect that needs to be observed is the curriculum of the Indian Military Academies and Institutions. The curriculum can be divided into two parts: service training and general education. While service training naturally forms the main component for all ranks, officers are also provided a balanced exposure to non-military subjects at various points of their career. An examination of curriculum at various levels of training would indicate an exposure to officers to the larger socio-political milieu including democratic governance thereby developing an innate understanding of their role in the society at large. Of particular importance is the opportunity provided to officers of the Flag Rank at the National Defence College. A review of the subjects taught at the College, indicates a mix with almost equal focus on socio political & economic facets of governance and strategy & security. This also facilitates what has been deemed an important attribute, by Stephen P Cohen, for officers of the rank of Brigadier and above in understanding politics.⁴

On the whole, thus, civil military relations in India have remained stable based on respect for constitutional authority, transparent systems of control and a professional officer corps.⁵ Autonomy to the military in the professional sphere has provided it the satisfaction of meaningful contribution to society reducing the urge to indulge in politics. This has been strengthened by equitable system of pay and allowances and re-settlement and welfare of ex-servicemen by the state transiting to civilian life. Given these checks and balances, military intervention in India has no space in the overall national or strategic discourse today.

Introduction

The modern Westphalian state is a sovereign entity which provides secure environment for welfare of the people, its main constituents. This is ideally achieved through a system of balanced institutions with three main pillars - legislature, executive and judiciary supported by key non state organs such as civil society and the media. Equipose between these institutions fosters efficient delivery of governance while maintaining national sovereignty. Within the executive arm of the state, the political government provides effective direction to the civil bureaucracy and military based on the principle of supremacy of the elected head of state/government. At the same time each institution attempts to maximize its power based on circumstances and opportunities which may create inequity. For instance the military elite may attempt to monopolize authority of the state due to force of circumstances or plain coercion exploiting weakness of the civil government. When such a situation prevails for a long period, wherein the military dominates over other arms of the state including elected representatives a permanent imbalance in civil military relations is created which is detrimental to welfare of the people.

Over the years India has strived to achieve balance in civil military relations necessary for a developing democracy. The civil government's primacy has been accepted with adequate room provided to other organs of the state including the military in their own sphere of influence. There have been many challenges along this path which have in some ways reinforced the balance as each organ accepted its strengths and weaknesses. Along the way infirmities did creep in the system but on the whole the state has been able to deliver governance to a sizeable majority. This could well be one of the key factors for India's growth story today.

Some essential facets that have contributed to equity have been sound foundations for civil-military relations, an equitable pay and allowances system, opportunities for re-settlement in civil life post retirement and inculcation of democratic values in military leaders from inception. A study of the Indian system to include these facets may provide lessons to other states faced with the predicament of restructuring civil military relations.

Foundations of Civil Military Relations in India

Civil military relations in India have seen many ups and

downs. The overall trajectory, however, has been reasonably smooth interspersed with short periods of bitterness, rancor and even antipathy particularly in episodes related to the 1962 India China war. Essentially following the British principle of civilian control of the military, over the years a unique pattern has been evolved based on socio political conditions obtained in the country matured through the grind of experiences in war and peace. A brief overview of the foundations of civil military relations in India is provided herein particularly covering benchmarks providing critical insights.

Civil Military Relations Pre-Partition

The Indian state is a product of the British model adapted to a Republic. Under the Prime Ministerial system, the President exercises ceremonial control over the military as the Supreme Commander with executive powers vested in the cabinet headed by the prime minister.

The military in India did not participate in the freedom struggle as a deliberate policy of political leaders who led the Independence movement. Thus the officer corps is uncommitted to class, ethnicity or political affiliations.⁶ The decision not to involve the military in the freedom movement is evident from an example quoted by General K S Thimayya in his biography by Humphrey Evans. Thimayya narrates a meeting with Pandit Motilal Nehru, a prominent Congress leader and father of the first Prime Minister Pandit Jawaharlal Nehru in Allahabad where he and other officers offered to resign their commission to join the freedom movement. Motilal Nehru perceptively observed: "We're going to win independence. Perhaps not this year or the next, but sooner or later the British will be driven out. When that happens, India will stand alone. We will have no one to protect us but ourselves. It is then that our survival will depend upon men like you".⁷ These words proved fortuitous and restricted the military to the professional sphere. As Samuel Huntington has highlighted in his seminal thesis: "Soldier and the State," professionalism of the officer corps is the core factor which prevents intervention in politics.

