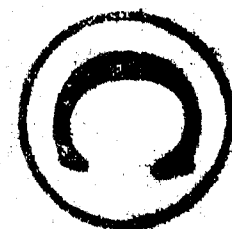


DEFENCE ORGANISATION IN INDIA



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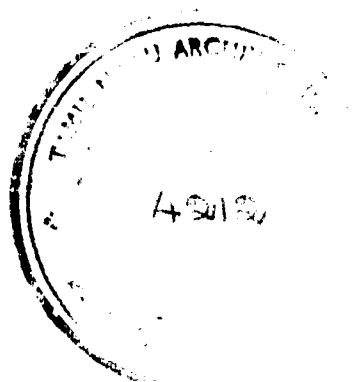
DEFENCE ORGANISATION IN INDIA



January 1967 (Magha 1888)

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1967



PREFACE

During the first few years after India became independent, it was realised that numerous changes were taking place in the organisation for defence administration in India. It was felt that it would be useful to keep a record of these changes, the various problems that confronted independent India in regard to defence, how they were dealt with, etc. It was accordingly decided to publish a book which would not only be informative to the general reader but also provide reference material to the members of the defence organisation. The work was completed in 1957 and covered the decade after independence. The major developments during the intervening period have now been added, but the events of the first 10 years, which constituted a formative period after the attainment of independence, have been covered in greater detail.

The author is grateful to Government for having given him permission to publish this book. He is solely responsible for its contents.

Thanks are due to several members of the Defence Headquarters who assisted by typing the script; but special mention should be made of Shri B. K. Gandhi (who did most of the work), Shri T. R. Sharma and Shri K. Balakrishnan. Thanks are also due to Lt. Cols. R. K. Chadha and Kumar Singh of Army Headquarters, Capt. K. K. Sanjana, I. N., of Naval Headquarters, and Wg. Cdr. H. L. Kapur of Air Headquarters, for arranging to supply the various coloured drawings pertaining to their respective Services; to Major G. S. Pabley of the Public Relations Directorate for the photographs and to Shri T. Kasi Nath of the Photo Division for making colour transparencies of the medals.

Lastly, but not the least, this publication owes its existence to Shri B. B. Ghosh (Joint Secretary, Ministry of Defence, 1947-1956) who in 1953, as Defence Secretary, originated the idea of the book; and to Shri P. V. R. Rao, ICS (Defence Secretary, 1962-1966), but for whose interest and encouragement this book would not have been published.

Any suggestions for improvement will be gratefully received.

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CHAPTER I

EVOLUTION OF THE DEFENCE ORGANISATION UPTO 1947

A number of changes became necessary in the organisation for military administration in India on the 15th August 1947 and thereafter. Till the transfer of power, defence was a reserved subject and defence expenditure was not subject to the vote of the legislature. Indeed India's defence was only a part of the scheme of defence of the British Empire as a whole and there was, therefore, no occasion for formulating any independent defence policy in India for India. The Commander-in-Chief in India was in charge of the administration of the armed forces and he was also the Defence Member of the Governor-General's Executive Council. No Indian had any share in the Defence administration of the country. Defence policy was laid down in Whitehall and even for implementing it, the Military administration in India till 1946 was almost exclusively in the hands of British officers. The position was not so bad in the civil administration in which Indians were allowed a share at an early stage. Though Indians were eligible for recruitment to the Indian Civil Service and a small number of them had been in the Service from the sixties of the nineteenth century, Indians were made eligible for holding commissioned rank in the Indian Army only towards the end of the first World War.

In September 1946 when the Interim Government was constituted, an Indian became for the first time the Defence Member in the Governor-General's Executive Council but this involved no change in the procedure for formulation of Defence policy. It was on 15th August 1947 that for the first time complete control over the formulation of defence policy as well as the administration of the Indian Armed Forces was vested in an Indian Defence Minister responsible to an elected legislature. Apart from the significant constitutional change, the attainment of independence also called for a radical transformation in the role and outlook of the Indian Armed Forces. The military administrative machinery too had to be modified to meet the needs of the altered circumstances. New organisations had to be created either to meet requirements characteristic of modern armed forces or by way of providing facilities which did not exist in India before.

The major changes that have had to be effected can be explained and appreciated best in the light of the administrative set-up which

evolved itself during the British days and was inherited at the time of transfer of power. It would, therefore, be of advantage to trace briefly the evolution of military organisation and administration in India during the British period. Such an analysis itself would point the way to the pattern of changes that would be necessitated in the independent set-up, besides drawing attention to certain important facts which ought to be borne in mind while assessing the efforts towards consolidation which were characteristic of the decade after independence.

THE ORIGIN OF THE ARMY : DAYS OF THE EAST INDIA COMPANY

The origins of the Indian Army can be traced back to the early days of the East India Company and its evolution was closely linked to the activities of the Company in India. To start with, the Company enrolled Indian guards for the protection of its several factories. By the end of the seventeenth century, the Company had succeeded in establishing three chief fortified positions in Bombay, Madras (Fort St. George) and Calcutta (Fort William). Around these three fortifications there grew three presidencies independent of each other and each with its own military forces. The President of each was also the Commander-in-Chief of the Military Forces of the presidency and answerable only to the Directors of the Company in England. As a result, the Presidency Armies functioned as separate entities. The Presidency Armies consisted of Europeans recruited from England or collected locally, and of Indian sepoys who wore Indian dress and were commanded by Indian non-commissioned officers. In 1748, a Commander-in-Chief of all the Company's forces in India was appointed. This is said to have led to an improvement in the organisation of the Presidency Armies although they remained separate in all respects. The first contingent of British troops from England arrived in India in 1754 and with this reinforcement there were three categories of troops in India, viz., King's troops, the Company's European Troops and the Company's Indian Troops. In 1757, a start was made to re-organise Indian troops into regular battalions with a small nucleus of British officers. This was a significant change since, for the first time, British non-commissioned officers were introduced into Indian units which were till then under the command of their own Indian officers. In due course, battalions which had been supervised by a small staff of British officers were converted into battalions with British Commanders. The Indian troops were also armed and dressed somewhat like the European troops.

By the Regulating Act of 1773, the post of Governor-General assisted by a Council of four members was created "for making rules, ordinances and regulations for the good order and civil Government" of the Company's territories. The first four members of the Council

were named in the Act and one of them was the Commander-in-Chief. The Act of 1784 reduced the number of members of the Governor-General's Council from four to three, one of whom was to be the Commander-in-Chief. The Act of 1793 laid down that the Commander-in-Chief would no longer be an ex-officio regular member of the Council but could be nominated as an extraordinary member by the Directors.

In 1786 a Military Department was created in the headquarters of the Government in India and it formed the channel for the issue of orders of the Supreme Government to the executive heads of the Armies.

A further reorganisation carried out in 1796 resulted in a reduction in the strength of Indian troops and a great increase in the number of British officers in units. The total number of European soldiers in India at that time was 13,000 as against 57,000 Indian troops, in the three Presidencies of Bengal, Madras and Bombay. From 1797 upto 1857 there was a steady increase in the strength of the Presidency Armies in keeping with the expansion of their sphere of action in regard to territorial acquisitions. In addition to units of the Imperial Army, and the Company's three Presidency Armies consisting of British and Indian units, local bodies of troops had also been raised for service in particular localities. Notable among these were the Hyderabad Contingent and the Punjab Irregular Force which afterwards became the Punjab Frontier Force.

MILITARY MEMBER IN THE GOVERNOR-GENERAL'S COUNCIL

The Charter Act of 1833 created the military and legal memberships of the Governor-General's Council. The Act further provided that "The superintendence, direction and control of the whole civil and military Government shall be and is invested in the Governor-General-in-Council". The first Military Member of Council under this Act was appointed in 1834. The purpose of having this new appointment was to give the Governor-General-in-Council the benefit of advice of an expert, to relieve the Governor-General of a lot of military work and to limit the Commander-in-Chief to his executive duties. The person holding the post of Military Member could not, during his continuance in such office, hold any military command or be employed in any actual military duties. The Commander-in-Chief was already in practice an extraordinary member of the Council.

There was a Military Board in existence from 1785 to 1853 consisting of the Commander-in-Chief, the Adjutant General, the Quartermaster General and other officers of Army Headquarters. It was a Board of reference and inspection only which reported defects and abuses to the Governor-General's Council.

Till 1861, the military as well as the civil business of the country was not placed in charge of any particular Member of the Council but was dealt with by the Council as a whole. The portfolio system was introduced in the Government of India for the first time in 1861. Thus from 1861 there were two members in the Governor-General's Executive Council specifically concerned with military matters, namely, the Commander-in-Chief who was responsible for the command and executive work of the Army of which he was the head but held no portfolio; and another member popularly called the Military Member, also a soldier, who was responsible for the administrative work of the Army and to whom the Commander-in-Chief had to refer all proposals which required the orders of Government.

The Revolt of 1857 was the starting point of a consistent Military policy in regard to India. Since then and up to the transfer of power, defence and external affairs, which are closely inter-related, remained throughout as reserved subjects. The foreign department was not allotted to a member of Council but was directly administered by the Viceroy himself. In 1858 when the Crown assumed the direct government of India and the East India Company ceased to exist, the Company's European troops were merged with the Imperial British Army. The Indian troops were also reorganised, by disbanding some cavalry and infantry units and amalgamating some others. The older policy of recruiting troops from all over the country was changed and entry to the army was gradually restricted only to what were termed the 'martial races' of the Punjab and the North-West Frontier. Large units of the British Army were thenceforth sent to India on a tour of duty, in the same manner that British units were sent to garrison other dependencies and colonies.

In 1861 three separate Presidency Staff Corps were introduced. Prior to this, the British officers belonged to Regimental Cadres and these cadres, though large enough, were found to be insufficient to bear the strain caused by the absence of officers serving incivil posts or on the staff of the armies. Besides there was no claim to equality of promotion as between officers of one regiment and another and there was a marked disparity in the pace of promotion in different regiments. By the establishment of the Presidency Staff Corps with a sufficient number of officers, both these defects were removed and the entire officer power of the Presidency Armies was now centrally pooled.

ABOLITION OF THE PRESIDENCY ARMIES

By about this time, certain other changes also took place which cleared the way for the eventual union of the three Presidency Armies. In 1864 the military accounts departments of the three Presidencies were consolidated under the Military Department of the Government

of India. In 1879, Lord Lytton appointed an Army Organisation Commission to explore avenues for decreasing military expenditure and to recommend measures to improve the functional efficiency of the Army for war. One major recommendation of this Commission was the abolition of the Presidency Armies, but this was not given effect to till sixteen years later. As a first step, the three Presidency Staff Corps were united in one Indian Staff Corps, which meant that there came into being an All India Cadre of British officers. The Presidency Armies were eventually abolished with effect from 1st April 1895 and for the first time there came into existence a unified Indian Army which for purposes of administration was divided into the following four Commands, each under a Lt. General who exercised certain delegated powers and was directly subordinate to the Commander-in-Chief :

The Punjab Command (including the North-West Frontier).

The Bengal Command.

The Madras Command (including Burma).

The Bombay Command (including Sind, Quetta and Aden).

This system of commands was slightly modified later but in 1921 the system of four commands was re-established.

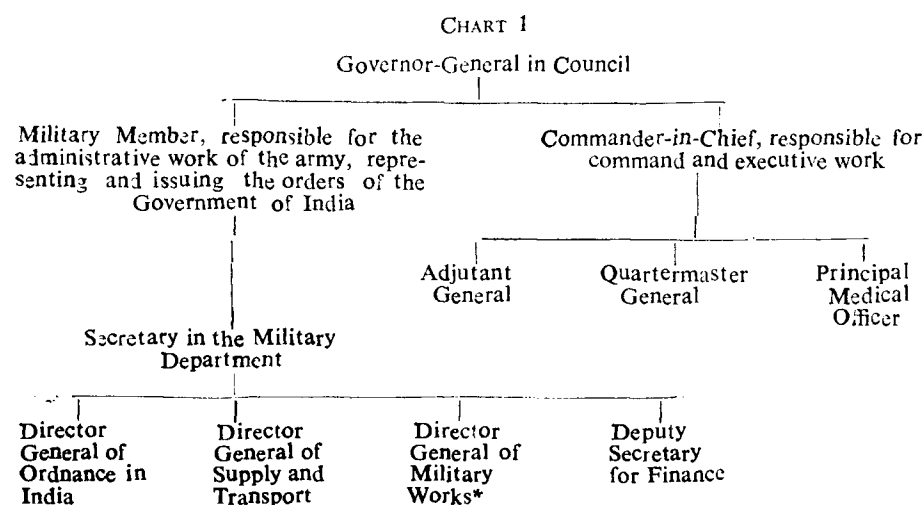
It will thus be seen that the Indian Army as such was born only towards the close of the nineteenth century. In actual fact, the expression 'Indian Army' came into use only on 1st January 1903 when the Indian Staff Corps was abolished and officers belonging to that Corps were designated as 'Officers of the Indian Army'.

ORGANISATION FOR MILITARY ADMINISTRATION

The organisation for military administration in India at the headquarters of Government now assumed real importance. The responsibility for the governance of India (including both the civil and military administrations) was that of the Governor-General-in-Council, who was in turn responsible to the Secretary of State for India and through him to the British Parliament. As already stated there were in the Governor-General's Council two members connected with military affairs. There was the Commander-in-Chief, who was the executive head of the Army (including the Marine) and was responsible for its organisation and efficiency. His office known as Army Headquarters had two principal staff officers, viz., the Adjutant General and the Quarter Master General, as also the Principal Medical Officer. Secondly, there was the Military Member who was responsible for the administrative work of the Army and for communicating the orders of Government to the C-in-C. In addition, he was also responsible for Supply and Transport, Ordnance, Military Works and Military Finance including the preparation of the Military Budget.

ROLE OF THE MILITARY DEPARTMENT

The Military Department as then constituted not only dealt with original work within the limits of its own authority but also carried out an independent examination of all proposals which came from the Army Headquarters or directly from the four Army commands. Consequently, it maintained its own papers on all proposals that came up before it, or were initiated by it, so that the needed measure of continuity was maintained in the Department. The Department had three Divisions, viz., Military, Administration and Finance. The Finance Division was under the Accountant General, Military Department, who was the Financial Adviser to the Government of India in all military and marine matters. In other words the Finance Division was part of the Military Department. The following diagram illustrates the set-up :



*This appointment was redesignated later (1921) as Engineer-in-Chief.

The procedure then followed was that all proposals involving expenditure or military reform of importance emanating from the Army Headquarters or from the Army Commands were forwarded to the Military Department, through the Controller of Military Accounts. These were then examined in the Military Department both from the financial and administrative points of view. If a proposal was approved by the Military Member, it was referred to the Finance Department and if accepted by that Department also, the case was submitted to the Governor-General for his approval. If there was any difference of opinion the matter was placed before the Executive Council. The Secretary of State was addressed in a despatch when the proposal was approved by the Council, as also when the Governor-General approved of the agreed proposal of the two departments. The Secretary of State, if he thought fit, accorded sanction in consultation

with the War Office, or with the approval of the British Cabinet as necessary. Thus the final decision in all important proposals rested with the Secretary of State and His Majesty's Government.

CURZON-KITCHENER CONTROVERSY

The existence of two members in the Executive Council, one the executive head of the fighting forces and the other to scrutinise the proposals of the Commander-in-Chief and to communicate the orders of Government thereon, was not altogether a satisfactory arrangement, especially when the Military Member was also an Army officer junior in rank to the Commander-in-Chief. Some considered it incongruous to have the Commander-in-Chief as a Member of the Council while some of the Commanders-in-Chief themselves considered the Military Department and the Military Member as superfluous and obscurantist. Evidently conscious of the existence of this conflict, on which firm views had previously been expressed by Viceroys and Commanders-in-Chief but which had apparently been kept in check by tact and understanding on the part of all concerned, the Secretary of State for India formally asked the Government of India to make a thorough scrutiny of the system of military administration in India and submit suitable proposals for reform. On this, in early 1905, the then Commander-in-Chief, Lord Kitchener, brought matters to a head and vigorously criticised what he called a 'dual control' in military administration arising from the above arrangement. He was firmly convinced that "the present system is faulty, inefficient and incapable of the expansion necessary for a great war....." He felt so strongly about it despite the fact, as he acknowledged, that "we are freed from the difficulties of Parliamentary control". According to him, one of the chief faults of the system was "the enormous delay and endless discussion which it involves". Referring to the role of the Military Department he said, "No needed reform can be initiated, no useful measure can be adopted, without being subject to vexatious and for the most part unnecessary criticism not merely as regards the financial effect of the proposal, but to its desirability or necessity from the purely military point of view". He, therefore, suggested that the system should be done away with by the abolition of the post of Military Member. Thus Lord Kitchener suggested that the official title of the head of the War Department should be "Commander-in-Chief and War Member in Council".

The charges levelled against the Military Department were stoutly refuted by the then Military Member, Major General Sir E. R. Elles. He pointed out that far from being vexatious and dilatory, the Military Department had been responsible for initiating a number of important measures for the efficiency of the Army, such as the mobilisation scheme and creation of a field army, amalgamation of Presidency

Armies and Departments, organisation of Transport Service, etc. Apart from this, the suggestion of the Commander-in-Chief raised an important matter of principle. "The Army in India has but one head—the Governor-General in Council, and the Military Member of Council is the representative of the Governor-General in Council in respect of all business which is not brought before the Council collectively. The Commander-in-Chief, on the other hand, commands the Army according to rule and practice..... The position is admirably stated by the late Sir George Chesney as follows :

"The Commander-in-Chief.....naturally presses his proposal from a military point of view, and very properly, for if he does not press it from the military side no one else is likely to do so. The Military Member of Council, on the other hand, has to consider the business of Government as a whole, and army expenditure in relation to the financial condition of Government, and to the general policy imposed on him by the Governor-General in Council. How this affects a man's judgement may be seen from more than one distinguished instance. Lord Napier of Magdala when he was Military Member of Council had to look at things from a very different point of view, from that which he held when Commander-in-Chief*.....".

"The above I think clearly shows that the control and interference that the Commander-in-Chief resents is not that of the Military Member but of Government.....

"I maintain that effective criticism, not only from the financial point of view but from every aspect in which it affects other departments of the State, is not only not vexatious but necessary. Effective criticism must entail some delay.

".....whereas it was clearly laid down by Lord Esher's Committee that the Army Council (in U.K.) is to administer and not to command the Army, under Lord Kitchener's scheme the Commander-in-Chief and War Member combines all administrative and executive duties, a position which finds no parallel in any of the armies of the Great powers; further, under the Letters Patent constituting the Army Council, the Secretary of State and Members are all equal and have equal votes, the Secretary of State being appointed President, but in Lord Kitchener's proposal† they are all his subordinates and have no vote or right of dissent at all".

*He was Commander-in-Chief from 1870 to 1876.

†In 1903 Lord Kitchener had set up an Advisory Council in Army Headquarters in order to deal with defects in co-ordination of work in his own staff and to bring the departments composing Army Headquarters into closer touch with each other. Besides the Commander-in-Chief who was the President, the Council consisted of the Adjutant General, the Quartermaster General, the Military Secretary and a few other officers of Army Headquarters. In the event of his proposals for reorganisation being accepted, he had suggested that the Advisory Council should consist of the Commander-in-Chief (President) with the Chief of the General Staff (a General Staff Branch was to be created afresh), the Adjutant General, the Quartermaster General, the Director General of Ordnance and the Financial Secretary as members and with the Secretary, War Department, as the ex-officio Secretary to the Council.

He also drew attention to the report of the Army Organisation Committee, 1879. An extract from the report relating to the 'Position of the Commander-in-Chief as a Member of the Supreme Government' is given below :

"141. The position of the Executive Commander-in-Chief as a Member of the Council is, in the opinion of the majority, one without precedent in the organisation of any European government or army. It is contrary to one of the most essential and salutary principles of sound administration; and the common instinct and experience of all administrations, whether representative or despotic, had everywhere rejected it.

* * * *

"142.....It is the constant duty of the Commander-in-Chief to be urging on the Government the expenditure of money for the improvement of the army, and it is to him that the officers and men of the army must look to press their claims and state their requirements. It is the constant duty of the Government of India, on the other hand, in the interests of the tax-payers of India, to refuse demands for expenditure which they consider unreasonable or unnecessary or beyond the power of the country to bear. When the Commander-in-Chief has, as executive head of the army and as a subordinate of the Government of India, said all that he can properly urge in support of his views, he has performed his duties as advocate; and it should then rest with those responsible for the Government of the country to determine how far they can reconcile it to their sense of duty to accede to his requests.....".

While in agreement with the views of the Military Member, the Viceroy Lord Curzon *inter alia* made the following observations :

".....In paragraphs 27 to 30 he (Lord Kitchener) sketches in outline his new scheme of administration. The Military Department has now entirely disappeared, and there stands forth as supreme head of the substituted organisation the 'Commander-in-Chief and War Member of Council'. Every branch of the Service and every military department of the Government will be subordinate to him: every officer will look to him alone for orders, for prospects, and for promotion. The Advisory Council who are to co-operate with him will be a Council not of colleagues or equals but of subordinates. The Commander-in-Chief will not only be the source of all initiative but the sole instrument of execution. No curb of any sort will exist upon his authority except such as is supplied by the check in financial matters of the Financial Department, and the final authority, in cases requiring Government sanction, of the Government of India; and these ostensible safeguards will be of little avail, since the Government will be left without the expert assistance and advice which are essential to render them effective.

".....As was clearly foreseen by Lord Dufferin,.....under any such arrangement 'The Viceroy would be without any Adviser save the representative of the army who would be more specially interested in pressing proposals involving expenditure or changes in organisation', and 'the revenues of the country would be at the mercy of the Commander-in-Chief'.

".....I have known military proposals put forward at Army Headquarters which were inconsistent with the fundamental principles of the policy of Government, or with the facts of the situation. A department which is charged with the custody of the records and traditions of Government can issue warning against any such errors. The chain of subordinate authority proposed by the Commander-in-Chief could not be trusted to offer any such safeguard, since the corresponding officers under the existing system have, in the cases referred to, failed to supply it".

All the other members of the Council opposed the proposal of Lord Kitchener. One Member observed : "Impatience of control by a Civil Government may degenerate into defiance. Sir Charles Napier, when Commander-in-Chief, issued an order raising the pay of the Indian Army, without any reference to the Government of India ; and when his action was challenged, he vigorously asserted that he was within his prerogative in doing so..... The abolition of the Military Department would enormously increase the difficulties of the Finance Department in preserving some kind of control over military expenditure. Without technical knowledge, our criticism of details would constantly be pointless, and ill-informed".

It may be thought at first sight that even though these discussions might have created quite a sensation in those days,—and in fact they did so,—they are of little application in the realities of today and that the arguments on either side are now only of academic interest. Consequently, the extracts quoted above may appear unduly long. The fact, however, is that the controversy was of very great import and lasting in its effect, because the organisation that came into being as a result thereof continued practically unchanged till 1946. Again, the views then expressed are of interest even today, embodying as they do certain fundamental postulates. It will be noticed that the discussion was so animated even at a time when the primary task of the Government in the country was no more than the maintenance of law and order. The days of elected legislatures (however restricted be their representative character) which could at least talk about military affairs, though not influence them, were still far off. That being so, the arguments assume great importance in a democratic set-up when the Government is responsible to the people. The Commanders of the Armed Forces must naturally always press for prompt and favourable decisions on their proposals. At the same time the government has to do its duty by the State by scrutinising military requirements from various angles before arriving at a decision, *e.g.*, the nature and extent of threat to the country's security, the Government's foreign policy, the availability of resources, the objectives of the Government with particular reference to its promises to the electorate, etc. In a democracy the ultimate responsibility for all sins of omission and commission is always that of the Minister and the Cabinet, irrespective of the advice tendered to them by their military advisers. As Winston Churchill very aptly observed in the House of Commons in 1940 : "Ministers are not sheltered by the fact that they accept their experts' advice ; on the other hand they are unsheltered if they override their advice."

Going back to the controversy of 1905, a despatch embodying the views of the Council, with a Minute of dissent from the Com-

mander-in-Chief, was forwarded to the Secretary of State on 23rd March 1905. Their main conclusions on Lord Kitchener's proposals were set out as follows :

"15.....we dissent from the creation.....of an organisation to which no parallel exists, so far as we know, in any Army or any administration in the world, which would create a military despotism in surroundings where, in the absence of Parliamentary or public control, it would be fraught with the maximum of danger, and which would, in our opinion, lead to a disastrous break-down as soon as it was tested in practice."

THE SECRETARY OF STATE'S DECISION

On receipt of the Government of India's despatch, together with the Minutes of the Commander-in-Chief, of the Military Member and of the Viceroy, the Secretary of State referred the whole question of military administration in India to a high level committee in the India Office and finally conveyed his decision in his despatch No. 66, dated 31st May 1905. He held that it was undesirable to have two officers in the Viceroy's Council for the purpose of giving expert opinions on military questions and decided that the purely military services should be controlled by the Commander-in-Chief and that the services of Supply and Manufacture should be under the control of a separate officer whose relations with the Commander-in-Chief would be different from those of the former Military Member. Thus the Commander-in-Chief was made directly responsible to the Governor-General in Council for command, staff and regimental appointments, promotion, discipline, training, organisation, distribution of the Army, intelligence, mobilisation, schemes of offence and defence, war preparation (excluding supply of material) and the conduct of war. The functions of the other Member of Council, who would be in charge of a new Department, were limited to the control of army contracts, the purchase of stores, ordnance and remounts, management of military works, the clothing and manufacturing departments, Indian Medical Services and Indian Marine. In effect the work of the Military Department was distributed between two departments : one known as the Army Department, directly under the charge of the Commander-in-Chief as Member of Council ; and the other the Department of Military Supply. The Member of Council in charge of the Military Supply Department was to advise the Governor-General in Council on questions of general policy as distinct from purely military questions. This member was also to be a military officer with considerable Indian experience and administrative capacity and intimately acquainted with the characteristics of the Indian Army. His functions were essentially to be those of a civil administrator with military knowledge and experience. Each of the Departments had its own Secretariat under a Secretary to the Government of India.

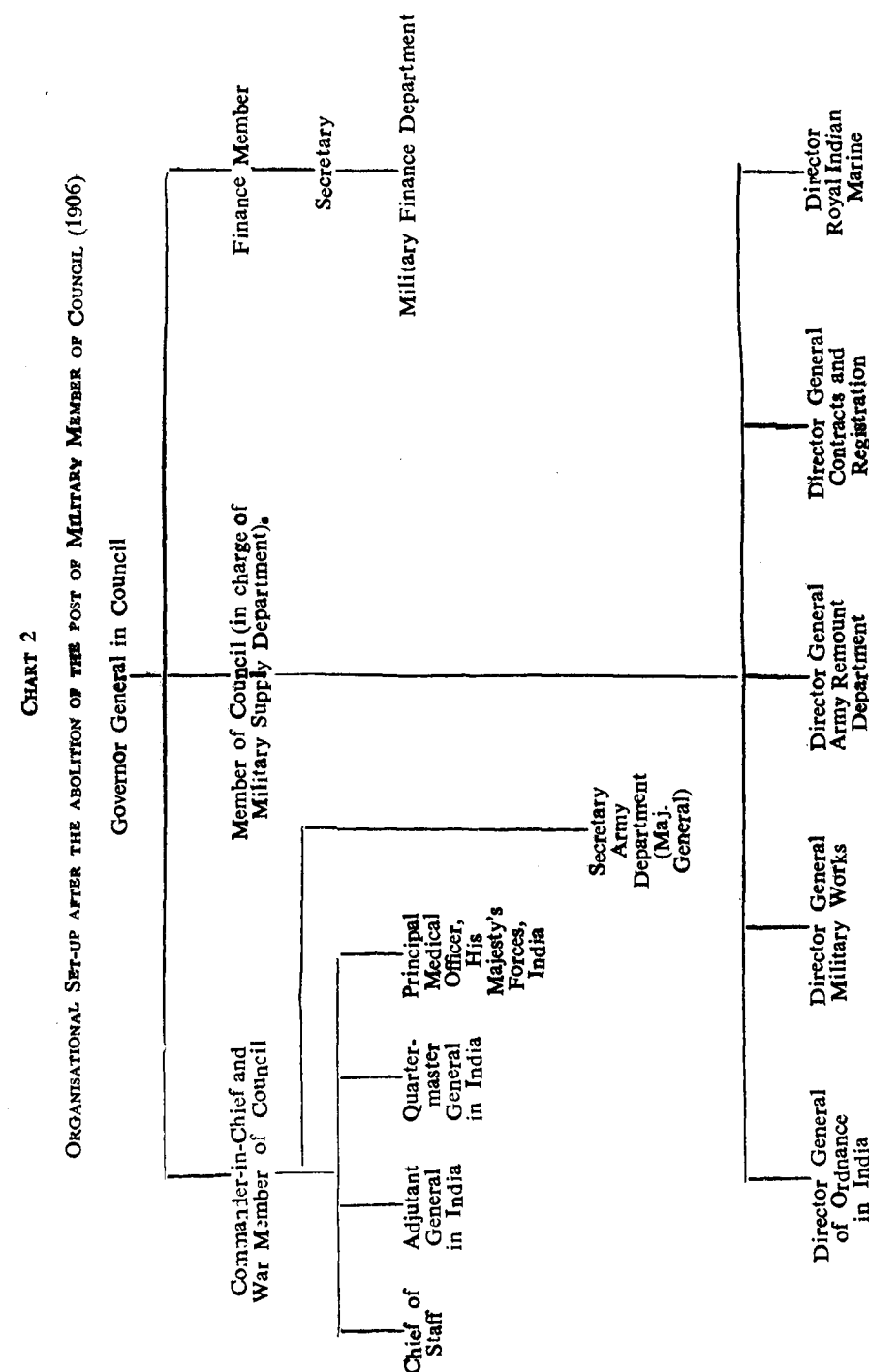
CREATION OF GENERAL STAFF BRANCH (1906)

In order to give relief to the Commander-in-Chief in attending to his constantly increasing duties, the Secretary of State also decided to appoint an additional Army Officer of high rank as the Chief of Staff to the Commander-in-Chief, with responsibility for operational planning, intelligence, training, etc. Thus came into being the General Staff Branch. It was also laid down in the Secretary of State's despatch that as vacancies occurred, when the Commander-in-Chief was an officer of the British Army, two out of the three chief officers under him, viz., the Chief of Staff, the Adjutant General and the Quartermaster General, should be selected from the Indian Army; conversely if the Commander-in-Chief happened to be an Indian Army Officer, two out of the three staff officers were to be drawn from the British Army. The Commander-in-Chief now became the sole military adviser to the Government of India on military affairs.

CREATION OF MILITARY FINANCE DEPARTMENT

With the old Military Department in its truncated form coming directly under the Commander-in-Chief, in his capacity as the War Member, it was no longer conducive to proper financial control over military expenditure if the Military Accountant General as the Controller in charge of the Military Accounts Department continued to remain under the new Army Department. A third Department known as the Military Finance Department was accordingly created (1906) under a Joint Financial Secretary (later designated as the Financial Adviser) under the overall control of the senior Financial Secretary and the Member of Council in charge of Finance. This was the origin of the Military Finance Department. The organisational set-up that emerged with effect from 19th March 1906, as a result of the above decisions is indicated in the diagram opposite.

Viewing the aforesaid decisions objectively, it cannot be denied that they were sound and appropriate in the circumstances then prevailing. The Commander-in-Chief had objected to the examination of his proposals by another Member of Council who was junior to him in military rank and hence in experience. To add to the weight of his objection, the Secretary of the Military Department, who had the same duties and responsibilities as other Secretaries to the Government of India, had direct access to the Viceroy. There were also other military officers holding Secretariat appointments in the Military Department who could all comment on the proposals emanating from Army Headquarters. (These officers were later liable to be posted to command or staff appointments under the Commander-in-Chief at the end of their term of three years in the Military Department.) Thus contrary to



expectations the Military Department itself was not manned by civilian officers. For a long time, officers of the Military Department were drawn from the Indian Army to fill appointments of limited tenure (viz., three years) like those at Army Headquarters. On the other hand, the remaining Members of the Council found it necessary to have independent military advice on all problems that came before the Government. Even though the officers of the Military Department were expected to view proposals from a wider angle than the purely military one, the fact remained that as Military officers they were very junior subordinate officers of the Commander-in-Chief. Even these considerations, however, pale into insignificance when it is remembered that the Government of India itself was not competent to take final decisions on important matters. Whatever be the composition of the machinery and its procedure for formulating the views of the Government of India on military (as well as civil) problems, the proposals had ultimately to secure the sanction of the Secretary of State. There was, therefore, no possibility of any concentration of authority at the hands of a single Member of Council whatever might be his status and reputation. While communicating his orders on the Government of India's despatch, the Secretary of State himself explained that the proposals of the Commander-in-Chief would in any case be subject financially to the criticism of the Finance Department and the Finance Member of Council. In their political bearing, they would come under the review of the five or six other members of the Council, with the Governor-General himself coming on top of them wielding great power. Even supposing that all these obstacles had been surmounted, any order of importance had to be referred to the Secretary of State in Council. The Secretary of State had as his principal adviser on Indian military affairs a high ranking officer of the Indian Army, usually a Lieutenant-General, with recent Indian experience who was the Secretary of the Military Department of the India Office which reviewed all Indian military measures. Such measures were then submitted to one or more committees of the Council of India on which there were again experienced military officers. (The India Office was in addition guided by the War Office and the Admiralty, which naturally took into account larger strategic considerations from the point of view of the empire). Finally the proposals were subject to the decision of the Secretary of State in Council. Needless to say, matters of far-reaching importance went up to the Cabinet for decision.

It is unnecessary to go into the correspondence that ensued regarding the scope of the functions of the new Military Supply Member and the selection of the first incumbent, which ultimately led to the resignation of the Viceroy, Lord Curzon. Lord Curzon felt that

".....the Military Supply Department would be reduced to impotence, that the creation of the Military Supply Member would be an unpardonable waste of public money and that it would be better to dispense with the Department and the Member altogether".

Lord Curzon's feelings on the subject came out to the fore. The arrangement 'proved good neither for administration nor economy' (as later stated by Lord Morley, Secretary of State for India) and the Department of Military Supply was abolished in 1909. With this abolition the Director General of Ordnance, later called Master General of Ordnance (MGO), also became a Principal Staff Officer. Since then all work connected with the administration of the Army, the formulation and execution of the military policy of the Government of India, the direction of military operations based upon India, etc., were vested in one authority, viz., the Commander-in-Chief and Army Member. This position virtually continued till the formation of the interim popular Government in September 1946.

RESPONSIBILITIES OF THE MILITARY FINANCE DEPARTMENT

To revert to the creation of the Military Finance Department, the Financial Adviser was the representative of the Finance Department in the Army Department. He was also the expert adviser of His Excellency the Commander-in-Chief and Army Member in all matters of military expenditure. He was attached to the Army Department not only to see that irregularities in expenditure did not occur but also to help that Department to dispose of military business 'with celerity and economy'. It was his duty to scrutinise, with reference to financial principles and in the interests of public economy, all proposals involving expenditure; to advise whether they could be accepted; and to ensure that the sanction of the Government or the Secretary of State as the case might be, was obtained, when such sanction was necessary under the rules.

To sum up the position in 1914, just before the outbreak of World War I, the Governor-General in Council was the supreme head of the Army in India. The administrative control of the Army was exercised by the Army Department under His Excellency the Army Member (and Commander-in-Chief) who was an extraordinary member of the Governor General's Council. All communications conveying the orders of the Government of India were issued by the Secretary to the Government of India in the Army Department or in his name. He also conducted the correspondence of the Department with the Secretary of State, Local Governments and Administrations and with His Excellency the Naval Commander-in-Chief, East Indies Squadron (who was the Naval Adviser to the Government of India). Correspondence with other Departments of Government was also conducted by the Army Department except that Branches of Army Headquarters were permitted to make routine enquiries from other Departments on which orders of Government were not required.

The work of the Army Department was distributed under the following officers as heads of Branches of the Army Headquarters :

The Chief of the General Staff.

The Adjutant General.

The Quartermaster General.

The Director of Medical Services.

The Military Secretary.

The Director General of Ordnance (later designated Master General of Ordnance).

The Director General of Military Works (later designated as Engineer-in-Chief).

REVISED PROCEDURE FOR SUBMITTING PROPOSALS—POSITION OF THE ARMY DEPARTMENT

It is important to note the revised procedure for the disposal of business in the new set-up. The role of the old Military Department had vanished. The Army Department was no longer required to carry out an independent scrutiny of proposals coming up to it nor was it in a position to initiate anything of consequence on its own. In the old Military Department, fresh ideas were initiated and references received from outside the organisation were first examined in the Department and only thereafter the comments of the concerned Branch of the Army Headquarters, or the Commander-in-Chief, as the case might be, were called for, where necessary.

When the Military Department was in existence, all proposals originating in Army Headquarters were first submitted to that Department. Under the new arrangement, all such proposals involving finance were to be referred first to the Military Finance Department, who noted on them and then returned the files to the Branch concerned. If the views of that Department were acceptable to the Director concerned or when the case was of sufficient importance to the Principal Staff Officer, the file was returned to the Military Finance Department for putting up necessary draft orders or replies. With such drafts, the Military Finance Department passed on the files either to the Branch concerned or to the Secretary, Army Department, where orders of Government had to be issued. Thus under the new system, no initiative of any kind was left with the Army Department in regard to Army matters. The only examination of all financial proposals was carried out by the Military Finance Department where even Government orders were drafted for issue by the Army Department. In consonance with this, all communications from external sources received in the Army Department were

passed on almost untouched to the concerned Branch of the Army Headquarters. Only cases relating to the Royal Indian Marine, Ecclesiastical subjects, Indian Medical Services, Estates (of deceased officers) and Medals were dealt with in the Army Department by opening files *ab initio*. Orders in such cases were issued in accordance with the Rules of Business and Secretariat Instructions, which were equally applicable to the Army Department. On receipt of a reference through the Army Department, the concerned Branch opened a fresh case or brought on the communication to the earlier file on the subject, if one existed, and took all necessary action—in direct consultation with the Military Finance Department where necessary. Branches of Army Headquarters were expected to put up complete files with drafts of Government orders wherever the disposal of the cases would be facilitated thereby. They were not however permitted to correspond with the Secretary of State or Local Governments and Administrations nor could they obtain the approval of the Commander-in-Chief to any proposal in his capacity as Army Member. But they could correspond with the Admiralty and the War Office in U.K. on technical or routine matters on which the orders of the Government of India or the Secretary of State were not necessary. All cases involving correspondence with the Secretary of State etc. had to be referred to the Army Department for necessary action but the Department was in practice no more than a dignified Post Office.

The Secretary of the Department was empowered, like other Secretaries, to submit any case direct to the Governor-General at any stage if he so thought fit. This provision for direct access existed till September 1946.

To draw an analogy with other wings of the Government of India Secretariat, the work done in a Department and its Attached Offices was more or less combined in the Branches of Army Headquarters. The heads of Branches of Army Headquarters had dual functions. They were Staff Officers of the Commander-in-Chief, responsible for implementing his decisions. They were also to initiate, under the Commander-in-Chief's direction, proposals relating to the Army which required the orders of the Government of India or the Secretary of State. The latter types of cases were taken up with Finance direct and they reached the Army Department only in the finalised form. The Department of the Government of India which was responsible for issuing the orders of Government was reduced to an automaton. The importance and responsibility that consequently devolved on the Military Finance Department is obvious. With the administrative Department coming under the Commander-in-Chief's charge, any independent scrutiny of military expenditure could be carried out only by the Military Finance Department. The work relating to the preparation of

the budget of the Defence Services, keeping a watch over the progress of expenditure (all of which were formerly being done by the Military Department), in fact the entire responsibility for Military expenditure devolved on that Department. Naturally, in this process, officers of the Military Finance Department acquired considerable intimate knowledge in regard to military matters, and in the years to come carried out the only effective scrutiny of military expenditure. It was inevitable that to the same extent the officers of the Army Department (and its successor Departments) gradually receded into the background in knowledge and effectiveness since, with all initiative taken away from them, there was hardly any incentive for serious application. This diminishing and minor role of the Army Department continued right up to the transfer of power and even for some time thereafter. This was bound to have its effect on the assumption of new and unforeseen responsibilities in a democratic set-up.

ADVISORY COUNCIL

In order to ensure proper co-operation and co-ordination among Army Headquarters, the Army Department and the Military Finance Department, there was an Advisory Council (whose constitution had been accepted by the Secretary of State in 1906) which discussed major questions like effecting improvements in the Army, preparation for war, etc. The Council had the following composition :—

His Excellency the Army Member	President
The Chief of the General Staff	Members
Secretary, Army Department	
Financial Adviser, Military Finance	
The Adjutant General	
The Quartermaster General	
The Director General of Military Works	When the subjects under discussion mainly concerned their Branches
The Director General of Ordnance	
The Director, Medical Services	
The Director of Military Operations	Ex-Officio Secretary
The Director General, Indian Medical Service	Associate-Member

As its very name indicates, the Council was purely an Advisory body and had no collective responsibility.

FIRST WORLD WAR AND GOVERNMENT OF INDIA ACT, 1919

It was this set-up which continued during World War I. Despite the outbreak of a world war during which Indian troops were sent

overseas for active service, in the Army there was till 1918 no Indian who held the King's Commission.

The Government of India Act, 1919, gave a new constitution to India with some measure of self-government but involved no changes in so far as military administration was concerned. The Commander-in-Chief continued to be a member of the Governor-General's Council as hitherto but the Act specifically provided that in the Council he would have rank and precedence next to the Governor-General. The Central Legislature was entirely remodelled; there were now two Chambers, the Legislative Assembly with an elected majority of members, and the Council of State, elected on a very narrow franchise. Only the civil budget was placed before the Assembly but the Governor General had the power to certify the budget or any item in it rejected by the Assembly. The Commander-in-Chief was nominated a Member of the Council of State and the Army Secretary that of the Legislative Assembly. The expenditure relating to Defence and Ecclesiastical affairs was not to be submitted to the vote of the Legislative Assembly; nor were these subjects, among others, open for discussion by either the Legislative Assembly or the Council of State unless the Governor-General otherwise directed. The Indian legislature had no powers to make laws applicable to the British members of the Armed Forces even when they were serving permanently in India.

