

Chapter I

Introduction

1.1. Most of the Armed Forces Personnel, both officers and Personnel Below Officer Ranks (PBOR), retire prematurely. As per homepage of website of the Director General Resettlement, in order to maintain a youthful profile of the Armed Forces, approximately 60,000 service personnel are retired/ released every year at comparatively young age. Whereas PBOR (comprising of Jawans of Army, Airmen of Air Forces and Sailors of the Indian Navy) complete their listed period of service in their thirties itself, most of the Officers retire before attaining the age of 54 years (age of superannuation for the officers in the rank of Commander, i.e. the rank in which maximum permanent commissioned officers retire after completing 20 years of mandatory service) with a large number prematurely retiring in their forties itself. Early retirement of such highly trained manpower with complete shift in second career from their acquired line of expertise, not only denies these personnel from realising their true potential, but also does not make economic sense for a country that is facing acute manpower shortages in almost every field of governmental jobs where such work experience and domain knowledge can be utilised effectively. The issue of Lateral Shift of Defence personnel to other Government jobs has been recommended by both 'Kargil Review Committee' and '6th Central Pay Commission'. However, replying to Lok Sabha Starred Question No. 215, answered on 27 Aug 2012¹ (**Appendix 'A'**) asked by Hon'ble MP Shri Satpal Maharaj on Lateral Induction of Defence Personnel, the then Hon'ble Defence Minister Shri AK Anthony replied that *"The issue of lateral shift of Armed Forces Personnel to CPMFs etc. has been deliberated at various levels and by different Committees. However, no common view could be evolved on the issue in view of complexities involved, divergent views and requirements of Armed Forces and CPMFs etc. So far as induction of Ex-Servicemen in Central Para Military Forces (CPMFs) etc. is concerned, provision already exists for the same."* Thus, despite recommendations by various Commissions and Committees, the Scheme of Lateral Shift of Armed Forces

¹ Lok Sabha (Starred Question No. 215) answered on August 27, 2012. Retrieved on September 06, 2014 from <http://loksabha.nic.in/>

personnel to other Government Departments has not been implemented for various reasons. On the other hand, provisions already exist for providing certain reservations and relaxations to Ex-Servicemen in government jobs. The Central Government has notified the "Ex-Servicemen (Re-employment in Central Civil Services and Posts) Rules, 1979". The principal rules were published in the Gazette of India, Extraordinary, Part II, Section 3, Sub-section (1), vide number G.S.R 1530, dated the 15th December, 1979² and subsequently modified/amended in 1986³ and 2012⁴. These rules provide certain quota of Ex-servicemen in various Govt. Jobs along with adequate age relaxation for Ex-Servicemen depending upon the years of service he/ she served in Armed Forces.

1.2. **Statement of the Problem**

1.2.1. A large pool of highly combat-trained, physically fit manpower ordained in military ethos comes out of the Services with more or less no utilisation for such expertise. Similarly, large numbers of officers retire prematurely at the rank of Commander in the Navy (Lieutenant Colonel in Army and Wing Commander in Air Force) in their forties because of no further promotion prospects for them in the Services. Also, relatively small numbers of Short Service Commissioned (SSC) Officers, retire in their thirties. While the SSC officers, because of their younger age profile are able to acquire jobs in the Corporate world, albeit, not in the exact sphere of their prior work experience, the officers prematurely retiring in 40s face the major brunt of dried up job

² Government of India, Ministry of Personnel, Public Grievances and Pension, Department of Personnel & Training 'Ex servicemen (Re-employment in Central Civil Services and Posts) Rules 1979 dated December 15, 1979. Retrieved on December 20, 2014 from http://ccis.nic.in/CP_Notification_Report

³ Government of India, Ministry of Personnel, Public Grievances and Pension, Department of Personnel & Training Office Memorandum 15012/8/82-Estt (D) dated February 02, 1986. Retrieved on December 20, 2014 from http://ccis.nic.in/CP_Notification_Report

⁴ Government of India, Ministry of Personnel, Public Grievances and Pension, Department of Personnel & Training 'Ex servicemen (Re-employment in Central Civil Services and Posts) Amendment Rules 2012' dated October 04, 2012. Retrieved on December 20, 2014 from http://ccis.nic.in/CP_Notification_Report

scenario in the non-military world as in today's world, even in the Private Sector, forties are considered a rather ripe age. Domain knowledge and military experience acquired over more than 20 years of service largely goes unutilised.