Absorption of the Indian National Army (INA) posed the first dilemma to young India's political leadership and particularly Jawaharlal Nehru as he had supported the former INA officials when put on trial by the British and was therefore favourably inclined to their assimilation in the Indian Army. However Lord Mountbatten, the British Viceroy advised Nehru, "The people who will serve you

well in your national army of the future are those who are loyal to their oath; otherwise if you become unpopular, a disloyal army may turn against you".⁸ Nehru's personal choice was made based on cardinal principle of avoiding, "politics enters(ing) the army."⁹

The subtle handling of the mutiny of the RIN (Royal Indian Navy) training ship HMIS Talwar in February 1946 also indicated nuanced understanding of impact of politics on the military in a prospective independent nation state. The mutineers who sought support of the Congress and Muslim League were advised by Nehru and Jinnah, leaders of respective parties, to lay down their arms rather than fan the fires of a mass military rebellion against the British.¹⁰

The legitimacy of political leadership to command the nation post-independence was established by the moral authority of long association with the freedom struggle of Mahatma Gandhi, Jawaharlal Nehru and Sardar Vallabhai Patel amongst others. The military leaders of their times, none of whom were above the rank of Brigadier, could not match their status and willingly acceded to their authority.¹¹

A number of instruments were also employed to ensure that the parallel system of Viceroy and Commander in Chief of the Army in British India was abolished. The latter appointment was done away with and three service chiefs reported to the Defence Minister who in turn represented them in the Cabinet. Review of the warrant of precedence to downgrade military officers was used with the same purpose.¹² Stephen P Cohen has highlighted how on the plea of ensuring uniform application of policy the civil service came to dominate the Ministry of Defence over the years.¹³ There are complaints of the bureaucracy acting as a barrier for contact with the defence minister, however today institutionally the service chiefs have direct access to their political boss though normal decisions may follow the staff chain.

Civil Military Relations Post-Partition

Post-Partition legacy of the Indian Armed Forces also established a tradition of political control over the military. Rapid Indianisation of the higher command reduced influence of British officers with firm political leadership provided by Pandit Jawaharlal Nehru and Sardar Vallabhbhai Patel. General later Field Marshal K M Cariappa took over as the first Indian Army Chief in January 1949 - a full two years before the same happened in Pakistan. Even during Jammu and Kashmir Operations in 1947-1948,

when British Generals Lockhart or Bucher headed the Army, Pandit Nehru approved all major operational decisions, some against military advice such as evacuation of military garrison in Punch given vital importance of the same to maintain public morale in the Jammu region.¹⁴ This established the authority of the political leadership over the military hierarchy at an early stage.

The next period of significance is from 1957 to 1962 which saw civil military relations reaching a nadir. Much has been written about the turbulence in the Indian defence establishment preceding the 1962 War and this paper is not about examining nuanced positions of the principal actors, the Prime Minister Nehru, the Defence Minister Krishna Menon, the Army chief General Thimayya and Lt. Gen. B M Kaul. A review of the circumstances may reveal that each may be blameworthy, though the proportion may differ. However Menon and Kaul have been regarded as the main culprits.

Menon while he preached that the military should have exclusive prerogative in the sphere of tactics, violated the cardinal principle in the early 1960s by giving directions for adopting a forward posture.¹⁵ Kaul on the other hand has been castigated for over-familiarity with political leadership for his own professional advancement. At the end of this period the military is seen to have drawn the right lessons. In later years, Indira Gandhi as the Prime Minister chose to go by Manekshaw's advice of postponing military operations in March 1971 on the Eastern front. Kaul's example also led future generations to avoid direct contact with political offices, though exceptions continue, these invite the reprehension of peers. Another key lesson that was possibly learnt from the experience of 1962 was the need for collective decision making on national security and foreign policy. A consequence of this was the breach being filled up by the civil bureaucracy.

After the 1965 Indo-Pakistan war difficult decisions, taken at the Tashkent Agreement were implemented in letter and spirit by the military. The Army did not overtly resist handing over of key strategic terrain as the Haji Pir in Jammu and Kashmir which connected Poonch and Kashmir Valley which had been captured during the War though it was aware that the success would have been difficult to repeat subsequently.

A similar sanguinity prevailed as Mrs. Indira Gandhi and General "Sam" Manekshaw were Prime Minister and Army

Chief respectively. After the success in 1971, Manekshaw was appointed the first¹⁶ Field Marshal in recognition of his contribution. The invocation of Emergency in June 1972 was perhaps one of the severest tests of civil military relations in India for it created the dilemma of legitimacy of the government. So who should the army support the ruler who had usurped power or the state whose interests it was to protect when so directed by the civil authority?¹⁷ Fortunately a confrontation was avoided as Indira Gandhi did not employ the army to enforce the Emergency depending on the police, a decision possibly due to non pliability of then Army Chief T S Raina.¹⁸

Some instances of subjective political controls primarily related to higher level appointments can be recounted. The appointment of late General A. S. Vaidya superseding then vice chief Lt. Gen. S. K. Sinha or removal of Admiral Vishnu Bhagwat as Chief of the Naval Staff for defying appointment of a fleet commander seen close to one of the political parties can be easily recalled. Over a period these have led to establishing a reasonably objective system of promotion to higher ranks based on professional competence linked with age and service.