ESHER COMMITTEE 1919-20

The system of military administration in India at the end of World War I was examined by the Army in India Committee, more familiarly known as the Esher Committee, in 1919-20. This Committee considered it very desirable to abolish the duality of functions resulting from the same officer being the Commander-in-Chief as well as the Member-in-Charge of the Army Department. Their main argument was that the existing arrangement imposed too heavy a burden of work on the Commander-in-Chief since he had to go through and comment on all papers that came before the Council, attend meetings of the Council, etc., in addition to being in charge of the Army Department and the executive head of the Armed Forces. The majority recommended the appointment of a civilian Supply Member of the Viceroy's Executive Council responsible for the production and provision of Army supplies, while the minority held that production and provisioning should be entrusted to a civil member of a newly proposed Commander-in-Chief's Military Council. Finally nothing came out of the Committee's recommendations in this regard.

As already mentioned, the Secretary, Army Department, had the same duties and responsibilities as other Secretaries to the Government of India in the civil Departments. Yet he was, unlike his colleagues, a

military officer, usually of the rank of Major-General. The Esher Committee took strong exception to this feature of the system* and as a result, from 1921 the post of Secretary, Army Department, came to be held by a civilian. It is only surprising that the change was brought about so late.

As a result of the recommendations of the Esher Committee, the Military Finance Department was brought closer to Branches of Army Headquarters by the appointment of a Deputy Financial Adviser attached to the more important Branches. The Financial Adviser and his officers continued to be accessible to officers of Army Headquarters for informal assistance in the formulation of proposals. The Deputy Financial Advisers' duties were to advise and assist the administration on financial questions arising in the Directorates or Branches to which they were attached and to help the Principal Staff Officers in the preparation of their annual estimates.

It would appear that the Advisory Council of the Commander-in-Chief, referred to earlier, was not actively in existence by the time the Esher Committee examined and reported on the organisation. For, the Committee recommended the establishment of a Military Council composed of high staff officers and others to assist the Commander-in-Chief in the performance of his administrative functions. The Committee was very keen that the Financial Adviser should also be on the Council and thus 'be a colleague of the military heads of Branches and not a hostile critic'. The composition of the Military Council which thus came into being in a modified form was as follows :—

- Commander-in-Chief (President).
- Chief of General Staff.
- Adjutant General.
- Quartermaster General.
- Secretary, Army Department.
- Financial Adviser, Military Finance.

By the existence of this Council, the possibility of a situation in which the Army Member had to reject a recommendation approved by him as Commander-in-Chief was avoided. The Council was mainly an advisory body with no collective responsibility and the decisions arrived at as a result of its meetings were those of the Commander-in-Chief and not of the Council. But through this Council he could obtain the considered views of its members on any question of policy from the military, administrative and financial aspects before arriving at his own

*The Offices of Secretary, Joint Secretary and Deputy Secretary in departments of the Government of India were reserved to the ICS. These posts in the Army, Marine, Education, Foreign, Political and Public Works Departments were not, however, so reserved (*vide* Third Schedule to the Government of India Act, 1919). Hence senior posts in the Army Department were for a long time held by military officers.

decision. This Council remained in existence till the outbreak of World War II with its membership suitably altered.

THE NAVY

The evolution of the Navy and of the youngest of the fighting Services, the Air Force, may now be described. The Navy in India can trace its origin back to 1612 when a small squadron of ships was despatched by the East India Company to Surat which remained the headquarters of the Company and of its Marine. In 1685 the Headquarters of the Indian Marine moved from Surat to Bombay. It was known as the Bombay Marine till 1830; from 1830 to 1862 it was called the Indian Navy but reverted to its former name in 1863. It was designated after a reorganisation in 1877 as the Indian Marine. The purposes for which the Marine existed were specified in the Indian Marine Service Act of 1884, *viz.*, the transport of troops; the guarding of the convict settlements; the suppression of piracy; the survey of coasts and harbours; the visiting of lighthouses; the relief of distressed and wrecked vessels and other local objects. The suppression of piracy was, however, never handed over to the Service as a definite duty. The aforesaid purposes remained the primary duties of the Marine till 1928. In 1892 on the conferment of the title "Royal" the Service became "Royal Indian Marine". In 1928 the Service was reconstituted on a combatant footing and it was only six years later, with the passage of the Indian Navy (Discipline) Act, that it became, on 8th September 1934, "The Royal Indian Navy". In the Royal Indian Marine too, there was no Indian commissioned officer until 1932.

The Royal Indian Marine which had been formerly under the Military Department was placed under the newly constituted Military Supply Department in 1906; and from 1909, after the abolition of that Department, it came directly under the Commander-in-Chief. The Service was then under a Director who had his office in Bombay. From 1934 when it became the Royal Indian Navy, its commanding officer was called the Flag Officer Commanding, Royal Indian Navy (FOCRIN), with his headquarters still in Bombay. In 1940 the headquarters was transferred to Simla to be in closer proximity to Defence Headquarters and was called Naval Headquarters. His Excellency the Naval Commander-in-Chief of the East Indies Squadron of the Royal Navy continued to be the Naval Adviser to the Government of India throughout the British period.

THE AIR FORCE

The Indian Air Force is the youngest of the three fighting services and was constituted only on 1st April, 1933 after the coming into force on 8th October 1932 of the Indian Air Force Act passed by the Central Legislature.

Even during the first World War, a number of Indians were actually employed as officers in the Royal Flying Corps. (The Royal Flying Corps was a part of the Army in U.K. until the creation of the Royal Air Force in 1919). Two such officers were killed in action and one of them was awarded the Distinguished Flying Cross. The first detachment of the Royal Flying Corps arrived in India in December 1915 and gradually became a body of some strength by 1919. When the Royal Air Force became an independent Service in the United Kingdom in that year, the Service in India came to be known as the Royal Air Force in India. Till the creation of a separate Indian Air Force in 1933, its budget used to be incorporated in the Army estimates. The head of the Air Force was known as the Air Officer Commanding in India and had at first the rank of Air Vice Marshal and later of Air Marshal. The Air Officer Commanding like the FOCRIN was directly under the control of the Commander-in-Chief in India. The Headquarters of the Air Force functioned in close association with Army Headquarters.

For the constitution of the Indian Air Force, a batch of six cadets was sent to the R.A.F. College, Cranwell, for the course commencing in September 1930. The first flight of the IAF had four Wapiti aircraft, an already obsolescent model, and the six Cranwell-trained officers* and 19 airmen. The airmen were recruited from among the apprentices who had completed a few years' training in the Railway Workshop and were further trained at the Aircraft Depot, Karachi. One singular feature about the Indian Air Force was that unlike the Army and the Navy, only Indians were granted Commissions in it. (Hence there were no non-Indians holding commissions in the IAF at the time of independence). The number of Indian officers was, however, very small and they were too junior. The requisite number of senior officers and technicians were seconded from the Royal Air Force. Before the second World War, the role of the Air Force was limited to assisting the Army in the North West Frontier. In fact, the biggest commitment of the Armed Forces in India in peace time was the maintenance of peace in that area. However, Government did not rely on force alone, but also attempted to keep the tribes in order by payments to them in various forms of a sum of Rs. 4-1/2 crores per annum.

COMMISSIONS IN THE ARMY

As already stated, though Indian troops had been sent overseas for active service during the First World War, there was then no Indian who held the King's Commission. It was only in 1918 that Indians

*Unfortunately even of the six Indian officers who held commissions in the IAF at its birth, only one was in service in 1947. He was eventually to be the first Indian Chief of the Air Staff. The rest resigned from the Service, were killed in accident, etc.

were declared eligible for holding the King's Commission and were granted the first regular King's Commissions in July 1920. Till then, Indians could only rise to be Viceroy's Commissioned Officers by promotion from the non-commissioned ranks; they could thus join the army only in the lowest rank as privates. The policy adopted after 1857 to restrict recruitment to the Army only from certain classes in the Punjab and the north-west, who were called the "martial races", continued.

On 23rd February, 1923, the Commander-in-Chief announced in the Central Assembly that Government had decided that eight selected units of cavalry and infantry, mostly of the infantry, would henceforth be officered by Indians. But Indians were still not eligible for being commissioned in the technical branches of the Army.

There had been insistent Indian public opinion that Indians should be freely admitted to all arms of the military, naval and air forces in India. In consequence the Government of India constituted in June 1925 a committee known as the Indian Sandhurst Committee (otherwise known as the Skeen Committee) to enquire and report *inter alia* (i) on the means to improve the supply of Indian candidates for the King's Commission both in regard to the number and quality; and (ii) about the desirability of establishing a Military College in India to train Indians for the commissioned ranks of the Army. The Committee recommended that Indians should be made eligible for the King's commission in the technical Branches of the Army, including the Air Arm.

Government later agreed to depute six Indian cadets to the Royal Military Academy at Woolwich to be trained for the artillery. The number of cadets deputed to the Royal Military College at Sandhurst was also raised to twenty.

The Indian Military Academy was established at Dehra Dun in December 1932. The first batch of cadets trained there was commissioned as ICOs in 1935. Thereafter no Indians were granted the King's Commission. The Indian Commissioned Officers who came through the Indian Military Academy did not have the same authority as the Indian King's Commissioned Officers over British troops in India. But in 1942, when the war had come close to India's borders, they were given the same powers of command as the King's Commissioned Officers. A fuller account of the position of Indians in the Officer ranks in the Defence Services is given in a later Chapter (Nationalization of the Defence Forces).

GOVERNMENT OF INDIA ACT 1935

The Government of India Act, 1935, which was passed by the British Parliament, was an important piece of legislation in the constitutional history of India. The Act, which conceded a certain amount

of autonomy to the Provinces and envisaged the establishment of an All-India Federation including the Indian States, did not, however, provide for any departure in regard to the control of military administration. Under the Act, the maintenance of Armed Forces was exclusively a federal subject and Section 11(1) thereof provided that 'the functions of the Governor-General with respect to defence and ecclesiastical affairs.....shall be exercised by him in his discretion'. By Section 34(1), expenditure in regard to Defence and Ecclesiastical affairs was, as before, excluded from the vote of the legislature. There was to be a Commander-in-Chief of His Majesty's forces in India, appointed by Royal Warrant. Section 9(1) provided for a Council of Ministers not exceeding ten in number to advise the Governor-General in the exercise of his functions except those in which he was required to act in his discretion. To assist him in the latter type of functions, (which included defence, ecclesiastical affairs, foreign affairs and tribal areas) the Governor-General could appoint not more than three counsellors. Though the precise position of the Commander-in-Chief *vis-a-vis* the counsellor concerned with defence, when appointed, was not specified in the Act or elsewhere, it was possibly contemplated that the Commander-in-Chief would no longer be a member of the Governor-General's Council of Ministers in the contemplated federation. Pending the establishment of the federation, certain provisions of the Government of India Act of 1919, with amendments, as laid down in the Ninth Schedule to the Act, were continued in force. Since, however, the federal Government did not materialize, these transitional provisions, *i.e.*, virtually the Act of 1919, in regard to defence and the Commander-in-Chief, continued in force till the transfer of power. Section 37 of the Ninth Schedule provided that if the Commander-in-Chief was a member of the Executive Council he should have rank and precedence in the Council next to the Governor General himself. The Commander-in-Chief's position *vis-a-vis* the Governor General and other members of the Council was also reflected in the maximum annual salaries prescribed in Section 8(1) of the Ninth Schedule, *viz.*

Governor-General	Rs. 2,56,000
Commander-in-Chief	Rs. 1,00,000
Other members of the Executive Council	Rs. 80,000

In the Warrant of Precedence, the Commander-in-Chief ranked next only to the Governor-General, the Governors of Provinces within their respective charges, and the Governors of Madras, Bombay and Bengal. He was placed a few steps above the other members of the Executive Council.

According to the Ninth Schedule, the expenditure relating to Defence and Ecclesiastical affairs, among others, was not to be submitted to the vote of the Legislative Assembly; nor was such expenditure open to discussion by either chamber.

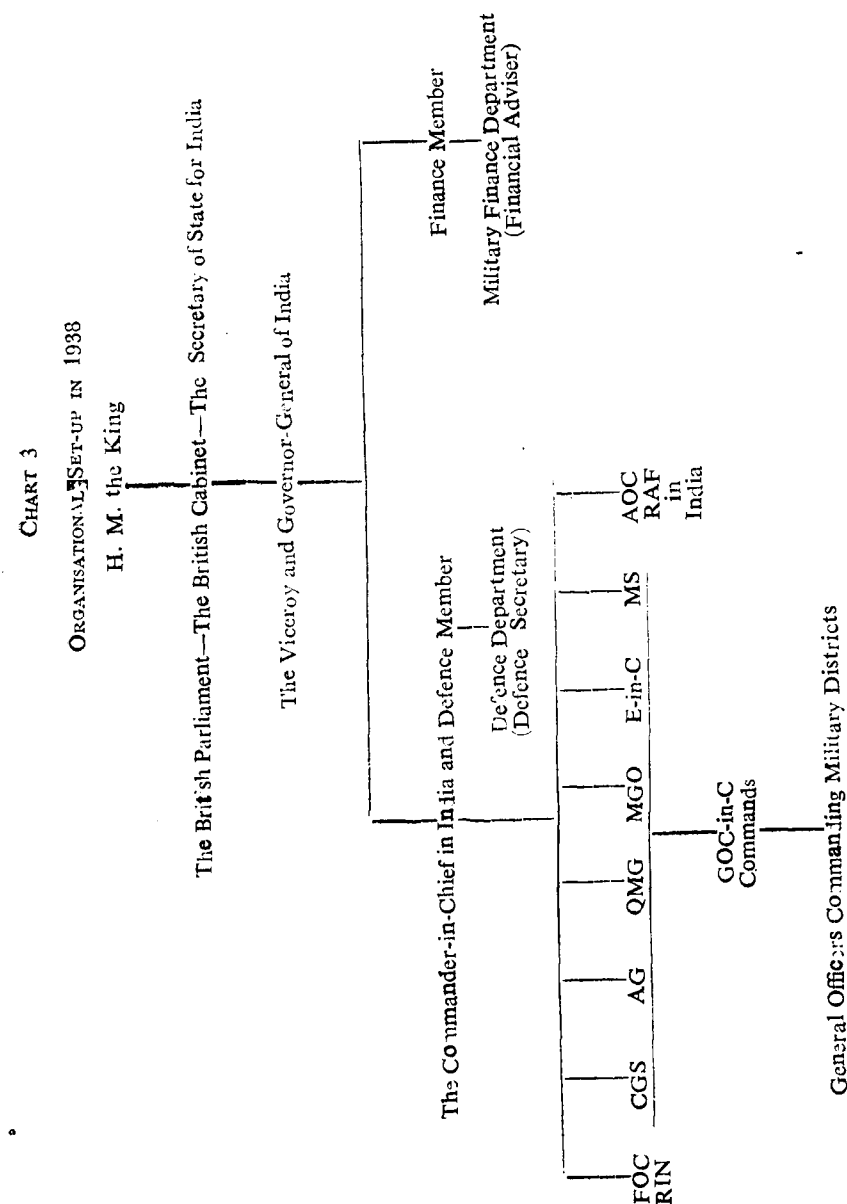
Thus, under the Government of India Act 1935, there were no changes of any consequence in the organisation for military administration in India. The Governor General was, however, delegated powers to issue commissions, in the name of His Majesty, to Indian officers of the Armed Forces.

It would be appropriate to refer here briefly to the limitations on the executive authority of the Governor General in respect of the financial administration of the Defence Services, even after the Government of India Act 1935 (Part III) came into force on 1st April 1937. Section 235 of the Act provided that the Secretary of State might from time to time specify what rules, regulations and orders affecting the conditions of service of all or any of His Majesty's Forces in India could be made only with his previous approval. In pursuance of this the Secretary of State decided that with effect from 1st April 1937 all proposals for any fresh rules or any amendments to existing rules, affecting the conditions of service of all King's commissioned officers in the land forces, officers of the Royal Air Force, officers of the Royal Indian Navy and all other British members of the Army, the Navy or the Air Force, in regard to pay, allowances, provident fund, leave, appointments and postings to the Indian establishment, promotion, retirement and discharge, scales of accommodation, clothing, equipment, rations, etc., should be made only with his prior approval. Further, purchase of imported military stores could only be made in accordance with the rules made by him. This meant that the Government of India could issue orders, without reference to Secretary of State, only with regard to the service conditions of Indian Commissioned Officers (who were commissioned for the first time only in 1935), Viceroy's Commissioned Officers and Indian Other Ranks of the Army, Indian ratings of the Navy and the Indian Airmen of the Air Force. Even in regard to the very limited powers delegated to the Government of India, it was invariably the practice to follow the rules and regulations in the U.K. as far as possible unless they were patently inapplicable in Indian conditions. There was thus little scope in India for the initiation and examination of any important proposals pertaining to the Defence Services without the approval of the Secretary of State. The Services Headquarters themselves leaned very heavily on their counter-parts in the United Kingdom.

The name of the Army Department was appropriately changed in 1936 to the Defence Department as it now dealt with the Navy and the Air Force also. It was then quite a small department with a Secretary, two Deputy Secretaries, a Director of Military Lands and Cantonments, two Under Secretaries and two Assistant Secretaries. The Department corresponded only with the Headquarters of the three Services and not

with their lower formations. But as the FOCRIN was in Bombay, the duty of consulting Army or Air Force Headquarters or other Departments of Government on naval matters also devolved on the Defence Department. (As already stated, in 1940 after the War had started, the headquarters of the Navy was shifted to Simla to be near the Defence Department and reorganised as Naval Headquarters). The only subjects dealt with in the Department *ab initio* were the administration of military lands and cantonments, ecclesiastical affairs, printing, stationery, deceased officers' estates, the Indian Soldiers' Board, the Indian Army List and the issue of medals. The Defence Secretary was a member of the Legislative Assembly and the Commander-in-Chief that of the Council of States.

To sum up the position in 1938, the last year of peace prior to the outbreak of the second World War, the civil Government of India and its defence was vested in the Governor-General in Council subject to the directions and control of the Secretary of State for India. The supreme command of the Defence Forces in India vested in the Commander-in-Chief who was also the Member of Council in charge of Defence. The Commander-in-Chief was the administrative and executive head of not only the Army but also the Navy and the Air Force. There were four Principal Staff officers in Army Headquarters, viz., the Chief of the General Staff, the Adjutant General in India, the Quartermaster General in India and the Master General of Ordnance in India, whose primary duty was to assist the Commander-in-Chief in the executive side of his administration. There were two other heads of Branches (who were not classified as Principal Staff officers), viz., the Military Secretary and the Engineer-in-Chief. The Head of the Air Force was known as the Air Officer Commanding, Royal Air Force in India. He was given, if he so desired, an opportunity by the Commander-in-Chief to explain his views to the Governor-General on any question of importance relating to the Air Force in which there was difference of opinion between himself and the Commander-in-Chief. He had also the right to have his views communicated to the Secretary of State for India on any matter affecting the Royal Air Force in India, if those views had been rejected both by the Commander-in-Chief and by the Government of India. The Head of the Navy (*i.e.*, the Flag Officer Commanding, Royal Indian Navy) was responsible to the Commander-in-Chief for the administration and efficiency of the Royal Indian Navy. In the event of difference of opinion between himself and the Commander-in-Chief, he was also given, if he so desired, an opportunity to explain his views to the Governor-General on any question of importance relating to the Royal Indian Navy. The Naval Adviser of the Central Government on all matters of strategic naval importance was, however, the British Naval Commander-in-Chief, East Indies station.



The Military Council, already referred to, was still in existence but with the following modified composition :

The Commander-in-Chief and Defence Member	President
The Chief of the General Staff	Vice-President
The Adjutant General The Quartermaster General The Master General of Ordnance Air Officer Commanding Royal Air Force The Secretary, Defence Department The Financial Adviser, Military Finance	Members
Under Secretary, Defence Department	Secretary

The Council continued to be an advisory body with no collective responsibility. In addition to the Military Council, there were two other important standing committees, viz., the Defence Committee and the Chiefs of Staff Committee. The Defence Committee had no fixed constitution and met only when summoned by the Viceroy. It was presided over by the Viceroy and its members were persons selected by the Viceroy from amongst his colleagues and their technical assistants and any other persons whose advice he wished to obtain upon any question before this Committee. The Private Secretary to the Viceroy was the Secretary to the Committee. It was a purely advisory Committee and had no executive or administrative functions nor could it prescribe a policy or give directions. Again, any advice of importance tendered by this Committee required confirmation by the Governor-General in Council.

The Chiefs of Staff Committee consisted of the Chief of the General Staff as President; the Air Officer Commanding and the Flag Officer Commanding as Members, and had as its Secretary a Deputy Secretary of the Defence Department. This Committee considered important matters in which more than one Service was interested and made recommendations to the Commander-in-Chief. Any specially important matter concerning any particular Service alone could also be referred to the Committee for consideration. There were also a number of other subsidiary committees dealing with different problems.

The Military Council and the Chiefs of Staff Committee minimised to a very large extent the possibility of a conflict in views (i) among the three Services Headquarters themselves; (ii) between the Services Headquarters and the Defence Department on the one hand and the Military Finance Department on the other; and (iii) between Defence Department and the Military Finance Department. Differences of opinion could, however, still occur in important matters. If Branches of Army HQrs. were unable to agree, the head of the Branch principally concerned was to refer the matter to the C-in-C for decision as to whether the proposal should be pursued or modified. If there was difference

of opinion between the head of a Branch and a Deputy Financial Adviser, the former either accepted the advice of the latter or could have the case referred to the Financial Adviser or could refer it himself to the Defence Secretary. If the Defence Secretary could not accept the views of the head of the Branch, he took the orders of the Defence Member. In the event of disagreement between the Secretary and the Financial Adviser, the case went up to the Defence Member and the latter, where necessary, referred the case to the Finance Member. Differences of views between the Members themselves went up to the Governor General or the Executive Council for decision.

The necessity of modernising the Indian Army and providing it with mechanised equipment and trained personnel to handle it was realised and seriously considered some time before the second World War started. Detailed schemes were drawn up by an expert Committee under Lord Chatfield, which were later accepted, with some modifications; the British Government also promised assistance under certain conditions. But before the necessary changes could be completed, the war had started.

When war clouds became threatening, steps began to be taken to deal with the situation that might arise. Early in January 1939, a separate Defence Coordination Department was created for dealing with war legislation.

EXPANSION DURING THE WAR

During the war a large scale recruitment campaign was started and when India was threatened by an invasion from the east, this campaign was greatly intensified. Under the pressure of events, the old policy of restricting recruitment to the Army only to the so-called martial races had to be given up and the ranks of the Army were thrown open to all provinces and communities. According to a statement made in 1944, Indian officers then formed thirty-five per cent of the officers' ranks, while in 1938, Indian officers did not constitute even ten per cent of the officers' ranks in the Army. In 1938, the total number of Officers, Indian and British, was only about 4,500 but during the peak period of the war, their number had risen to nearly 50,000. There was also a tremendous increase in the fighting forces which by 1943 numbered over two million (*i.e.*, more than ten times the pre-war strength). The Defence Department which was a comparatively small department before the war, was greatly enlarged. The pre-war strength of the Department including the clerical establishment was only 99; in 1947, immediately before the Partition, the strength of the Department was 319. During the war years, a number of British Majors were also appointed to work as Under Secretaries in the Department for short periods.

WAR DEPARTMENT

In 1942, the Defence Department was split into two, viz., the War Department, under the Commander-in-Chief, which discharged all the important duties of the Defence Department, and a new Department called the Defence Department which only dealt with some comparatively unimportant subjects formerly dealt with by that Department, such as Cantonments and Military Lands, Petroleum matters, Printing, Stationery and Forms, Medals, Army List, Prisoners of War, Amenities and Welfare of troops and a new organization set up in 1945 to deal with Demobilization and Post-war Reconstruction. This Department was placed under an Indian Member of the Executive Council from 20th July 1942, possibly with a view to placating Indian opinion. This Department was wound up after the war and was merged in the War Department early in 1946.

SUPPLY DEPARTMENT

An important new department, the Supply Department, was constituted to ensure the total mobilization of the country's production potential for the war effort. It had an Indian Member of the Executive Council in charge and the Financial Adviser of the War Department was made the Financial Adviser of this Department also to ensure coordination being effected between these two Departments for the better prosecution of the war. He was then designated as Financial Adviser, War and Supply.

No offensive was, however, launched nor any operations directed by the India Command. In 1943, the South East Asia Command (SEAC) was created, under a Supreme Commander, for conducting a full scale offensive against the Japanese. The primary responsibility of the Commander-in-Chief of India for India's defence receded into the back-ground. His most important task then was to take effective steps to prepare India as the base of operations to be conducted by the South East Asia Command and the training of the troops that had to be allotted for the purpose. The Commander-in-Chief received directions from the Chiefs of Staff in the United Kingdom for complying with the requirements of the Supreme Commander of the SEAC.

Simultaneously with the establishment of SEAC, the War Committee of the Commander-in-Chief was set up. This Committee, which met almost daily, had the Commander-in-Chief as the Chairman and the Principal Staff Officers of the Army Headquarters, the Chiefs of the Navy and Air Force, the Financial Adviser, War and Supply and the Secretary of the War Department as Members. The main duty of the War Department then was to issue orders implementing the decisions of the War Committee and to sanction authorized expenditure for specified purposes in consultation with the Military Finance Depart-

ment. It was the practice for the Service Headquarters to draft the Government orders that had to be issued and to refer them directly to the Military Finance Department. If that Department approved of the draft orders, these came to the War Department in a finalized form only to be signed by a competent officer before issue on behalf of the Governor-General in Council.

It is beyond the scope of the present work to deal with the part played by the Armed Forces of India in the War or to give a detailed account of the various changes in the administrative machinery at all levels during the War.

DEMOBILISATION

It was obvious that after the cessation of hostilities, there must be large scale demobilization of the surplus personnel. But the release from war service of such huge numbers could not be undertaken hurriedly; the demobilization programme had therefore to be carefully phased. Further, a programme for the absorption of the released personnel in civilian employments by the reservation of suitable posts for them had also to be very carefully drawn up to guard against any dislocation either in the Services or in the areas to which the men would return after the war. It is true that the Government of India was not committed to accept any responsibility for the full employment of the demobilized men. But if effective steps were not taken for their resettlement in civil life, there would be great discontentment. An alien Government could not view this possibility with equanimity. This would undoubtedly lower the prestige of the Armed Forces and would adversely affect recruitment in the future. The Demobilization and Post-war Reconstruction Organization of the new Defence Department was working out a carefully phased plan for demobilization and resettlement in civilian life of the surplus Defence personnel. The programme aimed at completing the work in three years' time after the termination of the war. The strength of the Army was to have been reduced according to the original plan, to 2,30,000 by June, 1948. But when it was realized that a necessary concomitant of the impending partition of India would be a division of the Armed Forces, demobilization was halted. The strength of the Army thus stood at over 4,00,000 at the time of the transfer of power. After the War, the designation of the War Committee of the Commander-in-Chief was changed to the Commander-in-Chief's Committee but it had still the same composition. The Chiefs of Staff Committee, as constituted earlier, also continued to function.

INDIAN DEFENCE MEMBER

When the Interim Government was formed on 2nd September 1946, an Indian was appointed for the first time to be the Defence

Member of the Governor-General's Executive Council. Sardar Baldev Singh took over as the Defence Member on 19th September 1946 and the Commander-in-Chief ceased to be an extraordinary Member of the Executive Council, which position he had held throughout the British period. He continued to be the executive head of the three Defence Services and became the Adviser to the Defence Member.

A Defence Member's Committee was then set up with the Defence Member as Chairman, the Commander-in-Chief, the Defence Secretary, and the Financial Adviser as Members and the Secretary to the Commander-in-Chief's Committee as Secretary to this Committee also. The Commander-in-Chief's Committee still functioned and in the altered circumstances dealt with matters concerning all the three Services (referred to as Inter-Service matters) and also matters of high Defence policy. These subjects were first dealt with in the Chiefs of Staff Committee, before coming up to the Commander-in-Chief's Committee.

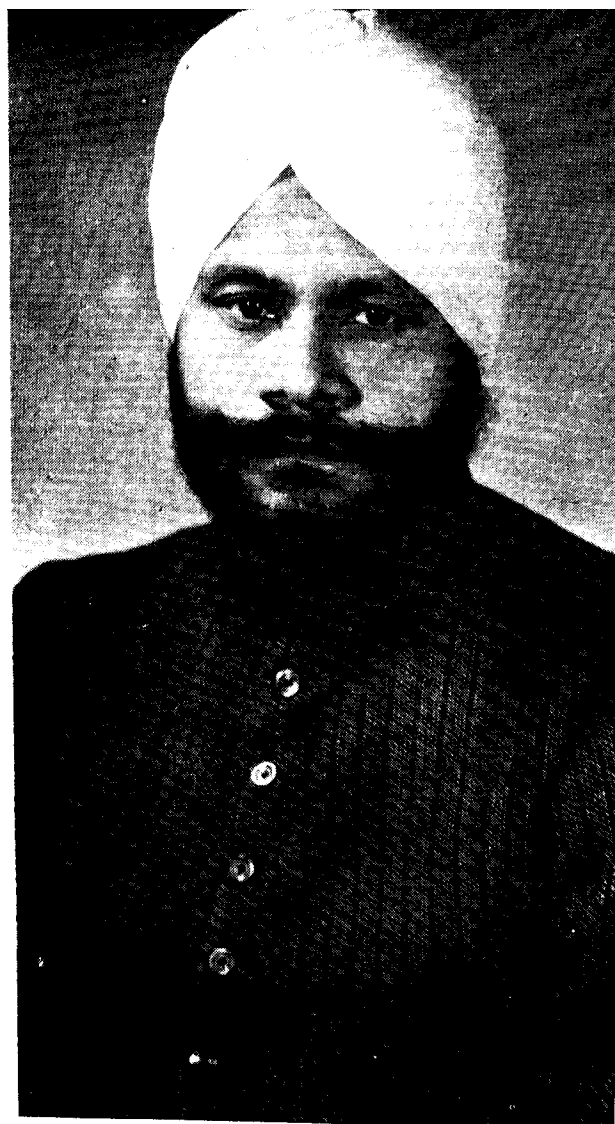
After the announcement of His Majesty's Government on 3rd June 1947 that there would be transfer of power to two Dominions of India and Pakistan, the task of the division of the Armed Forces and their assets was taken up by the Interim Government and it was also decided that the Commander-in-Chief in India would become from 15th August 1947, the Supreme Commander in India and Pakistan to be responsible for the reconstitution of the Armed Forces of the Dominions of India and Pakistan.

In the early hours of 15th August 1947, power was formally transferred to Indian hands in an impressive ceremony. On 15th August 1947 the Indian Minister of Defence became for the first time fully responsible to the elected Legislature for the administration of the Defence Forces, for the Defence Budget and for the formulation of the Defence policy of India; and in place of one Commander-in-Chief for the Defence Forces, three independent heads for the three Defence Services, the Army, the Navy and the Air Force were appointed.



JAWAHARLAL NEHRU

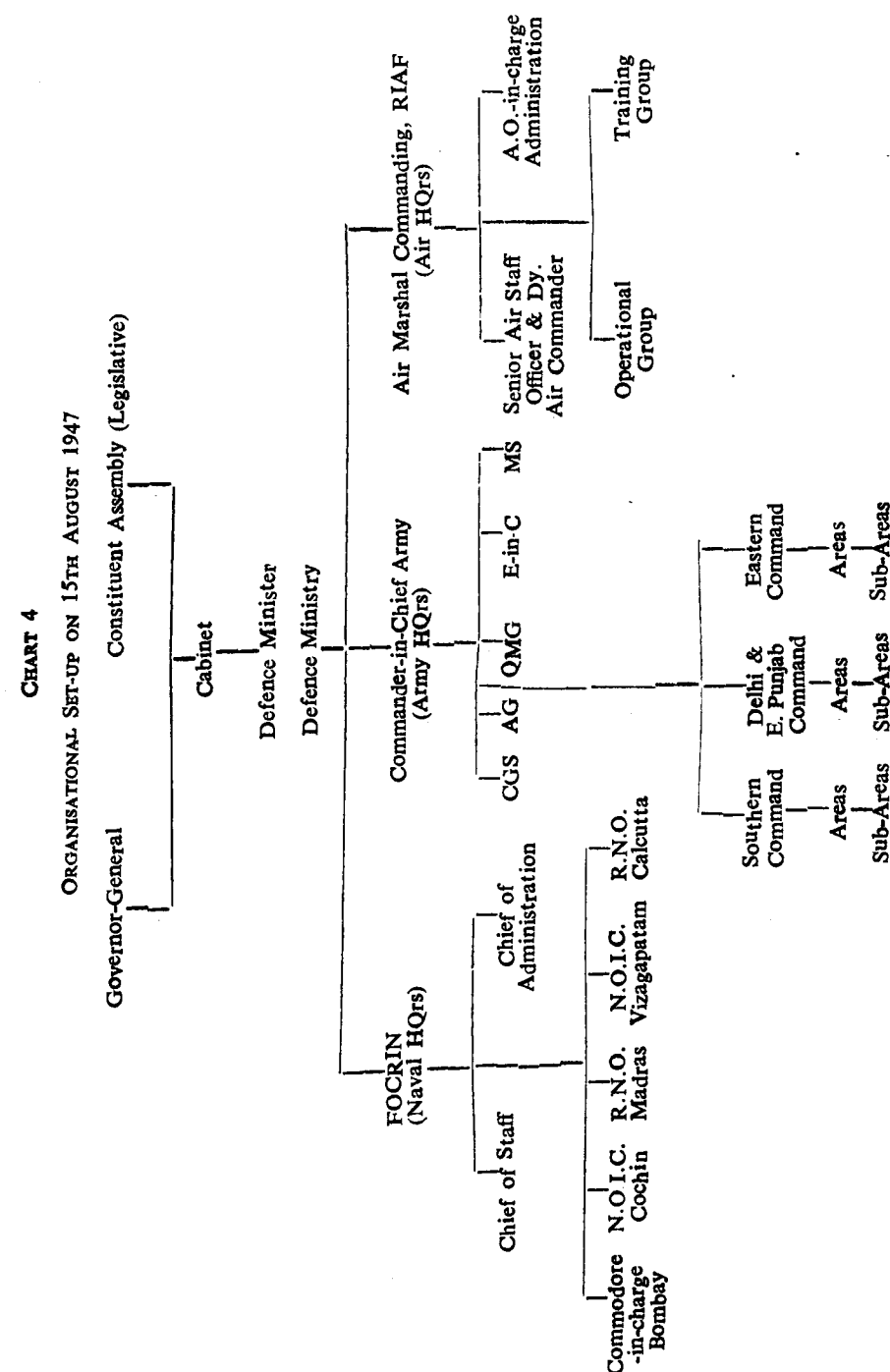
Prime Minister and Chairman, Defence or Emergency Committee of the Cabinet, 1947-1964



SARDAR BALDEV SINGH
 Defence Member, September 1946-
 August 1947, Defence Minister,
 August 1947-May 1952



H. M. PATEL
 Defence Secretary, 1947-1953



CHAPTER II

PARTITION OF THE ARMED FORCES

On 20th February 1947, the British Government announced their intention of transferring power to Indian hands by June 1948. Events however moved faster and on 3rd June 1947 His Majesty's Government announced that power would be transferred to two successor States, India and Pakistan. The Indian Independence Bill providing for the creation of the two Independent Dominions on 15th August was introduced in the British House of Commons on 4th July 1947. After having been passed by that House on the 15th and by the House of Lords on the 16th July, the Bill became law on receipt of Royal assent on 18th July 1947. It was realised that the administrative consequences of the partition of India would prove to be a formidable task. It involved the reconstitution of the Civil and Defence Services of two Dominions, the division of assets and liabilities and the physical movement of stores and equipment from one Dominion to the other. This colossal task had to be completed within the very short period available up to 15th August 1947.

Since the Armed Forces had to be divided, demobilisation which had been proceeding since the end of the Second World War was suspended. Under the original plan, the Army was to have been reduced to 2,30,000 by June 1948. Due to the halting of demobilisation the strength remained at over 4,00,000.

Though the division of the Armed Forces was only a part of the general scheme of partition of the country, there was indeed something unique and sentimental about it.

The Indian Armed Forces, consisting of soldiers, sailors and airmen belonging to the various communities and different provinces, were a well-knit organisation and its members were closely bound by discipline and loyalty to their service. There was true *esprit de corps* among the rank and file belonging to a particular regiment or unit. Religion, caste, creed or province never affected their undivided loyalty to the Service as a whole. Consistent with these traditions, the Indian Armed Forces were free from political influences and they forged more than anything else the organic unity of this vast country of varied customs and creeds. The active participation of Indian units in the various theatres of the last war all over the world had further enhanced this spirit. These fine traditions have once again been enshrined firmly in the Indian Armed Forces after partition and they are, as ever before, the symbol of unity in diversity.

PARTITION COUNCIL

To revert to the partition of the country, the Cabinet decided on 6th June 1947 that a Committee of the Cabinet should be appointed with the Viceroy as Chairman to work out the machinery for implementing partition. It was announced on 17th June 1947, that in addition to the Viceroy, the special committee would consist of two Congress members, Sardar Patel and Dr. Rajendra Prasad and two League members, Liaquat Ali Khan and Sardar Abdur Rab Nishtar, who through a Steering Committee of two officials 'would conduct and coordinate detailed investigations at expert level on various problems arising from the partition of the country'. There were ten expert committees dealing with Organisation, records and personnel; Assets and Liabilities; Central Revenues; Contracts; Currency, Coinage and Exchange (Budget & Accounts); Economic Relations (Controls); Economic Relations (Trade); Domicile; Foreign Relations; and Armed Forces' Reconstitution, covering all Departments of the Government. There was a Sub-committee of these Expert Committees in each Department. The problems confronting the division of the Armed Forces were thus dealt with by Expert Committee No. X, designated as the Armed Forces Reconstitution Committee which was in turn assisted by a Sub-committee for each of the three Services.* All the expert committees were composed of senior Indian officials, Muslims and Non-Muslims, of the Government of India but as a sufficient number of senior Indian officers in the fighting forces was not available, Indian officers of the Services had to work with British officers on the various Armed Forces Sub-committees. The Steering Committee which was to act as liaison between the Special Committee at the top and the Expert Committees consisted of H.M. Patel, Secretary to the Cabinet, and Mohamad Ali, Financial Adviser, Defence and Supply. The Steering Committee, besides coordinating the reports of the Expert Committees, was to present them to the Partition Council for decisions and to ensure implementation of the decisions in time. It was also to give necessary direction and guidance to the several Expert Committees for formulating their recommendations.

The Special Committee of the Cabinet directed that 'the work of partition should be undertaken in a spirit of friendship and good will and with the desire to give a fair deal to both sides'. After the Bengal, Punjab and Sind Assemblies voted in favour of partition, the special committee was replaced by the Partition Council on 26th June 1947. This Council was to have three members from the Congress and three from the Muslim League but only two members from each party were to be present at any meeting. The Viceroy would be in the chair as in the Special Committee of the Cabinet. Sardar Vallabhbhai Patel,

*For details of the Armed Forces Reconstitution Committee and its Sub-Committees, see Annexure I at the end of this chapter.

Dr. Rajendra Prasad and C. Rajagopalachari were then nominated as the Congress Members and M. A. Jinnah, Liaquat Ali Khan and Sardar Abdur Rab Nishtar as the League members. Chandulal Trivedi, then Governor of Orissa and 'the only Indian Civil servant with any experience of high level Defence Organisation' was available to both the parties in a consultative capacity and papers regarding the reconstitution of the Armed Forces were sent to him.

PRINCIPLES GOVERNING RECONSTITUTION OF ARMED FORCES

At its meeting held on 30th June 1947, the Partition Council decided that the following principles should govern the reconstitution of the Armed Forces:

- (i) India and Pakistan should have each within their own territories forces, which (a) are from 15th August under their own operational control, (b) are on 15th August predominantly composed of non-Muslims and Muslims respectively, and (c) are as soon as possible after 15th August reconstituted predominantly on a territorial basis.
- (ii) The heads of the three Services for each Dominion should be selected and given authority to begin setting up their Hqrs. so as to be ready to take over command by 15th August 1947. The heads of the Services would be directly responsible to their respective Ministries through their Defence Members and would have executive control over the Forces in their territories.
- (iii) The existing Armed Forces of undivided India should be under the administrative control of the then C-in-C in India until they had been finally sorted out into two distinctive forces and the two Governments were in a position to administer them. The C-in-C in turn would be under the control of the Joint Defence Council, which was to be set up, consisting of the Governor-General or Governors-General of the two Dominions, the two Defence Ministers, and the C-in-C himself.

In order to avoid confusion, on 15th August 1947 the Commander-in-Chief in India was designated as the Supreme Commander until the division of the Armed Forces was completed. He had no responsibility for law and order in either Dominion nor did he have any operational control over any units save those in transit from one Dominion to the other. He did not also have any power to move troops within the borders of either Dominion. A Supreme Commander's Headquarters came into being for implementing the decisions of the J.D.C. in regard to the re-constitution of the Armed Forces. The Chief of the General Staff, who was the senior-most Principal Staff Officer in Army Headquarters was designated as the Deputy Supreme

Commander (Army). Similarly, the Commander-in-Chief, R.I.N., and the Air Officer Commanding, R.I.A.F. of the undivided Armed Forces were appointed Deputy Supreme Commander (Navy) and Deputy Supreme Commander (Air Force) respectively in the Supreme Commander's Headquarters. As in the case of the Supreme Commander himself, these officers exercised no command over Army, Naval or Air Forces but worked under the directions of the Supreme Commander with particular reference to the reconstitution of the three Services.

The function of the Armed Forces Reconstitution Committee was to make proposals, in close consultation with the Steering Committee, acting under the orders of the Partition Council, for the division of the existing Armed Forces of India, viz., the Royal Indian Navy, the Indian Army, and the Royal Indian Air Force (including the various installations, establishments and stores owned by the Defence Department of the Government of India). As the work of the Sub-Committees and the A.F.R.C. progressed, the Partition Council authorised the Steering Committee to use their discretion in selecting matters for report and intimating to the A.F.R.C. that action might be taken on other decisions.

As the members of the Partition Council could not reasonably be expected to be quite familiar with details of military organisation, it was decided that as soon as the Armed Forces Reconstitution Committee had finalised their recommendations, the Chairmen of Communal Sub-syndicates of the three Services Sub-Committees should be available to advise or elucidate matters to the leaders of either side.