1.2.2. Though few avenues of absorption of Ex-Servicemen in Government jobs have been provided, it needs to be seen whether they are adequate from the point of creating enough dignified second career job opportunities at appropriate levels for these highly professional, disciplined, motivated and relatively young personnel and adequately use their domain knowledge and sphere of expertise that they have developed during their tenure in the Armed Forces.

1.3. **Purpose**

1.3.1. To analyse the adequacy of various policies and avenues created by Government of India for re-employment of prematurely retiring Armed Forces personnel.

1.3.2. To study means by which present provisions providing jobs in government departments and private sector along with self employment opportunities can be made more effective and assess possibilities of more avenues that can be made available as second career options.

1.3.3. To evaluate preparations that retired and retiring Armed Forces Personnel undergo in getting Jobs & the types of assistance that they actually receive from various Agencies responsible.

1.4. **Rationale**

1.4.1. Ex-Servicemen' means a person who has served in any rank (whether as a combatant or as a non-combatant) in the Regular Army, Navy and Air Force of the Indian Union and the Territorial Army Personnel. It also includes a person who retired, or was released on medical grounds or due to reduction in

the establishment, or was released after completing the specific period of engagement. Personnel of the Armed Forces, viz., Army, Navy and Air Force of the Union, are the only Government employees who retire at relatively younger ages to keep a youthful profile due to the arduous nature of their duties in hazardous and inhospitable terrain. Almost all Ex-Servicemen, whose retirement ages, depending on ranks, vary from 35 to 54 years, require help and assistance for resettlement. They require a second career as they are young and active and their responsibilities and obligations are at the peak when they are compulsorily retired. Having given the best part of their life for the safety and security of the motherland, it becomes a national obligation to provide necessary facilities for their resettlement.

1.4.2. During their very demanding and challenging tenure in the Armed Forces, where they have to remain fighting fit and up-to-date on their weapons and equipment, at all times, training plays a very major role. Thus, these personnel (both officers and men) develop very keen domain knowledge which is nothing short of expertise in their particular field of operation.

1.4.3. The reservations for Armed Forces personnel in government jobs exist only at Group 'C' posts for jawans/ sailors/ airmen and Assistant Commandants in Para-Military Forces for Short Service Commissioned Officers. No such avenues are available for officers prematurely retiring in their 40s and men retiring as JCOs/ MCPOs/ Warrant Officers (GP 4600/- to 4800/-) unless and until specifically mentioned in the Recruitment Rules for a particular post.

1.4.4. Lateral Shift of Armed Forces Personnel to CPMF and MoD has been recommended by a number of Commissions and Committees with minor variations. This has been identified by Kargil Review Committee⁵ "*as one of the key areas for improvement in the role and tasks of Para-military forces and to avoid their ad hoc functioning.*"

⁵ Report of the Kargil Review Committee, 1999, New Delhi, India

1.4.5. 6th CPC⁶ while citing the benefits accruing out of this scheme in paragraph 2.4.7 of Chapter 2.4 had brought out that *“this scheme will not only make available sufficient number of trained manpower for CPOs as well as defence civilian organisations but will also curtail the pension bill of the Government significantly.”*

1.4.6. The primary role of Armed Forces of safe-guarding national boundaries is changing. Wars of 21st century are going to be non-conventional. As the experience of growing reach of Taliban and ISIS is showing, the wars are no more restricted to borders – land or maritime. They are not about territories but are about ideologies and philosophies. Such wars need to be fought both at the national boundaries and within the national territories. They require much more synergy between Armed Forces, Para-military forces, Police and local Administration than ever before. In such a scenario, it is essential that people manning such agencies understand each others' roles, view-points and modus operandi. Therefore, the need of lateral shifting from one service to another, close liaisons and continued interactions with each other take a very critical dimension and can no more be put under the carpet for narrow gains or urges of anyone service to dominate others.

1.5 **Research Questions**

1.5.1 Are the prevalent Government policies of second career for Ex-Servicemen adequate? If not, what is the inadequacy and how can they be made more relevant and effective?