Over a period the government of the day has also ensured that the military has a fair degree of autonomy in making decisions which are purely professional in nature. For instance Indira Gandhi accepted Sam Manekshaw's insistence of postponing military operations in 1971 by 9 months as he felt that the armed forces were not fully prepared to undertake the same in March the same year.¹⁹ In recent times the Army's position on Siachen Glacier has been accepted by the government though this has become a hindrance in settlement of this vexatious issue with Pakistan.²⁰ Similarly clear red lines between the Armed forces and civilian government dictated by the law of the land and constitutional provisions which remain inviolate are also evident during counter insurgency and terrorism operations. The instrument of a Unified Command at the State level headed by the Chief Minister with the Armed Forces commanders as security advisers and a strict tenure based turnover also prevents an officer from developing vested interests. This has obviated the overall long period of deployment of the armed forces for counter insurgency operations from becoming an issue of concern for civil military relations.

Amongst the basic factors two fundamental commitments align Indian officers to systemic probity. The first is oath at the time of commissioning owing allegiance to the

Constitution of India.²¹ This sets the legal framework while the other code is moral. This is the hallowed Chetwode motto of the Indian Military Academy: *"The safety, honour and welfare of your country come first, always and every time. The honour, welfare and comfort of the men you command come next. Your own ease, comfort and safety come last, always and every time."*²²

As also through their service, military personnel do not lose their links with the electoral democratic system. The postal ballot facilitates them to exercise their franchise even when serving in far flung areas. While there is no realistic appraisal of how many do so, the system is well-established and provides a sense of connectivity to the soldier with the elected system of governance.

On the whole thus civil military relations in India have remained stable based on respect for constitutional authority, transparent systems of control and a professional officer corps.²³ Autonomy to the military in the professional sphere has provided it the satisfaction of meaningful contribution to society reducing the urge to indulge in politics.

System of Pay and Perks for Senior Officers

Uniformity in system of pay and allowances in the government as well as the military from subaltern to general based on rank, length and conditions of service creates a sense of equity. Pay and allowances are fixed by the Government based on recommendations of a Central Pay Commission. The Pay Commission is applicable to all central government employees including the Armed Forces. The Commission is generally appointed every ten (10) years and adjusts the pay and allowances based on prevailing inflation and compensation in other sectors both public and private. The Armed forces have been demanding a separate pay commission keeping in view peculiar terms and conditions of service due to the, "X" factor of military hardship, but the same has not been accepted by the Government so far.

The pay scales for officers of the rank of Brigadiers and above to the chiefs of staff are as indicated in the table below. The pay is based on a band with the highest pay band acting as the lower limit of the next rank. While the pay band of Brigadiers and Major Generals has been indicated as same, Major Generals start at the highest pay band when promoted and get a higher grade pay. Lieutenant Generals have different pay bands starting with

Civil Military Relations: The Indian Case

a highest pay band of Major General to the Vice Chief or the General Officers Commanding in Chief of regional commands or theatres who have a fixed pay of Indian Rs. 80,000/-. The chief of army staff and Field Marshal Equivalents also have a fixed pay of Indian Rs. 90,000/.²⁴

In addition to basic pay, there is Grade Pay - a fixed amount related to rank applicable up to Major General and equivalent, the latter getting the highest grade of Indian Rs. 10,000/-. Military Service Pay (MSP) caters for the X factor and is applicable from Lieutenant to Brigadier at a uniform scale of Indian Rs. 6000/- p.m. MSP is treated as pay for all purposes except for calculating increment. The X factor has been a subject of considerable debate. This caters for hardships endured by military men serving in difficult terrain and uncongenial climate as well as the risk to life and limb. This is now factored in the Pay and

Table 1: Pay Scales

Rank	Pay Band (Indian Rupees)
Brigadier or equivalent rank	37400-67000
Major General or equivalent rank	37400-67000
Lieutenant General or equivalent rank	67000

allowances.