In all Departments of Government, the work of partition was given absolute priority over all other work. All the Expert Committees were also directed to complete their work by 22nd July 1947, except in the case of the Assets and Liabilities Committee, which was permitted to submit its report by 31st July 1947.

OPTION TO PERSONNEL

The Special Committee of the Cabinet appointed to work out the machinery for implementing the partition of India had decided that every Government servant, Indian or European, should be given the option to serve under either of the two Dominion Governments he wished to serve. At the same time, each one was asked to state whether he wished to be given an opportunity to reconsider his choice within a period of six months from the date of transfer of power. All provisional options not altered before 15th February 1948 were treated as final.

The partition of the Armed Forces was effected in two stages. In the first stage, the forces were divided roughly on a communal basis, followed by immediate movement to the Pakistan area of all Muslim

majority units that were then posted outside the area and similarly the movement into India of all exclusively non-Muslim or non-Muslim majority units that were then stationed in the Pakistan area. In the next stage the units themselves were combed out on the basis of voluntary transfer of the members. To this, there was one exception, viz., that a Muslim belonging to Pakistan area then serving in the Armed Forces was not given the option to join the Armed Forces of the Indian Union; and similarly a non-Muslim from the rest of India serving in the Armed Forces was not given the option to join the Armed Forces of Pakistan. Non-Muslim personnel from Pakistan area and Muslim personnel from the rest of India were, however, given the option of electing to serve in the Armed Forces of either Dominion*. This restriction in the freedom of choice was imposed to guard against the possibility of men belonging to one Dominion electing to serve in the other 'with mischievous intent'.

Recruits then entering the Armed Forces were also given the same option as for serving personnel. The serving personnel were in addition given the option to resign if they did not wish to serve in the Armed Forces of either Dominion. They would then be entitled to such compensation as might be admissible to them, for the termination of their careers consequent on the transfer of power.

COMPENSATION TO COMMISSIONED OFFICERS

As in the case of the Secretary of State's Civil Services (I.C.S., I.P., etc.) suitable scales of compensation were sanctioned by the British Government for regular Officers of the R.I.N., the Indian Army and the Medical Service, whose appointments were terminated on account of transfer of power. The amount of compensation as provided for in the Viceroy's announcement of 30th April 1947, was on a graduated scale, depending on age. It increased from £ 37/10/- for the age of 19 years to a maximum of £ 6,000/- for 39 years. (The maximum compensation was fixed for the age of 39 in the case of all the Secretary of State's Services.) It then diminished almost in the same order until for the age of 55 years the compensation was nil. Such officers would have earned their full pension. Officers who were transferred to British services received one fourth of the rates laid down.

*In accordance with this, non-Muslim personnel belonging to Pakistan area elected to serve with the Pakistan Armed Forces and Muslim personnel of India elected to serve with the Armed Forces of India. In view of the subsequent disturbances which resulted in a large scale movement of population, a considerable number of these expressed a wish to be allowed to change their final option. Recognising the abnormal conditions then prevailing, it was decided by the J.D.C. on 16th October 1947 to allow Muslim and non-Muslim personnel belonging to East Punjab and West Punjab and N.W.F.P. respectively to change their option. No guarantee of employment of these fresh optees could, however, be given by either Dominion at that stage; each case was considered on its merits.

Later, after the Dominions had been constituted, it was decided by the Joint Defence Council on 20th August 1947 that deferred pay should be granted to all Indian ranks of the Armed Forces provided they were fully qualified and were discharged only because they did not elect to serve either of the two Dominions. According to the Army rules in force, deferred pay was payable to a soldier of good character on the termination of service, at the discretion of the Commanding Officer, but if a man was discharged at his own request before the completion of four years of service, deferred pay was payable to him only if the Brigade Commander was satisfied that the discharge of the man was necessary.

By the Executive Council (Transitional Provisions) Order, 1947 (Notification No. G.G.O. 1, dated 19th July 1947) each of the existing Departments of the Government of India was renamed by adding the word "India" in brackets at the end of its former designation, to handle cases exclusively or predominantly concerning the future Dominion of India. Simultaneously, a new Department was created, corresponding with each existing department and bearing the same designation but with the word "Pakistan" in brackets added, and such new Departments handled cases exclusively or predominantly concerning the future Dominion of Pakistan. Cases of common concern to the future Dominions were handled in consultation by the appropriate India Department and the appropriate Pakistan Department. The India and Pakistan Departments were under the members of the Executive Council as nominated by the Governor-General. Members of the Executive Council were not entitled to attend the meetings of the Council when it met for dealing with cases which exclusively or predominantly concerned the other future Dominion. The Governor-General decided whether a case concerned exclusively or predominantly one future Dominion or the other or if it was a case of common concern to both the future Dominions. Thus in effect two Executive Councils came into existence on 21st July 1947, with the Defence Department (India), the Defence Department (Pakistan) and all the other Government of India Departments also duplicated. The Departments for both India and Pakistan functioned in Delhi till the Pakistan offices were set up in Karachi.

JOINT DEFENCE COUNCIL

It was decided on 22nd July 1947 that the Partition Council should function temporarily as the Joint Defence Council until 15th August 1947*, when the latter would come into full being.

*From the point of view of sequence, mention of the formal establishment of the J.D.C. may have to come later. This is, however, immaterial. All the decisions relating to the Armed Forces were taken by the Partition Council, or the Partition Council functioning as the Provisional Joint Defence Council, or the J.D.C. itself after 15th August. The principles underlying the functioning were the same throughout.

The J.D.C. was set up by the Joint Defence Council Order†, 1947 (Notification No. G.G.O. 2, dated 11th August 1947 which was to be valid upto 1st April 1948). When the draft of the Order was under discussion, Jinnah, Governor-General of Pakistan, suggested that if it was provided that the Governor-General of India would be the independent Chairman of the Council, he would agree to his name being deleted from the list of members in view of the difficulties that would arise in his absenting himself from Pakistan in order to attend meetings. The council accordingly consisted of the Governor-General of India as Independent Chairman, the Defence Ministers of India and Pakistan and the Supreme Commander.

If the Defence Minister was for any reason unable to attend any meeting of the J.D.C. he was entitled to depute another Minister or the High Commissioner for the Dominion concerned. At the meeting, the Defence Minister could also be accompanied by another Minister.

†Para 8 of the Order prescribed the following functions of the Council :

"8. The J.D.C. shall be in exclusive control of:—

- (a) the division of the Indian forces between the Dominions and their reconstitution as two separate Dominion forces;
- (b) the allocation, transfer and movement of officers and men belonging to the Indian forces for the purposes of such reconstitution;
- (c) the allocation, transfer and movement for the purpose of such reconstitution of plant, machinery, equipment and stores held by the Governor-General in Council immediately before the 15th August 1947, for the purposes of the Indian forces;
- (d) such naval, military and air force establishments as the Joint Defence Council may specify, for such temporary period as that Council may consider necessary or expedient;
- (e) the general administration of naval, military and air force law, and the maintenance of discipline, in the armed forces of each of the two Dominions;
- (f) the general arrangements for the payment, food, clothing, medical attendance and equipment of the Armed Forces of each of the two dominions;
- (g) any armed forces which may be operating, or may hereafter be sent to operate, under joint command in such areas near the boundaries between the two Dominions as are for the time being declared by or under a Provincial law to be disturbed areas;
- (h) any Indian forces which are for the time being overseas;

Provided that the control of the Joint Defence Council shall not extend :—

- (i) except in relation to the forces mentioned in paragraphs (g) and (h) of this Article, to the disposition and operational control within the Dominion, and the local administration, of the armed forces of either Dominion, or
- (ii) to the selection and recruitment of officers and men for the armed forces of either Dominion and their training, when such training takes place elsewhere than in a training establishment specified by the Joint Defence Council under Paragraph (d) of this Article.

Provided further that the Joint Defence Council shall cause such measures to be taken as will enable them gradually to withdraw their control in respect of all or any of the matters mentioned in paragraphs (d), (e) and (f) of this Article with a view to the cessation of control as early as may be practicable and in any event before the 1st day of April 1948".

The Council had full powers to settle all matters relating to the Armed Forces but any member could refer any particular controversial item to the Partition Council.

SECRETARIAT FOR THE JDC

It was necessary that the Joint Defence Council should have a civil organisation to perform the secretarial duties and to convey the decisions of the Council to the Government Departments of the two Dominions. This organisation had necessarily to be such as would enjoy the confidence of both the Dominions and be capable of ensuring that the orders of the Council were carried out smoothly and without delay. The Joint Defence Council Secretariat was accordingly set up and it was headed by the Defence Secretaries of the two Dominions in their capacity as Joint Secretaries to the Council.

FINANCIAL ADVICE FOR THE SUPREME COMMANDER'S HQRS.

On the establishment of the two Dominions, separate Dominion Armed Forces Headquarters came into existence and they were in operational control of the forces in the Dominions and also responsible for certain ancillary matters such as recruitment, training etc. As the reconstitution of the forces progressed, the Dominion Headquarters gradually assumed additional functions with a corresponding reduction in those of the Supreme Commander. Since the Supreme Commander's Headquarters was responsible for general administration and maintenance of the Armed Forces, e.g. pay, clothing, equipment, food and medical attendance, it was necessary to make arrangements for attending to the financial work connected with it. It was, therefore, decided that the Supreme Commander's Headquarters should be served by the then existing Military Finance Department (less the personnel withdrawn by the two Dominions to man their new Military Finance Departments attached to the Dominion Armed Forces Headquarters) irrespective of whether it included personnel who had opted for India or Pakistan. It was, like the Supreme Commander's Headquarters, an integrated organisation. Two officers of equal status, one each from the Finance Departments of the two Dominions, were at the head of the Joint Organisation. The two Financial Advisers were members of the Supreme Commander's Committee on the analogy that in the past, the Financial Adviser, War and Supply, was a member of the Commander-in-Chief's Committee. Cases requiring the decision of the Joint Defence Council and having financial implications, were prepared in consultation with both the Financial Advisers. Steps were taken by the end of September 1947, to set up separate Military Accounts Offices for India and Pakistan. The existing Military Accounts offices in India became India Dominion offices from 1st October 1947 and separate offices were created in Pakistan with personnel who had opted for that Dominion.

MILITARY ACCOUNTS DEPARTMENT

The Military Accounts offices, which were located on a territorial basis, were taken over by the Dominion concerned. Thus the Controllers of Military Accounts, Eastern Command and Southern Command, continued to function under the Military Accountant General, India while the duties of the Controller of Military Accounts, Northern Command were taken over by the Military Accountant General of Pakistan. The other Military Accounts Offices, namely, the Field Controller of Military Accounts (Other Ranks), the Field Controller of Military Accounts (Officers & Clearing House), the Controller of Military Accounts (Pensions) and the Chief Controller of Factory Accounts, had to serve all the commands of both the Dominion forces until the reconstitution had been completed and were therefore, placed directly under the administrative control of the Joint Military Finance Organisation serving the Supreme Commander's Headquarters. The Controller of Naval Accounts and the Controller of Accounts (Air Force) were also for a short time under the control of the Joint Military Finance Organisation but these offices were divided and their work transferred to the respective Dominions when the division of the units in these Services had been completed. The J.D.C. Order referred to above provided for the setting up of both the J.D.C. Secretariat and the Joint Financial and Accounting Organisation.

After 15th August 1947, the Partition machinery was formally set up. The formal creation of the Joint Defence Council has already been mentioned. The Partition Council for India & Pakistan was reconstituted by the Indian Independence (Partition Councils) Order 1947 (Notification No. G.G.O. 8 dated 12th August 1947). The Partition Council was to have as members two Ministers of the Government of India and two representatives of the Pakistan Government, one of them a Minister of the Pakistan Government and the other either another Minister or the High Commissioner for the Government of Pakistan in India. But if both the representatives of Pakistan were Ministers, the High Commissioner for Pakistan could attend any meeting as observer. It was provided that meetings of the Partition Council would be held alternately under the Chairmanship of one of the representatives of India and one of the representatives of Pakistan.

The principal duties of the Partition Council for India and Pakistan were to consider questions relating to the division of the assets and liabilities of the Governor-General in Council between the two Dominions. It was also provided that if the Council failed to reach an agreed decision, a reference should be made to the Arbitral Tribunal which was being simultaneously set up by the Arbitral Tribunal Order (Notification No. G. G. O. 9 dated 12th August 1947). This Tribunal consisted of a Chairman nominated by the Governor-General,

and two members also nominated by him to represent the two future Dominions. It was provided that if the office of Chairman fell vacant it would be filled by a person who was an agreed nominee of the Governor-General of India and the Governor-General of Pakistan and if the office of a member fell vacant, the Governor-General of the Dominion concerned would nominate a member to fill the vacancy.

The Governor-General thereupon nominated Sir Patrick Spens (retiring Chief Justice of the Federal Court of India) to be the Chairman, Justice Harilal J. Kania to be the member representing the future Dominion of India and Justice M. Ismail to be member representing the Dominion of Pakistan.

CONTROL OF THE ARMED FORCES DURING RECONSTITUTION

The control of the Army during the period of reconstitution is indicated in chart 5 on the next page. The control of the Navy and Air Force was on the same general lines.

Originally the target date fixed for the completion of the reconstitution of the Armed Forces was 1st April, 1948 on which date the Central administrative control was to be dispensed with. That was why the Joint Defence Council's life was restricted upto that date.

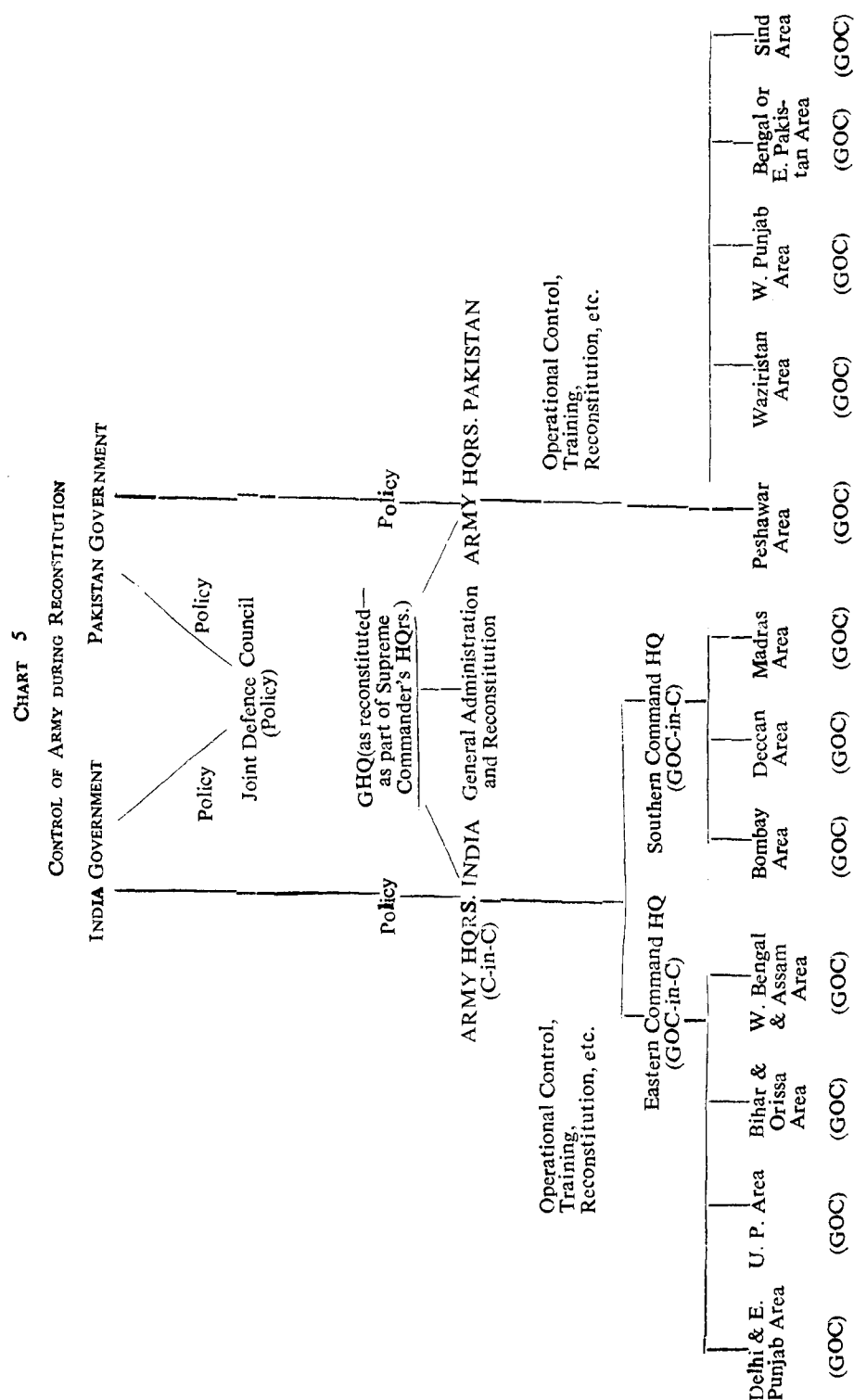
Reconstitution of the Armed Forces can be classified under three main headings :

- (i) Personnel ;
- (ii) Movable stores and equipment, such as vehicles, guns, tanks, etc. ;
- (iii) Fixed installations.

The principles governing the division of personnel having been decided as aforesaid, it was agreed that broadly unit equipment and personal equipment should also be divided between the two Armed Forces in proportion to their respective strength. But this principle could hardly apply to the huge reserves and war surpluses which in some cases amounted to the *normal requirements* for several years. An agreement about such stores was reached only after considerable discussion. In the Army, the overall proportion of Muslims and non-Muslims was 30 : 70 but this proportion varied in individual arms of the Service. Bearing this in mind, the division of the Infantry regiments, Artillery regiments and the Armoured Corps was so effected as to involve the least possible inter-change of personnel between the two Dominions ; in making the division, the location of regimental centres was also taken into account.

WORKING OF THE THREE SUB-COMMITTEES

A word may be said here about the actual method adopted for the division of the Armed Forces. The three Sub-Committees for the Services were to submit their recommendations in the first instance to the A.F.R.C. for the reconstitution of the respective Services. It is



on record that the Sub-Committees functioned in an atmosphere of cooperation. All problems were first considered separately by the non-Muslim and Muslim members of a Sub-Committee. They then jointly compared notes and their recommendations were discussed with the Chairman and other British officers of the Sub-Committee. In all cases the recommendations of the Sub-Committees had been unanimous.

DIVISION OF ARMY UNITS

The Infantry regiments were divided between India and Pakistan in the ratio of 15 : 8, excluding Gurkha Units. Since a regiment could consist of three to six battalions, this ratio would not reflect the proportion of active battalions. In the first stage of partition, the actual number of battalions was 64 India and 45 Pakistan. But since all the Pakistan battalions contained some proportion of Hindus and Sikhs, the actual numerical strength was equivalent to 64 India to 33 Pakistan. When the Sikh and Hindu elements were ultimately moved out from Pakistan battalions, the final equipment strength of battalions belonging to the Union of India was 76 and adding to it the 12 Gurkha battalions, the final proportion worked out to 88 India to 33 Pakistan. Companies transferred from one Dominion to the other were permitted to take their personal weapons and equipment with them, as also the appropriate portion of the unit equipment.

It is necessary to make a reference here to the Gurkhas. For a long time they had been, as they are now, an important element in the Indian Army. When the wishes of the Gurkhas in the undivided Indian Army were ascertained, the vast majority of them voted to serve India. It is indeed a tribute to the cordial relations that have existed from the very beginning between independent India and Nepal that the Nepalese Government agreed to the continued association of Nepalese Gurkhas with the Army of free India. In November 1947, a tripartite agreement was signed at Kathmandu on behalf of the Governments of India, Nepal and the United Kingdom by which Nepal agreed to 12 Gurkha battalions being employed in the Indian Army and 8 in the British Army. It may be noted that this arrangement related only to the Gurkhas from Nepal and not to the number of Gurkhas who had settled down in India and were thus Gurkhas of Indian domicile.

The armoured Corps regiments were divided in the proportion of 12 India to 6 Pakistan. Artillery and Engineers units had been constituted earlier largely on a communal basis as a result of the reorganisation which had been going on for some time before the Partition. The artillery units were apportioned in the ratio of 18½ India to 8½ Pakistan and the Engineer units in the proportion of 61 to 34.

Certain units of the Indian Army were serving in Burma and Malaya at the time of partition. At the request of the British Government and the Government of Burma, the Partition Council agreed to the continuance of these units in these areas after the 15th August 1947 till 31st March, 1948 but the absence of these units overseas did not interfere with the reconstitution of the Indian Army.

DIVISION OF RIN SHIPS

The Royal Indian Navy was divided more on the basis of the actual needs of the two Dominions rather than the proportion of Muslims and non-Muslims which was 40 to 60. As a result of the acceptance of this principle, India was given four sloops as against two to Pakistan taking into account that India's trade, merchant fleet and coastline were considerably larger than Pakistan's. In the actual allocation of ships, India got two newest and two oldest sloops, whereas Pakistan got two good sloops of the same class. Of the four Frigates, India got two and Pakistan two, the best Frigate going to Pakistan. In regard to Fleet Mine Sweepers, India's need was far greater than that of Pakistan. These were, therefore, allotted in the proportion of 3 : 1. The only Survey Ship that was available was allotted to India in view of her 3,000 miles of coastline much of which needed resurveying. Harbour Defence Motor Launches were allocated equally between India and Pakistan since Pakistan's coastlines contained a very high percentage of delta area.

DIVISION OF RIAF SQUADRONS

The Royal Indian Air Force had 20% Muslim and 80% non-Muslim personnel. There were available for division in the Air Force eight Squadrons of single-engined fighters (Tempests) and two Squadrons of twin-engined medium transport aircraft (Dakotas). On the basis of the communal ratio only two Squadrons could be allotted to Pakistan leaving the remaining eight for India. The Air Force Sub-Committee of the Armed Forces Reconstitution Committee was, however, unanimous that Pakistan should have one of the two transport Squadrons. This meant that only one fighter Squadron could be Pakistan's share if division was made strictly on communal strength. But the majority of members of the Armed Forces Reconstitution Committee recommended that taking into account Pakistan's responsibilities in regard to the N.W.F.P., the division of Air Force Squadrons should be :

Fighter Squadrons	Pakistan	India
Transport Squadrons	2	6
	1	1

When the matter came up before the Partition Council, India was not agreeable to the allocation of an extra Squadron to Pakistan. The objection was based on the use of the Air Force against people in the Frontier. The Air Force was primarily intended for use against outside aggression and India could not agree to aircraft being used against

the people of the tribal area and did not therefore consider that the responsibility for the North West Frontier could be advanced as a good argument for varying the 80 to 20 ratio, which followed from the strength of non-Muslims and Muslims in the Service. While it was true that the division of the ships in the Navy was made in the ratio of 70 to 30, though on the recorded communal strength it should have been 60 to 40, the weightage was given in appreciation of the duties that had to be undertaken by the Indian Navy, and no possibility could arise of the Indian Navy being used against the people of India. India was prepared for the loan or even the allotment of an extra Squadron, if Pakistan was prepared to guarantee that it would not be used in offensive action against the tribes within the original boundary of undivided India. Pakistan's representative in the Partition Council, however, insisted on the allocation recommended by the A.F.R.C. In order to get over the impasse, Lord Mountbatten, the Chairman of the Council, suggested a fresh approach, viz., that if the existing reserve equipment was sufficient for the creation of a ninth fighter Squadron, two fighter Squadrons should then be allocated to Pakistan. This was acceptable to both the parties and on checking up it was found that there was enough reserve equipment for the ninth squadron. Therefore, two fighter Squadrons and one transport Squadron were allotted to Pakistan while seven fighter Squadrons and one transport Squadron were allotted to India. The rest of the reserves and the spares were also allotted in the same proportion.*

REGIMENTAL FUNDS

It was decided that, when men moved from one unit to another, on reconstitution, a portion of the credit balance of the regimental private funds belonging to the Units which had been solely or partially built up by subscriptions from Viceroy's Commissioned Officers or Indian Other Ranks should be transferred in proportion to the number of men being transferred. Funds and property belonging to the officers' messes were regarded as private property of the officers and remained with the respective regiment.

FIXED INSTALLATIONS

The fixed installations such as workshops, training institutions, ordnance, ammunition and vehicle depots, laboratories, etc. were generally allocated to the Dominion in which they were located. In certain instances the transfer of a suitable proportion of movable equipment in these installations to the other Dominion was also ordered.

TRAINING INSTITUTIONS

The training establishments of the three Services were located all over India. The majority of the Army Schools were in India while the

*An over-all picture of the division of the various units of the Armed Forces between the two Dominions can be had from Annexure II at the end of this Chapter.

more important Naval Training Establishments were in Pakistan. Among the more important of the training establishments which were located in Pakistan and for which similar new ones had perforce to be set up in India, were the Staff College, Royal Indian Army Service Corps School, Army/Air Transport Support School, Intelligence Corps School, Equitation School, Anti-Aircraft School, the Naval Boys Training Establishment and the Parachute Training School. The question of the duplication, joint use and the responsibility for control of the training establishments of all the three Services was considered by the Armed Forces Reconstitution Committee. There were schools which could be split up only partially and in stages. In regard to schools which served the forces of both the Dominions during the reconstitution period, the majority of members of the Committee held the view that such training establishments should be retained under the control of the Supreme Commander up to the 1st April 1948, or until a duplicate establishment had been established in the other Dominion, whichever date was earlier. India, however, felt that she should assume immediate control of the training establishments in her area. It was realised that there were risks in taking them over all at once but they had to be accepted if she were to stand on her own. The provisional Joint Defence Council thereupon decided on 6th August 1947 that the two Dominions should report to the Council as soon as possible after 15th August, the date by which they wished to assume control of the various training establishments serving both the Dominions. Meanwhile the existing institutions would continue to serve the needs of both the Dominions. The question of continued joint use of training establishments came up for discussion in the middle of September 1947. It was reported that though in certain training establishments such as the Indian Military Academy, trainees of different communities were living together and working in complete harmony, in certain others, communal feeling had appeared and was rapidly growing. In certain establishments there was even a risk of open conflict among the trainees. In order to avoid such a contingency the Joint Defence Council decided upon the immediate withdrawal of trainees and staff belonging to one Dominion from all Joint Training Establishments in the other Dominion without awaiting the ability of the other Dominion to set up its own duplicate establishments. The application of this principle to any particular establishment was, however, left to the discretion of the Supreme Commander in consultation with the commanders of the Armed Forces of India and Pakistan. It was also decided that wherever feasible, joint training should continue until the end of the course then in progress. By September, there were no joint training establishments in operation for the Navies and the Air Forces. The trainees and staff of one Dominion were also withdrawn from the Army Training establishments in the other Dominion by the end of October 1947.

REDUCTION IN STRENGTH OF SUB-COMMITTEES

The major work of the sub-committees was completed by 15th August 1947. Thereafter, the strength of the Committees was reduced to the Chairman, one Indian officer, one Pakistan officer, one British Officer, two Financial Members and one Secretary. By 1st September 1947 the strength of the sub-committees was further reduced to one British Officer, one Indian officer and one Pakistan officer. The role of the Sub-Committees in their final stage was to interpret where necessary the decisions already taken; to advise Directors of the Joint Armed Forces Headquarters responsible for executive action and to maintain liaison between Joint Armed Forces Headquarters and the two Dominion Headquarters.

BOUNDARY FORCE

Though not a matter directly concerning the reconstitution of the Armed Forces, this record will not be complete without a reference to the steps that had to be taken to deal with the disturbances which broke out in the vicinity of the boundaries of the two Dominions before and after 15th August 1947. On 30th June 1947 the Commander-in-Chief was asked to put up considered proposals on the best means of dealing with such a contingency. The requisite arrangements were discussed by the Partition Council on 17th July 1947, when it was decided that a Boundary Force should be set up to operate in the probable areas of disturbances in the Punjab with Major-General Rees, the Commander of the Fourth Indian Division, which was already in the Punjab Area, as the Joint Commander on behalf of both the Dominions. Major-General Rees controlled all the troops operating in the defined areas in the Punjab and was responsible to the Joint Defence Council through the Supreme Commander. (It was not anticipated that there would be very serious trouble in Bengal so as to necessitate the stationing of a similar boundary force in that area. In case the necessity arose, the same principles were made applicable to that area as well. As is well-known, Gandhiji proved himself effective as the 'one-man Boundary Force'). The troops of the Boundary Force were all Indian and the Force had units of mixed class composition so as to avoid any possible charges of partiality which might have been raised if a battalion, composed entirely of one class of soldiers, were used. A number of British Officers were in command of the troops and one Muslim and one Sikh Officer of suitable seniority were also appointed as Advisers on the Joint Commander's Staff. After 15th August 1947, the Supreme Commander had operational control over troops in the two Dominions in respect of this matter alone.

It was decided that there should be no change after 15th August in the law governing the use of troops in aid of civil power for quelling

disturbances for such periods as these forces were employed. But a legal difficulty had to be surmounted before the Boundary Force could be so utilised. Maintenance of public order was exclusively a Provincial subject and the J.D.C. could not assume powers to declare any affected districts to be disturbed areas. Such a declaration could be made only by a Provincial Government and until this was done, members of the Armed Forces could not exercise, in the areas, the powers of Police officers and Magistrates. In consequence, Section 126(5) of the Government of India Act, 1935, was suitably adapted to enable the Dominion Governments to give suitable directions to the Provinces for the purpose of preventing any grave menace to the peace or tranquility of India or of any part thereof. Accordingly, the Governor of the Punjab was asked to declare from 1st August 1947 certain districts in the Province to be 'Disturbed Areas' under the relevant Provincial Act. Steps were also taken to prevent the Governments of East Punjab and West Punjab from cancelling the declaration, without the concurrence of the Central Government of India/Pakistan. A list of 12 border districts which were believed to be areas in which serious disturbances were likely to break out and in which the Boundary Force was to operate, was drawn up in the third week of July in consultation with the Governor of the Punjab, the General Officer Commanding-in-Chief, Northern Command, and the Punjab Partition Committee. The Boundary Force was in position by 1st August 1947.

As apprehended, a very serious situation did indeed develop in the border districts of the Punjab as a result of partition. It was the presence of the troops of the Boundary Force that prevented wholesale arson and murder. The troops had to inflict heavy casualties on the rioters, but soon it became clear that the situation was of far greater severity than had been anticipated. In the early stages, the troops were on the whole impartial in the discharge of their duties though allegations to the contrary were also made against certain personnel of the Force. Soon the presence of refugees made the position a most difficult one for the Boundary Force. The refugees carried with them gruesome stories of the ill-treatment they had received and these were bound to inflame opinion in the area in which they arrived, leading in turn to fresh reprisals. The refugees too felt reasonably secure when they were escorted by troops on their way out and protected in the Camps by them. On 25th August 1947 the Joint Defence Council decided that refugee camps should as far as possible be guarded and refugee convoys escorted by troops of their community.

Despite the trying circumstances, the troops of the Boundary Force had remained on the whole commendably impartial during the first two or three weeks. The strain was, however, slowly beginning to tell on the personnel and according to the Commander of the Boundary Force, even more on the Indian officers (as opposed to European

officers) than on the men. Action taken by the troops against parties found breaking the peace had been severe and even out of all proportion to what would have been considered suitable in normal circumstances. Heavy casualties had been inflicted. However, instances slowly occurred where troops ordered to take offensive action against their own community had been rather lukewarm in doing so and there had probably been isolated instances of troops standing by when they should have intervened. The Commander feared that the impartiality of the troops of the Boundary Force was likely to be so affected as to compromise their ability to maintain law and order. In order to avoid any possible clashes between troops of the two Dominions, it was decided that the troops of the Punjab Boundary Force should be re-grouped so that the units allotted to the Indian Army were in East Punjab and the units allotted to the Pakistan Army in West Punjab. Thereafter, the troops of any Dominion were to cross the border only in cases of operational necessity, such as when hostile gangs with whom they were in contact crossed the border.

By the end of August, the disturbances had spread to areas outside the sphere of the Punjab Boundary Force, which the Commander of the Force had no means of controlling. According to him, owing to the extraordinary circumstances in which they found themselves and the very great strain imposed on them by the circumstances in which they were called upon to act in aid of the civil power, Indian (as opposed to British) officers and men had become inevitably affected by the communal virus. He was apprehensive that this deterioration would increase rapidly. He, therefore, represented that it would be impossible for him to guarantee the reliability and general impartiality of the troops in his command much longer, and at any rate beyond the middle of September. The task of maintaining law and order had assumed dimensions out of all proportion to those visualised when the Boundary Force was constituted and the situation as it had developed was beyond its capacity and control. Though from the military point of view the Punjab Boundary Force was the best means to ensure security, it was decided on political considerations to disband the Boundary Force with effect from the mid-night of 31st August/1st September and to transfer the responsibility for the maintenance of law and order to the respective Governments. It was also decided that each Dominion should set up new Military Headquarters to control the zone which hitherto formed part of the Punjab Boundary Force area and that for this purpose the Headquarters, Lahore Area and Headquarters, Fourth Indian Division should both be located at Lahore so as to provide for close liaison. Soon after it was also agreed that refugee camps should continue to be guarded by troops of the same community without this arrangement interfering with the troop movements for the reconstitution of the Armies. Guarding of refugee camps

was the responsibility of the Dominion in which they were located but there was no objection to troops of one Dominion crossing into the territory of the other Dominion for conveying the refugees or guarding the refugee camps.

MEETINGS OF THE J.D.C.

To resume the narrative, the meetings of the Joint Defence Council were being held in Delhi till the end of September but in view of the difficulties experienced by the Muslim staff of the J.D.C. Secretariat it was decided on 1st October 1947 that the meetings of the Joint Defence Council should henceforth be held fortnightly in Delhi and Lahore alternately and that the Governor-General of India would continue to preside over the meetings both in Delhi and in Lahore. Consequent on this decision, the Committee work of the J.D.C. meetings was taken over by the Conference Secretary to the Governor-General of India, Lt. Col. V. F. Erskine Crum.

PROGRESS OF RECONSTITUTION

By the first week of September, reconstitution had been substantially completed in respect of the Navy and the Air Force in the matter of the movement of members of these Forces to their respective Dominions. By the middle of October the division of the Navy and the Air Force was almost over so far as officers and men and ships and aircraft were concerned. Though these two Services were numerically small, they were both very closely integrated on an all India basis and the problem of their partition was far from a simple one. In the reconstitution of the Army two separate and highly complex programmes had to be carried out. The movement of major units and sub-units from one Dominion to the other required a large and detailed programme involving the running of over 110 special trains. Such movement itself took up fully the Railway capacity available to the Armed Forces. The movement of major units—regiments, battalions and companies—was practically complete by 31st October except for such units as were kept in the other Dominion for the guarding of refugees. After the transfer of major units had been completed, the movement of individuals had to be taken up. It was planned to complete the transfer of major units and of individual personnel by 1st December but there was some delay in the implementation of the original plans due to the dislocation of rail traffic and the movement of refugees.

The Supreme Commander in a note dated 13th October 1947, which was put up to the Joint Defence Council, recommended that the Supreme Commander and his Headquarters should cease to function from 30th November. He pointed out that in spite of the obstacles created by the dislocation of rail and road communications, the disturbances in the Punjab and the large scale movement of the refugees and the position having been further aggravated by the extensive

floods which had lately occurred, remarkable progress had been made in the reconstitution of the Armed Forces.

The last part of the reconstitution of the Army which remained to be carried out related to the division of movable assets, comprising working and maintenance stocks and war and mobilization reserves of stores. In view of the huge quantities of stores involved, the physical division of these reserves and stocks would take many months to complete. The responsibility for this division was that of the Supreme Commander's Headquarters. Even if the Headquarters continued to exist till April 1948, as originally contemplated in the order constituting the J.D.C., there was no prospect of the work being completed by then. Except for the distribution of the movable stores, the task of the Supreme Commander's Headquarters had been completed to a very large extent.

WINDING UP OF THE SUPREME COMMANDER'S HEADQUARTERS

The Supreme Commander was also responsible for the repatriation from India and Pakistan of units of the British Army and the Royal Air Force, and for the welfare and general control of the British Officers and Other Ranks serving with the Armed Forces of India and Pakistan. But he considered that it was hardly justifiable to keep the Supreme Commander and his Headquarters in existence solely to perform the task of looking after British Officers and Other Ranks. The Supreme Commander mentioned that in the prevailing situation, he found it difficult to discharge the responsibility laid upon him in regard to the reconstitution of the Armed Forces. 'He considered that in the atmosphere at present existing it had become practically impossible for him and his officers to carry on with their task after that date (30th November). He was not prepared to maintain his officers in an impossible situation. Continual innuendoes and accusations were made against his Headquarters and it was apparent that he and his officers could not continue in these circumstances to carry out a task for which co-operation was necessary.' The Supreme Commander, therefore, recommended that his Headquarters should be wound up on 30th November 1947. When the proposal came up before the Joint Defence Council on 16th October 1947 at Lahore, Pakistan was not in favour of it on the ground that the task which had been assigned to the Supreme Commander's Headquarters had not been fully completed. India did not agree with the views of the Supreme Commander with regard to his assessment of the situation but supported his proposal. She felt that with the major part of the assigned task having been completed, it was neither necessary nor desirable to continue a special set-up like the Supreme Commander's Headquarters in substitution of the normal procedure whereby any difficulties arising between two Governments were discussed and dealt with between the representatives of the Governments themselves. Pakistan was still of the opinion that the movable

stores should be divided under the charge of the Supreme Commander whose Headquarters should therefore continue until that work was also completed.

After the dissolution of the Supreme Commander's Headquarters the stores were to be handed over, according to the proposal of the Supreme Commander, to the care of the Armed Forces of the Dominion in which they were situated. The Defence Minister of India pledged himself on behalf of his Government to take full responsibility to deliver to Pakistan her share of Stores in accordance with the decision that might be reached on the subject. Despite this, no agreement could be reached in the meeting and the Governments of India and Pakistan were requested to consider the future of the Supreme Commander's Headquarters in their Cabinets.

Since the British Government was also concerned with the proposed closure from the point of view of the British officers, a reference was also made to London. In the course of this meeting of the Joint Defence Council, an indication of the state of feelings which then existed between the two Dominions was given in the statement made by Lord Mountbatten, the Chairman, when he said that he understood that both the Governor-General of Pakistan and the Prime Minister of India fully realised the position that 'in the deplorable event of war breaking out between the two Dominions', the British Officers employed in either Dominion would under no circumstances fight each other.

After consideration in their respective Cabinets, both the Governments of India and Pakistan reiterated their earlier stand. The views of His Majesty's Government were also received by telegram on 7th November 1947 in which it was stated that in view of the situation which had arisen and of the representations of the Supreme Commander, His Majesty's Government had reluctantly come to the conclusion that it had no option but to withdraw British Officers and Other Ranks, including the Supreme Commander himself, forming the Supreme Commander's Headquarters. The Supreme Commander's Headquarters, accordingly, ceased to exist on 30th November 1947. The Joint Defence Council wished to grant Field Marshal Auchinleck four months' leave on full pay with effect from 1st December 1947. There were, however, certain legal difficulties in doing so. Even before 15th August 1947, when the Ninth Schedule to the Government of India Act, 1935, was in force, it was not permissible to grant him leave on full pay after he had vacated the office of Commander-in-Chief in India. The Joint Defence Council Order also did not specify the terms and conditions of his service. In view of these difficulties, the Joint Defence Council sanctioned an *ex-gratia* grant to Field Marshal Auchinleck equivalent to the difference between his half pay and his full pay for a period of four months.

The composition of the Joint Defence Council had now to be modified.*

COMPOSITION OF JDC AFTER 30TH NOVEMBER 1947

The Council henceforth consisted of the Governor-General of India as the Independent Chairman, the Defence Minister and another Minister of India and the Defence Minister and another Minister of Pakistan. It was also provided that in every meeting of the Council, one of the three Service Chiefs of each Dominion should be present in an advisory capacity.

Under the amended Order, the Joint Defence Council still continued to be in exclusive control of the division of the Armed Forces and their reconstitution as two separate Dominion Forces, the allocation, transport and movements of officers and men for such reconstitution and the allocation, transfer and movement for the reconstitution of the two Armed Forces, of plant, machinery, equipment and stores of the Armed Forces of undivided India. It now laid down "the policy governing the production of military stores and equipment in Ordnance Factories (including the allocation of the whole or any part of the capacity of any Ordnance Factory for such production) and the disposal of all Military stores and equipment produced in Ordnance Factories."

After the Supreme Commander's Headquarters was abolished, the Joint Defence Council continued to deal with the still outstanding questions, their decisions being implemented by the two Dominion Governments.

With the dissolution of the Supreme Commander's Headquarters, the Armed Forces Reconstitution Committee, of which the Supreme Commander was the Chairman, and with it the three Service Sub-committees, also ceased to exist on 30th November 1947.

There were, however, a few Inter-Dominion Committees such as the Ordnance Stores Sub-Committee (Reconstitution), referred to in short as O.S.S.C.(R), to make proposals for the division of the Ordnance Stores and the Joint Engineer Stores and Plant Allocation Committee, referred to in short as J.E.S.P.A.C. and joint organisations like the Histories Section (set up to compile a comprehensive official history of the Second World War with reference to operations in which the Armed Forces of undivided India took part) which were still functioning. It was, therefore, found necessary to have a coordinating authority for all

*The revised composition of the Joint Defence Council was laid down in the Joint Defence Council (Amendment) Order, 1947 (Notification No. GGO/30, dated 2nd December 1947).

these technical committees; to resolve if possible, their differences of opinion and to report their progress to the Joint Defence Council. An executive committee of the Joint Defence Council was accordingly constituted as the successor to the A.F.R.C. It consisted of the two Defence Secretaries, the two Commanders-in-Chief (of the Army) with a British Officer as the Secretary. Later the committee was enlarged by having the two Financial Advisers to the two Defence Ministries also as members. The Executive Committee of the Joint Defence Council met for the first time on 29th November 1947 and for the last time on 18th March 1948. It held altogether five meetings during this period, the meetings being held in Delhi, Karachi and Lahore.

In order to provide continuity in the remaining work, the Supreme Commander's Secretariat was continued in a truncated form as the Reconstitution Secretariat. By virtue of his knowledge and experience, the Secretary of the Supreme Commander's Secretariat was appointed as the Secretary of the Reconstitution Secretariat. He was also the Secretary of the Executive Committee of the Joint Defence Council.