1.5.2. Have the avenues provided by Government been effective for re-employment of Ex-Servicemen? If not, what are the reasons for their ineffectiveness? How they can be made more effective?

⁶ Report of the Sixth Central Pay Commission, Mar 2008, New Delhi

1.5.3. What are additional second career options that can be provided for Armed Forces Personnel in Government Organisations and in private sector including self employment opportunities?

1.5.4. What preparations do the retiring Armed Forces Personnel undergo in preparing themselves for second career Jobs & what type of assistance they actually receive from various Agencies responsible.

1.6. **Research Design & Methodology**

1.6.1. **Research Design.** The research has been designed as an analytical, developmental and exploratory research. The present study intends to explore the research questions and does not intend to offer final and conclusive solutions to the existing problems of ex servicemen as there cannot be any final solution to it. The nature and degree of the problem of second career options for ex servicemen keeps changing with time and the changing socio-politico-economic state of the country and accordingly solutions will also keep varying. Conducted in order to determine the nature of the problem, this study is not intended to provide conclusive evidence, but helps us to have a better understanding of the problem. It has tried to analyse certain prevalent policies of the Government regarding resettlement of Ex Servicemen and their efficacy and relevance and suggested changes based on emerging socio-economic circumstances in the present times.

1.6.2. **Methodology.** The study is based on both primary and secondary data. A number of Committees and Commissions have given their recommendations on the issue of improvement of resettlement and re-employment opportunities of Ex Servicemen. These recommendations have been studied and analysed. Several articles and books on the subject have also been referred to. Manpower shortages in various government offices and departments and other issues related to Ex Servicemen second career opportunities have been discussed from time to time in Parliament. Such data available through Parliamentary Questions has been accessed and analysed. Data also consists of details obtained from DG (Resettlement), Placement

Agencies of Army, Navy and Air Force, websites of Ministry of Defence. The research has also utilised primary survey through questionnaires filled by retiring and retired Armed Forces personnel of all three Services and personal interviews of PBORs and officers of DGR and Placement Agencies to specifically understand the assistance being received by them through various government agencies and the preparations that they make for easy transition to civilian jobs post retirement.

1.6.3. **Questionnaire.** Two questionnaires (**Appendices 'B' and 'C'**) were prepared employing two separate sets of structured questions, one each for retiring and retired Personnel. Some questions were close-ended while some were chosen to be open-ended. The questionnaires, though longer than desired, were designed to elicit maximum response with maximum accuracy. The researcher was aware of the limitations in terms of time availability, accurate record keeping and maintaining secrecy of financial and operational details of the data. Care was taken not to seek any information which could be of restrictive or confidential nature. The questionnaire covered the complete gamut of the Ex-Servicemen (both officers and PBORs) aspirations and employability after retirement, social responsibilities etc. In this way it was possible to obtain information to establish the difficulties faced by the Ex-Servicemen. Common questionnaire was used for both officers and PBORs appreciating the fact that in the present scenario of open economy and minimal gaps in the educational, economical and social levels of officers and PBORs (especially in case of Navy and Air Force), all strata of personnel have same aspirations and expectations.

1.6.4. **Sample Size and Survey Methodology.** Questionnaire was forwarded to approximately 200 officers, JCOs and equivalents and PBORs of the three Defence Services. This included both retiring and retired personnel. Sample size was not based on any scientific calculations but on the accessibility of these personnel. For the purpose of accessing these retiring and retired personnel, following modes were used:-

(a) Hard copies of the questionnaire handed over either personally or through colleagues to retiring officers and men known to the author directly or through these colleagues and are presently posted/ residing in or around Delhi.

(b) Forwarded on email, either personally or through colleagues, to retiring and retired officers and men who are known to the author directly or through these colleagues.

(c) Forwarded to various Ex-Servicemen social groups through emails like forces-network@googlegroups.com, 63sc_dssc@googlegroups.com, fairwinds@googlegroups.com, etc.