In addition allowances as Kit Maintenance at a very nominal rate of Indian Rs. 400/- per month and transport at a varying amount based on the place of work are common. Field Area allowance at 25 per cent of the Basic Pay when serving in designated operational areas and fixed allowances of Indian Rs. 6300/- per month in counter-insurgency areas, Indian Rs. 5600/- per month in High Altitude and Uncongenial climate areas and Indian Rs. 14,000/- per month in the Siachen Glacier are provided. However appointments in such areas for Brigadiers and above are very limited thus only a miniscule percentage can avail of the same.

There is a general parity of pay and allowances between the armed forces and the civil services. The military has a nominal advantage due to X factor, however the highest paid government officer in India is the Cabinet Secretary at Rs 90,000/- which works out same as the service chiefs. A number of issues of disparity do crop up from time to time and are a cause of heart burn which has resulted in running rivalry between various arms of the government but are not considered abnormal.

There is no comparative parity with private sector which provides higher pay package. With the growth of the corporate sector competition for talent is likely to continue but the military provides adequate compensation of a secure and stable life which is attracting the youth once again after a long period of low subscription to officer academies in India and may overcome the shortage of officers over a period.

An overview of the system of pay and allowances would indicate uniform administration with the only privilege granted to Brigadiers and above that of counter-signing their own claims. Pay bands are uniform and are linked to rank and service therein. The system is fairly simple to administer. Institution of a Pay Commission every ten (10) years brings about parity in government pay scales and compensation in other areas.

The perks and privileges enjoyed by Indian armed forces personnel apart from normal pay and allowances can be divided into two parts, those that are availed by all central government employees in India and those exclusive to the military.

All central government employees in India including the military can avail Leave Travel Concession, free medical aid for self and dependents in government hospitals, subsidized government accommodation with paid electricity and water, house rent allowance in case accommodation is not provided, house building and car purchase loan at low interest within laid down limit and leave encashment up to 300 days.

In perks exclusive to the military are free rations, 50 per cent concession on air travel in India, free train travel to home station once year, insurance cover through group insurance scheme, subsidized accommodation for family when person moves to a non family station in operational area and concessional purchase on selected items at low tax rate from government authorized unit run canteens. These canteens come under a central organization which is a civilian run organization under the Ministry of Defence. These facilities have been extended to military personnel keeping in view nature of job to include long distance travel and stay away from the family.

For all other facilities the military is at par with the civilian counterparts. All personnel have to pay for education of their children even in armed forces run schools and colleges. There is no allotment of agricultural land,

residential plot or flat to military personnel irrespective of rank. This has to be bought from personal savings. The military runs exclusive group housing schemes but rates are more or less at par with that in open market as land is bought at prevalent costs without subsidy. The only advantage of these schemes is high degree of assurance of safety of investments till possession whereas in civil operated ventures instances of fraud have been noticed.

These housing schemes are exclusively for members of the military and resale to others is not permitted. There are no general housing projects run by the military in India. Given the real estate market in the country the military is today finding it difficult to run its own schemes as land in metros and other major cities is not available at affordable rates for serving personnel. Thus almost all services group housing is in multi storey flats.

Indian armed forces units and personnel are specifically proscribed from doing any business activity. Station and formation headquarters do run shopping centres providing for local home needs of personnel within the cantonment. These charge marginal profit which is ploughed back for welfare of personnel by the concerned headquarters. There is no central organization controlling these establishments and in many cases these are extended tuck shops who are in competition with the civil market and do not offer any concessions. Local businesses are frequently up in arms against these establishments for unfair competition hence expansion invariably faces resistance.

Welfare of Ex Service Personnel

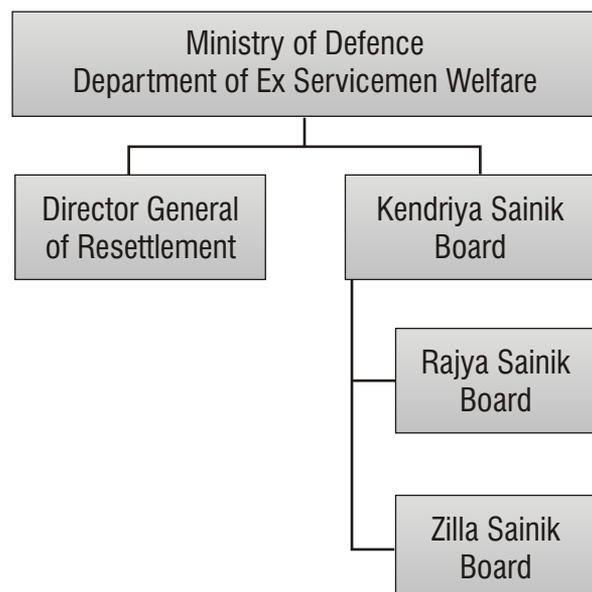
Re-settlement and welfare of ex-servicemen remains one of the principal concerns of national leadership in India particularly so as it affects morale and motivation of the armed forces. The large professional pool of manpower can also be very effectively used for national tasks as deemed appropriate by the government. Given that soldiers retire as early as 35-40 years of age after minimum service and officers in normal course at age varying from 55-60 years, their fruitful transition to retired life is very important. Also given large number of (60,000) personnel retiring each year, re-settlement and welfare of ex-servicemen has assumed great importance.