EVACUATION OF BRITISH TROOPS

Consequent on the abolition of the Supreme Commander's Headquarters, arrangements had to be made to complete the evacuation of the remaining British troops from India and Pakistan. On 30th November 1947 there were still about 30,000 British nationals, including families, to be repatriated as against over 42,000 in September.

To continue the evacuation of the British troops after the Supreme Commander's Headquarters had closed down, an officer of the rank of Lt-General designated as 'Commander, British Forces in India and Pakistan', was appointed with all the powers and responsibility formerly vested in the Supreme Commander in respect of the British Members of the Forces in India and Pakistan. This new Commander was in no way responsible for the completion of reconstitution of the Armed Forces of the two Dominions, nor did he have anything to do with these forces except in respect of the British personnel serving with them. He had under him a small Headquarters in Delhi consisting of such Naval, Army, and Air Force officers, as were necessary to enable him to discharge his responsibilities. On 31st December 1947 when the original contracts of the British officers and Other Ranks serving with the Armed Forces of India and Pakistan came to an end, the Commander of the British Forces and his Headquarters also ceased to function. Negotiations were conducted, thereafter, by India and Pakistan directly with His Majesty's Government for the services of individual British officers. As the repatriation of the British personnel was not expected to be completed before the end of February 1948, some kind of organisation was still necessary to control them and to attend to their evacuation. This control was provided in the form of two small independent

British Headquarters, one under a Major-General at Deolali (Bombay) and the other under an Air Commodore at Karachi. These two Headquarters had the sole duty of administering the units and individuals, awaiting repatriation who were collected in transit camps at Deolali and Kalyan in India and Karachi in Pakistan. The two Headquarters were not under any joint central control in the Indian sub-continent; they communicated directly for the welfare and embarkation of all British Forces and individual British officers and Other Ranks with the Government of the U.K. and the Defence Ministries of India and Pakistan, as the case might be.

The first contingent of British troops from England arrived in India in 1754. The first contingent of British occupation troops to leave India finally sailed from Bombay on 17th August 1947. Thereafter with due regard to the need for avoiding dislocation of movements within the country—which were stretched to breaking point with the transfer of personnel (civil and military) and the moves of displaced persons—and the extent of shipping made available by the U.K. Ministry of Transport, a steady withdrawal of these forces took place. The whole programme of repatriation was originally expected to be completed by the end of 1947. Due to shipping difficulties, however, there was some delay in the implementation of the programme and the last contingent left the shores of India on 28th February 1948. These forces which were in India after the 15th August till their repatriation, had no operational functions whatever and were not, therefore, available for internal security or for any similar purpose.

Prior to the transfer of power, the financial liability with regard to the British troops in India was entirely that of the Indian exchequer. As (from the 15th August 1947) the forces had ceased to be in the service of India and Pakistan and were no longer available for military duties, the two Dominion Governments felt that the maintenance charges of these forces should not any longer be their liability. Both the Dominions had, however, accepted the liability as they were bound to do for the transportation of these forces to the United Kingdom or to other destinations. But it would have been hardly reasonable to ask the U.K. Government to assume full liability for the forces with effect from 15th August 1947. It was appreciated that a short period to cover the repatriation of these forces should be the liability of the two Dominions. After some discussion about the period to be allowed for the purpose, it was agreed to, in a spirit of gentlemanly adjustment, between the U.K. Government on the one hand and the Governments of India and Pakistan on the other that the expenditure on the British troops should be a charge on India and Pakistan only up to 30th November 1947 the date on which the Supreme Commander's organisation ceased to exist. All payments made by the two Governments in respect of these troops after that date were treated as current earnings of sterling.

ALLOCATION OF EXPENDITURE BETWEEN INDIA AND PAKISTAN

Once a settlement was reached with H.M.G., it was agreed that the expenditure on account of pay and allowances of British troops awaiting repatriation, and on transit camps raised in connection therewith, as also the cost of free sea passages, should be allocated between India and Pakistan in the ratio of the strength of the Armed Forces of the two countries immediately after partition.*

To summarise the position, after 30th November 1947 there was no central Joint Headquarters dealing with the reconstitution of the Armed Forces. The Joint Defence Council continued to settle the outstanding questions and its decisions were to be implemented by the respective Governments. Next to the J.D.C. there was the executive Committee of the Joint Defence Council which was set up in the place of the Armed Forces Reconstitution Committee. The Executive Committee watched the working of the Inter-Dominion Committees relating to stores, etc., which were still functioning and also supervised the joint organisations like the Historical Section. In addition, the Committee considered any matters relating to reconstitution that were referred to it by the Defence Ministries of India and Pakistan. The recommendations of the Committee were then considered by the Joint Defence Council.

The Joint Defence Council held its last meeting in New Delhi on 19th March 1948. All the functions of the Council had by then been completed with the exception of the movement of stores. The Council, therefore, decided that it was unnecessary to extend the period of validity of the Joint Defence Council Order, 1947, which would lapse automatically on 1st April 1948 unless prolonged jointly by the Governor-General of India and the Governor-General of Pakistan. The Council

*The allocation of defence expenditure incurred from 15th August 1947 to 30th November 1947 between India and Pakistan was as follows :—

- (a) Pay and allowances of the Armed Forces, the total cost of the Supreme Commander's establishment and the expenditure on the movement of personnel (excluding Kashmir and Junagadh), were to be shared in the ratio of the strength of the reconstituted forces of the two Dominions.
- (b) Works expenditure incurred in each Dominion was to be the liability of that Dominion, as also the expenditure on the acquisition of stores by the two Dominions. The cost of stores acquired overseas was to be debited to the Dominion to which they were consigned.
- (c) All expenditure on storage and custody of stores was to be divided on the basis of the agreed allocation of stores to the two Dominions.
- (d) The expenditure on Ordnance Factories was to be an 'India' liability but stores produced after 30th November would not form part of the divisible pool.

Any general expenditure after 30th November was also to be shared between the two Dominions in the ratio of their ultimate strengths.

also decided that its Executive Committee should be renamed as the Inter-Dominion Defence Secretaries' Committee, and continue to deal with the outstanding functions of the J.D.C., and in particular the movement of stores between India and Pakistan. The Inter-Dominion Defence Secretaries' Committee met seven times from April to November 1948. The meetings were held alternately in Karachi and New Delhi.

It now remains to deal with two subjects which created much controversy between India and Pakistan. One concerns the fixed installations of the Ordnance Factories and the other the apportionment of moveable assets, viz., stores and equipment, not belonging to any particular regiment or unit but kept in stock-holding depots for the use of the Armed Forces as a whole.

ORDNANCE FACTORIES

Though the fixed installations of the Defence Services of undivided India were fairly scattered all over the country, all the sixteen Ordnance Factories were located in the Dominion of India. These factories, though a balanced and economic group, were far from sufficient to serve the needs of the country in the matter of munitions required in a modern war.

A factory must have, for it to function, its buildings and machinery, its power supply, its supply of raw materials, skilled labour and proper direction. Except for the persons who opted for one Dominion or the other, neither the skilled labour nor the direction could be moved from one Dominion to the other.

The division of machinery could be considered if in each Factory there were more than one self-contained producing unit. Unlike the military establishments, the Ordnance Factories were manned by civilians. Highly skilled labour was required for them and the same was locally recruited. Again, the manufacturing technique and the "know-how" is built up steadily between workmen and the directing staff over a period of years. While considering the question of division of the Ordnance Factories, it had, therefore, to be ensured that such division did not destroy the very functioning of the existing assets. It was clear that the machinery and the plants of the Ordnance Factories could not be split up and shared with Pakistan without endangering their productive capacity. India, therefore, suggested that the existing Ordnance Factories should be allowed to continue as they were in India intact, and Pakistan given her share in money. Pakistan, however, was not agreeable to a financial adjustment but wanted to have her share of machinery and equipment in kind. India could not agree in principle to any of the Ordnance Factories being split up or moved to Pakistan, as they did not admit of a physical division.

Though the output of the factories also was scarcely sufficient to meet India's normal needs, India was prepared not only to compensate Pakistan financially for her share of the factories but also to supply Pakistan annually an agreed proportion of the produce of these factories until Pakistan had established her own factories. In view of these conflicting opinions, no agreement could be reached in the Joint Defence Council and the matter was referred to the Partition Council for a decision. The matter was about to be referred to the Arbitral Tribunal but before this was done, the Partition Council could arrive at a decision on the subject on 1st December 1947. By this decision, India agreed to make available to Pakistan a total sum of Rs. 6 crores for meeting the expenditure on the setting up of Ordnance Factories in Pakistan and also certain unique institutions on the civil side such as the Agricultural Research Institute. This amount was to be released to Pakistan as and when required. This arrangement was in final settlement of Pakistan's claims in respect of all Ordnance Factories and 'unique institutions' situated in the Indian Dominion.

MOVABLE ASSETS

Unit equipment and personal equipment as already stated went with the units and personnel as they were allocated between the two Dominions. The division of such equipment was, therefore, automatically in the same proportion as the ultimate strength of the two Armies. But there was a huge collection of equipment and stores which were in stock for the use of the Army as a whole. The stocks in some cases amounted to several years' requirements. Their division could not therefore, be made on the basis of strength of the two Armed Forces. They had to be regarded as divisible assets of the old Government of India and hence India contended that they should be divided in the same proportion as the general assets and uncovered debt of the Government of India. The agreed proportion for uncovered debt was India 82-1/2% and Pakistan 17-1/2%. Pakistan was, however, not agreeable to this approach and the Partition Council first decided to refer the matter to the Arbitral Tribunal.

In the absence of a decision on the subject, the division of the stores could not be taken up by the Supreme Commander's Headquarters. The physical task of sorting out the huge quantities of stores—there were approximately 4,20,000 tons of Ordnance Stores alone and over half a million tons of engineering stores—and of loading, despatching and receiving them in both the Dominions was a colossal task. These stores had been built up before the question of splitting the Army had even arisen and included articles in use, maintenance requirements, and stores required in the event of mobilization. The real issue involved was in respect of stores which were neither personal equipment nor required for normal maintenance but which might be described as

surplus. In order not to delay further the division of stores, the Joint Defence Council decided on 16th October 1947, when the Supreme Commander's note suggesting the closing down of his Organisation was considered, that his Headquarters should start making the physical division of that portion of the stores, which could be regarded as the normal maintenance requirements of the two Armies in accordance with their respective strengths.

Normal maintenance requirements were then defined as:—

- (a) the maintenance stocks to cover daily wastage of stores due to fair wear and tear, plus
- (b) the reserve stocks held to cover—(i) anticipated extra issues to units in the early stages of war, (ii) the anticipated requirements of units that must be raised during the first few months of a war, and (iii) unforeseen requirements.

The stocks to be divided in this manner were to be those which had been considered necessary for the strength of the undivided Army as envisaged before partition. But this decision did not apply to the remaining stores described in this context as 'Surplus stores' which were to be divided in the proportion decided by the Arbitral Tribunal, to whom a reference was to be made.

The reference to the Arbitral Tribunal was to be confined to seeking a decision on the proportion in which the surplus stores were to be divided and the manner of financial adjustment for the divided stores. Pakistan, however, could take on additional stores for her requirements over and above her entitlement subject to the Government of India's agreement and to financial adjustment.

The Ordnance Stores Sub-Committee (Reconstitution) set up by the Joint Defence Council and consisting of a British officer of the rank of Brigadier as Chairman, and an officer of the rank of Lt. Col. each from the Indian Army Ordnance Corps and the P.A.O.C. as members was responsible for ensuring that the division of ordnance stores (other than surplus stores) was effected in accordance with the decision of the Joint Defence Council.

While movement of stores in accordance with the aforesaid decision of the J.D.C., about the maintenance stocks, was going on, accusations and recriminations started from all sides. The Supreme Commander complained that all efforts of his Headquarters to effect a fair and just division of the assets of the Defence Services as decided upon by the Joint Defence Council were being hampered by junior civil and military officers of both the Dominions who were apparently determined to make his task impossible. On the other hand, there were allegations too that the Supreme Commander's Headquarters was not so impartial

in the discharge of its responsibility in this regard. On 26th November 1947 the Joint Defence Council decided that Supervisory teams, each consisting of one Commissioned Officer and two Viceroy's commissioned officers of the Ordnance Services of each Dominion, should be appointed and posted to central Ordnance Depots in the other Dominion for the purpose of exercising supervision over the selection, sealing and despatch of stores to their Dominion. Similar teams were also set up in the Ammunition and Vehicle Depots. All these teams were to work under the general direction and supervision of the Ordnance Stores Sub-Committee (Reconstitution).

Apart from the transport difficulties, one of the major factors that contributed to the delay in the movement of stores was the task of clearing from India the huge mass of stores which belonged to His Majesty's Government and which had been earmarked by the War Office in the U.K. to be despatched to various destinations from India. On her part, India had issued strict instructions that extreme disciplinary action would be taken against officers or officials who attempted to delay the movement of stores from India to Pakistan. Unfortunately, possibly under some misapprehension, Pakistan had issued official orders freezing engineer stores and aircraft which were due to be moved from Pakistan to India. But after receiving the assurance given by India, Pakistan agreed to withdraw the orders that had been given earlier for stopping the movement of stores to India.

The Joint Defence Council also directed that neither of the two Governments should issue unilateral orders to stop the movement of military stores from one Dominion to the other. It was also decided that stores to be moved from India to Pakistan should have the same priority as the War Office stores. (Hitherto the latter enjoyed higher priority). In the event of stores being loaded into ships during strikes, the movement of stores to Pakistan was accorded higher priority over War Office stores.

Later, in order to watch the movement of stores, the J.D.C. asked the Defence Ministries of India and Pakistan to render a return in the prescribed form regarding the receipt and despatch of stores.

The dispute about the division of movable stores was referred to the Arbitral Tribunal but before the tribunal could take up the question, the reference was withdrawn as the Partition Council at their meeting held on 1st December 1947 could reach an agreement on this matter. According to the agreement, military stores held in depots and vested in the Governor-General in Council on 14th August 1947 should be divided between the two Dominions on the formula that Pakistan's share would be $\frac{1}{3}$ of the actual stocks subject to a maximum of $\frac{1}{3}$ of (M plus $\frac{1}{2}M$), 'M' being the "normal maintenance requirements",

as earlier defined while the balance would be India's share. For the implementation of this decision, a detailed formula had to be devised in amplification of this general decision for each category of stores. Such formulae were adopted by the Executive Committee of the Joint Defence Council on 5th February 1948 and were approved by the J.D.C. at their last meeting held on 19th March 1948.

The condition of ordnance stores in general was already far from satisfactory. Owing to heavy receipts during the later part of the Second World War and lack of sufficient covered accommodation, the stores had of necessity to be kept out in the open, thus leading to a general deterioration. Besides it also became evident from the physical stock-check that large discrepancies existed between the ledger balances and the ground stocks. Consequently it was difficult to reconcile the actual stocks with the figures given on paper.

Some details may be added here about the nature of the stores that had to be divided. During the War, H.M.G. had accumulated huge quantities of stores in India as the base of operations in the Far East. On the termination of the war, large quantities of stores remained of which only certain items were required by H.M.G. for their own use. The remaining stores that were in India on 1st April 1947 were taken over by the Government of India. In addition to these stores taken over from H.M.G., there were also military stores which were owned by (undivided) India. There were, however, no separate stock piles of either H.M.G. owned stocks or India owned stocks.

In regard to H.M.G. stores which were taken over on 1st April 1947 and priced at book value, it was agreed between India and Pakistan that India would make the initial payment for these stores. Pakistan was to reimburse India, in cash in Indian rupees, for the value of all stores located in Pakistan on 15th August 1947 and for the stores received by Pakistan upto 30th June 1948, these being the stores which reached Pakistan in pursuance of orders placed by undivided India for the year 1947-48. For stores supplied after 30th June 1948, Pakistan was to pay India in sterling from her Account No. 2. The valuation of stores in Pakistan on the 15th August 1947 and those transferred subsequently was to be on the same basis as for the acquisition of stores from H.M.G. on 1st April 1947. The payment to be made by Pakistan in cash for these stores was to bear the same proportion to their book value as the actual payment to H.M.G. bore to the book value of the stores taken over from them.

But when the question of payment for stores came up for discussion, Pakistan contended that all defence stores received from India as a result of partition should first be accounted as Pakistan's share of India-owned stocks and only after her share of such stocks had been received should the stores received from India be treated as part of the

H.M.G. owned stocks. As already mentioned, however, there was no separate stock pile maintained of H.M.G. stocks and India-owned stocks. Pakistan further suggested that the financial adjustment in respect of the stores received as a result of partition should be on the basis of the condition and quantity of stores as received. This was untenable since each of the two countries had to accept whatever item fell to its share under the plan for the reconstitution of the Armed Forces. Pakistan was a party to the negotiations with the H.M.G. for the financial adjustments in respect of the stores taken over from them. Again, the total quantity of stores in undivided India was surplus to the requirements of the Armed Forces and the surplus portion was being disposed*of through the normal channels by both the Dominions. According to the agreement reached with Pakistan, Pakistan was to pay India currently the realised sale value of all surplus stores disposed of by her. But no amount realised by such sale was credited to India nor was India even supplied with a statement of the sale value of the surplus stores disposed of by Pakistan. Pakistan had also agreed to pay India for the property acquired from H.M.G. within thirty days of the agreement with H.M.G.

The undertakings given by India in regard to the movement of stores were strictly honoured, and the maximum possible tonnage of stores had been moved from India to Pakistan between January and August, 1948 (despite, it may be noted, the operations in Kashmir). According to India there was no reciprocal response from Pakistan, not only in regard to the movement of stores but even in regard to the payments to which she was committed.*

*The following statement shows the amounts due from Pakistan in regard to Military stores as in November 1948. Of these only a sum of Rs. 2.35 crores was paid by Pakistan early in 1949 :

Amount due from Pakistan on account of :

	(In crores of Rupees)
(i) Stores (including unit equipment) taken over from U.K. and located in Pakistan on 15-8-1947.	11.38
(ii) Fixed assets taken over from U.K. and located in Pakistan as on 15-8-1947	2.35
(iii) Stores despatched from India to Pakistan between 15-8-1947 to 31-7-1948	4.21
(iv) Transportation charges on stores sent to Pakistan	0.18
(v) Estimated amount to be paid by Pakistan on account of the net sale proceeds of U.K. owned surpluses located in Pakistan	2.21
(vi) Pakistan's share of joint expenditure booked in the Indian Accounts :—	
(a) compiled during 15-8-47 to 30-11-47 on account of debit already intimated to Pakistan	4.20
(b) Further debit on account of joint expenditure (mostly arrear charges pertaining to the period 15-8-47 to 30-11-47—rough estimates	2.20

The subject of division of stores came up before the Inter-Dominion Defence Secretaries' Committee more than once but in view of the stand taken by Pakistan, the item of military stores has remained one of the important items outstanding between India and Pakistan in respect of the Defence Services. Since Pakistan was in no mood to pay for the stores received by her, further movement of stores from India, in accordance with the formula adopted for division, had regrettably to be suspended.

This account of the division of the Armed Forces is no doubt very sketchy since an attempt has been made to refer only to the broad aspects of partition. In fact the existing documents relating to the partition of the Armed Forces literally run to thousands of pages which reveal even now the magnitude and the complexity of the task involved. The tempo of work in those days of stress can be gauged from the fact that during the five weeks from 30th June 1947 to 6th August 1947, the Partition Council (and from 26th July to 6th August, the Partition Council functioning as the Provisional J.D.C.), held as many as 14 meetings in which military items were discussed (i.e., roughly three meetings per week). The J.D.C. met 19 times from the 16th August to 19th March 1948—a good number considering that after 15th August meetings could be convened only according to the convenience of members from both the countries. Again, simultaneously with the work relating to partition, Ministers and officials were also very much engrossed with the administrative problems of the new States. It may not be easy to realise after almost two decades under what pressure Ministers and the officials had to work and what a strain must have been imposed on them by the ever mounting tension of feeling between the two Dominions, when even the Independent Chairman of the Joint Defence Council had to refer at one time to the possibility of war breaking out between India and Pakistan.

ANNEXURE I

The composition of the Armed Forces Reconstitution Committee and its Sub-Committees was as follows :

ARMED FORCES RECONSTITUTION COMMITTEE

1. H. E. Field Marshal Sir Claude Auchinleck, Commander-in-Chief in India. Chairman.
2. Vice Admiral Sir Geoffery Miles, Commander-in-Chief Royal Indian Navy. (This designation introduced from 1st March, 1947 in place of FOCRIN).
3. Air Marshal H. S. P. Walmsley, Air Officer Commanding-in-Chief in India.
4. Lt. General Sir Arthur F. Smith, Chief of the General Staff.
5. Mohamad Ali, Financial Adviser, Defence & Supply, Military Finance Department. On his departure for Pakistan his place was taken by A. D. F. Dundas on the 12th August. (Dundas had succeeded Chandu Lal Trivedi as the War Secretary of the undivided Government of India in January 1946. He become the first Defence Secretary of Pakistan).
6. G. S. Bhalja, Additional Secretary, Defence Department.
7. Col. H. V. S. Muller, I. A., Secretary, Commander-in-Chief's Secretariat. Secretary.

(a) Navy Sub-Committee

1. Commodore J. W. Jefford, R.I.N. Chairman.
2. Commander A. B. Goord, Staff Officer Plans, R.I.N.
3. Commander J. C. Mansell, R.I.N., Commander Administration, Naval H.Q.
4. Commander H.M.S. Choudri, R.I.N., Staff Officer, Naval Appointments, Naval H.Q.
5. Commander B. S. Soman, R.I.N.
6. Lt. Commander (E) D. Shanker, R.I.N.
7. Lt. Commander (E) I. K. Mumtaz, Deputy Director of Engineering, Naval H.Q.
8. S. Jayasankar, Dy. Financial Adviser, Military Finance.
9. Mumtaz Mirza, Dy. Financial Adviser, Military Finance.
10. Lt. Commander (S) A.R.N. Hussain } Secretaries.
11. Lt. (S) C. J. Munsiff. }

(b) Army Sub-Committee

1. Major-General S. E. Irwin, Deputy Chief of the General Staff. Chairman.
2. Brig. G. V. L. Coleman, Deputy Director of Organisation, Adjutant General's Branch.
3. Brig. K. M. Cariappa.
4. Brig. S. B. S. Chimni.
5. Brig. K. S. Thimayya, D. S. O., Commander 5, Infantry Brigade.

6. Brig. A. M. Raza, Director of Selection of Personnel, Adjutant General's Branch.
7. Col. T. H. Angus, D.S.O., Director, General Staff Branch.
8. Col. Mohd. Sher Khan, M. C., Deputy Director of Military Training, General Staff Branch.
9. Lt. Col. H. W. Newell, 16, Punjab Regiment, Quarter-Master General's Branch.
10. Lt. Col. Akbar Khan, D.S.O., Frontier Force Rifles, Battalion Commander, I.M.A., Dehra Dun.
11. Ghulam Abbas, Deputy Financial Adviser, Military Finance.
12. B. B. Ghosh, Deputy Financial Adviser, Military Finance.
13. Lt. Col. M. A. Latif Khan, Adjutant General's Branch. } Secretaries.
14. Lt. Col. G. G. Bewoor, The Baluch Regiment }

(c) Air Force Sub-Committee

1. Air Vice-Marshal A. L. A. Perry Keene, Air Officer In-Charge Administration, Air Hqrs, (India). Chairman.
2. Air Commodore G. W. Birkinshaw, Senior Technical Staff Officer, Air Headquarters (India).
3. Air Commodore S. Mukerjee, Deputy Air Officer-in-Charge Administration, Air Headquarters (India).
4. Group Captain D.H.F. Barnett, Group Captain, Air Staff Plans, Air Headquarters (India).
5. Group Captain A. M. Engineer, Group Captain, Personnel Services, Air Headquarters (India).
6. Wing Commander M. K. Janjua, Wing Commander, Manning, Air Headquarters (India).
7. Squadron Leader M. A. Khan, Chief Flying Instructor, RIAF Station, Ambala.
8. S. Jayasankar, Deputy Financial Adviser, Military Finance.
9. Mumtaz Mirza, Deputy Financial Adviser, Military Finance.
10. Wing Commander Arjun Singh, Officer Commanding, R.I.A.F. Station, Risalpur. } Secretaries.
11. Flight Lt. H. Bhatti, Manning, I. Air H. Qrs. }

(d) Special Sub-Committee for Financial Matters

1. Ghulam Abbas
2. S. Jayasankar
3. B. B. Ghosh
4. Mumtaz Mirza

Ghulam Abbas and B. B. Ghosh were members of the Army Sub-Committee and S. Jayasankar and Mumtaz Mirza were members of both the Navy and the Air Force Sub-Committees. The recommendations of this Sub-Committee were to be submitted to the main Expert Committee on Assets and Liabilities through the Armed Forces Reconstitution Committee.

ANNEXURE II

ANNEXURE II

ARMY	INDIA	PAKISTAN	REMARKS
Infantry Regiments	15	8	
Armoured Corps	12	6	
Artillery Regiments	18-1/2	8-1/2	
Engineering Units	61	34	
Signal Corps	The then existing static layout remained unchanged in each Dominion.		
Supply Units (RIASC)			
Electrical & Mechanical Engineering Units	10	4	
Indian Pioneer Corps	Group HQrs. & 9 Coys.	2 Coys	
Animal Transport Regiments	4	3	Pakistan had greater need of this type of units.
Mechanical Transport Units (RIASC)	34	17	
Ambulance Platoons	15	7	
Indian Army Medical Corps Hospitals	82 11,713 beds	34 4,037 beds	Of the total of 116, 12 were British Military Hospitals. The hospitals/farms were allotted to the Dominion in which they were located together with their stock or farm appliances.
Military Farms	29	20	The remount resources were largely concentrated in Pakistan. There were two breeding areas in Montgomery and Lyallpur but there was no controlled horse or mule breeding in the Indian Dominion and the standard of animals available from the indigenous market was far below the Army standard.
Mountain Regiments	2	1	
NAVY (RIN)			
Sloops	4	2	
Frigates	2	2	
Fleet Mine-Sweepers	12	4	
Corvettes	1	..	
Survey Ship	1	..	
Trawlers	4	2	
Motor Mine Sweepers	4	2	
Motor Launch	1	..	
Harbour Defence Motor Launches	4	4	
Landing craft	All existing .. major and minor landing craft.		
AIR FORCE (RIAF)			
Fighter Squadrons	7	2	
Transport Squadrons	1	1	

CHAPTER III

THE AFTERMATH OF PARTITION

Immediately after transfer of power and before the consequential administrative readjustments had been completed, India was confronted with problems of formidable magnitude.

The reconstitution of the Armed Forces had been made unnecessarily difficult by a lack of goodwill and cooperation. Communal disturbances both in Pakistan and India had set in motion the largest movement of displaced persons that has ever been recorded in history, giving rise to gigantic problems of rehabilitation and internal security. The rulers of two princely States, Junagadh and Hyderabad, had adopted a hostile and intransigent attitude, which created grave disorder in their States and in the neighbouring areas. A third, Kashmir, was invaded by well-armed raiders from across the borders with Pakistan and Indian troops had to be rushed to protect the territory at unbelievably short notice after the State had acceded to India. The Indian Armed Forces were called upon to deal with these unforeseen difficulties in addition to giving necessary support to the civil authorities in maintaining law and order. But by the end of 1948, these problems had been resolutely dealt with and India's administration was firmly established.

In August 1947 the reconstitution of the Armed Forces into separate Dominion Forces was going on under the aegis of the Supreme Commander's Headquarters. Several units of the Army, which were allotted to India, were still stationed in the remote garrisons of the North West Frontier and other parts of West Pakistan. Before the transfer of power, all the higher appointments in Command and on the Staff had been held by British officers. Indian officers had now to be appointed to these posts to replace those who had chosen to retire or had elected to serve in Pakistan. A number of Indian officers were promoted to hold the higher appointments in Command and on the Staff and their postings naturally involved a chain of promotions and moves at lower levels. The transfer of Regiments as a result of the reconstitution had left behind many depleted and unbalanced units with dislocations all round. Several officers of the Indian Dominion were in transit from stations in Pakistan or from stations in India itself to assume their new appointments. The vast majority of the commanding officers of the units were new. The necessary *esprit de corps* between new officers and their troops had yet to be built up. Continuity in the Armed Forces Organisation was violently disrupted. The difficulties of the Indian Services Headquarters were accentuated by

the non-availability of many essential records most of which had been destroyed by British officers. Added to this was the confusion created by the Supreme Commander's Headquarters as well as by Pakistani nationals attempting to appropriate as much as they could from the undivided Armed Forces Headquarters. Further, the city of Delhi itself was torn with communal strife. Many of the civilian staff were unable to attend office and those few who managed to run the gauntlet of frenzied mobs had to work very long hours. Regiments were detailed to aid civil authorities in restoring peace but they too had been greatly disorganised due to partition. Their old British Officers had in many cases left and their places had been taken by new Indian Officers drawn from other units. Whole Companies composed of Pakistani nationals had left, and in their place had come Companies of Indian soldiers who had originally belonged to Regiments now allotted to Pakistan. Hence Regiments were disorganised and by no means homogeneous units. In such circumstances, the Army had hardly any breathing time to settle down when it was called upon to face these difficult situations.

MILITARY EVACUATION ORGANISATION

In the midst of the vast upheaval came the mass movement of millions of displaced persons from Pakistan and the Army had to play a very big part in escorting, protecting and administering to the needs of the displaced persons. Reference has already been made to the Punjab Boundary Force comprising the 4th Infantry Division which was dissolved from the midnight of 31st August 1947. The responsibility for the maintenance of law and order in the areas covered by this force thereafter devolved on the respective Dominions. Indian troops were employed to help in the movement of non-Muslims from West Punjab and Pakistani troops in the movement of Muslims from East Punjab. On the Indian side of the border, the area formerly under the military jurisdiction of the Punjab Boundary Force was designated as East Punjab Area and was placed under the command of Major General K. S. Thimayya, D.S.O., who had earlier been one of the Liaison Officers with Major General Rees commanding the Punjab Boundary Force. While the redistribution and re-deployment of forces and the reorganisation of General Thimayya's Headquarters at Jullundur was taking place, thousands upon thousands of non-Muslims were on the move from West Punjab to East Punjab, carrying tales of unbelievable atrocities and mass murders perpetrated by Pakistanis.

To arrange for the speedy evacuation of refugees from Pakistan, a Military Evacuation Organisation was set up on 1st September 1947 practically without notice, with Headquarters at Amritsar. There was a similar Military Evacuation Organisation in Pakis-

tan under the charge of a British Army Officer at Lahore. The M.E.O. had to work under innumerable handicaps. The East Punjab Area was responsible for the maintenance of law and order and for the protection of refugee camps and Muslim Convoys while the Indian M.E.O., which was under the East Punjab Area administratively, was to evacuate non-Muslims from West Punjab. To assist the movement of non-Muslims from West to East Punjab and of Muslims in the reverse direction, Indian Army units were posted in Pakistan and Pakistan units in East Punjab Area.

The task of evacuation was very efficiently carried out by the Indian Military Evacuation Organisation. The average speed of evacuation by foot convoys was 100,000 people every 3 days. A total of 16 lakhs had been moved to India by the end of October 1947 when there were no more foot columns on the move. 15,000 came daily by Railway trains with six trains running daily between East and West Punjab in both directions and a total of 10,82,500 people were transported by rail. About 4,500 were moved daily by motor transport and altogether 3,20,000 people were so moved. 30,000 people came by air. The grand total of people evacuated came to 30,32,500.

In regard to evacuation by air, it may now be disclosed that R.I.A.F. pilots took the gravest risks in flying the planes, every inch of which had been packed with refugees. The number in each plane was greatly in excess of the permissible limit; pilots had to walk into the cockpits literally over the backs of the people packed in the plane. Under the Air Force Regulations, the pilots were liable for disciplinary action for exceeding the prescribed safety limit but they preferred, in the face of this emergency, to evacuate as many people as possible even at great risk to themselves! There was never any accident in these airlifts; a glowing tribute must be paid to the flying skill of these gallant pilots.

The task of escorting Muslim migrants in trains from various parts of India to East Punjab was not only unpleasant but also difficult and even dangerous. The troops allotted for this duty had been hurriedly got together and in most cases they were placed under Officers and non-commissioned Officers whom they did not know. Normal administrative arrangements could not be made for the troops detailed for this duty; nor could the duration of their duty in escorting trains be ever predicted. A number of these soldiers had returned only recently from various overseas theatres and had no chance to get their documentation and other administrative details attended to. Many of them were due to go on leave, others for release to civil life and by far the worst cases were those who were themselves now displaced persons and could not get into touch with their families or even have reliable information about them. The task of escorting the trains was made much more difficult as these troops, who were

new to this task, were bewildered with the upheaval and often were even without Officers to guide and lead them. Even so, the task was admirably carried out.

Government took strong measures to ensure that there was no dereliction of duty by members of the Armed Forces when engaged in protecting passenger trains. The Railways (Protection by Armed Forces) Ordinance, 1947 (No. XVI of 1947) was promulgated on 10th September 1947 under which any person subject to the Indian Army Act, 1911, or the Indian Air Force Act, 1932, who failed in the performance of his duty to protect the passengers or goods being carried by rail, became liable to be punished on conviction by a summary general court-martial or a field general court-martial, with rigorous imprisonment up to 10 years and if on the occasion of the offence any loss of human life occurred, with death.

By 15th December 1947, the bulk of the non-Muslims had been evacuated from West Punjab. Thereafter, the strength of the M.E.O. was gradually reduced. The nucleus M.E.O., which continued, evacuated persons from the numerous pockets and rescued abducted women and children and Indian nationals from West Pakistan who had been forcibly converted. Soon with the increasing hostility towards India, the Pakistan authorities stopped pocket clearance and with it the M.E.O. in India closed down on 23rd August 1948.

In the meantime, the Army was also called upon to organise and run the largest Refugee Camp at Kurukshetra which had 2 lakhs of displaced persons in it. The Army Organisation for this purpose was set up on 27th October 1947 and remained in charge of the administration of the camp till 15th February 1948.

In order to cope with the acute law and order problem in East Punjab and Delhi, special powers were conferred on the officers of the Armed Forces in the disturbed areas by the East Punjab and Delhi Disturbed Areas (Special Powers of Armed Forces) Ordinance, 1947 (No. XVII of 1947) promulgated on 18th September 1947. This Ordinance empowered any commissioned officer, warrant officer or non-commissioned officer of the Army or Air Force in the area declared to be disturbed or dangerous, to use force, even to the causing of death, against those contravening the law; to arrest persons without warrant and to enter and search any premises without warrant. The promptness and impartiality with which the Armed Forces tackled the situation in Delhi and the disturbed areas of East Punjab once again earned for them the gratitude of the entire country.

These assignments by themselves could have been enough to tax the resources of a partitioned Army still in the state of settling down but it had to face still more serious situations.

Inspired by a sense of patriotism on the part of the Rulers of States and prompted by an awareness of the realities of changing India as also skillful negotiations conducted by the Government of India, all the Princely States, which were either within or contiguous to the new Indian Dominion, had acceded to India by 15th August 1947 except Junagadh, Hyderabad and Kashmir.

Jawaharlal Nehru, then the Vice-President of the Executive Council, had made it clear that "we will not recognise any independence for any State in India. Any recognition of such independence by any foreign power will be construed as an unfriendly act". Again, addressing a Conference of rulers and representatives of States on 25th July 1947, Lord Mountbatten, the Viceroy, observed that while the States were at liberty to link up with either of the Dominions, "there are certain geographical compulsions which cannot be evaded. Out of something like 565 States, the vast majority are irretrievably linked geographically with the Dominion of India. You cannot run away from the Dominion Government, which is your neighbour". The political aspects and developments relating to the accession of Indian States are not relevant to this book and the references to the three States are confined to the extent to which the Armed Forces were concerned.

JUNAGADH

Junagadh was the premier State in the Kathiawar group of States and except for the Arabian Sea to its south, was bounded by other Indian States. It had no contiguity by land with Pakistan. Islands of Junagadh territory lay in the neighbouring States and parts of the other Indian States which had already acceded to India were interspersed with Junagadh territory. The Ruler was a Muslim Nawab but 80 per cent of the population were Hindus and Jains. Despite all these factors and initial indications that the State was intending to accede to India, on the 15th August 1947 the Government of Junagadh announced the State's accession to Pakistan. After repeated requests to clarify the position, Pakistan intimated about a month later that she had accepted Junagadh's accession and subsequently maintained that the Nawab of Junagadh had every right to accede to Pakistan regardless of the State's territorial location. It was obvious that Pakistan was trying to precipitate India into some provocative action. It is interesting to note that the Pakistan Prime Minister even argued that "a ruler had the absolute right to accede without reference to the moral or ethnic aspects of accession". Babariwad and Mangrol which Junagadh claimed to be its vassal States had themselves acceded to India. On the basis of its own accession, Junagadh sent troops to Babariwad and later also to Mangrol. The Government of India naturally could not accept the accession of Junagadh to Pakistan in the circumstances in which it was made and,

as a corollary, demanded the withdrawal of the forces of Junagadh from Babariwad and Mangrol. The situation became critical in the third week of September. The country as a whole was passing through difficult times, and the situation had to be handled firmly, promptly and with careful foresight. Any slackness on India's part would have cast serious doubts in the minds of other Indian States with obvious disastrous consequences.

At the request of certain Kathiawar States, Indian land, sea and air force units landed in Porbander early in October 1947 and were suitably dispersed around Junagadh. Soon reports of oppressive action indulged in by Junagadh authorities reached Delhi. On 1st November 1947 a civil Administrator deputed by the Government of India, accompanied by a small force, took over the administration of Babariwad and Mangrol. Later following the representation of the Dewan of Junagadh that the position in the State was serious, the Government of India took over the administration of Junagadh on 9th November 1947; and thus ended the Junagadh problem.

In February 1949 Junagadh and its subsidiaries became part of the Saurashtra Union, now part of Gujarat State. Though no military operations were involved in these situations, the very deployment of even a small part of the very limited troops available at the time is important in the context of the circumstances in which the Armed Forces were functioning.

HYDERABAD

The Nizam's Dominions, known as Hyderabad, were surrounded by the Central Provinces in the north, the Bombay Presidency in the west and the Madras Presidency in the east and the south. On 12th June 1947, the Nizam had issued a *Firman* to the effect that Hyderabad would not join either India or Pakistan. He even declared that he was entitled to the status of independent sovereign on 15th August 1947 and to enjoy Dominion Status as a member of the Commonwealth. The subsequent procrastination practised by Hyderabad in the matter of accession had already become a major problem. Almost endless negotiations were still going on between the Government of India and the Nizam's Government. The separatist attitude of an Indian State right in the heart of the Indian Dominion was naturally a source of the greatest anxiety. For practical reasons of geography and the all-compelling defence and internal security requirements, it was indeed inconceivable that there could be a State professing independence within the territorial limits of India.

After the invasion of Kashmir by armed forces from across the Pakistan borders on 22nd October 1947 and the commitment of the Indian Army in that State, the attitude of Hyderabad further hardened.

After protracted parleys, on 29th November 1947, the Government of India agreed to enter into a standstill agreement with the Nizam, which did not involve the accession of the State to India. The agreement provided that all administrative arrangements that existed between Hyderabad and India prior to 15th August 1947 on all matters of common concern including Defence, External Affairs and Communications would continue for one year. From the defence aspect, an important provision in the agreement was that the Government of India would withdraw their troops from Hyderabad not later than February 1948 and also meet the legitimate demands of the State for the supply of arms and ammunition. In pursuance of this agreement, the Government of India faithfully ordered the withdrawal of the Indian Army Units stationed in Secunderabad. It should be noted here that the Government of India's troops had been cantoned in Secunderabad for over 150 years and they had a dominating position in the State. Nevertheless the Indian Government agreed to withdraw the troops as a gesture of good-will and with a view to reaching an amicable settlement.

Far from improving the relationship, the withdrawal proved to be the signal for developments which could not but give cause for alarm to the Indian authorities. The Nizam's Government repudiated in terms and defied in action their obligations under the Indian State Forces Scheme, 1939, a basic agreement saved by the Standstill agreement. Under this scheme the Crown—now, by virtue of the Standstill agreement, the Government of India—had the power to regulate the strength and the classification of the units of the State's forces. The Nizam's Government began making an unauthorised increase in the strength of its army; and started the manufacture of arms and ammunition. It was also reported that war-material was being purchased and smuggled into the State and that a net-work of agents had been built up throughout India to smuggle arms, ammunition and military equipment from the Indian Provinces. In fact, preparations for an armed conflict were being made at high speed. Pakistan, too, found considerable opportunities for making more difficulties for India. Further, due to the activities of the Razakars (Muslim communal organisation) a reign of terror prevailed in Hyderabad and in the normal course, a similar situation in any of the Provinces would have necessitated the calling up of troops for the restoration of law and order. The Indian Army authorities had, therefore, to take due notice of such a contingency and be prepared accordingly. While Hyderabad was thus proving an ulcer in the Indian stomach, unexpected events had already inducted the Indian Armed Forces into Kashmir.

KASHMIR

On 25th October 1947, almost with the suddenness of lightning, the Indian Military authorities were directed by the Government of India

to prepare plans to despatch troops forthwith to Jammu & Kashmir to save the State from the invasion of hordes of tribesmen from the Frontier areas of Pakistan who had already made considerable advance into Kashmir. This was, indeed, an unprecedented situation in the annals of military history.

With the impending withdrawal of British paramountcy on 15th August 1947, it was easy for other Indian States to make up their minds to accede to India or Pakistan from the point of view of geographical contiguity, which was obviously the over-riding factor. The State of Jammu & Kashmir, however, found itself in a difficult position in this respect, since it was contiguous to both India and Pakistan and almost wedged in between the two. The Government of India did not ask the Maharaja to accede to India but even made it clear to him through Lord Mountbatten that he was perfectly free to accede to Pakistan if he chose to do so. In order to gain time, before coming to a final decision, the State wished to maintain the *status quo* by entering into Standstill agreements with both India and Pakistan. Such an agreement was in fact signed only with Pakistan but before discussions could take place with India, a state of grave emergency had already overtaken the State. In violation of the Standstill agreement, Pakistan started applying economic pressure on the State by rigorously curtailing vital supplies like petrol, salt, sugar, cloth and other consumer goods. The economic blockade was tightened and from 3rd September 1947, there were several armed raids daily from Pakistan at many points of the 450 mile frontier. Pakistan stopped the Railway service from Sialkot to Jammu without any reason. Border raids continued with unabated vigour.