1.6.5. Although, the questionnaire was forwarded to more than 200 personnel, the responses have been received from only 67 personnel only. Among the respondents 18 are retiring personnel (12 officers and 06 PBORs) and 49 are retirees (27 officers and 22 PBORs). The details of respondents based on the service they belong/ belonged to are listed at Table below:-

<u>Service</u>	<u>Officers</u>		<u>JCOs/ Equivalents</u>		<u>Other Ranks</u>		<u>Total</u>	
	<u>Retiring</u>	<u>Retired</u>	<u>Retiring</u>	<u>Retired</u>	<u>Retiring</u>	<u>Retired</u>	<u>Retiring</u>	<u>Retired</u>
Army	06	09	Nil	02	Nil	Nil	06	11
Navy	04	14	03	12	02	05	09	31
Air Force	02	04	01	02	Nil	01	03	07
Total	12	27	04	16	02	06	18	49

Table 1.1. Details of Respondents

1.6.6. Though, it was felt that the sample did not reflect true representation of officers and men or that of three Services (men being much more than officers and Army being bigger than Navy and Air Force combined), it did reflect the lack of willingness of the personnel of the other two Services to give their views in a candid manner to the author who belongs to a particular service (and therefore had better reach to the personnel of his own Service). In fact, there were a few negative comments in the beginning when the questionnaires were initially forwarded to some of the groups of Ex-

Servicemen active on the Internet. It was suggested that the author should join various 'Forces Networks' on the Internet and the mere exchange of emails by members would give the author much more insights than any Questionnaires can. However, it was replied that *"On informal chat rooms we definitely find diverse views. However they are not structured in the manner that they can be used in the Dissertation and at times the language used is rather too informal. Hence this approach of using Questionnaire to extract viewpoints of retired/ retiring Armed Forces Personnel has been used."* Some of the personnel were not willing to fill up the questionnaire, but did respond on emails and requested to telephonically talk on the issues. Once spoken to, such personnel had a lot of personal experiences to narrate with regard to job search and resettlement post retirement.

1.6.7. With regard to the interviews, officers at the levels of Captains and Commodores and equivalent in Army and Air Force, presently involved with the process of re-employment and resettlement were interviewed. In addition, few officers and JCO and equivalent level retired personnel were also interviewed. Initially, a structured format of interviews was followed. However, based on responses, rather large number of unstructured leading questions were also asked and answered by these officers. The identities of Armed Forces personnel, both retiring and retired, interviewed have not been revealed to respect their anonymity.

1.7. **Chapter Plan**

1.7.1. Because of the diverse nature of their jobs and general self sufficiency of all Units in terms of day to day living, all Armed Forces personnel are trained in various skill-sets. Apart from their dexterity with weaponry, men/women in Army, Navy and Air Force are experts in field as diverse as engineering to cooking and from IT to flying of aircrafts to Human Resource Management and Development. Many of these job skills are also essential in other governmental jobs where presumably shortages exist. However, whenever the issue of second career for Ex-Servicemen comes into focus, the only job they are perceived to be capable of undertaking is that of security.

Thus, there is a need to closely look at the organisational structure of the three Services for appreciating the varied experience these personnel gain during their short but arduous service. This aspect has been discussed in Chapter II. The organisation of Department of Ex-Servicemen Welfare – the organisation essentially responsible for aiding the Ex-Servicemen, in choosing their second careers, whether in Government or in the corporate world or as self employed individual also requires a scrutiny to analyse the career options being made available to Ex-Servicemen. This issue has been addressed in Chapter III.

1.7.2. Chapter IV discusses the fact that career of PBORs has undergone a significant transformation over the decades. A few studies have been conducted on this aspect in the recent years. They have analyzed the evolution and changes that have taken place in the careers of PBORs. One such analysis has been carried out by Lt Gen K. Balaram⁷ and another by Lt Col Kesvan⁸. Satyendra Kishore⁹ has given reasons why it is essential for the government to provide resettlement measures for Ex-Servicemen. While the career profiles of PBOR have undergone changes over the years, the Government policies and the second career avenues made available to Ex-Servicemen through the government agencies have remained more or less same. Various policies of the Government for providing reservation and relaxation in norms for government jobs have also been discussed in this chapter.