The overall responsibility for re-settlement and welfare of ex-servicemen is that of the government. In the three-tiered system of governance in India, the Central, Rajya

(State or Provincial) Government and Zila (District) Administration, welfare of ex-servicemen is undertaken jointly.²⁵ The armed forces represent interests of the ex-servicemen by acting as a link with Government and private agencies thereby strengthening management.

The charter for re-settlement and welfare of ex-servicemen in the central government is that of Ministry of Defence which has a Department of Ex-Servicemen Welfare for this purpose including liaison with State Governments. The Department is also responsible for administering Ex Servicemen Contributory Health Scheme (ECHS) and implementation of Pension Regulations. The Department has two subsidiary organizations the Kendriya Sainik Board (KSB or Central Soldiers Board) which lays down general policies for welfare and administers funds for this purpose. Linked to the KSB are the Rajya Sainik Boards/Zila Sainik Boards (RSB/ZSB - State and District Soldiers Boards) under state governments. The expenditure on organisation of RSBs is shared with the Central Government bearing 50% while the balance is borne by respective state governments. The other subsidiary is Directorate General of Re-settlement (DGR) which implements various policies/schemes/programmes adopted by the Government. The organization is as shown in Figure 1 below.

Figure 1: Organisation For Re-settlement and Welfare



Civil Military Relations: The Indian Case

The overall aim of the Department of Ex-Servicemen Welfare, as the name suggests, is to provide dignified re-settlement for ex-servicemen and avenues for employment given the early age of retirement. Apart from pension the three thrust areas to achieve the aim are:

- i. Training
- ii. Employment, and
- iii. Entrepreneurship or Self Employment

Training is provided to defence personnel while in service and after retirement to facilitate their gainful utility to society at large primarily in the civil sector. Reservation of posts in semi government/government and public sector organisations has been laid down based on varying percentages by the state government. Assistance for employment in the corporate sector is also provided by the Director General Resettlement (DGR) which is headed by a two star rank general officer. The DGR also administers a number of schemes for self-employment and assists in entrepreneurship and setting up small scale industries. Each of these facets is covered as per succeeding paragraphs starting with pension.

A service person, be it officer or a soldier, is entitled to pension at 50 per cent of last pay drawn. At the time of retirement the person also gets death-cum-retirement gratuity which is at the scale of half month's emoluments for each six months of completed service subject to a maximum sum of Indian Rs. 10 Lakh.

To look after medical needs, the Government has recently started an Ex-servicemen Contributory Health Scheme (ECHS) where after an initial contribution, an individual is provided free medical treatment for self as well as dependents including children and parents. Post Retirement Extended Insurance (EI) Scheme by the Army Group Insurance is also operative which caters for insurance of retirees up to the age of 75 years without maturity benefits but as one time payment for the benefit of Next of Kin.

Training to both ex-servicemen and retiring service personnel for re-settlement in civil life is one of the major functions of the DGR. For this purpose courses for officers on information technology, managerial science, technical skills and agro-based industries are organised through various civil training and educational establishments. Distance learning is also used to advantage where feasible.

For Junior Commissioned Officers (JCOs) and soldiers, training courses are conducted in diversified fields for a duration of up to one year in government, semi-government and private institutes spread all over the country. The type of subjects include, Security Services, Management, Information Technology, Travel & Tourism including Adventure Tourism, Entrepreneurship & Small Business Management, technical (including medical) trades, non-technical trades, secretarial support services, agro-based industry and so on. This provides a wide range of professions that the ex-serviceman can choose to adopt.

Funds are also allotted to Rajya Sainik Boards (RSBs) for conducting vocational training for Ex-Servicemen [ESM] in their respective States after retirement and assist those ESM who could not avail the facility of training while in service. The scheme has also been extended to the widow / one dependent of an ESM, irrespective of whether his death is attributable to military service or not.