On 20th October 1947, a full scale invasion of Kashmir had begun from Pakistan. The main raiders came in columns of 200 to 300 and numbered over 5,000 tribesmen and soldiers of Pakistan on 'leave'. They were led by some regular officers who were thoroughly familiar with the terrain. With the limited State Forces having been deployed over a wide front, they were militarily strong nowhere. Consequently, the defence of the State all along the border had cracked. The raiders advanced towards Baramula along the road to Srinagar.

These developments, very serious though they were as happening in a border State, had not caused any concern to the Indian Military authorities. In fact they had not even been apprised of the happenings and the information at their disposal had been gleaned from newspaper reports. Besides they were so preoccupied with the problems of partition and the maintenance of law and order that they had hardly any time to think about this northern State, which had not acceded to the Indian Dominion. In fact even if the State had acceded to India on 15th August 1947, it is very doubtful whether it would have been feasible in the normal course to make suitable arrangements for the protection of the

State against an armed invasion. On 24th October 1947, the Commander-in-Chief, Indian Army (General Lockhart) received information that 5000 tribesmen had seized Muzaffarabad and Domel (situated just near the border between Pakistan and Kashmir) on 22nd October 1947. No serious notice was taken of this news too, though the plunder of a neighbouring State should have been of legitimate concern to India from the point of view of security. In an appreciation from the military point of view, the political aspects of the Kashmir problem do not come in. The aforesaid facts, however, clearly show that till the 25th October 1947, not even the slightest thought of the Indian Army being called upon to proceed to the aid of Kashmir had ever entered the mind of the Indian Military authorities. The order to save Kashmir was, therefore, as unexpected as it was sudden. The photostat copy (pp. 78-79) of the joint note signed by the then three Service Chiefs of India (who were British Officers) testifies to this and also gives the sequence of events.

As against this, subsequent evidence proved that the whole invasion of Kashmir had been carefully pre-planned and well organised in Pakistan.

It is against this background that the achievements of the Indian Army and of the Indian Air Force in Kashmir have got to be judged.

On 26th October when the situation had already overwhelmed him, the Maharaja of Jammu & Kashmir signed the instrument of accession to India, thereby making it the constitutional and moral responsibility of the Government of India to secure the frontiers of the State. The Indian Army and the Air Force went into action in Kashmir the next day without any planning whatsoever.

The situation was already serious by all accounts and to be effective, Indian troops had to reach Kashmir forthwith. There was no proper road communication to Srinagar. There was hardly any time to think of logistics. The situation was deteriorating so rapidly that every minute counted for the safety of Kashmir. The only means of action was, therefore, to send troops by air. Such a venture was doubtless a hazardous one involving grave risks. Even with detailed advance planning, it would have been deemed to be an almost impracticable proposition to send troops by air and also to fly in essential supplies. India had a constitutional responsibility to protect the State and this had to be done regardless of cost or risks. In such circumstances it is quite understandable if Government's Military Advisers expressed their apprehensions about the risks involved from the operational point of view. Operational considerations could not, however, reverse the decision to send troops when the political and constitutional responsibilities were inescapable.

TOP PRIORITYSTATEMENTBY THE CHIEFS OF STAFF, INDIA

1. It has been alleged that plans were made for sending Indian forces to Kashmir at some date before 22nd October, on which day the raid on that State from the direction of Abbotabad began.

2. The following is a true time-table of events, as regards decisions taken, plans made, orders given, and movement started, in this matter :-

- (1) On 24th October the C-in-C, Indian Army, received information that tribesmen had seized Muzaffarabad. This was the first indication of the raid.
- (2) Prior to this date, no plans of any sort for sending Indian forces into Kashmir had been formulated or even considered.
- (3) On the morning of 25th October, we were directed to examine and prepare plans for sending troops to Kashmir by air and road, in case this should be necessary to stop the tribal incursions. This was the first direction which we received on this subject. No steps had been taken, prior to the meeting, to examine or prepare such plans.
- (4) On the afternoon of 25th October we sent one staff officer of each the Indian Army and the R.I.A.F. by air to Srinagar. There they saw officers of the Kashmir State Forces. This was the first contact between officers of our Headquarters and officers of the Kashmir State Forces on the subject of sending Indian troops to Kashmir.
- (5) On the afternoon of 25th October we also issued orders to an infantry battalion to prepare itself to be flown, at short notice, to Srinagar, in the event of the Government of India deciding to accept the accession of Kashmir and send help.

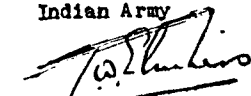
- 2 -

- (6) On the morning of 26th October the Staff Officers, mentioned in sub-paragraph (4) above, returned from Srinagar and reported on their meetings with officers of the Kashmir State Forces.
- (7) On the afternoon of 26th October we finalized our plans for the despatch by air of troops to Kashmir.
- (8) At first light on the morning of 27th October, with Kashmir's Instrument of Accession signed, the movement by air of Indian forces to Kashmir began.

(3) No plans were made for sending these forces, nor were such plans even considered, before 25th October, three days after the tribal incursions began.



General
Commander-in-Chief
Indian Army



Air Marshal Commanding,
R.I.A.F.



Rear Admiral
F.O.C., R.I.N.

31st October 1947.

The Headquarters of the Delhi & East Punjab Command received the order to despatch troops at 1:00 P.M. on 26th October and on 27th morning, despite the gravest risks and handicaps, 329 men of the First Battalion of the Sikh Regiment, then employed on internal defence duties in Gurgaon, were flown into Srinagar. All available R.I.A.F. and civil aircraft were marshalled for this unique operational airlift. Never before in the annals of military history were troops ever called upon to answer their Nation's call to arms and take the field so suddenly. In this case the Sikh Regiment had less than twenty-four hours' notice and our troops had not the least idea of the enemy's designs and disposition, strategy and strength and scores of other items of military intelligence, which are so essential for the conduct of an operation. It is not possible to exaggerate the gravity of the situation confronting the Government of India and the Indian Army at that time. Reconstitution of the Armed Forces between India and Pakistan was still in progress. Alongside was the task of protecting and escorting millions of people on the move from West Pakistan to India; in addition was the maintenance of internal security. The Headquarters of the three Services had hardly been established. In fact the whole defence organisation was in a confused state. The Indian Armed Forces were in no fit state for any military operation. The situation was thus pregnant with consequences, and to say the least, the decision to send troops to Kashmir was a most momentous and bold one. As it came to be known later, the invaders had hoped to reach Srinagar on 26th October 1947. In fact they had announced that Jinnah, who was waiting in Lahore, would make a triumphant entry and hold the Id Celebrations on the 26th at the Srinagar mosque.

While despatching troops on 27th October 1947, the Indian Army authorities were not even certain whether the troops could land safely at the Srinagar Aerodrome. The pilots of the R.I.A.F. flying the first instalment of troops were, therefore, instructed to land only after verifying that the airport was not already in enemy hands. Thus the troops that got into the planes at Delhi did not even know where they were going to land.

Fortunately, Srinagar had not fallen and our planes could land on the airfield. The Commander of this gallant body of troops, Lt.-Col. D. R. Rai, exercised considerable imagination by keeping one company of troops to guard the airfield and marching another to meet the raiders, despite the overwhelming strength of the advancing forces estimated at anything between 3,000 and 5,000. The battle that ensued arrested, for the time being, the advance of the raiders until much-needed re-inforcements arrived. The Commander truly set an example by laying down his life for Kashmir and India. He was later posthumously awarded the newly instituted Maha Vir Chakra.

The amount of planning required for the conduct of a military operation is not generally appreciated outside military circles. Every detail has got to be foreseen and provided for; the broad strategy in conducting the operations, the number of troops to be put into the field and their composition; the arrangements for supplies of all sinews of war; the maintenance of lines of communication, the evacuation of casualties; the building up of reserves, etc. All this is normally worked out sufficiently in advance as far as possible. This being the position, when the Indian Army was ordered into battle in Kashmir in a matter of hours, the grave risks that were undertaken can well be appreciated. Apart from lack of planning and the suddenness of the operations, the difficulties of ensuring communications and supplies were no less taxing.

Even from the very outset, it was quite clear that the so-called tribesmen were not marching into Kashmir on their own. The raiders came in motor lorries and were armed with modern weapons, including Bren-guns, Sten-guns, grenades, heavy mortars, anti-tank rifles, and land-mines and an unlimited supply of ammunition. Again, the strategy and tactics displayed by them suggested expert military planning. As subsequent events have clearly shown, the Pakistan Army was in fact fighting the campaign. The sponsors of the attack had evidently calculated that with the hands of India already full in the maintenance of internal law and order and the vexed problems of Junagadh and Hyderabad, India would hesitate to involve herself in Kashmir. Moreover with no land communications worth the name in existence between India and Kashmir, the problem of logistics would itself be so formidable as to dissuade India from intervening in Kashmir. Even by air the distance between Srinagar and Delhi is 500 miles. By land, there were 300 miles of a precarious fair-weather cart track between India and Srinagar. The 200-mile long Jammu-Srinagar road was itself a geometrical nightmare, crossing the Pir Panjal Range, over 9,200 feet high, by the Banihal Pass which is heavily snow-bound. An intervention in Kashmir from such distance and under such conditions would have strained the resources of even a mighty Air Force. Then again, there was the freezing winter in Kashmir, with mountainous terrain; and many of the Indian soldiers had no experience of snow and frost-bite. A no less important factor was the meagre knowledge about that part of the country since no detailed survey of the area had yet taken place. Very few maps were available and even they too were very obsolete.

It was indeed providential that Indian troops did not proceed to Kashmir a day or two later, for by then in all likelihood the Srinagar Aerodrome would have been in the hands of the raiders, thus making it impossible for any troops to land. In that unfortunate event, the fate of the entire State would have been sealed. Luckily a small

remnant of the gallant and decimated State forces, hardly 150 strong, engaged the invaders for two days at Uri and thus halted their advance for two precious days, though almost all of them lost their lives. By the time the first contingent of Indian troops landed in Srinagar, the raiders were already in Baramula only 35 miles away, and nothing could have really stopped them from getting to Srinagar.

It is of interest to note in this connection that the moment Jinnah learnt that India had accepted the accession of Kashmir and Indian troops had been air-borne to Srinagar, he gave orders to General Gracey, then Commander-in-Chief of the Pakistan Army to rush troops to Kashmir. But the General represented his inability to issue instructions without the approval of the Supreme Commander. Field Marshal Auchinleck flew to Lahore on the morning of 28th October and explained to the Governor-General of Pakistan that if Pakistan troops entered Kashmir, which was now legally a part of India, British officers serving in the Pakistan Army would have to be withdrawn under the previous understanding. Jinnah thereupon cancelled his order for Pakistan troops to march into Kashmir. But though the Pakistan Army did not openly march, the resources of the army were solidly behind the attack on Kashmir.

It is beyond the scope of this book to narrate the course of the campaign in Jammu & Kashmir. Suffice it to say that despite lack of planning and all the handicaps already mentioned, the Army and the Air Force together succeeded not only in saving Srinagar in time but also in driving out the raiders from most of the areas they had occupied. In fact by the end of 1948 the Pakistan troops were in retreat practically all along the front. But then the cease-fire, brought about by the United Nations Commission for India and Pakistan, came into force from 1st January 1949.

It was nothing short of a regular war that the Indian Army had to wage in Jammu & Kashmir. This being the very first operation in which units of the Indian Army had to participate in independent India, they as well as the men of the Air Force, were fired by spontaneous patriotic fervour. The entire campaign was marked by a high level of endurance displayed by our forces. Over roads and ground declared impassable for heavy military vehicles, our army moved tanks and put them into action. The Indian Air Force itself made history in the Kashmir operations. It was the prevalent belief that no Spitfire aircraft could operate from Srinagar, but two young pilots of the Indian Air Force daringly disproved this theory by successfully landing and taking off from the Srinagar airfield in the first three days of the campaign. Next was the landing on a small air-strip in Poonch, which is bounded on all sides by high hills. It required great skill and daring to operate from such a strip. In fact the plane had to circle several

times before landing. The most daring of all was the feat of Group Captain (later) Air Commodore Mehar Singh, D.S.O., I.A.F., who flew over an unchartered mountain route at 23,000 ft. over the world's highest mountain ranges without even oxygen and landed his plane at Leh at a height of 11,554 ft. on a dry river bed without even the apology of an air-strip. Never before had a plane ever landed or flown over Leh. These are only typical of the acts of daring and gallantry displayed by our troops in Jammu & Kashmir.

It was of the greatest importance, from the point of view of morale, to announce suitable gallantry awards in recognition of these acts of gallantry. The announcement of such awards could not, however, be made due to constitutional difficulties till the 26th January 1950. The new awards instituted in independent India are dealt with later.

The far reaching consequences of the achievements of our troops in Jammu & Kashmir cannot be exaggerated. If, either due to late arrival or other adverse circumstances, the Indian Army had been unable to save Srinagar in the first instance, the repercussions would have been disastrous. Kashmir as a State which had acceded to India had become an integral part of her territory. If unfortunately the State were overrun, it would be proclaimed that India could not protect a portion of her territory. The confidence of the numerous Indian States, which had acceded to the Indian Union, would have been shaken and this in turn might have unleashed forces of disintegration. The morale of the Indian Army itself would have been shattered. If Pakistan had succeeded in her evil design, the whole operation would then have been celebrated in Pakistan with great gusto as a victory for the Pakistan Army, whose presence would then have been loudly proclaimed, instead of leaving it to be confessed before the United Nations Commission for India and Pakistan. Pakistan might even have felt encouraged to indulge in bigger adventures.

As an instance of potential repercussions among Indian States, Hyderabad was the supreme example. The Nizam and his advisers were closely watching the turn of events in Kashmir and were only biding their time to take advantage of any misfortune for India. In fact after the Indian Army had commenced operations in Kashmir, the Nizam's Government deliberately temporized in coming to any sort of agreement with India. Pakistan, too, wanted to engage India simultaneously on four issues, viz., the communal problem, Junagadh, Hyderabad and Kashmir. The communal dragon was firmly dealt with and brought under control in India. The Junagadh problem had been settled and Kashmir saved. Hyderabad alone still remained to be tackled.

ACTION IN HYDERABAD

As already mentioned, while still engaged actively in the Kashmir operations, the Indian Army authorities had simultaneously to be prepared, if so asked by the Government of India, to restore law and order in Hyderabad. The problem of Hyderabad itself involved several complications. Despite the Standstill Agreement entered into with that State on 29th November 1947, armed and aggressive Razakars numbering over 2,00,000 had created a reign of terror throughout the State. They carried out several border raids, and terrorised the population. The law and order problem had deteriorated to such an extent that police and civil officials in the surrounding States found themselves unable to cope with the raids from within Hyderabad. With the Indian Army largely committed in Kashmir, it was thought that India would not engage herself seriously in Hyderabad. There was also the suggestion that any intervention in Hyderabad might let loose communal riots all over the country, thus taxing the entire administrative machinery to the limit.

Hyderabad had been re-arming itself militantly. Arms were being obtained by smuggling. On top of all this the attitude of Pakistan itself was unpredictable. From all accounts, it was indeed a critical situation. Later it became so grave as not to be tolerated any further.

Despite repeated requests from the Government of India, the Government of Hyderabad declined to disband the Razakars and also facilitate the return of Indian troops to Secunderabad for the restoration of law and order. The situation already having crossed the limit, the Indian Army was asked to restore law and order and accordingly Indian troops crossed the State borders at 4.00 A.M. on 13th September 1948. This police action was over in 5½ days, and the Hyderabad Army surrendered on 18th September 1948.

"The speed and the skill of these operations cannot fail to extort admiration even from our severest critics and I have no doubt that history will record these operations as a masterpiece of efficiency, organisation and all round cooperation. The Indian Army has added one more chapter to its glorious record of achievements....." said Sardar Patel, Deputy Prime Minister and Minister of Home Affairs and States, at the successful conclusion of the Police Action. This was no exaggerated tribute if only we remember the manifold problems which the Indian Army had to face simultaneously at that time. The Air Force too played a vital role in the operation by carrying out reconnaissance and neutralising the airfields in the State which were known to have been used for aerial gun-running.

Major General J. N. Chaudhuri, the General Officer Commanding the 1st Armoured Division, (which had marched into Hyderabad),

was appointed Military Governor and his immediate task was the restoration of law and order. The administration of the Military Governor acquitted itself creditably by restoring normal life in the entire State in a short time. With the accession of Hyderabad, the Indian Dominion became for the first time a unified country. The years 1947 and 1948 thus saw the consolidation and stabilization of the country's integrity and freedom.

In launching the Police Action, the Indian Military authorities had to take into account the likely situation on all fronts and be prepared for all eventualities. From the nature of the situation prevailing in Hyderabad at that time, it was natural for some people to make wild guesses about the strength and the duration of the resistance that could be expected from the State Forces. In order to ensure that there was adequate manpower for the Indian Army, the Governor-General promulgated the National Service (Temporary and released persons) Ordinance, 1948 (No. XXIII of 1948) on 11th September 1948. By this Ordinance every person serving on temporary engagement in the Indian Army would be liable to be retained for national service whatever might be the conditions of service relating to him; also every person, upto the age of 55, released from the Indian Army on or after 1st January 1946, was liable to be called up for national service unless such person was at the time of calling up employed in a civilian capacity in any Department of Government. In order to safeguard the interests of released persons who were in civil employ, the Ordinance made it obligatory for the civil employer to reinstate the released person in his employment at the termination of the national service under conditions not less favourable to him than those which would have been applicable to him had his employment not been so interrupted. On 15th September 1948, the Governor-General also promulgated the Public Safety Ordinance, which authorised the Central and the Provincial Governments within their respective spheres to make rules generally on the lines of the Defence of India Rules. Both these Ordinances expired after six months. The troubles to meet which they had been promulgated had by then ceased.

CHAPTER IV

FORMULATION OF DEFENCE POLICY

SECTION I : MACHINERY IN INDIA

Before the transfer of power, the Defence Policy of India was part of British Imperial policy and the strength of the Armed Forces in India was fixed with reference to their role in the scheme of Imperial Defence. On becoming independent, India had to formulate a fresh Defence policy and assess her Defence requirements with reference to her own circumstances and resources. For this purpose, the size, composition and organisation of the Defence Forces had first to be determined. In doing so, a balance had necessarily to be struck between the social objectives of the new independent State and its military preparedness.

Certain charges on the revenues of a State are of an inflexible character. Money must be provided first for the payment of the interest on the national debt and the pensionary charges and for meeting the essential expenditure on the civil administration of the country. Some money must also be set apart for the social services. The balance available for Defence expenditure would therefore be circumscribed in normal conditions. But when the country's security is threatened by external aggression, defence expenditure must necessarily receive preferential treatment.

It is not indeed an easy matter to decide as to what could be construed as adequate armed strength. Adequacy can only be a relative term, depending on the nature and strength of the threat to the security of the country. But even if there is no immediate threat to a country's security from external aggression, ordinary prudence would dictate that the country should have land forces in sufficient strength for guarding its land frontiers, naval units for the defence of its coastline and an adequate Air Force to safeguard the air space. The strength of the Army, the Navy and the Air Force has to be estimated on an integrated basis and thereafter money has to be found for raising and maintaining such a defence force. The amount needed may be considered excessive in the general scheme of the objectives of the State and of the resources available for financing various welfare schemes. But it would be most unwise to cut down the amount necessary for defence purposes, if thereby the external security of the country is imperilled. It is therefore for the Cabinet to decide what money can be allocated for defence.

Once this has been done, the money has to be suitably allocated among the three Services. Even in doing so, various general principles in regard to the organisation of the forces have to be settled. The Army may be a highly mechanized one, small in number but with a large reserve, or it may be a large force, equipped with ordinary weapons. It has to be decided whether its armour would consist of heavy tanks, medium tanks or light tanks or all of them and if so in what proportion. The Navy may consist only of ships for the protection of trade or it may be equipped with large warships capable of defensive and offensive action at a distance from the coast. The role of the Air Force is varied, including close support for the Army. Its composition in terms of fighters, bombers, reconnaissance and transport aircraft has to be decided. The question would also arise about the quantum of missiles that could replace the fighter force. These are illustrative of matters of high strategy which require careful consideration in consultation with military experts. Some of these decisions will have far-reaching financial implications over a period of years which they will take for implementation.

Military experts will always demand that certain minimum requirements must be satisfied for the functional efficiency of the Defence Forces. But once military strategy has been analyzed, the ultimate decision must essentially be based on wider political considerations.

It is most necessary to know the implications of the various developments that are taking place all over the world, their likely impact on the neighbouring countries and ultimately on the country itself. This knowledge including the available military intelligence will assist Government to assess the existence of a possible threat to the security of the country, the manner of its materialization, its timing, its potentialities and so on. It is against the background of these considerations that decision will have to be taken on what armed strength should be maintained, how it should be organized, how it should be disposed, and what should be the role of each of the three Services. Other ancillary questions too would have to be carefully considered. Though there must always be long-term planning, preparedness for defence cannot be a static matter; constant review is necessary in the light of changing circumstances.

Military advisers of Government must have expert advice on foreign affairs. The foreign policy of a State too is often greatly dependent on its defence potentialities. A country without moral or military strength can have little effective voice in world affairs. The foreign policy of a country must also be adjusted so as not to involve it in a military conflict prematurely. Even though a conflict may appear to be ultimately inevitable, an adequate fighting power must first be developed. It is interesting to note that Viscount Templewood in his book, *Nine Troubled Years*, when discussing England's attitude

to Germany in 1938, says that England was not prepared at the time for a show-down with the armed might of Germany; the Chiefs of Staff were of opinion that Britain was not ready for war and could not possibly fight on three fronts (German, Italian and Japanese) without powerful allies, nor could she protect the Czech frontier of 2,500 miles, bordered by unfriendly neighbours and isolated from supplies. There was, therefore, overriding need to gain time for the completion of Britain's military programme. So while negotiating peace at Munich, and reconciling herself to Hitler's march into Austria and Czechoslovakia, Britain took vigorous steps to build up her military strength and it was only when the military experts were reasonably satisfied about her military preparedness that an ultimatum was delivered to Germany that the violation of the territorial integrity of Poland would mean war with Britain.

What is militarily feasible may not be expedient politically. A big power trying to coerce a weaker country by adopting military measures against it may wound international sensibilities and even rally opposition against it. A case in point was the Suez venture of Great Britain and France in 1956.

Public opinion also plays a great part in shaping the decision of Government. Political considerations are sometimes allowed to prevail even over military strategy. For example in October 1947 public opinion in India would not have been reconciled to any step other than the despatch of troops to Jammu and Kashmir despite grave military risks, once that State had acceded to India. At the same time no responsible Government can allow itself to be swept away by public opinion, which cannot always be as fully informed, as Government can be, of the undercurrents of events and their implications. In such circumstances, public opinion cannot be allowed to be the over-riding factor in the interest of the State itself. All these merely go to prove that foreign policy and defence policy are closely integrated. The Ministries of Defence and External Affairs should function with the utmost co-operation and co-ordination, subject to the overall responsibility of the Cabinet.

The above analysis refers to peacetime conditions when a long term policy can be formulated calmly. In an emergency, decisions of vital importance have to be taken with the utmost speed if they are to be effective. This is not to say that the decisions need be hastily taken without fully viewing the situation from various angles. For one thing, the raising of larger armed forces would involve finding more money from the tax-payer which is the responsibility of the Finance Minister. The problem of maintaining law and order and of preserving the morale of the nation in the face of a threat of external aggression is of great importance and this is the role of the Home

Minister. The Minister in charge of Transport and Railways will be concerned when large scale troop movements become necessary in an emergency. The activities of the Defence Forces would have their impacts also on various other fields such as food supply, clothing etc. When war actually breaks out, the entire resources of the country have to be mobilized. In such a contingency, the smaller the number of people who constitute the final authority to take decisions, necessarily subject to the ultimate responsibility of Parliament, the greater the speed with which these decisions can be taken. When events move rapidly, it is not feasible to have meetings of the full Cabinet to consider the day to day developments and to decide on immediate action; at the same time the consequences are so far-reaching that they would be beyond the competence of a single Defence Minister to take decision by himself without consulting his colleagues.

DEFENCE COMMITTEE OF THE CABINET

In August-September 1947 India was confronted with such an emergency, when the need was felt for a higher Defence control machinery which would be competent to take decisions on behalf of Government. On 30th September, 1947, it was decided to constitute a Defence Committee of the Cabinet, with the Prime Minister (who was also the Minister of External Affairs) as Chairman, and the Deputy Prime Minister (who was also the Home Minister, States Minister and Minister for Information and Broadcasting), the Finance Minister, and the Defence Minister as Members. Other Ministers too were co-opted from time to time as necessity arose. Although the Committee came into existence in an emergency, it is not as if such a Committee is necessary only in a crisis. The need for such an authority would exist at all times to ensure speed and also to provide high-level co-ordination.

In fact even when the Interim Cabinet was formed in 1946, there was a proposal to set up a Defence Committee of the Cabinet; but as a result of the confusion created by the Muslim League representatives, who declared that there was no such thing as joint responsibility in the Interim Government, the proposal was not proceeded with. The suggestion was revived by Lord Mountbatten in September 1947 and the details were worked out by Lord Ismay who was then Chief of the Governor-General's Staff. Lord Ismay had considerable experience as Secretary to the Defence Committee of the Cabinet in U.K. during the war and this Committee, as is well-known, functioned most efficiently. But the Indian Defence Committee of the Cabinet was not just a replica of the U.K. Committee. It was adapted to suit Indian conditions. (A short account of the machinery which exists in other countries for higher defence control is given later in this chapter.)

The Defence Committee of the Cabinet deals, on behalf of the Cabinet, with all important questions relating to both short term and long term defence policies and reports to the Cabinet on such matters as it considers necessary. For all practical purposes, the Defence Committee of the Cabinet constitutes the Government in regard to Defence. The heads of the three Services are in attendance in all meetings of the Committee to give on-the-spot military appreciation or clarification on the various points that may be raised during discussion. In addition, the Secretary, Ministry of Defence, and the Financial Adviser (Defence) are also present to clarify any points from the administrative or financial points of view.

The composition of the Defence Committee has undergone slight modifications from time to time.

It may be mentioned in passing that this is not the only Sub-Committee of the Cabinet; other Sub-Committees such as the Economic Committee, the Foreign Affairs Committee, etc. have also been set up for more convenient disposal of business.

DEFENCE MINISTER'S COMMITTEE

The Defence Minister's Committee which was set up when the Interim Government was formed became the Defence Minister's Committee after the transfer of power. With slightly altered composition, it was fitted in with the scheme of the Defence Committee of the Cabinet. Formerly, only the Commander-in-Chief was a member of the Defence Members' Committee; now the heads of all the three Services became members of the Defence Minister's Committee. The Committee thus consists of the Defence Minister (Chairman), the heads of the three Services, the Defence Secretary and the Financial Adviser. The Committee submits to the Defence Committee of the Cabinet such plans and papers on defence matters as require the approval of the Cabinet. The Committee itself decides all important matters, jointly concerning any two or all the three Services, when these are not of such importance as to require a reference to the Defence Committee of the Cabinet.

In 1948, the Defence Secretary's separate Committees for the Navy, the Army and the Air Force were also constituted. Each of these Committees had the Defence Secretary as the Chairman and as members the Service Chief concerned, the Financial Adviser and the Joint Secretary concerned in the Ministry. These Committees considered administrative and policy questions affecting the concerned Services. In July 1949, however, it was decided to convert these into the Defence Minister's Committees for the Army, the Navy, and the

Air Force with the Defence Minister as Chairman and the head of the Service concerned, the Defence Secretary and the Financial Adviser as Members.

Another important Committee in the new set-up was the Chiefs of Staff Committee which consists of the heads of the three Services. The Chiefs of Staff are collectively the Government's professional Military Advisers. They are responsible for the preparation of military plans and for advising Government on Defence problems generally. In war they are responsible for the direction of military operations subject to the control of Government. The importance of this Committee in the Defence mechanism cannot be exaggerated. Apart from serving as an important link for co-ordination among the three Services, the Chiefs of Staff furnish the Government with the highest collective professional advice on military matters, taking due account of the problems of Inter-Service co-operation. They are also the medium through which orders of Government are communicated to Commanders of Operations. In their capacity as the Chiefs of Staff Committee, the heads of the three Services are responsible for military planning and thereafter for implementing the plans as approved by Government. The head of each Service is individually responsible for tendering professional advice to the Ministry in respect of his Service and for administering it in accordance with orders of Government. In India there is no separate Chairman for the Chiefs of Staff Committee. The member who has been longest on the Committee is the Chairman.

The following special committees subordinate to the Defence Minister's Committee and the Chiefs of Staff Committee, were also set up in December 1947 :—

- The Joint Planning Committee
- The Joint Administrative Planning Committee
- The Joint Intelligence Committee
- The Services Communications Committee (since replaced by Joint Communications Electronics Committee in April 1957)
- The Principal Personnel Officers' Committee
- The Principal Supply Officers' Committee
- The New Weapons and New Equipment Production and Supply Committee

Subsequently similar further committees were set up, viz. the Medical Services Advisory Committee (August 1948), the Joint Training Committee (September, 1948), the Joint Sea/Air Warfare Committee (January 1955) and the Inter-Services Equipment Policy Committee (June, 1960). The names of these Committees broadly indicate their

functions. All of them are inter-Service in character so that their recommendations have behind them the weight of the views of all the three Services.

The Secretariat for these committees (except the Joint Communications Electronics Committee, the Medical Services Advisory Committee and from 1965 the Joint Intelligence Committee) is provided by the Cabinet Secretariat in which a separate Military Wing was established for the purpose in October 1947. The Deputy Secretary (Military) to the Cabinet, who is at the head of this Wing, is an officer of the rank of Brigadier (or equivalent—as the post is held in rotation by the three Services) and is under the administrative control of the Cabinet Secretary. This arrangement makes for better coordination. Again, since the Military Wing consists of Service officers, the necessary Service background is also provided.

Reference to the Defence Science Policy Board and the Defence Science Advisory Committee set up in August 1948 has been made in the chapter dealing with Scientific Research.

INTER-SERVICES WORKS PRIORITY COMMITTEE

The Inter-Services Works Priority Committee was also set up in January 1949 with the Defence Secretary as Chairman and the three Service Chiefs, the Financial Adviser and the Engineer-in-Chief as Members. The function of this Committee is to allocate among the Services the funds available for capital expenditure and also consider the relative urgency and importance of various works projects of the three Services and lay down the priorities in order that the limited engineering resources may be utilised to the best advantage.

The establishment of these various committees does not detract from the responsibility of the Defence Ministry as the coordinating agency. The Ministry is ultimately responsible for obtaining policy decisions of Government on all Defence matters and for transmitting them to and processing their implementation by the three Services Headquarters. In appropriate cases it makes references to the Chiefs of Staff Committee or the concerned lower inter-service committee, whenever the coordinated opinion of the three Services is required. Papers are prepared in the Ministry for the consideration of the Defence Minister's Committee or the Defence Committee of the Cabinet, according to the nature of each case. Services Headquarters do not submit papers direct to the Defence Minister's Committee. Again only the Defence Ministry, with the approval of the Minister, can submit proposals for the consideration of the Defence Committee of the Cabinet. Services Headquarters refer their internal proposals of an inter-service nature to the Chiefs of Staff for orders. Where necessary, the Chiefs of Staff submit their proposals to the Ministry.

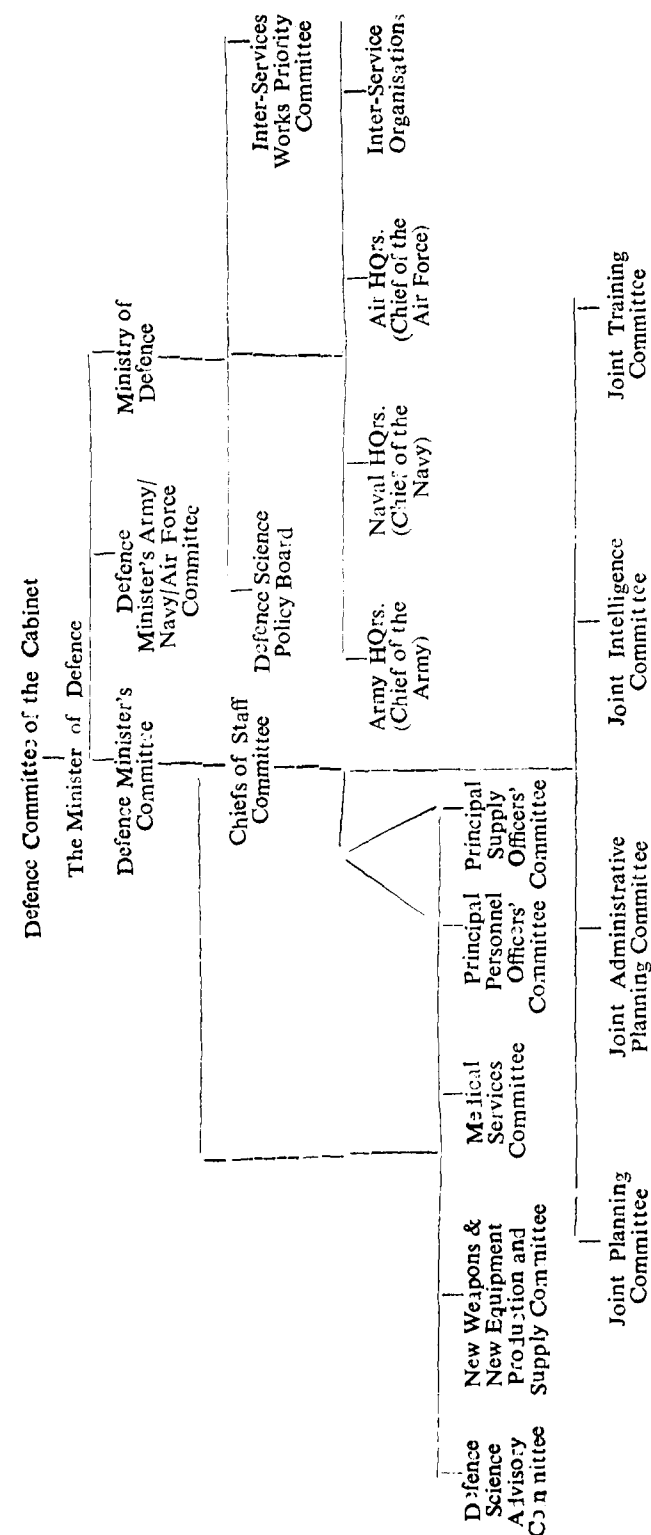
Though no firm instructions exist, the Chiefs of Staff are deemed to have access to the Defence Committee of the Cabinet. They are also received individually by the Prime Minister at intervals when matters of general interest to the Service are discussed.

The setting up of the various committees in Defence Headquarters constituted an important step towards the more expeditious disposal of business. Their utility naturally depends upon a correct appreciation of the type of cases that should go before these Committees and at what stage. The Committees were not intended as a substitute for discussions on files but were designed to ensure that no time is so wasted unnecessarily. They are expected to reduce red-tape to the absolute minimum and achieve expeditious and satisfactory disposal of work. Further the contacts established between officers at different levels in the Defence Ministry, the Ministry of Finance (Defence) and the three Services Headquarters have greatly contributed towards a better understanding of each other's role and problems and an appreciation of the different points of view in a spirit of accommodation. It can be stated in retrospect that but for the satisfactory working of this Committee System, it would not have been possible to cope with the enormous amount of work that devolved on all concerned after the transfer of power. The higher defence control machinery as it was in 1949 is broadly indicated in Chart 6.

In September 1959 the Defence Minister's Committee was bifurcated into the Defence Minister's (Inter-Service) Committee (A) and (Inter Service) Committee (B). The Defence Minister's (Inter Service) Committee (C) was set up in September 1960. Besides the Defence Minister, who is the Chairman, each of these Committees consists of the Minister of Defence Production, the Deputy Defence Minister, the Defence Secretary, the three Service Chiefs and the Financial Adviser (Defence). The Defence Minister's Inter-Service Committee (A) deals with plans and papers on Defence subjects (other than those pertaining to welfare, cantonments and works); the Committee gives decisions on all important matters which are not weighty enough to merit reference to, or are not required by the Rules of Business to be submitted to, the Defence Committee of the Cabinet. Inter-Service Committee (B) takes decisions on all policy questions relating to welfare problems of Service personnel, lands and cantonments, and the control and management of the various welfare funds. Inter-Service Committee (C) deals with matters pertaining to works and construction for all the three Services. The Scientific Adviser was made a member of these Committees in 1963.

CHART 6

HIGHER DEFENCE CONTROL (1949)



Only the more important of the committees have been included in this chart.

The Defence Minister's Army Committee, Navy Committee, and Air Committee continue to consider such questions of major policy relating to the particular Service as have no bearing on the other Services. In addition to the Defence Minister, the Minister of Defence Production, the Deputy Defence Minister, the Defence Secretary, the Service Chief concerned and the Financial Adviser are members of these Committees.

Another addition to the higher defence control machinery is the Defence Minister's Production Committee for which the Cabinet Secretariat (Military Wing) provides the Secretariat. A Defence Production Board was set up in September 1955 with the Minister of Defence Organisation as Chairman. In March 1959 the Board was renamed as the Defence Minister's (Production) Committee. In order to coordinate the research and development activities of the Defence Services, a Research and Development Council was set up in April 1962 under the chairmanship of the Defence Minister. The composition and functions of the Committee and the Council are given in the chapter dealing with Defence Industries and Scientific Research.

After the declaration of emergency in October 1962 all important matters, connected with the emergency, including Defence, are being decided by the Emergency Committee of the Cabinet whose composition has undergone slight changes from time to time. But throughout, the Committee has included the Prime Minister, the Defence Minister, the Home Minister, the Finance Minister and the Foreign Minister (after a separate Minister was appointed to this portfolio). There has also been an Emergency Committee of Secretaries, with the Cabinet Secretary as Chairman, and consisting among others of the Defence Secretary, the Home Secretary, the Foreign Secretary and the Finance Secretary. This Committee either takes final decisions or submits its recommendations on more important matters of policy to the Emergency Committee of the Cabinet.

In the Defence Ministry itself, the Defence Minister has a meeting every day (except when he is not in station) with the three Service Chiefs, the Cabinet Secretary, the Defence Secretary, the Secretary of the Department of Defence Production, and the Additional Defence Secretary to discuss important developments from day to day.

Since November 1962, there have been the National Defence Council (under the Chairmanship of the Prime Minister) and the Military Affairs Committee (with the Defence Minister as Chairman). They meet periodically. The Council reviews defence matters in general and the Committee discusses the military aspects of defence. The meetings of the Council and the Committee are convened by the Cabinet Secretariat.

Assessment of the politico-economic and military developments anywhere which may have a bearing on the security of the country is made by the Joint Intelligence Committee. The Committee had a Joint Secretary of the Ministry of External Affairs as its Chairman and consisted of representatives of the Ministries of Defence and Home Affairs and the Directors of Intelligence of Army, Naval and Air Headquarters. It was one of the subsidiary Committees of the Chiefs of Staff Committee. In 1965 the Committee was reconstituted and brought into the Cabinet Secretariat where an Additional Secretary is now its Chairman. In addition to having a whole-time Secretary, the level of representation from the Ministries of Defence and Home Affairs was also raised. The Committee now meets as often as necessary, even daily during times of crisis, to produce appreciations of changing situations or likely developments.

An outline of the present higher defence control machinery is given in Chart 7.

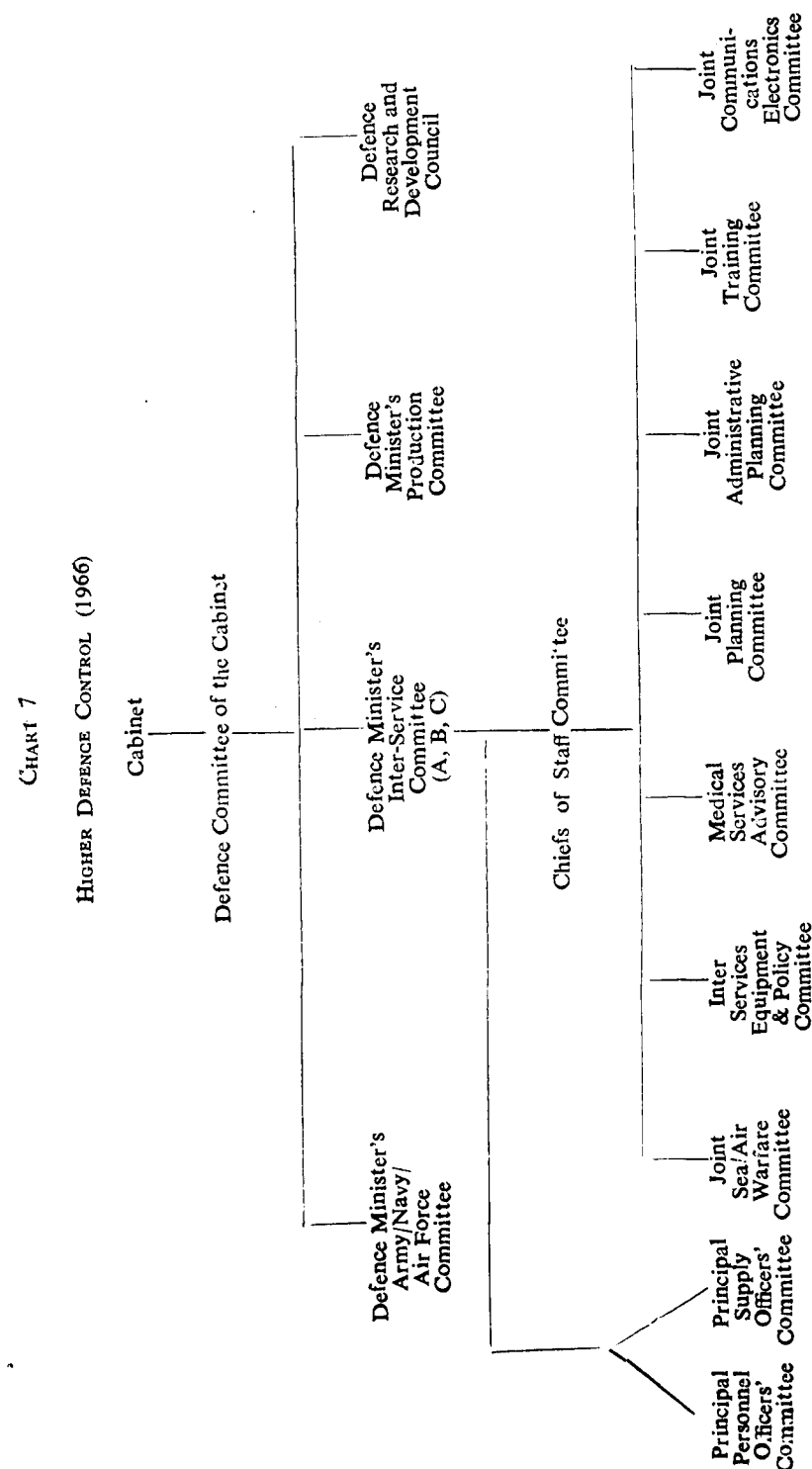
SECTION II : HIGHER DEFENCE CONTROL IN OTHER COUNTRIES

A brief outline of the mechanism which exists in some other countries for the formulation of defence policy is given in the following pages. The outline is based on what it has been possible to gather from published records.