1.7.3. Over the years, many Government Committees have been constituted which have analysed the second career options and other welfare measures

⁷ Balaram, Lieutenant General K. (1999) 'Department for Welfare of Ex- Servicemen - A proposal' *Journal of the United Service Institution of India*, Vol. CXXIX, No 535, pp. 107-108

⁸ Kesvan, Lt. Col. Lal. (2004) 'Human Resources and National Power Armed Forces, Ex-Servicemen', *USI Digest*, Vol - VI, No.12: 132.

⁹ Kishore Satyendra (1991) '*Re-settlement of Ex servicemen in India: Problems, Patterns and Prospects*' New Delhi: Concept Publishing Company

for Ex-Servicemen. Notable among these are High Level Committee¹⁰ of 1986 under Chairmanship of Shri KP Singh Deo, then Minister for Defence; Kargil Review Committee of 1999; Sixth Central Pay Commission¹¹ (CPC) and various Standing Committees (mainly the fourth¹² and twenty second¹³ Reports of Standing Committee of Defence 14th Lok Sabha). The specific recommendations of these Committees with apparent reasons for non implementations have been reviewed in Chapter V.

1.7.4. No discussion on adequacy of government policies can be complete without their comparison with policies and measures prevalent in other countries. Four countries have been chosen for the purpose – Canada, United Kingdom, United States of America and Pakistan. While the first three countries have a democratic set up similar to our own, Pakistan is probably closest to us culturally (however, with a completely different Civilian Military relationship and role that Armed Forces have carved out for itself and impact thereof). Policies of these countries have been discussed in Chapter VI. However, they have not been compared in detail with the practices prevalent in India due to reasons mentioned in succeeding paragraph 1.8.2.

1.7.5. Based on the review of existing literature in Chapters IV to VI and the data collected through various Lok Sabha questions and data available with DG (Resettlement) and Placement Agencies of Armed Forces, the adequacy of Government Policies, adequacy of second career avenues available and preparations made by retiring personnel for taking up second career after retirement (including the impact of restriction of using social networking sites for better visibility in job market) have been discussed and analysed in

¹⁰ Report of the High Level Committee on Problems of Ex Servicemen, 1984, India

¹¹ Op cit. fn 6, p. 5

¹² Standing Committee of Defence (2004-05), 14th Lok Sabha, Fourth Report. Retrieved on September 06, 2014 from <http://loksabha.nic.in/>

¹³ Standing Committee on Defence (2006-07). 14th Lok Sabha. Twenty Second Report. Retrieved on September 06, 2014 from <http://loksabha.nic.in/>

Chapter VII and recommendations have been made which are given in the concluding Chapter VIII.

1.8. **Scope and Limitations**

1.8.1. **Scope.** The study would examine the present policies of Government regarding reservation and relaxation in norms in respect of Ex-Servicemen for obtaining government jobs and assess their adequacy. It will also analyse the feasibility of making present provisions for providing job avenues in other government departments more effective and assess possibilities of anymore avenues that can be made available as second career options. Apart from that the study would also look into preparations that retired and retiring Armed Forces Personnel undergo in getting Jobs & the types of assistance that they actually receive from various Agencies and the effect of lesser visibility in the private job market because of restrictions on usage of online Social Networking sites.

1.8.2. **Limitations.** Though during the process of this study attempt was made to also assess the efforts made by governments in Canada, UK, USA and Pakistan, the attempts were jettisoned because it was felt that there is no other country which has the same socio-political and economic conditions that prevail in India and thus the efforts made by different countries towards better second career options for their retiring Armed Forces personnel are incomparable. Therefore, the present study would be limited to policies of Government of India and the initiatives of Department of Ex-Servicemen Welfare and Armed Forces in facilitating easier transformation to the second career options for retiring and retired Armed Forces personnel. Though the policies and practices prevalent in these countries have been covered, they have not been compared with those in India due to reasons mentioned above. However, few best practices being followed in these countries can be adopted in India.

1.9. The data obtained from above mentioned sources and responses based on questionnaire and personal interviews along with information gathered from Reports

of various Committees, and websites, articles and books was analysed so as to meet the objectives and answer the research questions. The salient conclusions have been finalized. It is reiterated that the present conclusions are relevant in the present scenario and in no way are considered either the only solutions or the final solutions. The process needs to be dynamic and the problem needs to be reassessed from time to time based on changing social and economic realities of the country. Based on these results, recommendations and suggestions have been offered.