Re-employment is another important avenue. For officers up to the rank of Brigadier, opportunities for re-employment are available till the age of 60 years. For JCOs and soldiers there is reservation in Government Jobs in Central Government up to 10% of Group 'C' posts and 20% of Group 'D' posts. Central public sector undertakings and nationalised banks provide 14.5% reservation in Group 'C' and 24.5% in Group 'D' posts which are at the supervisory and operational levels. 10% posts of Assistant Commandants in paramilitary forces are also reserved for ESM. In the Defence Security Corps which carries out static security of defence installations, 100% vacancies are reserved for ESM. In addition, most of the State Governments are providing reservations to ESM in state government jobs. However there are no reservations for officers, serving or retired in the Indian Administrative or Foreign Service where qualification requirements are same as for other candidates.

Armed Forces have a Placement Agency in addition as a welfare facility which provides free of cost service to desirous employers. This also acts as a single point of contact for civil employers to fulfil their requirements of ESM. In addition increasingly a number of civil employment agencies are actively involved in providing jobs.

The DGR also administers a number of self-employment schemes such as SEMFEX-II, SEMFEX-III and National Equity Fund where loans are arranged through banks as

Civil Military Relations: The Indian Case

Small Industries Development Bank of India (SIDBI) or Central and State Cooperative Banks. A number of small scale schemes are also launched by state governments to assist ESM in re-settlement such as oil depots, petroleum pumps, gas stations, fruit and vegetable shops. These schemes are mainly for war widows and dependents, Junior/ Non Commissioned officers and soldiers. Generally maximum 8 to 10 percent of the overall allotments on a case to case basis are reserved in this category. The allotments are made by the concerned ministry through the DGR and management is by individual allotted.

Amongst the various welfare schemes, free educational facilities to children of defence personnel killed or disabled in action in schools/colleges recognized by the Central or State Governments, seats in graduate course for medicine and dental services and in engineering stream are available through KSB. Seats are also reserved for wards of serving and ex-servicemen personnel in Sainik Schools. Some state governments have also provided reservation of seats in professional colleges/ITIs/Polytechnics for wards of serving and retired defence personnel. Educational grants are also provided for this purpose to the needy.

There are no establishments as Fauji Foundation, Defence Housing Authorities or similar organisations run by the three services or Ex Servicemen. Ex-servicemen have in some cases formed cooperative societies but these do not enjoy special privileges. The government does not provide support to these and have to be run on commercial lines competing with civil business houses.

On the whole it would be seen that Central and State Governments are committed for re-settlement and welfare of ex-servicemen in India with focus on adjusting to civil life as worthy citizens of the State. The armed forces act as a facilitating agency for this purpose. This commitment is however more in nature of facilitation and indirect assistance and Ex Servicemen have to compete in the civil job market as well as for self employment based on their individual enterprise and competitive spirit.

Curriculum of Indian Military Academies and Institutions

Indian officers undergo training and education at various stages of their career starting from basic military education on induction to the National Defence College, the stages of training and institutions in which the same is

carried out are as follows:-

- a. Entry Level. National Defence Academy, Indian Military Academy and Air Force and Naval Academy.
- b. Mid Career Level 1 Professional courses at services training institutions focusing on military subjects.
- c. Mid Career Level 2 Staff Training at the Defence Services Staff College. Mix of general and professional subjects
- d. Senior Level Command Training at Higher Command Course or equivalent. Mix of general and professional subjects.
- e. Higher Defence Management. Holistic exposure to national security at National Defence College.

The curriculum in Indian military academies and institutions can be divided into two parts: service training and general education. While service training naturally forms the main component for all ranks, officers are provided balanced exposure to non-military subjects at various points of their career as would be seen in succeeding paragraphs.

At the basic entry level, purely academic education is provided to officers in institutions such as the National Defence Academy (NDA) an inter-services establishment for duration of three (3) years. The first objective outlined by the NDA is provision of academic and technological training as a foundation to career in the services.²⁶

Academics comprise varied subjects such as English, Foreign Languages, Physics, Chemistry, Mathematics, Computer Science, History, Political science, Economics and Geography. Cadets of all streams study these subjects.²⁷ On successful completion of the course, cadets are awarded a Bachelor's degree either in arts, science and computer science by Jawaharlal Nehru University based on their specialisation.

At the next level after the NDA are respective Services training establishments, Indian Military Academy, Naval Academy and Air Force Academy. All commissioned officers of the three services do not go through the NDA; non NDA officers have acquired graduation through a national or state university and are thus well-grounded academically. The training in these Services training

academies primarily focuses on services subjects.

During rest of the career officers are exposed to general or civil subjects at various courses of instruction but particularly at the Defence Services Staff College, Wellington (Tamilnadu) in the rank of a Major or Lieutenant Colonel or at the College of Defence Management or at War Colleges as a Colonel or equivalent. The syllabus at these institutions has a large component of general subjects such as contemporary international relations, economy and military technology.