UNITED KINGDOM

Significant changes were made in the Central Organisation for Defence in the United Kingdom from April 1964. Formerly there was a Minister in charge of each of the three Services, known respectively as the First Lord of the Admiralty (for the Navy), the Secretary of State for War (for the Army) and the Secretary of State for Air (for the Air Force). They were not members of the Cabinet. The executive authority over the Navy, the Army and the Air Force was not exercised by a single head of the Service but collectively by the Board of Admiralty, the Army Council and the Air Council respectively operating through the Admiralty, the War Office and the Air Ministry. The Board or Councils had come into being in the U.K. for certain historical and political reasons. The Board of Admiralty was constituted by the Admiralty Act of 1690, and the Army Council was created in February 1904. On the analogy of these two bodies, when the Royal Air Force was established as a separate Service its administration was entrusted to an Air Council by the Air Force (Constitution) Act of 1917. The composition of the Board or Councils was similar.

The First Lord of the Admiralty or the concerned Secretary of State for Army or Air was the President of the Board or Council, the other members being the Parliamentary Under Secretary (a member of



Parliament) Principal Staff Officers of each Service and the Permanent Under Secretary for each Service (a civil official).^{*} All the members of the Board or Council were co-equal whatever be their military rank or civil status. Control over expenditure was exercised within the Board by the Permanent Under Secretary, who was answerable to the Treasury and to the Public Accounts Committee. The First Lord of the Admiralty and the Secretaries of State for War and Air were responsible to Parliament and to the King for the entire business of their respective Board or Council. They were free to accept or reject the advice of the Board or Council.

The existence of three independent bodies for administering the three Services naturally gave rise to the problem of coordination. A Ministry of Defence was set up in 1946 with a Minister of Defence 'incharge of the formulation and general application of a unified policy relating to the Armed Forces of the Crown as a whole and their requirements'. The supreme responsibility for national defence rested with the Prime Minister and the Cabinet. Subject to this, defence problems were handled on the Cabinet's behalf by the Defence Committee which met under the Chairmanship of the Prime Minister. The Committee consisted (according to a Paper presented to Parliament in July 1958) of the Home Secretary, Foreign Secretary, Chancellor of the Exchequer, Commonwealth Secretary, Colonial Secretary, Minister of Defence, Minister of Labour and National Service, First Lord of the Admiralty, Secretary of State for War, Secretary of State for Air and the Minister of Supply. The Prime Minister decided which of these members should attend particular meetings of the Committee. The Minister of Defence had the authority to decide subject to the responsibilities of the Cabinet and the Defence Committee 'all major matters of defence policy affecting the size, shape, organisation and disposition of the Armed Forces and their weapons and war-like equipment and supply (including defence research and development)'. For deciding major matters of policy and for discussion of inter-service problems, a Defence Board was set up in July 1958 with the Minister of Defence as chairman and having as members the First Lord of the Admiralty, Secretary of State for War, Secretary of State for Air, Minister of Supply, Chief of Defence Staff (a new post), Chief of the Naval Staff, Chief of the Imperial General Staff, Chief of the Air Staff, Permanent Secretary, Ministry of Defence and Chief Scientist, Ministry of Defence. The Chief of Defence Staff was responsible to the Minister of Defence and became his principal military adviser. The combined posts of chairman of the Chiefs of Staff Committee and Chief of Staff to the Minister of Defence were abolished.

^{*}Known in the Admiralty as the Secretary of the Admiralty.

Further decisions to strengthen the Central Organisation for defence were outlined in a paper presented to the British Parliament in July 1963. These were given effect to from 1st April, 1964.

There is now a unified Ministry of Defence absorbing the former Ministry of Defence, the Admiralty, the War Office and the Air Ministry under a single Secretary of State for Defence. This Ministry will strike a proper balance between commitments, resources and the roles of the Services. Although the three Services remain separate, work within the Ministry is organized wherever possible on a Defence rather than a single service basis.

Subject to the supreme authority of the Prime Minister and the Cabinet, major questions of defence policy are dealt with by a Committee on Defence and Overseas Policy with the Prime Minister as chairman and including normally the First Secretary of State, the Foreign Secretary, the Chancellor of the Exchequer or the Chief Secretary to the Treasury, the Home Secretary, the Secretary of State for Commonwealth Relations and the Colonies and the Secretary of State for Defence. Other Ministers will be invited to be present as necessary. The Chief of the Defence Staff and the Chiefs of Staff will be in attendance as the nature of the business requires. Other officials, such as Permanent Under Secretaries of State or the Chief Scientific Adviser to the Secretary of State for Defence, will also attend as required. The Chief of the Defence Staff and the Chiefs of Staff retain their right of access to the Prime Minister. They are also invited to attend meetings of the full Cabinet on appropriate occasions.

The offices of the First Lord of the Admiralty and Secretaries of State for War and Air were abolished together with the Board of Admiralty, the Army Council and the Air Council. Instead there are three Ministers for Defence (assisted by three Parliamentary Under Secretaries of State) and their primary functions are to execute policy on behalf of the Secretary of State in respect of a designated Service as Ministers for Defence (Royal Navy), (Army) and (Royal Air Force) though they can be delegated responsibilities over the whole of the defence field.

There is a Defence Council (in replacement of the Defence Board set up in 1958) to exercise the powers of command and administrative control previously exercised by the Board of Admiralty and by the Army and Air Councils. In addition to the Secretary of State for Defence who is the Chairman, the Council consists of the three Ministers of Defence, the Chief of the Defence Staff, the Chief of the Naval Staff, the Chief of the General Staff, the Chief of the Air Staff, the Chief Scientific Adviser to the Secretary of State for Defence and the Permanent Under Secretary of State. The Minister of Aviation and the Minister of Public Building and Works will attend to discuss all appropriate business. The Council will deal mainly with defence policy;

and management is delegated to the Navy, Army and Air Force Boards of the Defence Council with the Secretary of State as the Chairman in each case. All orders formerly issued in the name of the Board of Admiralty, the Army Council and the Air Council are now issued in the name of the Defence Council.

The Secretary of State for Defence normally asks the appropriate Minister to act for him as chairman of each Board. The other members of the Board are the appropriate Parliamentary Under Secretary of State, the Chief of Staff, senior military and civilian staff responsible for the management of the Service concerned and the Chief professional or scientific advisers as appropriate.

The Chief of the Defence Staff, the Chief of the Naval Staff, the Chief of the General Staff and the Chief of the Air Staff constitute the Chiefs of Staff Committee with the Chief of the Defence Staff as the Chairman. The Permanent Under Secretary and the Chief Scientific Adviser are also in attendance at the meetings of the Committee. The Chiefs of Staff Committee are collectively responsible to the Government for professional advice on strategy and military operations and on the military implications of defence policy. The Chiefs of the Naval, General and Air Staff continue to be the professional Heads of their own Services. When there is a difference of view between the Chiefs of Staff, the Chief of the Defence Staff will submit the various points of view, with his own advice as the principal military adviser to the Secretary of State, for the decision of Government. The Chiefs of Staff are responsible through the Chief of the Defence Staff to the Secretary of State for the conduct of military operations. Operational orders will be issued in the name of the Chief of the Defence Staff while consequential or single-service orders will be issued under the authority of the individual Chief of Staff.

The Permanent Under Secretary of State is responsible for co-ordinating the business of the Defence Ministry.

Each of the Ministers in the Ministry of Defence has been given special spheres of interest and concern in addition to his single-service responsibilities—the Deputy Secretary of State being not only Minister for the Army but also specially concerned with matters of international policy relating to defence; the Minister for the Royal Navy being concerned also with personnel and logistics in all three services; and the Minister for the R.A.F. being concerned with the co-ordination of research, development and production for all three Services and the defence Budget as a whole. This is an interim division of responsibilities.

This reorganisation brings the set-up in the United Kingdom nearer to that in India where since independence there has throughout been a unified Ministry of Defence dealing with all the three Services.

In the United Kingdom no standing army can be kept within the country in time of peace without the consent of Parliament. This had its origin in the Bill of Rights of 1688 and since that year, an annual Act has been passed by Parliament for the maintenance of land forces (and also the Air Force since its establishment). Such sanction is not needed to keep the Navy. Again, the Army Act and the Air Force Act which constitute the disciplinary code for the members of the two Services have also to be renewed annually. For this reason an Army and Air Force (Annual Act) is passed by Parliament every year. This annual Act also specifies the number to be maintained in the land forces and the air forces. These are, however, traditions which have evolved out of historical circumstances peculiar to the United Kingdom.

A chart showing the present organisational set-up in U.K. is attached.

UNITED STATES OF AMERICA

According to the Constitution of the U.S.A., 'the President shall be Commander-in-Chief of the Army and Navy of the United States and of the militia of the several States, when called into the actual service of the United States'. With the birth of air power, a provision had been made for both the Army and the Navy to keep necessary aircraft 'as weapons applicable to any war-like operations' and hence came into being the United States Army Air Force and Navy Air Force. The President's Cabinet is purely an advisory body and is independent of the legislature. The Cabinet members are appointed by the President and are answerable to him alone. The final responsibility for all executive acts is that of the President, and it cannot be passed on to any of his advisers.

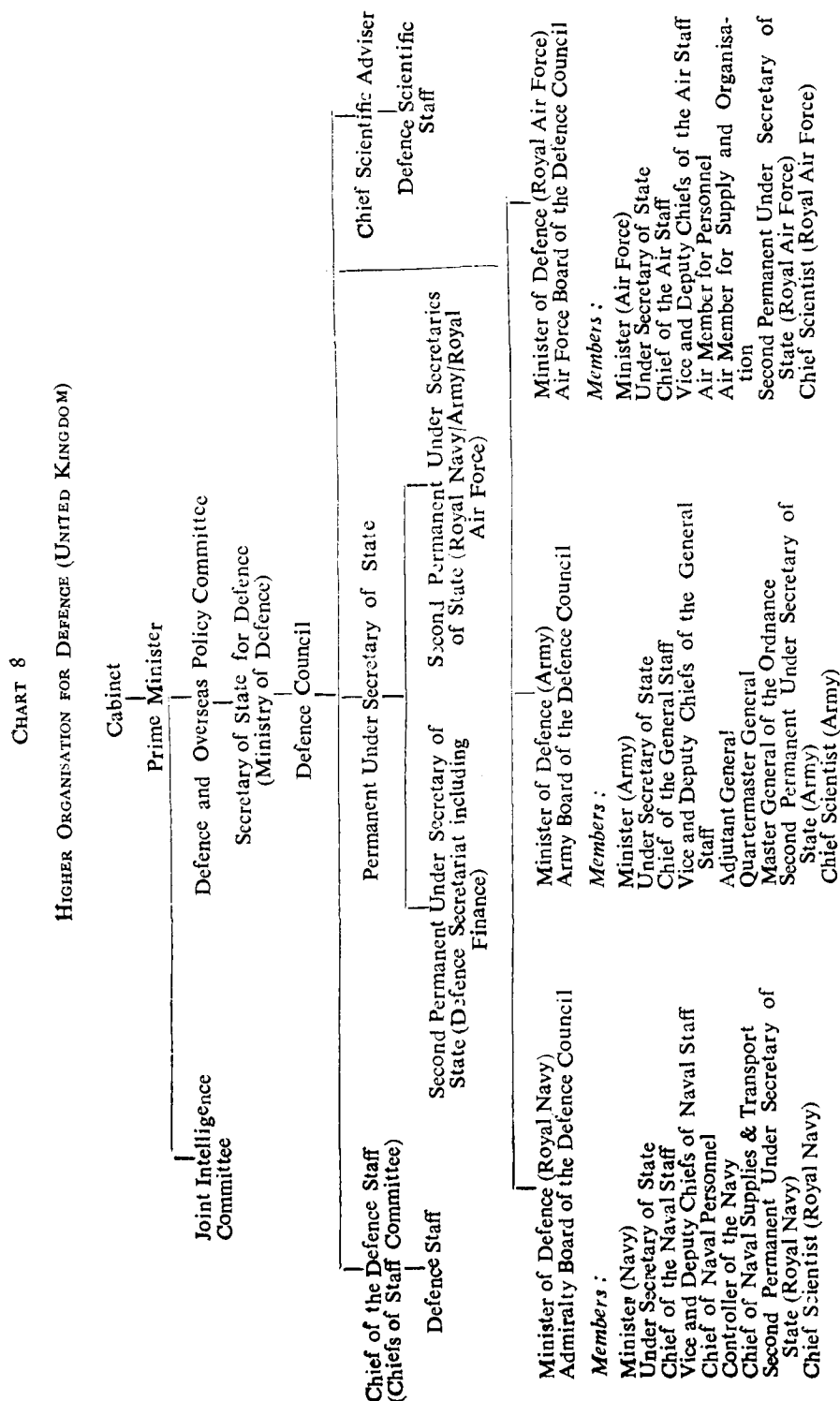
The National Security Act of 1947 created the National Military Establishment. The then Department of War was designated the Department of the Army under the Secretary of the Army. The Department of the Air Force and the United States Air Forces were established as a separate Department and armed service respectively by detaching functions from the Department of the Army. The Act provided for the coordination and unified direction, under civilian control, of the Army, the Navy and the Air Force, their strategic direction and operation under unified command and also for their integration into an efficient team of land, naval and air forces without of course merging them or bringing them under a single Chief of Staff. The National Security Act Amendments of 1949 established the Department of Defence (in succession to the National Military Establishment) with the Secretary of Defence as its head. The three Departments of the Army, the Navy and the Air Force, each under a Secretary became military Departments within the Department of Defence

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The Act of 1947 set up the National Security Council to advise the President with respect to the integration of domestic, foreign and military policies relating to the National Security. The permanent members of the Council are the President, the Vice President, the Secretary of State, the Secretary of Defence and the Director, Office of Emergency Planning. The President may coopt Secretaries and Under Secretaries of other executive and military departments who serve at his pleasure. The Chairman of the Joint Chiefs of Staff and the Director of Central Intelligence Agency are statutory advisers to the Council. The membership is statutory and no changes can be made in it without the sanction of the Senate. The Council has a civilian executive Secretary appointed by the President. By its composition the Council ensures that proper coordination is maintained between defence and foreign affairs. The National Security Council can be compared to the Defence Committee of the Cabinet in India.

The Secretary of Defence, who corresponds to the Minister of Defence in India, was appointed for the first time in 1947. He is in overall charge of the three Departments of the Army, the Navy and the Air Force. He is the principal assistant to the President in all matters relating to the Department of Defence. The Secretary of Defence is appointed by the President from civil life and the person selected should not have served in the Armed Forces within ten years. The function of the Secretary of Defence is to establish general policies and programmes, exercise general authority and control over the Department of Defence, ensure coordination among the three Services, preparation of budget estimates etc. There are the three Services Departments, viz., the Department of the Army, the Department of the Navy and the Department of the Air Force, each under a Secretary. The Secretary deals directly with the appropriate Chief of Staff, who is the head of his Service. The Secretaries of the Army, the Navy and the Air Force have direct access to the President.

The Secretary of Defence is assisted in the discharge of his manifold duties *inter alia* by (i) the Joint Chiefs of Staff, (ii) the Armed Forces Policy Council, (iii) the Advanced Research Project Agency, (iv) the Weapons Systems Evaluation Group and (v) the three Services Departments. There are eight Assistant Secretaries in the Department of Defence. Seven of these are appointed by the President from civil life. Only the Assistant Secretary of Defence (Comptroller), who is responsible for budget and financial control, is a permanent civil servant.

The Joint Chiefs of Staff consist of the Chairman and the Chief of Staff, Army, the Chief of Naval Operations, and the Chief of Staff, Air Force. The last three are the professional heads of the three Services. The Chairman, Joint Chiefs of Staff, is appointed by the President with the advice and consent of the Senate and while holding

such office takes precedence over all other officers of the Armed Services. There is no corresponding appointment in India. The Joint Chiefs of Staff are the principal military advisers to the President, the National Security Council and the Secretary of Defence. They are to prepare strategic plans and provide for the strategic direction of the military forces.

The Armed Forces Policy Council is to advise the Secretary of Defence on matters of broad policy relating to the Armed Forces. It consists of the Secretary of Defence (Chairman), the Deputy Secretary of Defence, the Secretaries of the Army, the Navy and the Air Force, the Director of Defence Research and Engineering (who corresponds to the Scientific Adviser to the Minister of Defence in India), the Chairman of the Joint Chiefs of Staff and the three Service Chiefs. In addition, the Commandant, Marine Corps, regularly attends meetings of the Council. This Council enables coordination among the three Services and is similar to the Defence Minister's Committee in India.

In addition there is a policy council for each of the three Services headed by the Secretary of the concerned Service Department. The organisation for higher Defence control in the U.S.A. is indicated in the chart opposite.

FRANCE

The President of the French Republic is responsible for national defence. He is assisted in this regard by the Defence Committee of the Council of Ministers, known as the Defence Committee of National Defence which takes all policy decisions on defence.

During the period 1948-1958, the French Armed Forces were under the administrative control of the Minister of National Defence and Armed Forces, who was assisted by Secretaries for the Army, the Navy and the Air Force. In 1958 the Secretaries were replaced by Ministerial delegates. With the settlement of the Algerian problem in 1962 and the return of a large portion of the French Army from overseas, the French High Command was reorganised. In the new set-up, a post of Minister of Armies was created in place of the Minister of National Defence. A Secretary General of National Defence was appointed to follow up the decisions taken by the various committees and to act as a co-ordinator. The earlier direct link of the Chief of Staff of National Defence with the President and the Prime Minister was eliminated.

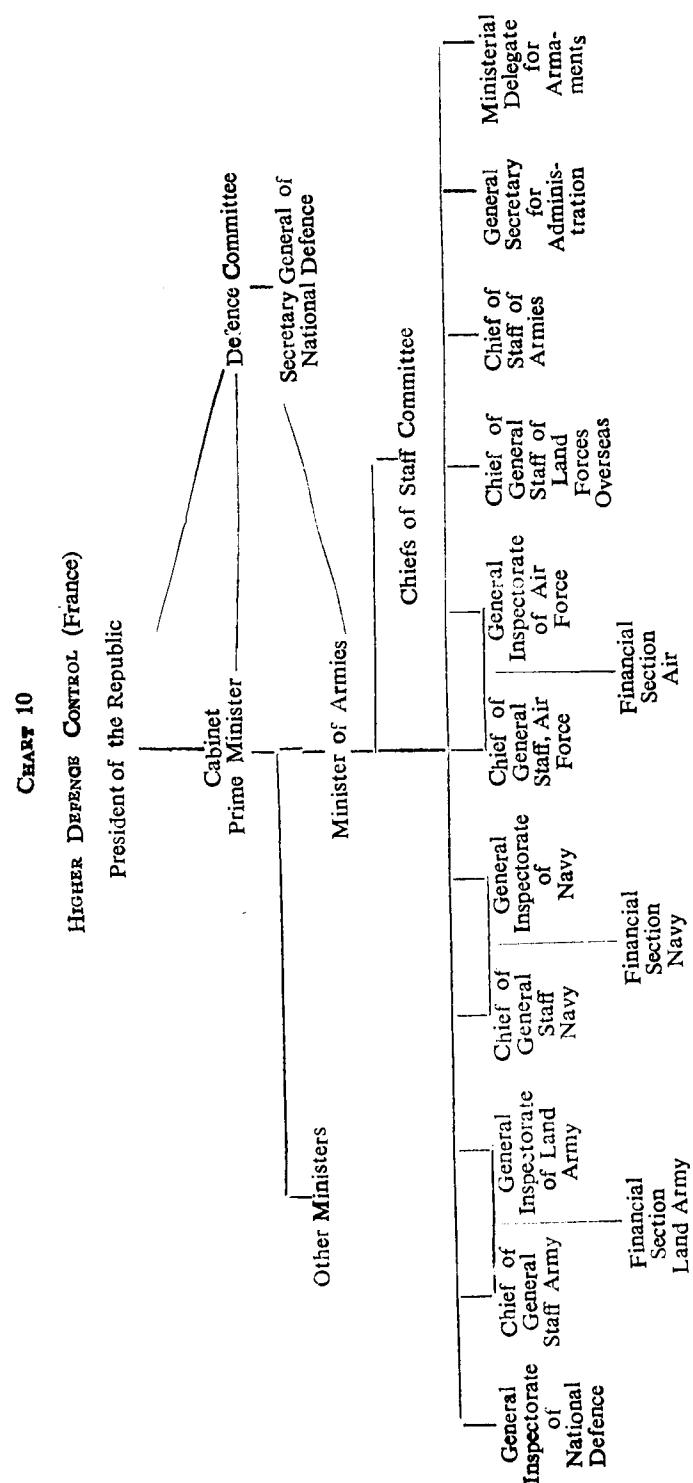
The Prime Minister is the head of the Defence Committee of National Defence and is responsible to the President for the implementation of the decisions of the Committee with regard to National Defence. In addition to the Prime Minister, the committee includes the Minister for Foreign Affairs, the Minister of Armies, the Minister of

the Interior (who is also responsible for Civil Defence), the Minister for Finance and other Ministers as necessary. The Secretariat of the Defence Committee is headed by the Secretary General of National Defence who issues directions, with regard to the policy formulated by the Defence Committee, to the Minister of Armies.

The Minister of Armies is responsible to the Prime Minister for the preparedness of the Armies for war and also for establishing liaison with the Allied Armies. The Minister of Armies exercises control over the Armed Forces through the following :—

- (a) Ministerial delegate for Armament, who is responsible for centralised control of efforts in the field of atomic weapons, missiles and electronics; and for studies, research and manufacture of armaments and their exports;
- (b) The Chief of General Staff, Army, the Chief of General Staff, Navy, the Chief of General Staff, Air Force, who are the heads of their respective Services. These Chiefs, together with the Chief of General Staff of Land Forces Overseas, collectively constitute the Chiefs of Staff Committee which is presided over by the Minister of the Armies. The composition and functions of this committee are established by decree;
- (c) General Inspectorate each for the Land Army, the Navy and the Air Force;
- (d) The Secretary, General Administration, who is in charge of administrative and financial matters; and
- (e) The Chief of Staff, Armies, who is responsible to work out plans of general organisation and development of forces; preparation of armament and logistical support programme; control of interArmies higher military teaching; recommendations concerning nominations for inter-armies or inter-allied posts.

In addition there are Superior Councils for all the three Services. These advise the Minister of Armies on general subjects affecting each Service individually. There is also the 'Committee of Orientation and Perfectioning of the High Defence Instruction' which advises the Minister of Armies on programmes and methods of the Institute of High Studies of National Defence. This committee consists of representatives of the Chief of Staff of Armies, the Director of the Institute of High Studies, the President of the Committee for Scientific Action; the Ministries of Foreign Affairs, Home Affairs, Finance and Economic Affairs, National Education, Public Works and Transport and Industry dealing with aspects of defence; the Director of Superior Military Teachings, three Generals chosen by the Minister of Armies and the General Commissary for Equipment Productivity Plan.



CANADA

As in other federal constitutions, the head of State, *viz.*, the Governor-General, is in supreme command of the Armed Forces. The National Defence Act, 1922, provides for the appointment of a Minister of Defence charged with the full responsibility for all matters relating to Defence. There is no provision for three separate Service Ministers in charge of the three Services, though a Deputy Minister and an Associate Minister of National Defence can be appointed by the Governor-General in Council. Coordination of the three Services is effected in the Department of National Defence under the Minister of Defence. Under the direction of the Defence Minister, service command is exercised by the heads of the three Services concerned. There is no single Commander-in-Chief for all the three Services. The Chief of Staff of each Service is recognised as the head of that Service.

Subject to the over-all authority of the Cabinet to which major matters of policy are referred, important questions relating to Defence are decided by the Cabinet Defence Committee which consists of the Prime Minister (Chairman), the Minister of National Defence (Vice-Chairman), the Secretary of State for External Affairs, the Minister of Finance, the Minister of Defence Production, the Minister of Justice, the Minister of National Health and Welfare, and the Associate Minister of National Defence. The Chairman, Chiefs of Staff Committee, the Chief of the Naval Staff, the Chief of the General Staff, the Chief of the Air Staff and the Chairman, Defence Research Board, are also in attendance.

The Chiefs of Staff Committee have a statutory existence by virtue of the National Defence Act, 1950. The Committee consists of the Chairman, Chiefs of Staff, the three Service Chiefs and the Chairman of the Defence Research Board. The Deputy Minister of National Defence is also usually present. The Secretary to the Canadian Cabinet, the Under Secretary of State for External Affairs and other civil officials also attend by invitation. The functions of the Committee are on the usual lines.

In order to achieve coordination, there are also other inter-service Committees set up by the Department of National Defence, *e.g.*, Personnel Members' Committee, Principal Supply Officers' Committee, etc., whose names broadly indicate their functions. There is also a Defence Research Board to advise the Minister on all matters relating to scientific research, which may affect national defence. It is a high-power body consisting of, *inter alia*, as in India, the three Service Chiefs.

Thus in Canada, as in India, the three Services have been unified to the greatest possible extent. There are three separate Services Head-

quarters and the Defence Ministry coordinates the activities of the three Services. Again, in the Ministry, work is handled by the various Sections not Service-wise but on a functional basis; thus an official dealing with personnel matters would deal with the question as it affects all the three Services and not of one Service alone. In India too, there are no separate Ministers for the three Services. The Ministers and Deputy Ministers deal with the Defence Services as a whole. Again, there are several Sections of the Defence Ministry in India which deal with problems on an inter-Service basis.

AUSTRALIA

As in India, the head of State in Australia is vested with the supreme command of the Armed Forces. Before the Second World War, defence control was of the unitary type, *i.e.*, a single Department of Defence dealt with the three services. In 1939, with considerable expansion in the Defence Forces, three separate Departments for the three Services were set up under independent Ministers. The reconstituted Defence Department retained responsibility for over-all Defence Policy under a Defence Minister. It also coordinated the three Services and the Service Ministries besides providing the Secretariat for the Council of Defence. In Australia too there is no single C-in-C for the three services.

There are now five Departments in the Defence group, namely, the Department of Defence, the Department of Army, the Department of Navy, the Department of Air Force and the Department of Supply. The Department of Supply functions primarily for defence production and procurement under its own Minister and has a position similar to the three Service Departments.

The Cabinet which is responsible for the determination of Defence policy was formerly being assisted by a Council of Defence. The Defence Council acted as the War cabinet during the second World War. The Council is still supposed to be in existence though it has not met in recent years. The Prime Minister is the Chairman of the Council and the members are the Secretary to the Treasury, the Minister for Defence, the Minister for External Affairs, the three Service Ministers, the Minister for Supply, the Minister for National Development, the Leader of the Government in the Senate, the three Service Chiefs and the Secretary, Department of Defence.

In 1963 the role of the Defence Council was taken over by a newly established Cabinet Committee on Defence and Foreign Affairs. This committee assesses defence matters needing full Cabinet decision

and summons Service Chiefs or others as required. The Prime Minister is the Chairman of the Committee and the members are the Minister for Trade and Industry, the Minister for External Affairs, the Minister for Defence, the Minister for Works and the Post Master General.

The Defence Department under the Defence Minister is responsible for Defence policy; coordination of Service matters and the allocation of funds made available; the supply aspect of defence policy including the review of production programmes and capacity; higher appointments in the Services; weapons and equipment; and defence research and development. The important function of coordination among the Services is performed with the assistance of various Committees, the more important of which are the Defence Committee, the Chiefs of Staff Committee, the Defence Administration Committee and the Joint War Production Committee.

The Defence Committee is a statutory body consisting of the Secretary of the Defence Department (Chairman), the Chairman of the Chiefs of Staff Committee, the three Service Chiefs, the Secretary of the Treasury, the Secretary, Prime Minister's Department and the Secretary, Department of External Affairs. (The Defence Scientific Adviser and other specialists may be coopted). The Committee is to advise the Minister for Defence on (a) the defence policy as a whole, (b) the coordination of military, strategic, economic, financial and external aspects of defence policy (c) matters of policy or principle and important questions having a joint Service or inter-departmental defence aspect, and (d) such other matters having a defence aspect as are referred to the Committee by or on behalf of the Minister.

As in other countries, the Chiefs of Staff Committee are responsible for the preparation of military appreciations and plans, and for control of operations in war (if a Commander-in-Chief is not appointed). Over the last five years, a Chairman has been selected from one of the Services and given a full time appointment in the Department of Defence. He has no direct responsibility for command of any Service, but is adviser to the Defence Minister and has direct access to the Prime Minister. In addition he is also Australian Military Adviser to ANZUS and SEATO. The Committee thus consists of a whole time Chairman, the Chief of the General Staff, the Chief of the Naval Staff, and the Chief of the Air Staff.

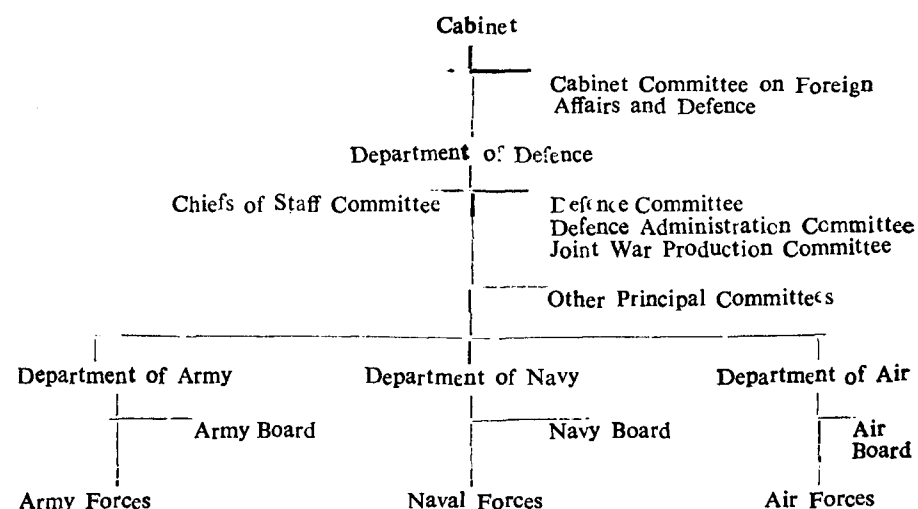
The Defence Administration Committee consists of the Secretary of the Department of Defence (Chairman), the Secretary, Department of Army, the Secretary, Department of Navy, the Secretary, Department of Air, the Secretary, Department of Supply, the Assistant Secretary, Department of Treasury (Defence Division), the Deputy Chief

of the General Staff, the Deputy Chief of the Naval Staff and the Deputy Chief of the Air Staff. (Other representatives and special advisers are coopted). The Committee is to (a) review regularly the progress of the Defence programme and to investigate causes of bottlenecks or delays in the execution of the programme, (b) lay down priorities or allocate functions to a Department or Service on the major user principle, wherever it is considered that economies may be effected or efficiency enhanced by such measures, (c) discuss management practices of the Defence Group of Departments with a view to the introduction of more efficient methods and improved organization and (d) generally to consider and discuss overall administrative questions of common interest.

The Chairman of the Joint War Production Committee is generally a prominent business-man or industrialist, and the members are the Secretary, Department of Army, the Secretary, Department of Navy, the Secretary, Department of Air, the Master General of Ordnance (Army), the Fourth Naval Member (Navy), the Air Member for Supply and Equipment (Air), the Secretary, Department of Supply, the Controller General (Production), Department of Supply, the Assistant Secretary, Department of Treasury (Defence Division) and the Assistant Secretary (Logistics), Department of Defence. (Representatives of Department of Labour and National Service and other Departments are coopted). The Committee is (a) to correlate the current material requirements of the Services and the resultant production programmes; (b) to study the question of industrial war potential in all its aspects, make recommendations as necessary for the retention of existing capacity and the creation of new capacity in peace as part of war potential and (c) generally to coordinate the planning for industrial production to meet requirements in war. There are several subordinate Committees whose names broadly indicate their functions. They are the Principal Administrative Officers' Committee (Maintenance and Material), the Principal Administrative Officers' Committee (Personnel); the Defence Research and Development Policy Committee; the Joint Planning Committee; the Joint Intelligence Committee; the Joint Administrative Planning Committee and the Defence Business Board.

In Australia the Army is administered by a Military Board on the same lines as the former Army Council in England. The Navy and the Air Force are also similarly administered by a Naval Board and an Air Force Board respectively. The Minister for each of the Services is the President of the Board of his respective Service but the Chairman of the Board in each case is the Chief of the Service concerned. The Boards can and do function in the absence of the President from the meetings.

The set-up may be broadly indicated as follows :



THE U.S.S.R.

The Defence mechanism of countries like the U.S.S.R. and China would not bear any close comparison with that of other countries which have a Parliamentary system of Government in which the party in power can be replaced through prescribed constitutional means. The Soviet Constitution contains the provision that "citizens serving in the Red Army will have the right to elect and be elected on equal terms with all other citizens of the State". Such a provision would be possible only if the administration is completely identified with the ruling political party at all levels. This results in the party and the Armed Forces being ultimately synonymous. In Parliamentary democracies, members of the Armed Forces are not permitted to become members of any political party nor participate in its activities. They are, however, free to cast their votes (whose secrecy is ensured) to the candidates of their choice but if any individual member wishes to stand for election to the legislature, or other elected public bodies, he has to resign from the Armed Forces. But in the U.S.S.R., military officers can become members of the Council of Ministers. At present, the Commanders-in-Chief of the three Services are *ex-officio* Deputy Ministers and the Minister for Defence is also appointed from the Services.

Under the Defence Minister, there are the following main Services, namely, Ground Force, Air Force, Navy, Air Defence, and Strategic Rocket Forces. In addition, there are the Rear Services and the Directorate of Arms. The Defence Minister has fifteen Deputy Ministers under him for each of the above-mentioned services plus some others. The First Deputies are the Chief of General Staff and

the Chief of the Navy. The Chief of General staff administers the Ground Forces. The Air Force, although a Service by itself, is regarded as an integral party of the Army.

The highest legislative authority in the USSR is the Supreme Soviet, consisting of two Chambers, viz., the Soviet of the Union and the Soviet of the Nationalities. The Soviet of the Union is elected by the citizens of the entire Union and would correspond to the Lok Sabha in India. The Soviet of the Nationalities is an Upper House like the Rajya Sabha. The Supreme Soviet meets occasionally and between its sessions it is represented by a permanent Committee called the Presidium elected at a joint sitting of the Supreme Soviet. The Supreme Soviet or its Presidium is constitutionally responsible for appointing and removing the higher command of the Armed Forces of the USSR and for exercising general control. In practice, control is exercised by the Council of Ministers.

The highest executive authority of the State is the Council of Ministers, (which was known as the Council of People's Commissars upto 1946) which is appointed by the Supreme Soviet and, when the latter is not in session, is responsible to its Presidium.

In countries of the replaceable party type, the Minister of Defence does not issue direct orders to the Commanders of lower formations. Such orders are communicated only through the Chiefs of Staff or the respective Commander-in-Chief. In the USSR, however, direct orders can be issued by the Minister of Defence to the Commanders of formations.

CHINA

In China too, members of the Armed Forces are free to get themselves elected to Legislative and Executive bodies. The Head of State is the Chairman of the People's Republic. The State Council consists of the Premier, 15 Vice-Premiers and Ministers. This would be equivalent to the Cabinet in India. The entire Government organisation, consisting of Ministries, Commissions and special Agencies, is thus controlled by the State Council.

Theoretically the highest authority for taking decisions relating to defence is the High Command which consists of the Standing Committee of the National People's Congress, the Central Committee of the Communist Party and the State Council. The High Command lays down the policy of the country as a whole including defence. The Defence Minister is responsible for the execution of the Defence Policy conceived by the High Command and is invested with full financial powers over the budget allotted to him. The High Command is ad-

vised on defence matters by the National Defence Council. The Chairman of the Republic is concurrently the Chairman of the National Defence Council which is composed of 13 Vice-Chairmen and 107 other members. The Defence Minister is one of the Vice-Chairmen of the National Defence Council and the Chief of the General Staff of the People's Liberation Army is one of its members. Both the High Command and the National Defence Council being large bodies, incapable of meeting at frequent sessions, in practice it is the small but powerful Military Affairs Committee of the politbureau of the Communist Party of China which takes all important decisions concerning defence. The Chairman of the Military Affairs Committee, though never identified, is believed to be Mao Tse-tung himself. It could however, be Lin Piao who is normally shown as the Vice-Chairman. The Chief of the General Staff of the People's Liberation Army is the Secretary General of this Committee.

Since the important members of the National Defence Council are also members of the Politbureau of the Central Provincial Committee and are represented on the Military Affairs Committee, the possibilities of conflict between the State Council and the Politbureau over Defence matters are ruled out. Most of the Chinese top-ranking leaders have, in any case, held high ranks in the People's Liberation Army and are generally conversant with military problems.

In China, the Navy and the Air Force are parts of the People's Liberation Army and are controlled by the Defence Minister in his capacity of the Commandant-in-Chief of the People's Liberation Army.

Much has been heard about the role played by the Chinese Army in regard to socio-economic activities, particularly in regard to the solution of the food problem. There is, however, an element of historic circumstance involved in this which cannot have its application in other countries. Before the present Government came into power in China, the Liberation Army was a well organised force with considerable popular support. The Army had not only to fight but also to grow food for the soldiers at the front and also produce equipment and other necessities. Thus in the days of civil war, the Army had already been trained in such tasks and it was a fairly self-contained organisation. When the struggle was over, all members of the Liberation Army were provided with land by the Government and they were exempted from the general rule that land can be retained only by the owner tilling it.

CONCLUSION

On an analysis of the scheme of higher defence control in other countries, it would be seen that the set-up in each country, as in India, has been designed to suit its own needs. The modern trend in Defence

Organisation is to bring the three Services as close together as possible without merging their individuality. From this point of view, the appointment of an independent Minister in charge of each of three Services would be a retrograde step besides creating the important problem of coordination. The Defence Minister's Committee in India is a unique institution which eminently fills the role of coordination at a very high level. In this Committee, the Service Chiefs not only represent the views of their individual Service but also take a broad view of the overall requirements of the three Services.

CHAPTER V

THE MINISTRY OF DEFENCE SECRETARIAT

SECTION I : NEW ROLE OF THE MINISTRY

Throughout the British period, matters relating to the Defence Services were practically a closed book not only to the public and the members of the Legislature but also to Indian members of the civil services. Few Indian civilians had first hand knowledge and experience of Defence organisation and administration, as hardly any Indian officers held any appointments in the Defence Department Secretariat till after the Second World War had started. Since defence expenditure was non-voted, the Defence Department was sheltered from the scrutiny of the Legislature and there was no need for it to justify at length the various items of defence expenditure. No cut in such expenditure could be moved in the Legislature but members used to start a discussion on particular aspects of defence administration by suggesting a cut from the estimates of the Executive Council. Though from 1921, the Secretary of the Department was a civilian, and not a military officer as formerly, and the members of the I.C.S. held all the other senior posts in the Secretariat, all of them were British officers. It was only in 1938 that an Indian civilian was for the first time appointed to be an Under Secretary in the Department. After the War had started, an Indian I.C.S. officer was for a short time Additional Secretary in 1941. In July 1942, an Indian I.C.S. officer (Chandulal M. Trivedi) was appointed Secretary to the Department and held the post till January 1946. In 1944 another Indian I.C.S. officer was appointed Additional Secretary. But from 1946 till transfer of power, a British I.C.S. officer (A.D.F. Dundas) was Secretary to the Department and he opted for Pakistan. Muslim officers in the Department also opted for Pakistan.

Very few Indian civilians with previous experience of the Department were available to man the new Defence Secretariat.

In the Military Finance Department, however, Indian officers had been holding responsible positions for a long time. In 1919 an Indian officer became the head of the Military Accounts Department when he was appointed Military Accountant General and Additional Financial Adviser in the Military Finance Department. From 1925 onwards a number of Indian officers had held the posts of Deputy Financial Adviser and Assistant Financial Adviser. A majority of the officers of the Military Finance Department, at the time of transfer of power, were in fact Indians. It has been mentioned earlier that after the abolition of

the former Military Department under the Military Member, the Military Finance Department which had practically the sole responsibility for scrutinizing Defence expenditure was gaining more and more in knowledge and importance as the Army (later Defence) Department was losing in initiative. The officers of the Military Finance Department could thus provide guidance both to the Services Headquarters and the Ministry of Defence in the first few years of Independence. There were also two or three Indian officers who had acquired considerable knowledge of the Defence Organisation and its problems in the course of their duties in connection with the partition of the Armed Forces. One of them (H. M. Patel) was appointed the Defence Secretary and another (B. B. Ghosh) Joint Defence Secretary, shortly after transfer of power. These two officers played a notable part in shaping the Defence Ministry to meet its new responsibilities.