Officers are also provided ample opportunity for expanding their horizons by pursuing academics through distance education or a sabbatical known as Study Leave of two years where they can pursue subjects related to military science or management. Officers also get an opportunity to do courses in civil establishments such as the Indian Institute of Public Administration which trains mainly civil service officers with some vacancies for the military. Orientation courses carried out by the Bureau of Parliamentary Studies and Training called as, "Appreciation Courses in Parliamentary Processes and Procedures," provide a very good exposure to selected officers to parliamentary process and culture, thereby enabling them to contextually place their own role and responsibility. Of particular importance for officers of the flag rank (Brigadiers and above) is the opportunity provided at the National Defence College (NDC). Brigadiers and equivalent who are specially selected for attendance based on their high level of professional competence and likelihood of rising up the hierarchy. The Role of NDC is not just to train military officers but also to "*bring together selected senior officers from various departments of the Government of India and friendly foreign countries for the purpose of giving them a structured exposure to various issues related to the national security of a modern state in general and India in particular;*" and to, "*develop a thorough and lasting mutual understanding between different organs of the Government of India and selected foreign countries by creating an environment and opportunities for developing such understanding*__".²⁸

This institution which grooms higher military leadership, thus, has a major role to play in their adjustment in the prevailing national hierarchy.

The 47-weeks curriculum consists of six (6) studies each for a period of five to six weeks, three of which are exclusively related to non-military subjects other than

security or strategy as indicated below:-²⁹

- a. **Socio-Political Study:** This facet includes overall cultural heritage, study of the Constitution, various arms of the state, society and so on.
- b. **Economy, Science and Technology Study:** The main issues studied are Economic Development, Environment, Science and Technological aspects related to economic security of a nation
- c. **International Security Environment:** This field covers international relations, foreign policy and related subjects
- d. **Study on Global Issues:** Examines global governance, disarmament and arms control, socio economic and environmental challenges
- e. **India's Strategic Neighbourhood:** Covers issues related to India's extended neighbourhood
- f. **Strategies and Structure for National Security:** This study covers various concepts of national security, policy planning and strategy including role of the military.³⁰

A review of the subjects covered indicates a mix with almost equal focus on socio political and economic facets of governance and strategy and security. This also facilitates what has been deemed an important attribute for officers of the rank of Brigadier and above by Stephen P Cohen, understanding politics.³¹

On the whole, emphasis in curriculum on larger socio political and economic issues contributes to developing a broader perspective with clear definition of role of the military in the national security system not just at the NDC but during various stages of service of officers.

An examination of curriculum at various levels of training would indicate an exposure to officers to the larger socio-political milieu including democratic governance thereby developing an innate understanding of their role in the society at large. The training is progressively structured to gain greater exposure to civil government and nuances of parliamentary democracy as they rise up the rank.

How far this generates a healthy respect to democratic traditions is difficult to directly assess. However a study

carried out by Apurba Kundu indicates factors that contributed to lack of a military coup in India. Some of these include diversity of people, culture languages, democratic rule and belief in democracy apart from professionalization of the armed forces.³² It may be reasonable to conclude that continuous exposure to officers at various stages of training has facilitated developing such an understanding.

Conclusion

The configuration of civil-military relations in India has strived for balance over the years. This has facilitated smooth functioning of governance contributing to economic progress despite vagaries of a developing country with multitudes of socio economic problems. Establishment of a stable system of democratic governance and structured controls over instruments of state has been one of the primary causes for growth.

Apart from foundations outlined above, the military leadership has developed deep-rooted understanding of benefits of professionalism. This has been strengthened by equitable system of pay and allowances and re-settlement and welfare of ex-servicemen by the state transiting to civilian life. Given these checks and balances, military intervention in India has no space in the overall national or strategic discourse today.

References

1. Apurba Kundu. Militarism in India: The Army and Civil Society in Consensus. Viva, New Delhi. P 37.
2. Major General Sukhwant Singh. India's Wars Since Independence. The Liberation of Bangladesh. Volume 1. Lancers. New Delhi. 1998. P 20.
3. Madiha Sattar. Indian army hurdle in way of Siachen solution. Available at <http://www.dawn.com/2011/06/02/indian-army-hurdle-in-way-of-siachen-solution.html>
4. Stephen P Cohen. The Indian Army: Its Contribution to the Development of a Nation. OUP. Delhi. 1990.. P 180.
5. Lt Gen Dr M L Chibber. Military Leadership to Prevent a Military Coup. Lancer. New Delhi. 1986. P 89.
6. Lt Gen Dr M L Chibber. Military Leadership to Prevent a Military Coup. Lancer. New Delhi. 1986. P 89.
7. Humphrey Evans. Thimayya of India: A Soldiers Life. Natraj Publishers. Dehradun. 1988. P 124
8. HV Hodson. The Great Divide Britain India Pakistan. OUP. Karachi. 1985. P 205 in Lt Gen S L Menezes. Fidelity and Honour. Viking. New Delhi. 1993. P 402.
9. Apurba Kundu. Militarism in India: The Army and Civil Society in Consensus. Viva, New Delhi. P 61.
10. Apurba Kundu. Militarism in India: The Army and Civil Society in Consensus. Viva, New Delhi. 69.
11. Apurba Kundu. Militarism in India: The Army and Civil Society in Consensus. Viva, New Delhi. P 37.
12. Stephen P Cohen. The Indian Army: Its Contribution to the Development of a Nation. OUP. Delhi. 1990. P 172.
13. Stephen P Cohen. The Indian Army: Its Contribution to the Development of a Nation. OUP. Delhi. 1990. P 172.
14. S N Prasad. Dharam Pal. History of Operations in Jammu and Kashmir 1947-48. History Division Ministry of Defence New Delhi 1987. P 82.
15. Stephen P Cohen. The Indian Army: Its Contribution to the Development of a Nation. OUP. Delhi. 1990.. P 175.
16. Cariappa was appointed a Field Marshal later than Sam Manekshaw and thus he has been shown as General Later Field Marshal for Cariappa
17. Apurba Kundu. Militarism in India: The Army and Civil Society in Consensus. Viva, New Delhi. P160.
18. Apurba Kundu. Militarism in India: The Army and Civil Society in Consensus. Viva, New Delhi. P 163.
19. Major General Sukhwant Singh. India's Wars Since Independence. The Liberation of Bangladesh. Volume 1. Lancers. New Delhi. 1998. P 20.
20. Madiha Sattar. Indian army hurdle in way of Siachen solution. Available at <http://www.dawn.com/2011/06/02/indian-army-hurdle-in-way-of-siachen-solution.html>

Civil Military Relations: The Indian Case

21. The oath reads, "I (name) hereby solemnly swear that I will bear true faith and allegiance to the Constitution of India, as by law established and that I will, as in duty bound honestly and faithfully, serve in the regular Army of the Union of India and go wherever ordered, by land, sea or air, and that I will observe and obey all the commands of the President of the Union of India and the commands of any officer set above me, even to the peril of my life." Oath is available at <http://www.militaryphotos.net/forums/showthread.php?121703-Indian-Army-Oath&s=3bff1f239f24bc535dd22df78c7baaa2>
22. Available at <http://indianarmy.nic.in/Site/FormTemplate/frmTemp10P24C.aspx?MnId=B28+IZtuZS8=&ParentID=2Y0I+zJaUq0=>
23. Lt Gen Dr M L Chibber. Military Leadership to Prevent a Military Coup. Lancer. New Delhi. 1986. P 89.
24. Details in this section are based on common military knowledge and Handbook On Pay And Allowances (Officers Of The Army) 2009. Publication Committee, Office of the Controller of Defence Accounts (Officers), Golibar Maidan, Pune 411 001. Available at <http://www.scribd.com>.
25. Details in the section on welfare and resettlement of ex-servicemen are sourced through the Ministry of Defence India, <http://www.mod.nic.in/> and DGR web site <http://www.dgrindia.com/> apart from other related sources
26. http://nda.nic.in/images/objectives_NDA.jpg
27. N. S. Gundur. Academics in the Armed Forces: A Critical Evaluation of English Language Curricula at the National Defence Academy (India). Journal of Language Teaching and Research, Vol. 1, No. 4, pp. 401-405, July 2010
28. Available at <http://ndc.viburnix.com/contents/index/21>
29. Available at <http://ndc.viburnix.com/contents/index/35>
30. Available at <http://ndc.viburnix.com/contents/index/35>
31. Stephen P Cohen. The Indian Army: Its Contribution to the Development of a Nation. OUP. Delhi. 1990.. P 180.
32. Apurba Kundu. Militarism in India: The Army and Civil Society in Consensus. Viva, New Delhi. P 6.



Pakistan Institute of Legislative Development and Transparency - PILDAT
Head Office: No. 7, 9th Avenue, F-8/1, Islamabad, Pakistan
Lahore Office: 45-A, Sector XX, 2nd Floor, Phase III Commercial Area, DHA, Lahore
Tel: (+92-51) 111-123-345; Fax: (+92-51) 226-3078
E-mail: info@pildat.org; Web: www.pildat.org