Before independence since the ultimate responsibility for the formulation of Defence policy for India did not rest with the Government of India, the Defence Department had been nurtured in the habit of referring all important questions of policy and organization to Whitehall for decision and when the decisions were received, of transmitting them to the Service Headquarters for implementation. The Department had hardly any responsibility to examine proposals independently from the administrative or financial points of view as other Departments had. Proposals with any financial implications came to the Department after they had been examined by the Military Finance Department and very often, they came even with draft orders ready to be issued by the Department as Government Orders. The proposals which had earlier been approved by the Defence Member in his capacity as the Commander-in-Chief did not obviously call for any critical examination in the Department. References received from outside or from other Departments were almost automatically passed on to the Services Headquarters for taking necessary action or suggesting lines of reply to be given. The Department had almost become a sort of glorified Post Office. The officers of the Department had thus little necessity or even scope for applying their minds imaginatively to the problems of Defence administration and this had the effect of sapping their initiative. From 15th August 1947, the role and responsibilities of the Department naturally changed completely. It could no longer be, as it had been in the past, practically only an office to issue the orders of Government which had earlier been finalized by the Commander-in-Chief who was also the Defence Member. The Department had now to formulate decisions independently, without any external guidance, and to advise the Minister of Defence and the Cabinet on important questions which called for Cabinet decisions. Major questions of Defence policy cannot be discussed in purely military terms; they also need to be examined in relation to the foreign policy and the economic policy of the country.

In the first few years of Independence, matters of far reaching consequence had to be dealt with; and new and unexpected questions cropped up which might well have taxed even the resources of officers who were thoroughly familiar with Defence Organization and Defence Secretariat work in the past. The officers of the new Defence Department Secretariat, though new to the work, were inspired by the consciousness of their great responsibility. In spite of the handicaps, in the first few years after the transfer of power, the foundation of an efficient Defence Secretariat was well and truly laid.

All Departments of the Government of India came to be designated as Ministries from 29th August 1947. The Defence Department thus became the Defence Ministry and the Military Finance Department, the Ministry of Finance (Defence). With the new Ministry of Defence it was not merely a change in name; it had now a completely changed role. It had to be transformed into an effective instrument for helping in the formulation and implementation of the decisions of a democratic government, responsible to an elected Parliament.

During the British period when the Commander-in-Chief was the supreme head of all the three Services, it was he who co-ordinated all the major work connected with the requirements of the three Services. Ordinarily no proposal which was not acceptable to him could come to the Defence Department.

When on 15th August 1947, the Commander-in-Chief ceased to be the head of all the three Services, and three independent heads were appointed instead, the important business of co-ordinating and integrating the three Services devolved on the Defence Ministry. Co-ordination does not mean a mere piecing together of the views of the three Services. Quite often these views are likely to be divergent for their requirements vary, as one of them functions on land, the second on the sea and the third in the air. It was now for the Ministry to advise on the relative emphasis to be given to the problems of the Services, and on the adjustments necessary to produce a harmonized and uniform policy to the greatest possible extent.

The rules and regulations of the Defence Forces which provide the basic guidance in administrative and financial matters to members of the Defence Services were last revised after the Government of India Act of 1935 had come into force. After the outbreak of the War in 1939, fresh instructions and orders had to be issued to meet the war emergency. After the transfer of power, the permanent regulations became practically outmoded as they had been framed with reference to British authority. This proved to be a great handicap to members of the Defence organization. Naturally where the regulations could provide no guidance, references had to be made to Government for

orders and the number of such references which came to the Ministry was naturally large in the first few years of independence.

Again during the war, the emphasis was on meeting military requirements with the utmost speed and it might not have been possible in all cases to adhere to the comprehensive rules and regulations. As a result, a very large number of irregularities (a term which implies in each case an item of expenditure incurred or procedure adopted not in accordance with the regulations or orders in force) got collected during the war and thereafter. Soon after 15th August 1947 the Defence Services in India found themselves confronted with the huge accumulation of these irregularities which had become audit objections. Although special steps had been taken in July 1947 to delegate more powers to the lower military formations, the clearance of these objections was a major task which consumed a considerable portion of the time and energy of the staff for some years after partition. The settlement of these objections was rendered particularly difficult because no proper enquiry could be conducted in the absence of officers who had either retired or been released or had opted for Pakistan. These factors by themselves may not appear to be significant but they, all put together, had a cumulative effect in the initial stages on the functioning of the new defence organization.

Soon after the war, it became necessary to take up the question of a revision of the pay codes for the Defence Services. After independence the pay codes were revised and the pension code was thoroughly recast to make them fit in with the objectives of a Welfare State.

The Disciplinary Codes for the Armed Forces too needed a thorough revision to remove obvious lacunae and to meet the requirements of a national Defence Force.

The Ministry had to deal with the problems of civilians in the Defence Services which had begun to assume great importance after the war and more particularly after independence. Till after the end of the war, the respective branches of Army Headquarters, Naval Headquarters and Air Headquarters dealt with questions relating to the civilians working under them, obtaining where necessary the orders of the Defence or the War Department. But it was soon realized that there should be a unified policy for all civilians employed in the Defence Services in the light of the decisions taken by Government regarding the employees in the civil Departments.

An account of the measures adopted has been given in the Chapter on Service Conditions.

During the British period when Defence Expenditure was non-voted, and discussions on Defence administration could only be raised indirectly, the sessions of the Legislature did not mean any appreciable

additional work for the Defence Department. Almost all the questions received in the Defence Department for answer in the Legislature were referred to the Services Headquarters for draft replies.

From 15th August 1947, defence expenditure became subject to the scrutiny of the Legislature. Detailed examination of the financial administration is made by the Public Accounts Committee and the effectiveness of the organisational set-up by the newly created Estimates Committee.

The legislature has naturally taken an ever increasing interest about defence matters. By way of illustration, in 1948 the Defence Minister answered 207 questions in the Constituent Assembly of India (Legislative). In 1961 in both the Houses of Parliament 1,584 questions were tabled and 782 answered; the corresponding figures for 1962 were 1905 and 622. After 1962 there was apparently some change in the procedure for referring to Ministries the questions tabled by Members in the Parliament Secretariat. In 1965 the Defence Ministry received 1,176 questions out of which 832 were answered in both the Houses. Facts had to be collected in respect of all questions received. The questions are in addition to the substantial number of adjournment motions, calling attention notices etc. In a number of cases information has to be collected from units and formations scattered all over the country.

In the new set-up questions in Parliament cannot be dealt with as they were in the past, by merely passing them on to the Services Headquarters for furnishing the draft replies. They have all to be examined in the Defence Ministry in the first instance and only so much of the information is to be obtained from the Services Headquarters as may not be readily available in the Ministry. In certain cases as for example where policy is involved, the answers have to be drafted straightway in the Secretariat itself; in other cases, the requisite material for answering the questions has to be collected. It may also be necessary sometimes to consult other Ministries for ensuring that the replies while giving the fullest information correctly reflect the general policy of government as a whole.

To meet the new requirements, a whole-time Parliament Section was created in the Ministry in 1948. It was also stipulated that any material furnished by Services Headquarters in connection with the proceedings of Parliament should have the approval of at least the Principal Staff Officer concerned.

Formerly when Defence expenditure was not subject to the vote of the Legislature, there were hardly any opportunities for eliciting detailed information about the Armed Forces. In the United Kingdom and other Western Democracies where there is a system of con-

scription, members of the Legislature have had the opportunity to acquire first-hand information about the Defence Forces either as a result of having served in the Forces during the Wars or through conscription in peace-time. Members in India have not had such experience. In August 1947 in the Constituent Assembly of India (Legislative), Standing Committees were constituted for the various Departments. These were dissolved after the first Parliament was elected and Informal Consultative Committees consisting of about 35 Members from both the Houses were constituted in October 1954 for the various Ministries. These Committees are not statutory or Parliamentary Committees proper but are intended to keep Members closely informed about the work of the Ministries. The Defence Ministry has also been arranging tours of Members of Parliament to the various Defence establishments. These steps enable Members of Parliament to have informed opinion on defence matters.

It has already been mentioned that before transfer of power, all proposals were initially discussed between the Military Finance Department and the three Services Headquarters and the files reached the Defence Ministry only at the stage when Government orders were ripe for issue. But since independence, all proposals have to be examined from many angles that did not come into play earlier. It was indeed a great task to tune the staff of the reconstituted Defence Department to their new responsibilities. The change-over could be effected only gradually. In fact, until the winding-up of the Supreme Commander's Headquarters on 30th November 1947, there was no setting down to real business in the various sections of the Defence Headquarters of India.

Even after 15th August, 1947, the old practice of the Services Headquarters referring their proposals first to the Ministry of Finance (Defence) for acceptance continued for some time. This had, however, one great disadvantage. The Defence Minister, who was responsible to the Cabinet and to Parliament for the administration of the Defence Services, remained unaware of the problems and requirements of the Services until they had reached the Defence Ministry, more or less in a completed form. Sometimes such proposals from the Services never came up to the Defence Ministry at all, as they might have been withdrawn by the Services Headquarters themselves because of the opposition of the Ministry of Finance (Defence).

It is obvious that the approach to military requirements cannot be governed solely by financial considerations. It is conceivable that a proposal which may be acceptable to Finance and for the implementation of which funds can be provided from the Budget may not be desirable from the administrative point of view; its implementation may create repercussions or embarrassments elsewhere. The Defence

Ministry and, through it the Defence Minister, should, therefore, be more directly, and at the earliest possible stage, concerned with the shaping of policy and the general conduct of business in the Services. It would at the same time have been a fatal mistake to require that even purely routine matters should be referred by Services Headquarters to the Ministry. It is however, difficult to define precisely what is an important proposal and what is not; this is a matter which after all must be left to the judgement of the officers to decide. However, an illustrative list of important matters was drawn up and it was decided in early 1949 that in respect of such cases, the Services Headquarters should first refer their fresh proposals to the Ministry of Defence and not as formerly first to the Ministry of Finance (Defence). It would then be for the Ministry of Defence to examine each proposal in all its bearings; and only if a proposal could be administratively approved, would it be referred to the Ministry of Finance (Defence) for the acceptance of the expenditure involved. Such initial examination in the Ministry naturally demands considerable knowledge of the problems of the Services, their customs and traditions, and rules and regulations, etc; it also demands an understanding of the new overall policy of the national government. The Defence Ministry officials had now to take a directly active and close interest in the work of the Branch of the Service with which they were concerned, and also to keep themselves generally informed of developments in the entire Defence Organization. This encouraged the formation of an objective and independent outlook on problems coming up for examination to the Ministry. This new system was designed to enable the Defence Ministry to perform its legitimate new duty of providing expert advice to the Minister or the Cabinet, without usurping in any way the legitimate functions of the Ministry of Finance (Defence) which continued to be primarily concerned with the examination of all proposals from the financial angle.

In the transitional stage, it was only to be expected that sometimes, in the process of the initial examination, the Sections of the Ministry had to ask Services Headquarters to produce various details of information which perhaps might not have been required, if the staff of the Ministry had been better informed about the past decisions and the current practices. But the Ministry of Finance (Defence) with their experience would have asked equally searching questions involving the same details, if not more. In the beginning the new approach might have been found exasperating by the Services Headquarters. The role of the Ministry was not however to be a kind of fifth wheel in the coach, by undue obstruction or dilatoriness. But it was realized that the new system should really make the task of the Services easier. Once the Defence Ministry administratively approves of the proposal of the Services, it becomes the responsibility of the Ministry to secure

the necessary financial sanction from the appropriate authority. But the Services have to submit well considered proposals on the soundness of which they can convince the Defence Ministry. After having done their part, they should be prepared to appreciate that some of the proposals about which they may feel very strongly may not at times be acceptable to Government for administrative and financial reasons, and the overall policy of Government. In such a contingency the Government, which is answerable to Parliament and to the electorate, has to take full responsibility for the consequences of such a decision and the Services, on their part, should implement loyally such decisions.

Even after the introduction of the new procedure, decisions of Government still continued to be recorded in the files maintained by the Services Headquarters which were returned to them. This practice of returning the files to the Services Headquarters created certain difficulties, as in dealing with new proposals, references had often to be made to discussions which had been recorded earlier only in the files of the Services Headquarters which had been returned to them. The Ministry it was felt should have its own files to deal with all subjects which came up for disposal. But it was not an easy task and this could only be done by consulting many files which were only available in the Services Headquarters. This transition was bound to take some time, but a beginning had to be made. It was, therefore, decided in May 1952 that the Defence Ministry should maintain its own files on all important subjects. The procedure then followed was that the Services Headquarters submitted their proposals in the form of self-contained notes together with the previous papers if any on the subject. On receipt of this note, the concerned Section in the Ministry opened a file of its own and conducted the necessary examination. If the Ministry was satisfied about the necessity of the proposed measure and if the matter was of a purely administrative nature, the orders of Government were straightway communicated to the Services Headquarters either by means of a self-contained note or by recording it in the latter's file, if one had been forwarded to the Ministry. If other Ministries had to be referred to, they were consulted, generally by separate communications, before a final decision was taken. Where there were financial implications to a proposal, the Ministry referred the case to the Ministry of Finance (Defence) for concurrence. If on the other hand, some clarification or further information was required, this was called for from the Services Headquarters by means of separate notes and not normally by sending the Defence Ministry's file to them. The Services Headquarters were ultimately informed only about the final decision of Government, and not necessarily of all the preceding detailed discussions between the Ministries of Defence and Finance (Defence). But the reasons for arriving at a decision were generally communicated to the Services Headquarters.

Under the new procedure all cases from the Services Headquarters were sent to the Ministry of Defence; but if the matter was a purely financial one, such as the checking of estimates for works, indents for stores, budget estimates etc., where no fresh policy decision was involved, the Services Headquarters sent them directly to the Ministry of Finance (Defence).

The new system also meant a change in the method of dealing with references received from the other Ministries of the Government of India, from State Governments, etc. Formerly, such references were mechanically sent on to the Service Headquarters concerned for comments or even for necessary action. In the new arrangement it was the duty of the Sections of the Ministry, wherever it was possible and necessary, to indicate the lines on which the Services Headquarters might proceed to examine a particular proposal, bearing in mind the known policy of Government in each case or considering primarily its administrative expediency.

This arrangement was reviewed with a view to obviate delays and duplication of work and certain further orders were issued in October 1958. According to these, there should be only one file on a subject between the Services Headquarters and the Ministry which should contain all the notings and be complete in all respects. Files dealing with matters not connected with policies are to be referred in the first instance by the Services Headquarters direct to the Ministry of Finance (Defence). Services Headquarters were also authorised to enter into direct correspondence with the civil Ministries in respect of several matters of a routine and technical nature, not involving policy. Additional Financial powers were also delegated to Services Headquarters and Lower Formations in April 1959.

An important new system was also introduced regarding the distribution of work among the Sections of the Ministry. Originally, each Section was assigned the work relating to a particular Branch or Service and it was the Special and Miscellaneous Section which collated the information furnished by the various branches, in cases where consolidated information had to be furnished to other Departments or elsewhere on behalf of the entire Defence Services. In the past, the Defence Department had no real problem in coordinating the views or requirements of the three Services in major matters as this was being done for all practical purposes by the Commander-in-Chief himself. But as there were now three independent heads of the three Services, it became the responsibility of the Ministry to ensure that a uniform policy to the greatest extent possible was evolved and that decisions taken in respect of one Service did not produce repercussions on the other two Services. For this purpose, certain Sections of the Ministry

were entrusted with particular subjects common to all the Service personnel, and also all matters relating to the civilians employed in the Defence organisation.

Organisations like Defence Industries and the Armed Forces Information Office were brought directly under the Ministry; new organisations were created; and the organisations which were under the former Defence Department, namely, the Directorate of Military Lands and Cantonments, the Indian Soldiers, Sailors and Airmen's Board and the Directorate of Military Regulations and Forms, were reoriented to fit them into the revised set-up. Some of these have been described or briefly referred to in subsequent Chapters.

An account of the work of the Pensions Branch which had to be greatly expanded as a result of the war and of the winding up of the Ecclesiastical Department which was under the Defence Department has been given later in this Chapter.

The need was also felt that the distribution of work among the Sections of the Ministry should now be made easily comprehensible. Formerly the Sections of the Defence Department were known as D-I, D-2 etc., and of the War Department as W-1, W-2 etc. It took some time for the new-comers in Defence Headquarters to remember readily what work was allotted to each Section and which officers had to be consulted for any particular work. It was therefore decided in February 1951 that the designation of the Sections should broadly be indicative of the nature of work done by them. The D-I now became D (G. S.) to indicate that it dealt with the General Staff Branch. D-2 became D (Navy) and likewise all the other sections were also renamed.

The Indian Armed Forces had been built up on the basis of undivided India. Partition meant deficiency in personnel, equipment, training establishments, etc. All these had to be rectified as a matter of urgency. These aspects are dealt with in later chapters.

SECTION 2 : MINISTRY OF FINANCE (DEFENCE)

An account may now be given of the financial and accounting organization. The Ministry of Finance (Defence) has at its head the Financial Adviser, who is responsible to the Finance Minister for scrutinising the Defence expenditure. It will be remembered that a Deputy Financial Adviser was attached to each of the major branches of Army Headquarters on the recommendations of the Esher Committee of 1919-20. This still continues. There is now a Deputy Financial Adviser concerned with each Branch of the Army Headquarters (except the branch of the Military Secretary), with Naval Headquarters, Air Headquarters, Defence Production, Pension and Budget. The number of these officers has had to increase over the years. One of the Deputy

Financial Adviser is also on the Principal Personnel Officers' Committee and another on the Principal Supply Officers' Committee. In addition to the Deputy Financial Advisers there are at the higher level Additional Financial Advisers. The Financial Adviser has the status of an Additional Secretary to Government; the Additional Financial Adviser that of a Joint Secretary; the Deputy Financial Adviser has the status of a Deputy Secretary and the Assistant Financial Adviser that of an Under-Secretary.

The Financial Adviser (F.A.) is closely associated with the examination of proposals involving military expenditure. He is responsible for preparing the Defence Estimates in close consultation with the Defence Ministry at all stages. Prior to August 1947 and upto 1951, the budget estimates were compiled by the Deputy Financial Adviser (Budget) on the basis of the figures furnished by the Services Headquarters and Branches. The estimates after being finalized were discussed between the Financial Adviser and the Defence Secretary. No other officers or Sections of the Ministry were associated with this work at all. Now, however, Deputy Secretaries and Joint Secretaries of the Defence Ministry are at the earlier stages concerned with the estimates of the Services and Branches. The Financial Adviser also furnishes the Heads of Branches in the Services Headquarters with all information at his disposal to enable them to discharge the financial responsibilities regarding the preparation of proposals and disposal of financial business generally.

The Military Accounts Department was redesignated as the Defence Accounts Department from 1st October 1951 in order to make it more descriptive of its extended scope, which now covers the Army, the Navy, the Air Force and the Ordnance Factories. The Military Accountant-General was redesignated as Controller General of Defence Accounts and the Controllers of Military Accounts are now known as Controllers of Defence Accounts. The duties of the Defence Accounts Department, broadly speaking, are the maintenance of the pay accounts of Commissioned Officers and Other Ranks, internal audit of Defence expenditure, payment and accounting of all charges relating to the Armed Forces, including bills for supplies and services rendered, pay and allowances, pensions and miscellaneous charges etc. This Department is also responsible for the audit of store accounts kept by the various units and formations and also the store and manufacturing accounts of the Ordnance Factories and the Naval Dockyard. The Controllers of Defence Accounts function as local Financial Advisers to the General Officers Commanding-in-Chief of the Commands and to the Area Commanders and others.

For the Army, there is a Command Controller of Defence Accounts for each Command. There are also the following Controllers of Defence Accounts :

Controller of Defence Accounts (Pensions), Allahabad, Controller of Defence Accounts (Factories), Calcutta, Controller of Defence Accounts (Officers), Poona, dealing with the pay of Commissioned Officers in the Army and maintaining their accounts, Controller of Defence Accounts (Other Ranks), formerly at Secunderabad, now at Mysore, dealing with the pay and allowances of Other Ranks in the Army; Controller of Defence Accounts (Navy), Bombay, Controller of Defence Accounts (Air Force), Dehra Dun and Controller of Defence Accounts (Funds) for the maintenance of Provident Fund accounts of Service and Civilian personnel centrally and for the preparation of the All-India consolidated compilation of Defence Services Receipts and charges on a mechanised system. There are also local pay Accounts Officers all over India working in close association with the Regimental Centres and Depots.

SECTION 3 : PENSIONS BRANCH OF THE DEFENCE MINISTRY (1945-51)

Towards the end of the Second World War, one of the major problems which confronted the Defence organisation was the settlement of the claims of members of the Armed Forces and of their dependants to disability and family pensions respectively, arising out of disability or death during the war. A special Branch, which eventually expanded considerably, had to be created in the War Department to deal with these claims. This Branch also dealt with claims for the extraordinary injury and family pensions of civilian employees of the Defence Services. For a few years after transfer of power a high degree of priority was given to this work since financial assistance delayed to deserving claimants might well be tantamount to a denial of assistance. With the progress in the settlement of claims, the Pensions Branch contracted in size until finally the remaining few Sections were merged with the Ministry of Defence.

A disability pension claim would arise when a member of the Armed Forces has suffered a measure of disability due to military service. A family pension claim arises when the death of a serving member of the Armed Forces is directly attributable to his military service. In normal peace-time very few such claims are likely to arise. Before the Second World War, the settlement of all pension claims relating to Viceroy's Commissioned Officers and Indian Other Ranks (and equivalent ranks in the other two Services) was the primary responsibility of the Military Accounts Department. For the Army the work was done by the Controller of Military Accounts (Pensions), Lahore. This officer had full authority to accept or reject cases and referred only doubtful and difficult cases to the Adjutant General's Branch in the Army Headquarters, for obtaining the orders of Government. In the

Navy and the Air Force, the corresponding authorities were the controller of Naval Accounts, Bombay, and the Controller of Air Force Accounts, Dehra Dun. All cases of Commissioned officers in the three Services required the orders of the Government of India but the pensions were actually disbursed by the respective Controllers. No disability or family pension was granted unless it could be proved beyond doubt that the disability or the cause of death was strictly due to the individual's military service. Most of the claims were, therefore, liable to be rejected.

After the outbreak of the World War, the Government of India decided in 1941 that the Controllers could not reject any claims themselves. They had either to accept the claims, if they were satisfied, or refer them to the Services Headquarters for settlement. In 1944, following the practice adopted by the Ministry of Pensions in the U.K., the Government of India adopted a further liberal approach towards claims for disability and family pensions on account of casualties sustained by members of the Armed Forces. Government accepted the position that compensation should be given to an individual (or in case of his death to his family) for deterioration in health due to the individual's service unless it could be proved beyond reasonable doubt that the man's war service had played *no* part in bringing about the unfortunate condition. Thus the onus of proving that death did not result from or the disablement was not due to or aggravated by, military service, devolved on the Government and the benefit of any reasonable doubt was given to the claimant. This decision, as also the fact that the strength of the Indian Armed Forces crossed the two million mark during the war, with an increase in the number of casualties, naturally resulted in several lakhs of claims for disability and family pension.

With the introduction of the new rules, a sort of quasi-judicial approach was made in deciding the pension cases. The Controller now accepted only the really straightforward cases and referred the rest to higher authorities for decision. The new procedure had the effect of causing heavy accumulation of arrears in the Adjutant General's Branch which had in most cases also to seek the advice of the War Department. The pre-war organization was quite unable to cope with the on-rush of claims and it became quite evident that apart from an increase in the staff of the Controller of Military Accounts (Pensions) a wholly new Branch of the War Department was necessary to settle all outstanding claims in a manner which would be satisfactory both to the State and to the claimants. The Pensions Branch in the War Department was accordingly set up on 1st April 1945.

A detailed procedure was laid down for dealing with the pensions claims, based more or less on the practice prevailing in the U.K. Ministry of Pensions, subject to modifications to suit Indian conditions. In

U.K., for example, all claims to disability and family pensions were referred to the Ministry of Pensions. In India claims to such pensions from Army Personnel below commissioned rank had always been dealt with by the Controller of Military Accounts (Pension) and his counterparts in the other two Services. Even after the introduction of new rules for deciding such claims, it was found from experience that the simpler cases could be left to the Controller to decide, with the assistance of a few expert doctors who were posted to his office to help him with the medical issues which invariably arise in the settlement of these claims. The Pensions Branch of the Ministry of Defence, therefore, dealt with more complicated cases which were submitted by the Controller for decision at Government level, while he disposed of the rest of the claims himself. At the time of its formation, the Branch took over nearly 37,000 claims for disability and family pensions, which had accumulated in the Adjutant General's Branch. The Pensions Branch had (a) to review under the new rules the large number of cases where the claims had been rejected by the Controller under the previous rules; (b) to settle all difficult and doubtful cases which the Controller could not settle by himself; and (c) to examine all appeals from dissatisfied claimants against the decisions of the Controller as well as the Government.

This Branch was organized on Secretariat lines, consisting of Deputy Secretaries and Under or Assistant Secretaries under the charge of a Joint Secretary. When the claims reached the Pensions Branch with the relevant service and medical documents, the first step was to scrutinise the papers and in a number of cases it was found necessary to call for more facts and documents. The settlement of claims was rendered more difficult in many cases by the inadequacy of the service and medical documents which were prepared under war-time stress. The point for decision was whether or not the disability or the cause of death on account of which the claim was made, was due to or aggravated by the individual's war service. This was by no means a simple issue. To assist the officers of the Pensions Branch in coming to a decision on the claims, there were a number of Military Medical Officers, whose advice was sought on the purely medical aspects of the claim. Cases which involved payment of pensions were decided in consultation with the Ministry of Finance (Defence).

Ex-soldiers and their dependants were given an opportunity to appeal to an independent body against the decisions of the Government on claims to disability and family pensions. For this purpose two different types of tribunals were set up, namely, Entitlement Appeal Tribunals and Assessment Appeal Tribunals. There was a Central Appeal Tribunal which was the ultimate appellate authority. Each Entitlement Appeal Tribunal had an eminent lawyer as Chairman and in addition a senior medical officer and a Service officer. Its function

was to deal with the issue whether a man's disability or the cause of his death was due to his war service and also with subsidiary issues, such as whether a man's pension had rightly been reduced on account of his negligence, misconduct, etc.

The Assessment Appeal Tribunals were concerned with the question whether or not the decision of Government as to the extent to which a man was disabled (which was expressed as a percentage) was correct. Consistent with the nature of its work each such Tribunal consisted of two medical officers, one of whom was the Chairman and the other the Service Member. The decision of an Entitlement Appeal Tribunal settled once for all the issues placed before it. The same was not, however, the case with the Assessment Appeal Tribunals as the degree of a man's disability fluctuates from time to time and decisions on assessment of disability have accordingly to be given repeatedly until the disability reached its final stage.

In the initial stages, the huge accumulation of cases had to be dealt with as rapidly as possible so that every one concerned got the admissible award with the least possible delay. On receipt of an appeal against its initial decision, the Pensions Branch re-examined the whole case, modified the decision where necessary and informed the claimant of the new decision. If, however, after examining all aspects of the case, Government was still of the opinion that the original decision was sound, the appeal was passed on to the Pensions Appeal Tribunal for final decision with relevant facts bearing on the claim, including the advice of Government's Medical Advisers and the Government's point of view. The Tribunal, thereafter, dealt with the appeal in a quasi-judicial manner. The claimant could appear personally before the Tribunal at Government expense or could nominate someone to argue on his behalf. Government representatives were also present before the Tribunal to argue the case on behalf of Government. The decision of the Tribunal was accepted by Government except in cases where it was considered that the decisions were not in accordance with the rules. In such cases, a second appeal was made to the Central Appeal Tribunal, which consisted of a single member who was appointed by the Ministry of Law. A claimant too had the option to appeal to the Central Appeal Tribunal against the decision of the Pensions Appeal Tribunal. It may be mentioned that of the total number of entitlement appeals filed, only about 25% were accepted by Government on reconsideration in the Ministry and of the remainder only 6% of the whole were accepted by the Tribunals.

Before partition the Pensions Branch was dealing with the Pensions claims in respect of members of the undivided Indian Armed Forces. At the time of partition the Government of India accepted the primary liability for the cost of Pensions in all cases where awards had been

made prior to 15th August 1947 irrespective of whether the claimants were nationals of India or Pakistan. Accordingly, the Pensions Branch continued to dispose of all such pre-partition claims. As a corollary, two of the Pensions Appeal Tribunals were entrusted with the hearing of appeals from Pakistan nationals against the decisions of the Government of India. One of these Tribunals functioned in Lahore for about a year, but as Pakistan was unable to find accommodation for these Tribunals they had to carry on their work in India. This did not, however, in any way affect the proper settlement of the claims of Pakistan nationals.

At the peak stage of expansion (1948) the strength of the staff of the Pensions Branch was even more than that of the main Ministry. From 1949 onwards, there was a steady diminution in the staff in this Branch and on 1st April 1951 the only remaining four Sections were merged with the main Ministry and the Pensions Branch ceased to exist as a separate entity. Subsequently, two of these four Sections were also abolished, thereby leaving only two Sections to deal with casualty pensions work.

The work relating to war pension claims was almost over by 1956. The claims now being considered by the Pensions Sections are mainly due to post-war casualties. This work cannot end at any time as casualties always occur and create fresh claims. The magnitude of the work accomplished by the Pensions Branch can be gauged from the fact that up to 1st January 1957 it had disposed of 1,16,574 claims. The balance left was only 184. Upto the same date 47,211 Entitlement Appeals and 24,091 Assessment Appeals had been dealt with. The balance left was 141 and 54 respectively. The Pensions Appeal Tribunals adjudicated 20,158 Entitlement appeals and 13,768 Assessment appeals. The Central Appeal Tribunal adjudicated 1,884 appeals against the decision of the Pensions Appeal Tribunals.

One Central Appeal Tribunal (in New Delhi), 5 Entitlement Appeal Tribunals (two in Lucknow and one each in Madras, Delhi and Jullundur) and two Assessment Tribunals (in Delhi and Poona) functioned from time to time during the period January 1947 to September 1954.

In 1951, the right of appeal to a Tribunal against the assessment of disablement was withdrawn in respect of decisions taken on or after 1st May 1950. Similarly appeals to Entitlement Tribunals against entitlement to disability or family pension was also withdrawn in respect of decisions taken after 31st September 1953. The reason for these decisions and the abolition of the Tribunals was that with passage of time, the number of appeals had considerably diminished and it was no longer justified to retain the expensive appellate machinery to hear the few current decisions that the disability or death of a member of the

Forces was not connected with the war service rendered during the years 1939 to 1946. All appeals preferred on or after the 15th January 1954 (up to which date the appeals had been disposed of by the Tribunals) by ex-members of the Armed Forces or their dependants against adverse decisions of the Pension sanctioning authorities, whether in relation to war or post-war service, were thereafter considered on their merits by the Government of India. The decision appealed against was modified wherever the review of the case justified it. This was in conformity with the practice which prevailed before the Pensions Appeal Tribunals were set up. It was, however, subsequently represented to Government that with the abolition of the Tribunals, there was no machinery for reviewing the decisions taken in the Ministry. The Defence Minister's Appellate Committee on Pensions was accordingly set up in October 1958 with the Minister of Defence as Chairman and consisting of the Minister of Defence Production, the Defence Secretary, the three Service Chiefs, the Financial Adviser (Defence), the Director General, Armed Forces Medical Services, and a Judge Advocate General from a Service other than the one to which the appellant belonged. The Committee considers appeals in respect of claims to disability and family pensions of the personnel of the Armed Forces. The Cabinet Secretariat (Military Wing) provides the Secretariat for the Committee.

SECTION 4 : WINDING UP OF ECCLESIASTICAL AFFAIRS

In addition to Defence, Ecclesiastical affairs were administered by the Governor-General in his discretion. The work was assigned to the Defence Department. The administration of Ecclesiastical affairs was wound up after 15th August 1947.

Expenditure on ecclesiastical affairs from the Indian revenues was originally sought to be justified by the presence in the country of a British element who had been brought in the service of the State from their own country—where there were churches and Ministers of religion of Christian faith in almost every village—to a country (India) where these did not at first exist at all. It was argued that unless the State provided religious facilities, European Christians in India would have to go without them. Thus came about the statutory obligation of the Government of India to provide religious ministrations at State expense to a category of Europeans who were known as 'entitled persons'. This expression in Government parlance denoted: (a) European British-born Officers and men in the Armed Forces of both British and Indian units, (b) European British-born persons in the service of the Crown in India, (c) State Railway employees of European descent and (d) the Families of the aforesaid. This obligation was discharged on the basis that in any station where there were at least 25 'entitled' persons of one denomination, Government would maintain a church and

provide wholly or partially a Government or a Grant-in-aid Chaplain of that denomination. The Government of India had also the responsibility for the provision and up-keep of Cemeteries of these "entitled persons".

The original assumption under which the State undertook this obligation, viz., lack of facilities for practising the Christian faith in India for Europeans employed by the Government, gradually lost its validity. In about a hundred years, Indian Christians and Christian churches, with an organisation of their own, increased enormously in number. In recognition of this, it was stated to be the accepted policy of the Government of India to carry out a progressive reduction of expenditure under the head 'Ecclesiastical'. For this purpose there was a quinquennial review of the expenditure. The Government of India Act, 1935, stipulated that the annual expenditure on account of ecclesiastical affairs should not exceed forty-two lakhs of rupees, exclusive of pensionary charges.

In the Government of India the work relating to ecclesiastical affairs tossed about for some time from department to department until it was finally assigned to the Army (later known as Defence) Department apparently for the reason that the maximum number of 'entitled' persons was to be found in the Armed Forces.

The total expenditure on Ecclesiastical affairs was allocated among Civil, Railway and Defence estimates in accordance with the Allocation Rules which had been framed on the basis of the number of 'entitled' persons under each category. The expenditure involved was on (i) Chaplains, (ii) Establishments (*i.e.*, staff for Chaplains, Churches and Cemeteries) and Contingencies, (iii) Grants-in-aid to various church Authorities and (iv) Provision and Maintenance of Churches and Cemeteries. In the year 1947-48 the total expenditure on ecclesiastical affairs was Rs. 36.58 lakhs exclusive of pension charges. This was made up of 14.81 lakhs, 6.68 lakhs, 8.90 lakhs and 6.19 lakhs respectively under the aforesaid four heads.

With the transfer of power, the statutory obligation of the Government of India to provide religious ministration to 'entitled' persons came to an end. The decision to wind up the ecclesiastical affairs was taken by the Government of India in collaboration with the Government of Pakistan.

(i) The Indian Ecclesiastical Establishment was a Secretary of State's Service. At the time of winding up, there were in its cadre 107 chaplains of whom 99 belonged to the Church of India, Burma and Ceylon (which was established by the Indian Church Act 1927) and 8 to the Church of Scotland. Logically, the services of all these Chaplains should have terminated on 15th August 1947. In view, however,

of the fact that British troops, though in diminishing numbers, would be present in India in the process of evacuation, even after that date, it was agreed to retain the services of a few Chaplains till 31st December 1947. The services of 75% of the chaplains were dispensed with from 15th August 1947 and those of the remainder from 1st January 1948. Except for payment of leave salary and pension to the Chaplains belonging to the I.E.E., expenditure in regard to the Indian Ecclesiastical Establishment came to an end from 1st January 1948.

(ii) Besides maintaining a statutory service of chaplains, the Government of India also paid yearly grants-in-aid to certain church authorities for providing chaplains of the respective denominations at recognised stations where I.E.E. chaplains were not available for ministration and also for episcopal supervision. Such grants-in-aid were made to the Church of India, Burma and Ceylon, the Church of Scotland, the Roman Catholic Church, the Methodist Church and the United Board Church. The Church authorities were not really self-supporting and had been used to Government subsidies for a considerable period of time. It was strongly represented that to withdraw this assistance all of a sudden on 15th August 1947 would cause great hardship to them. In order to enable the church authorities to tide over the crisis, a final lump sum grant-in-aid of about Rs. 11.27 lakhs (a little more than the annual payment) was paid to them. Government indeed took a generous, rather than a legalistic, view of their obligation in this regard.

(iii) The staff attached to chaplains, churches and cemeteries was mostly temporary and part-time. Their services were terminated with the abolition of the Ecclesiastical Department on 1st April 1948. A few who were appointed on whole-time and permanent basis had their services terminated on proportionate pension with effect from the same date.

(iv) On 1st April 1948 the churches were transferred to the respective church authorities. Similarly the cemeteries were transferred to the U.K. High Commission in India for maintenance. Thus on 1st April 1948, the Government of India relinquished all responsibility for the maintenance and up-keep of churches and cemeteries.

With the winding up of the ecclesiastical affairs, the Government ceased to recognise religious ministration at State expense as one of the functions of the State and India truly became a secular State.

SECTION 5 : ORGANISATIONAL CHANGES IN THE SECRETARIAT

In order to step up the efforts towards self-sufficiency in defence requirements, an Additional Secretary was appointed in the Defence Ministry in May 1957. The importance attached to Defence production

received further recognition in the appointment, in May 1962, of a Minister of Defence Production to assist the Defence Minister. With the increased production activities in the existing Defence units, the setting up of new factories (*e.g.*, for the manufacture of medium tanks, 3 ton and 1 ton vehicles, etc.) and the acquisition of workshops which became public undertakings under the administrative control of the Ministry, the responsibilities in regard to Defence production expanded enormously. A Department of Defence Production was therefore created in the Defence Ministry in November 1962 with a separate Secretary to Government.

After the Chinese aggression of October 1962 and the consequent decision to build up the defence potential of the country, a certain amount of expansion in the Defence Ministry Secretariat as also the Armed Forces Headquarters was inevitable.

The stoppage of supplies from abroad during the hostilities with Pakistan in September 1965 underlined the urgent and imperative need to become self-sufficient in Defence equipment. In order to make a more vigorous drive to achieve this objective, in close liaison with the public and the private sectors of industry, a Department of Defence Supplies was established in the Ministry of Defence in November 1965 with a separate Secretary to Government. The Minister in the Ministry of Home Affairs assumed additional charge of this newly created portfolio. In order to ensure close coordination between economic planning and defence planning, a planning cell was set up in the Defence Ministry in November 1965 under an Additional Secretary. The organisation of the Defence Ministry including the Department of Defence Production and the Department of Defence Supplies is outlined in the annexed charts.

CHART 13

SERVICES HEADQUARTERS AND INTER-SERVICE ORGANISATIONS UNDER THE MINISTRY OF DEFENCE
(EXCLUDING DEPARTMENT OF DEFENCE PRODUCTION)

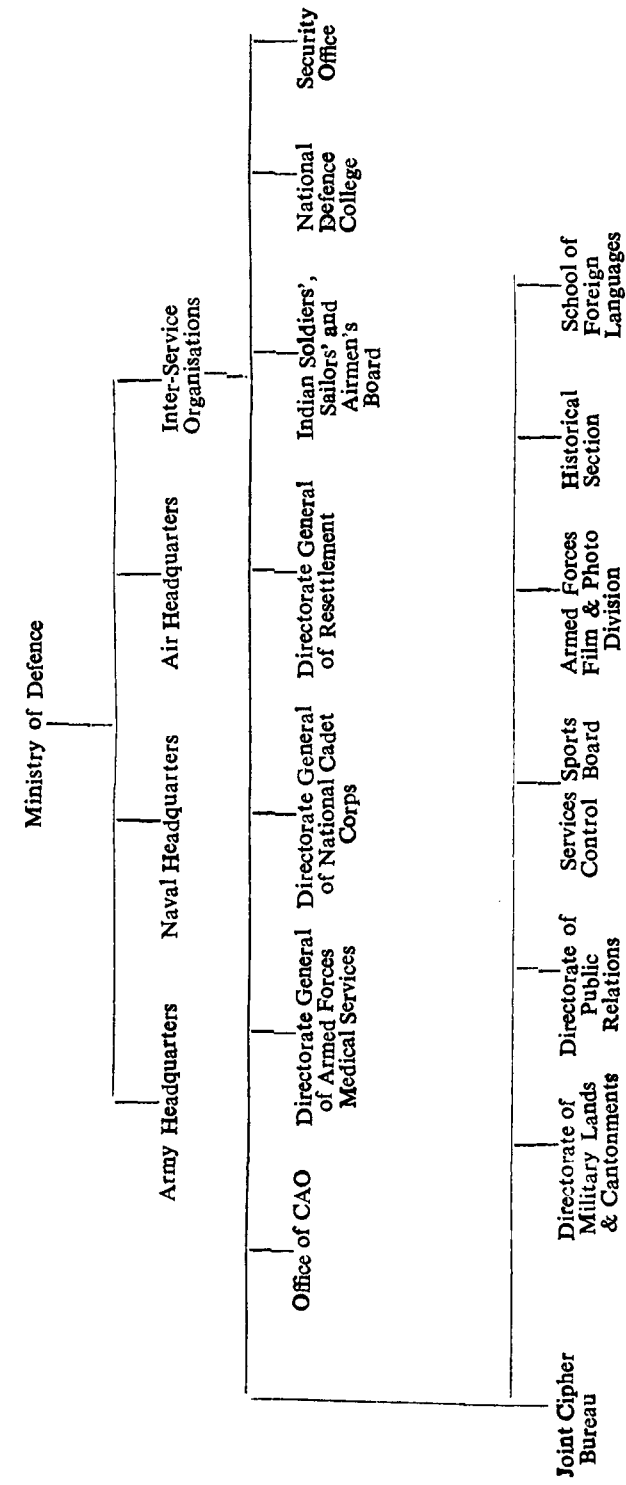


CHART 14

ORGANISATION OF DEPARTMENT OF DEFENCE PRODUCTION

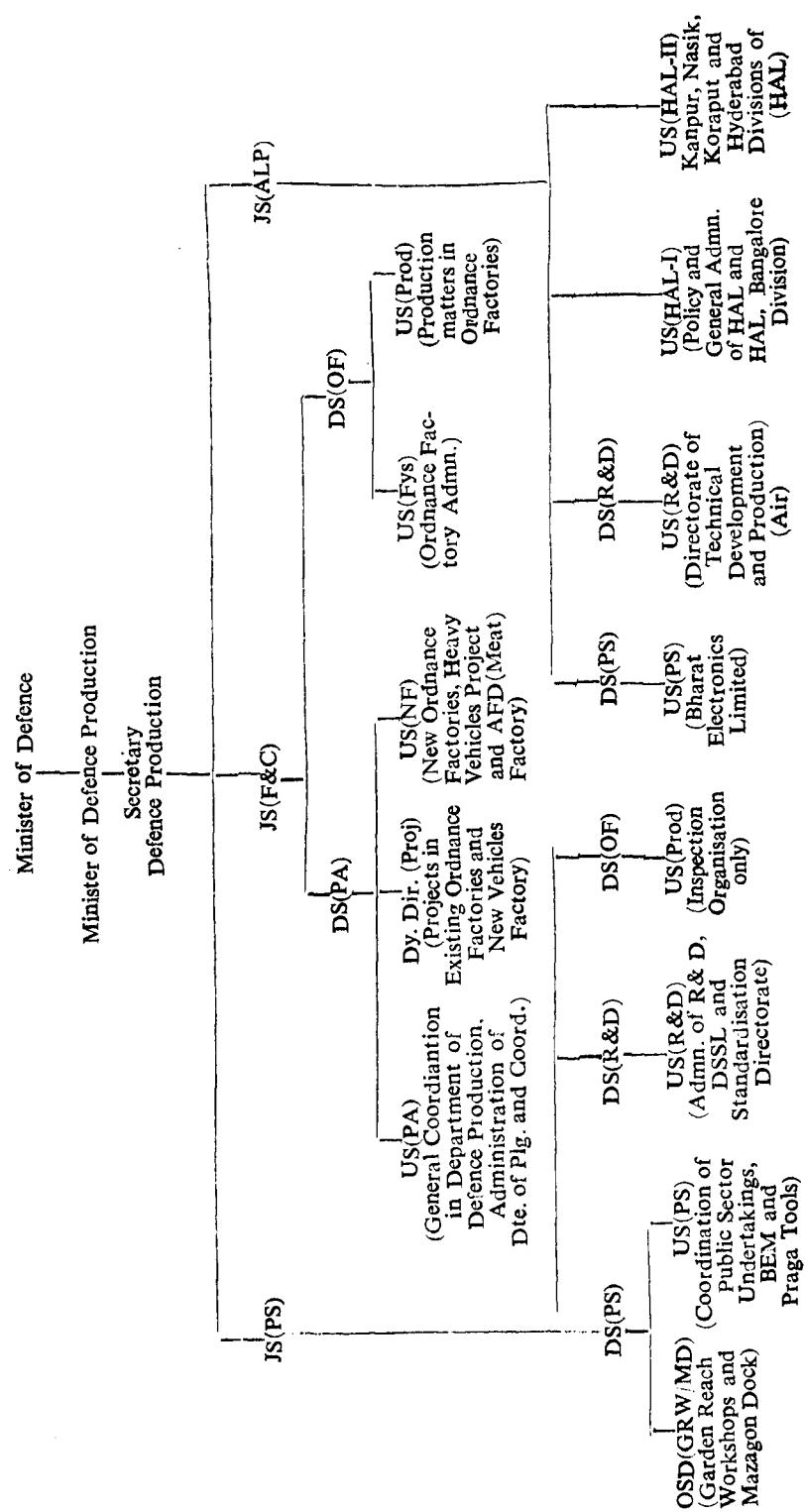
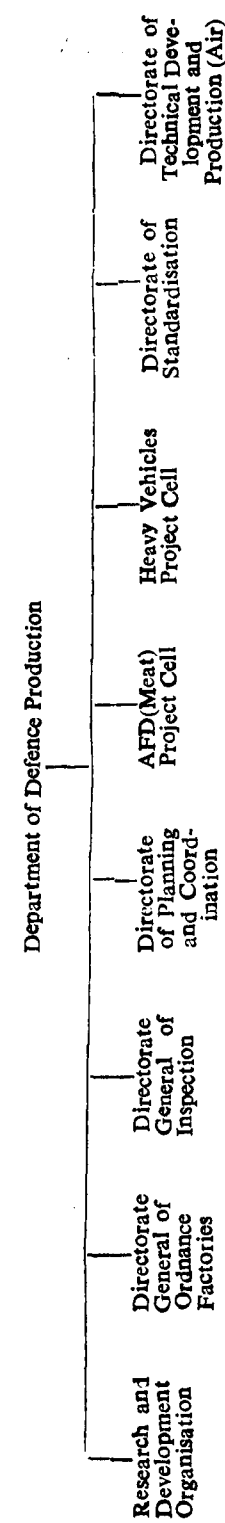


CHART 15

ATTACHED OFFICES OF THE DEPARTMENT OF DEFENCE PRODUCTION



CHAPTER VI

ARMY, NAVY AND AIR FORCE HEADQUARTERS AND THE LOWER FORMATIONS

Before the transfer of power, all the senior posts in the Armed Forces, both in the Headquarters as well as in the Commands, were held by British Officers. From 15th August 1947 the Commander-in-Chief in India became the Supreme Commander for the reconstitution of the Armed Forces and the existing General Headquarters, Naval Headquarters and Air Headquarters of undivided India became his offices. The post of the Commander-in-Chief of all the three Services was abolished and it was decided to have an independent Chief for each of the Services. New Chiefs of the three Services had, therefore, to be selected. Other senior appointments had also to be made in the Defence Headquarters and in the Commands as most of the senior British Officers, both Civil and Military, had elected to retire from service and some of them had also opted for service in Pakistan. Thus though the highest priority was given to the work relating to partition, attention had simultaneously to be paid to usher in the new set-up from 15th August.

The Services Headquarters had been formerly accustomed to rely on guidance from their counterparts in U.K. on all important matters. They usually followed British practices and procedures in administrative and organisational questions. The new Headquarters of the Services had now the responsibility of considering independently all Defence problems and to initiate and formulate proposals for the consideration of Government. The Indian officers who were appointed to senior staff posts in the Headquarters were fully conscious of the great responsibility which now devolved on them for the building up of an independent Defence Organisation for India. Even though they had no adequate opportunities of doing staff work before, they had all seen active service during the War and this had provided them with valuable training and experience. Added to that, their strong sense of patriotism inspired them and they threw themselves into the great task ahead with determination and fervour. The despatch of military assistance to Kashmir on hardly twenty-four hours' notice in October 1947 and the careful planning of the Police Action in Hyderabad in September 1948 would go to show how quickly and competently the Services Headquarters were able to shoulder their new responsibilities.

INDEPENDENT HEADS FOR THE THREE SERVICES

As already stated, upto 1947, the Army Chief was the Commander-in-Chief in India and the Chiefs of the Navy and of the Air Force were

subordinate to him. This arrangement was quite suited to the needs of the British days. The Naval Defence of India was the responsibility of the British Navy. The young Air Force had only a nominal potential. The predominant role for India's defence was, therefore, that of the Army. Consequently it was not inappropriate for the Army Chief to be the Commander-in-Chief of all the three Services.

After the transfer of power the position changed completely. India could no longer depend solely on her land forces for her security. With a vast coast-line, she had to develop an adequate Navy for her maritime defence. Her Air Force too had to be strengthened and enlarged. It was clear that for a balanced expansion of the three Services, they could no longer continue to be under the Army Chief. Moreover, it was realised that with the rapid advances in science and technology, it would be too much to expect any officer belonging to any one Service to be thoroughly familiar with all the technicalities and requirements of the three Services. Again in all modern armed forces, each of the three Services is under an independent Chief. Taking all these aspects into consideration, the Government of India decided that the two younger Services too should have independent Chiefs. The equal importance now attached to the three Services was also manifest in this decision. The three Chiefs are directly responsible to the Defence Minister for the administration of their Services and are also collectively the professional military advisers to the Government.

CHANGES IN DESIGNATION OF THE CHIEFS

While appointing three independent Chiefs for the three Services on 15th August 1947, their designation was not, however, changed, i.e., they continued to be known as Commander-in-Chief, Indian Army, Flag Officer Commanding, Royal Indian Navy, and Air Marshal Commanding, Royal Indian Air Force respectively. But it was soon felt that these designations, while indicative of their operational functions, did not adequately bring out the responsibility for planning and professional advice. It was, therefore, decided in February 1948 that the Heads of the Services should be known as Chief of the Army Staff and Commander-in-Chief, Indian Army, Chief of the Naval Staff and Flag Officer Commanding, Royal Indian Navy, and Chief of the Air Staff and Air Marshal Commanding, Royal Indian Air Force. Though the status and responsibilities of the three Service Chiefs were identical, their designations were dissimilar. Some people still thought that the Commander-in-Chief of the Army was in supreme command of all the Armed Forces in India, as in the past. To emphasize the growing importance of the Navy and the Air Force, to give these Chiefs in the public eye the same status and importance as the Army Chief and also for the sake of uniformity, the designations of the Service Chiefs were

changed in June 1948 to Chief of the Army Staff and Commander-in-Chief, Indian Army, Chief of the Naval Staff and Commander-in-Chief, Royal Indian Navy and Chief of the Air Staff and Commander-in-Chief, Royal Indian Air Force. The designations of the Naval and Air Chiefs were thus brought on to the pattern of the designation of the Army Chief.

But these double-barrelled designations proved to be long and clumsy. Further, under the Constitution of India, the President became the Supreme Commander of the Defence Forces and it did not sound appropriate for the heads of the Armed Forces to be designated as 'Commanders-in-Chief'. Sentimental attachments too had however to be taken into account. After considerable discussion, it was finally decided that the designations required to be changed. With effect from 1st April, 1955 the heads of the three Services were designated as the Chief of the Army Staff, the Chief of the Naval Staff and the Chief of the Air Staff. This was given statutory effect in the Commanders-in-Chief (Change in designation) Act, 1955 (19 of 1955).

While announcing this change in designation in Parliament on 25th March 1955, the Prime Minister made it clear that this did not imply any reduction in the authority or status of these Chiefs. Their authority, including operational authority, would continue to be the same as before.

The heads of the Army, the Navy and the Air Force were in the rank of General, Vice-Admiral and Air Marshal respectively. There was no uniformity in the tenure of these appointments. The Army Chief's tenure was normally upto four years, that of the Naval Chief for three years (extendable upto four years) and of the Air Chief for four years. In January 1966, Government decided that the tenure should be three years for all the three Chiefs. Apart from introducing a desirable measure of uniformity, there may have been another consideration behind this decision. When an officer is selected as the head of his service, there is naturally a chain of promotion in the lower echelons. As explained in detail in a later chapter, there is the system of tenure coupled with a prescribed age of compulsory retirement for each rank. If therefore the period of tenure for the Service Chief and that for officers in the next lower rank (who may be in the zone for consideration to succeed him) were to be the same, the latter would be due for retirement along with the former. A shorter tenure for the Chief would reduce such difficulties.

Having regard to the expansion of the Air Force, the rank of the Air Chief was upgraded to Air Chief Marshal from 15th January 1966.

SETTING UP OF NEW SERVICES HEADQUARTERS

Under the three Chiefs were established on 15th August 1947 three new Headquarters known at first as the Army Headquarters (India), Naval Headquarters (India) and Air Headquarters (India). The appellation 'India' was later on dropped as redundant.

ARMY

The Army Headquarters formerly had six Branches; four under Principal Staff Officers of the rank of Lieutenant-General (*viz.* Chief of the General Staff, Adjutant General, Quarter Master General and Master General of the Ordnance) and two Branches under officers of the rank of Major-General (*viz.* Military Secretary's Branch and the Engineer-in-Chief's Branch).

Some time after the last World War, a plan for the reorganisation of the General Headquarters was worked out. As a result, the constituent Directorates of the Master-General of the Ordnance Branch were gradually transferred to the other Branches of the General Headquarters. The Directorate of Ordnance Services was transferred to the QMG's Branch on 24th February 1947 and the Directorates of Mechanical Engineering and Technical Development were transferred to the GS Branch on 1st April 1947. The MGO Branch thus ceased to exist from 1st April 1947. This reorganisation, it was then considered, would result in proper coordination of work among those concerned with military equipment, namely the User, the Technologist, the Scientist, the Manufacturer, the Inspector and the Maintainer.

The Director of Ordnance Factories was an important official of the Master-General of the Ordnance Branch. He controlled the Ordnance Factories which manufactured stores for the Defence Services. During the War the administrative control of the Factories was transferred to the Supply Department. They were transferred back to the Defence Department on 1st April 1947 and the Director of Ordnance Factories was then placed under the General Staff Branch. A new post of Deputy Chief of the General Staff (Weapons and Equipment) was created with effect from 1st April 1947 to supervise the new work then entrusted to the General Staff Branch. The Scientific Adviser to the Master-General of the Ordnance then became the Scientific Adviser to the Deputy Chief of General Staff (Weapons and Equipment) but on 1st February 1949 this appointment was transferred to the Defence Science Organisation under the Ministry. The Ordnance Factories had also been taken over by the Ministry of Defence for direct administration with effect from 1st April 1948.

On 15th August 1947 the Army Headquarters had thus three Principal Staff Officers in charge of the General Staff Branch, the

Adjutant General's Branch and the Quartermaster-General's Branch and two other Heads of Branches, namely, the Military Secretary and the Engineer-in-Chief. All of them had the rank of Major General. The Army Headquarters had then only 150 officers and 569 other ranks, both civil and military.

It was later found that too great a burden had been placed on the General Staff Branch and the Quartermaster-General's Branch by the transfer of certain Directorates from the Master-General of the Ordnance Branch. It was considered that this important Branch should be reconstituted for ensuring better coordination and for greater attention being paid to research and development in the Army. The Master-General of the Ordnance Branch was accordingly re-established on 15th January 1949.

From 15th August 1947, the posts of Principal Staff Officers in Army Headquarters were made tenable by officers of the rank of Major General. This was due to the sudden depletion in the higher ranks and also due to the reduced responsibilities consequent on the diminution in the strength of the Army. During the next ten years, the rank structure of the Army became fairly stabilised. The responsibilities of the Branches also had increased greatly. In August 1958 the posts of Principal Staff Officers were upgraded to the rank of Lt. General. Fresh posts of Deputy Chief of the General Staff, Deputy Adjutant General, Deputy Quartermaster General and Deputy Master General of the Ordnance were also created in the rank of Major General. To assist the Army Chief, a new post of Deputy Chief of the Army Staff was also created in the rank of Lt. General.

From 15th January 1965, the Deputy Chief of the Army Staff and the Chief of the General Staff were redesignated as Vice Chief of the Army Staff and Deputy Chief of the Army Staff respectively. In this arrangement, the Vice Chief was placed in charge of the work of some of the Directorates of the General Staff Branch which continues as before. The post of Deputy Chief of the General Staff was abolished and the rank of Director of Staff Duties in the General Staff Branch was upgraded from Brigadier to Major General.

The Chief of the Army Staff is thus assisted by the Vice Chief of the Army Staff and four other Principal Staff Officers (the Deputy Chief of the Army Staff, the Adjutant General, the Quartermaster General and the Master General of the Ordnance) and two heads of Branches (the Engineer-in-Chief and the Military Secretary). The functions of the Branches are outlined below :

(i) The General Staff Branch :

- (a) Organisation and employment of the Army, military operations, military intelligence, military training, combat development, military survey including maintenance

and supply of maps, and engineer staff matters—which are dealt with by the Vice Chief of the Army Staff :

- (b) Staff duties, selection and scale of weapons and equipment, coordination of policy regarding equipment including provisioning, Armoured Corps, Artillery, Signals, Infantry, Territorial Army and Defence Security Corps—which are dealt with by the Deputy Chief of the Army Staff.
- (ii) The Adjutant General's Branch :
Manpower, recruitment, leave, pay and allowances and pensions and other conditions of service, discipline. It also deals with welfare and health and military law.
- (iii) The Quartermaster General's Branch :
Movement of personnel, stores and equipment ; provision, storage, inspection and issue of fuel, foodstuffs and forage ; military farms, remount and veterinary services ; Army postal, pioneer and canteen services ; works policy, fire fighting services and technical examination of the works bills of the Military Engineer Services.
- (iv) The Master General of the Ordnance Branch :
All aspects of procurement policy, provision, storage, recovery, repair, maintenance and issue, of all stores and equipment of Ordnance supply including military transport, vehicles, weapons and ammunition, signal equipment, general stores and clothing as well as supply of common user items to the Navy and the Air Force.
- (v) The Military Secretary's Branch :
Grant of commissions in the Army, postings, transfers, promotions, releases, retirements, resignations, invalidment, transfer to the reserve and the maintenance of the Confidential Reports and personal records of all non-medical officers of the Army ; providing the Secretariat for the Selection Boards which recommend officers for promotion to the rank of Lt. Colonel and above ; recommendations for grant of honours and awards to Army Officers and Honorary Commissions in the Army to civilians.
- (vi) The Engineer-in-Chief's Branch :
All matters relating to Engineer units and Engineer stores ; administration and personnel of the corps of Engineers and the Military Engineer Services ; design, construction and maintenance of all accommodation and works for the Defence Services.

All these Branches are divided into various Directorates.

On 15th August 1947, India was divided into three Army Commands—the Southern, the Eastern, and the Delhi and East Punjab Commands. The Delhi and East Punjab Command was newly created after partition; the then Eastern Command had also somewhat shrunk from its original size, while the Southern Command remained practically unchanged in its jurisdiction. Each Command was and continues to be under a General Officer Commanding-in-Chief, with the rank of Lieutenant-General. These commands were divided, as formerly, into Areas under Area Commanders (known as General Officers Commanding, Areas) with the rank of Major-General and Independent Sub-Areas and Sub-Areas under the command of Brigadiers. Independent Sub-Areas come directly under the Command. Since 1947, modifications have been made from time to time in the extent of the Areas and sub-Areas to meet the changing needs.

In 1948, the Delhi and East Punjab Command was renamed as the Western Command. In 1954, the Headquarters of this Command was shifted from Delhi, where it had only temporary accommodation, to Simla where permanent buildings belonging to the Defence Services were available. Erection of permanent buildings in Delhi would have meant considerable capital outlay in a place where pressure on accommodation was already acute. On the other hand the housing problem in Simla had become considerably easier with the shifting of the offices of the Punjab Government from Simla to Chandigarh. The then Eastern Command Headquarters was also moved from Ranchi to Lucknow. Ranchi was not very conveniently situated for rail or road communication; besides, Government did not own much land or buildings there. The acquisition of land and the cost of new constructions would have demanded a heavy outlay of capital. At Lucknow, most of the accommodation needed was made available by the shifting of the U.P. Area Headquarters from Lucknow to Bareilly. Lucknow is also much better placed in the matter of communications. This shifting was completed by the end of February 1955. There were thus three Army Commands, the Western, the Eastern and the Southern, with headquarters in Simla, Calcutta and Poona respectively.

The Areas and Sub-Areas are referred to as static formations. The mobile or operational formations are the Brigade, Independent Brigade or Brigade group under a Brigade Commander of the rank of Brigadier; the Division under the Divisional Commander (Major General); the Corps (composed of two or more Divisions or a combination of Divisions, Brigade Groups and Independent Brigades) under a Corps Commander of the rank of Lt. General. The Corps Commander functions under the Army Commander (who is the General Officer Commanding in Chief, Command). The Corps Commander is junior to the Army Commander though both of them are of the rank of

Lt. General. It may be mentioned here that the Vice Chief of the Army Staff is of the status of Army Commander and the Principal Staff Officers that of Corps Commander. Promotion from Corps Commander to Army Commander is by selection as for other senior appointments, though the military rank remains the same.

After the transfer of power, when the appointment of Viceroy ceased to exist, the name Viceroy's Commissioned Officer (VCO) became inappropriate. The V. C. O. was a peculiarly Indian Army rank and was created by the British to form a link between the British Officers and the Indian troops. Appointment as a Viceroy's Commissioned Officer was made only by promotion from the ranks. In March 1948, the VCO was redesignated as Junior Commissioned Officer, the ranks remaining the same, namely Jemadar, Subedar and Subedar Major. The term Jemadar had however gradually come to denote a particular profession in social parlance. This rank for a JCO was, therefore, changed in 1965 to Naib Subedar.

The King's Commissioned Indian Officers (K.C.I.Os) and Indian Commissioned Officers (I.C.Os) also came to be designated simply as officers and the Indian Other Ranks (I.O.R.), originally so named to distinguish them from British Other Ranks (B.O.R.), came to be known simply as Other Ranks. Thus the Indian Army has now officers, Junior Commissioned Officers and other Ranks.

A brief reference may be made here to the evolution of the Defence Security Corps which provides personnel for protecting Defence installations all over India. Formerly civilian chowkidars and searchers for watch and ward duties were engaged by the installations themselves. But it was felt that for the better security of the Defence installations, the casually employed civilians should be replaced by men who would be subject to a strict code of discipline. Orders were, therefore, issued before partition for the constitution of a Defence Department Constabulary (D.D.C.). By notification issued on 26th April 1947, the Constabulary was declared to be a 'Corps' under the Indian Army Act 1911 and thereby its members became automatically subject to the Army Act. The Constabulary was redesignated as the Ministry of Defence Security Corps on 23rd April 1948. It was under the administrative control of the Ministry of Defence.

The Security Corps is intended to protect installations against minor sabotage and pilferage but is not designed to meet any large scale attack from outside or any major internal disturbance, which would be dealt with by Regular Army personnel under orders of the local HQrs. The Corps is constituted on the Army model and the ranks and titles in it are the same as those in the regular Army.

Recruitment to the Corps is open to ex-servicemen of all the three Services. The terms and conditions of service of D.S.C. personnel are the same as those applicable to Regular Army personnel with regard to travelling concessions, rations, medical treatment and casual and sick leave. The terms relating to pay and allowances, pensions, gratuity and annual leave are, however, slightly different.

The officers of the Navy and the Air Force, as the case may be, have powers of command and also of punishment over the security personnel attached for duty with Naval or Air Force Units or installations. But the personnel are subject only to the Army Act and not to the corresponding Acts of the Navy and the Air Force. By the powers vested in the Naval and Air Force authorities under the Army Rules, they conduct summary court martial procedure in cases of minor offences. But anyone guilty of a serious crime, which would warrant a court martial trial, is handed over to the appropriate Army authorities. The Security personnel serving in Ordnance Factories if guilty of an offence under the Army Act are handed over to the nearest Army Unit for appropriate action.

The Corps is administered by a Director. As indicated earlier he was formerly directly under the Ministry of Defence. The Ministry of Defence Security Corps was transferred to the administrative control of the Chief of the General Staff from 16th August 1958 and named as Defence Security Corps. The Directorate is thus a part of the General Staff Branch.

The ranks of officers of the Army are 2nd Lieutenant, Lieutenant, Captain, Major, Lieutenant-Colonel, Colonel, Brigadier, Major General, Lieutenant-General and General. The Junior Commissioned Officers are in the rank of Naib Subedar, Subedar or Risaldar, Subedar Major or Risaldar Major. The other ranks are Sepoy, Lance Naik, Naik, Havildar and Havildar Major.

The Army consists of a number of Arms and Services: Infantry, Armoured Corps, Regiment of Artillery, Corps of Engineers, Corps of Signals, Army Service Corps, Army Ordnance Corps, Corps of Electrical and Mechanical Engineers, Army Education Corps, Remount Veterinary and Farms Corps, Army Medical Corps, Army Dental Corps, Corps of Military Police and the Defence Security Corps.

After the Chinese aggression of October 1962 the Army underwent considerable expansion and re-organisation. The Eastern Army Command had to look after the middle and eastern sectors of the border with China in addition to the frontier with East Pakistan. Experience showed that this jurisdiction was too unwieldy for one Army Commander to look after. Accordingly in May, 1963, the Eastern Command was split up into two. The headquarters of the Eastern Command was shifted from Lucknow to Calcutta and a new Central Command was

established with headquarters in Lucknow. The Central Command has jurisdiction over U.P., Bihar, Orissa and Madhya Pradesh while the reorganised Eastern Command has under its charge West Bengal, Assam, NEFA, Nagaland, Manipur and Tripura.

In regard to fighting units, with the experience particularly of the operations with the Chinese forces in NEFA in October-November 1962, a new formation called the Mountain Division was evolved. This organisation is designed for operations in high mountain regions with increased mobility and fire-power. Troops are provided with animal transport and lighter vehicles to increase their mobility. They are equipped with light weapons which can be carried by men or animals, the emphasis being to increase the fire power in the terrain in which they are to operate. The organisational structure of the Mountain Division has been suitably modified to ensure that each Army formation is as self-contained as possible. After the commencement of emergency, the raising of six new divisions was sanctioned, four of which were to be Mountain Divisions. One of the existing Infantry Divisions was also reorganised as a Mountain Division, thus bringing the number of Mountain Divisions to five. A further far-reaching decision in regard to the future shape of the Army is dealt with in the chapter on 'Recruitment and Training'.

NAVY

After transfer of power, to start with, Naval Headquarters was organised into two main Departments. One was the Chief of Staff's Department, which was responsible for planning, operations, communications, intelligence and security, personnel matters, complement of ships and shore establishments, training and education, welfare and naval law. The other was the Chief of Administration's Department responsible for supplies, victualling, armaments, works, engineering, etc. These Departments were also divided into various Branches and Directorates dealing with individual subjects.

Next in the chain of command to the Flag Officer Commanding was the Commodore-in-Charge, Bombay, with his headquarters at that port. He was responsible for the ships of the Navy, (His Majesty's Indian Ships as they were then called), based on the West Coast of India, for the Royal Indian Navy Establishments and personnel in that area and for the naval defence of the coast line. There were various Sub-Commands, each under a Naval Officer-in-Charge or a Resident Naval Officer. They were responsible for the ships of the Navy based on their ports and for the Naval establishments and personnel in their areas. There were two Naval Officers-in-Charge; one at Cochin on the west coast, and the other at Vizagapatam (Vishakapatnam) on the east coast. There were also two Resident Naval Officers, one at Madras, and the other in Calcutta.

On 15th August 1947, the Navy had a Frigate Squadron consisting of JUMNA, CAUVERY, SUTLEJ and KISTNA, a Boys' Training Ship, TIR, a Minesweeping Squadron with BENGAL, BOMBAY, KONKAN, MADRAS, RAJPUTANA and ROHILKHAND and the Survey Ship, INVESTIGATOR. These were all very old ships. It was originally proposed that the post-war Navy should have three Cruisers but the plan was altered after the British Government's announcement about transfer of power. As a result, the request made to H.M.G. for acquisition of a Cruiser was cancelled. Immediately after partition, the new Government of India reconsidered the position and decided to acquire for the Indian Navy one Cruiser from the Royal Navy; the former H.M.S. ACHILLES (7,000 Tons) was acquired by the Government of India on 5th July 1948 after having been refitted suitably. The ship was commissioned as H.M.I.S. DELHI and she joined the fleet on 16th September 1948. A further step in the phased expansion programme of the Navy was the acquisition of three R-Class Destroyers from the Royal Navy. After modernization and tropicalization, the ships arrived in India in January 1950. On being commissioned in the Navy, they came to be known as H.M.I.Ss. RAJPUT, RANJIT and RANA.

Meanwhile it was found necessary to reorganise Naval Headquarters on 15th January 1949, with five main Departments each under a Principal Staff Officer. The Principal Staff Officers then were the Deputy Chief of Naval Staff and Deputy Commander-in-Chief (who had the rank of Commodore, the others being in the rank of Captain, and was responsible for planning, operations, communications and intelligence and also for the over all co-ordination of the staff); the Chief of Personnel (responsible for recruitment, service conditions, training, welfare and discipline of Naval personnel, appointment of officers and general manning of the fleet); the Chief of Administration (responsible for supply and victualling, stores, pay and allowances, transport and works projects); the Chief of Material (responsible for the material resources of the Service) and the Chief of Naval Aviation (responsible for the development of a Naval Air Arm). The Chief of Material and the Chief of Personnel were upgraded in October 1956, to the rank of Commodore while the post of the Chief of Administration was abolished.

A word may be said here about the Naval Aviation Wing of the Navy. The last War had shown that for the successful conduct of any operation, the combined efforts of the Army, the Navy and the Air Force are essential. Naval Aviation can play a great part both for offensive and defensive purposes. If a target on the sea is beyond the range of land-based aircraft, Aircraft Carriers can take the Naval Aircraft far into the sea wherefrom they can attack the target; in the defensive role, enemy ships can be intercepted and attacked from the Air, before they attempt to attack our positions, by the aircraft stationed on aircraft carriers.

Certain characteristics distinguish Naval Aircraft from the ordinary ones. They are fitted with an arrester hook, which on landing engages with one of the arrester wires on the deck of the carrier, and brings the aircraft to a stop within a distance of 200 feet. Some have foldable wings which allow a greater number of aircraft to be carried in an Aircraft Carrier.

A Naval Airman has to receive highly specialized training. The first batch of 18 R.I.N. Officers started their preliminary pilots' training with the Air Force at the Elementary Flying Training School, Jodhpur, in the middle of 1949.

Three Hunt Class Destroyers, GODAVARI, GOMATI and GANGA were obtained initially on loan from the Royal Navy and they were commissioned in the Indian Navy in the middle of 1953. During 1954-55, arrangements were also completed to acquire another Cruiser from the Royal Navy. This Cruiser, the I.N.S. MYSORE, was commissioned on 29th August 1957.

With the acquisition of the first Cruiser and other ships, a new appointment in the Naval Command, designated Flag Officer Commanding, Royal Indian Naval Squadron, was created on 15th August 1948. This appointment underwent various changes in name from time to time and the officer is now known as Flag Officer Commanding, Indian Fleet, with the rank of Rear-Admiral.

Two inshore minesweepers, BASSEIN and BIMLIPATAM, were acquired in 1955. Four coastal minesweepers acquired from the U.K., joined the Fleet in May 1957 as I.N. Ships KARWAR, CANNANORE, CUDDALORE and KAKINADA. A programme of construction of eight new Frigates in the U.K. was carried out during the years 1956-61. Anti-submarine Frigate KHUKRI and Anti-aircraft Frigate BRAHMAPUTRA joined the Fleet on 7th November 1958, followed by Anti-submarine Frigates KIRPAN and KUTHAR on 10th November, 1959. The remaining four Frigates, TALWAR, TRISHUL, BEAS and BETWA, joined the Fleet during 1960-61, the last of them in May 1961. In February 1957 the Government of India acquired a 19000 ton Aircraft Carrier whose construction was still to be completed in the U.K. Thereafter the ship was completed and modernised. The carrier INS VIKRANT was formally commissioned at Belfast on 4th March 1961. She had then 'work up'* in the U.K. and in the Mediterranean. After taking part also in some exercises *en route*, the carrier arrived in India in November 1961. She had SEAHAWK aircraft acquired from the U.K. and ALIZE aircraft from France. The first Indian built Survey Ship INS DARSHAK, constructed in the Hindustan Shipyard Ltd., Visakhapatnam, was formally commissioned into service on 28th December, 1964. A submarine arm has recently been added to the Navy.

*Training the crew to operate the ship in a team.

A Resident Naval Officer's Organisation was set up at Port Blair on 15th February 1964 and commissioned as INS JARAWA (named after an ancient tribe in the Andaman & Nicobar Islands). For developing it as a Naval Base, Marmagao was commissioned as INS GOMANTAK on 7th March, 1964. The Base includes the Naval Air Station at Dabolim where the necessary facilities have been improved and developed.

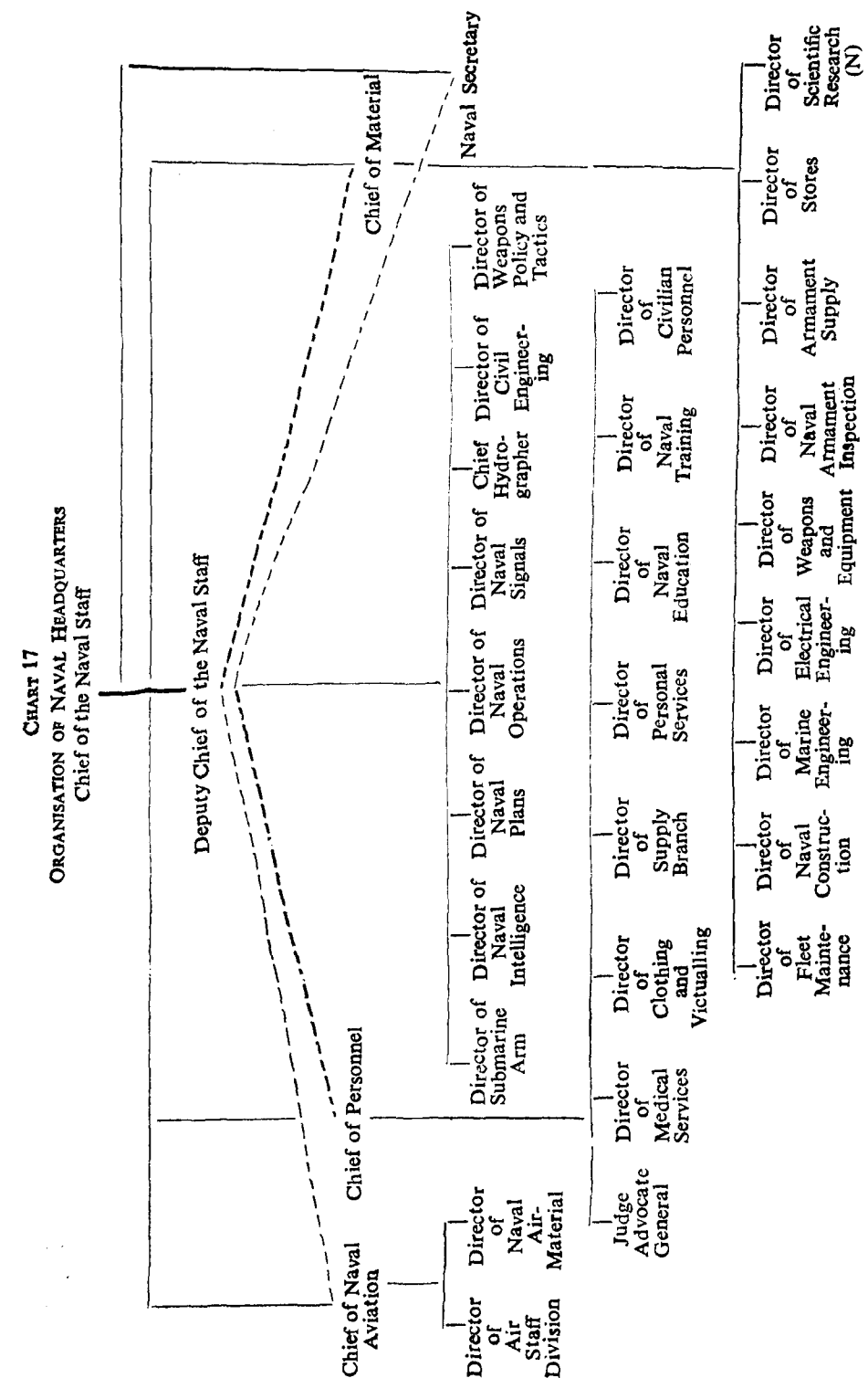
The expansion of the Naval Dockyard at Bombay is being executed in stages. In June 1964 the Navy took over from the Army the responsibility for the maintenance and operation of the coast batteries.

Three new Frigates are to be constructed in the Mazagon Dock, Bombay in collaboration with Vickers-Yarrow of the U.K. The Government of the U.K. offered a special credit of about £ 4.70 million to cover the external cost of the Frigate project for the first four years as well as the expansion of the Mazagon Dock. The new Frigates are expected to join the Navy between 1971 and 1973.

With the expansion of the Fleet, the responsibilities attached to various senior appointments in the Navy enlarged considerably. In 1958, the posts of Commodore-in-Charge, Bombay, and Naval Officer-in-Charge, Visakhapatnam, were upgraded to the rank of Rear-Admiral and Commodore respectively and redesignated as Flag Officer, Bombay, and Commodore, East Coast. The next year the appointment of Deputy Chief of the Naval Staff was upgraded to the rank of Rear-Admiral. In 1965, the posts of Chief of Personnel and Chief of Material were also upgraded to the rank of Rear Admiral.

The Principal Staff officers in Naval Headquarters now are the Deputy Chief of the Naval Staff, the Chief of Personnel, the Chief of Material (all the three in the rank of Rear Admiral) and the Chief of Naval Aviation (in the rank of Commodore). The various Naval authorities outside the Naval Headquarters now are the Flag Officer, Commanding Indian Fleet, the Flag Officer, Bombay, the Commodore-in-Charge, Cochin, the Naval Officer-in-Charge, Goa, the Commodore, East Coast, Visakhapatnam, the Resident Naval Officer, Madras, the Naval Officer-in-Charge, Calcutta, and the Resident Naval Officer, Port Blair.

The officer cadre in the Navy comprises six Branches: Executive, Engineer, Electrical, Supply and Secretariat, Instructor and Medical. (The Medical officers are Army Medical Corps Officers seconded to the Navy). The ranks of officers in the Navy are: Midshipman, Sub-Lieutenant, Lieutenant, Lieutenant-Commander, Commander, Captain, Commodore, Rear-Admiral and Vice-Admiral. (In the Navy, Commodore is more of an appointment than a rank). There are no ranks in the Navy corresponding to Junior Commissioned officers in the Army. The ranks of sailors are Ordinary Seaman, Able Seaman and Leading Seaman.



AIR FORCE

On 15th August 1947, the new Air Headquarters had two main Branches, namely, the Air Branch, responsible for planning, operations, training, signals and intelligence and the Administrative Branch, responsible for equipment, personnel, man-power, organization and technical and equipment services.

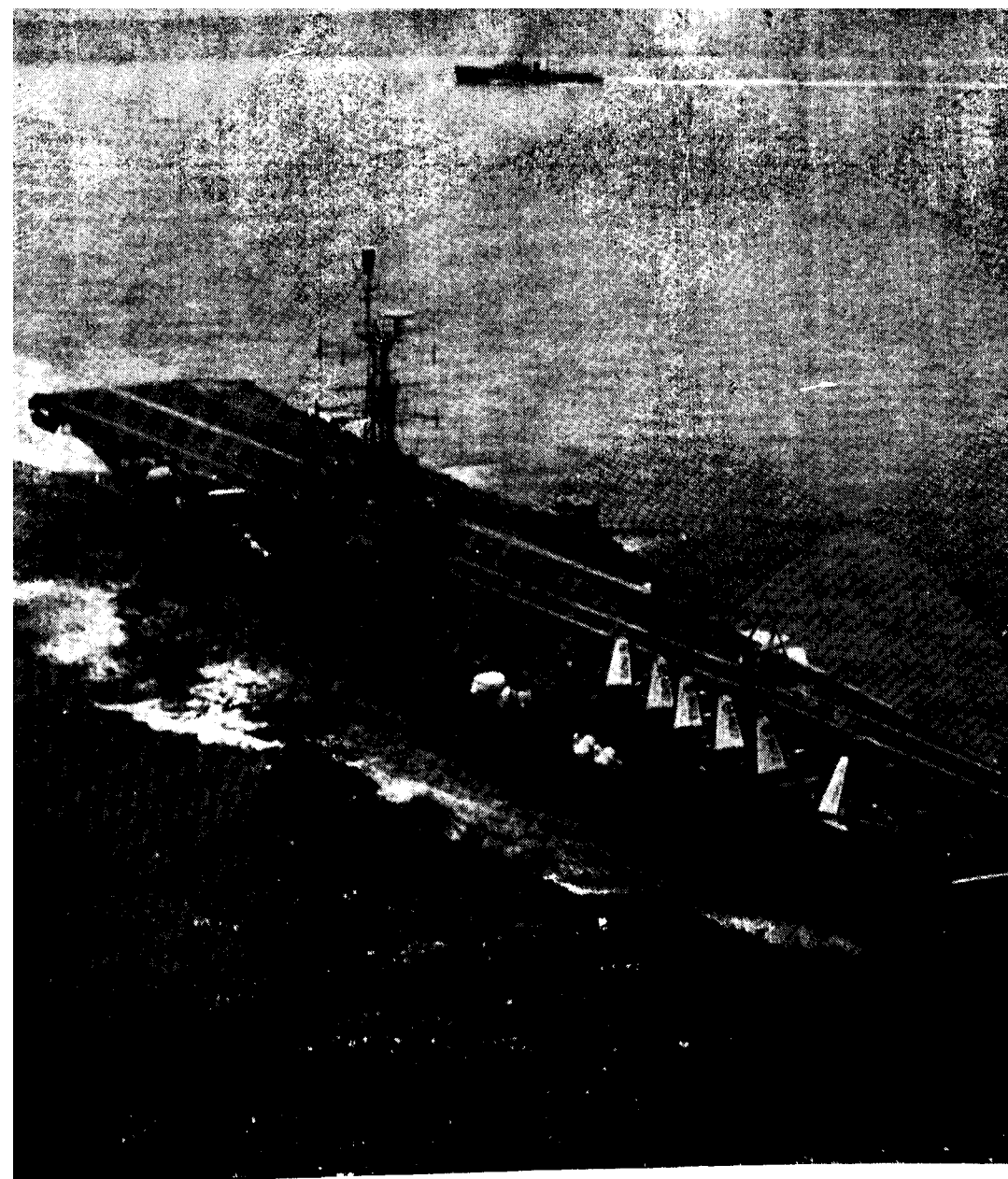
There were then two Air Force formations under Air Headquarters; No. 1 Operational Group which controlled all flying units (fighters, bombers and transport planes etc.) and was responsible for the air defence of India; and No. 2 Training Group responsible for the training of the Air Force recruits, and the training institutions.

After a reorganisation, from 20th October 1948 Air Headquarters had three Departments, one under the Deputy Chief of Air Staff and Deputy Air Commander with the rank of Air Vice Marshal (responsible for planning and operations) and the other two with the rank of Air Commodore: the Air Officer-in-Charge, Personnel and Organization and the Air Officer-in-Charge, Technical Supply and Services (renamed from 16th March 1949 as Technical and Equipment Services).

In order to convey the full significance of the functions and also the status of the Air Officers commanding them (who were of the rank of Air Commodore) the Operational Group and the Training Group were redesignated as Operational Command IAF and Training Command IAF from 22nd July 1949. The Training Command had originally under its control only the Ground Training Institutions; the Flying Training Institutions (Air Force Academies) were controlled directly by Air Headquarters. From 15th September 1954 these were also brought under the Training Command which is now responsible for both Flying and Ground training of Officers and for the entire training of airmen joining the I.A.F. From 26th January 1955, a Maintenance Command was established; its general functions are the overhaul of aircraft and aircraft engines and also the receipt, storage and distribution of aircraft, equipment, explosives, motor transport vehicles etc.

Before 15th August 1947, all the Aircraft Repair Depots were located in Pakistan area. On 15th August 1947, a new Aircraft Repair Depot was established at Kanpur. To effect economy, the Aircraft Repair Depot and the Aircraft Storage Unit were integrated into a Composite Base Repair Depot from 15th August 1949. This Depot among others formed part of the new Maintenance Command.

From 15th August 1948, the Photographic Reconnaissance Flight was constituted. This was redesignated as the Photographic Reconnaissance Squadron from 18th April, 1950. About the middle of 1951, a Survey Flight was formed to work in close collaboration with the Survey of India. Till then, air survey work was being carried out

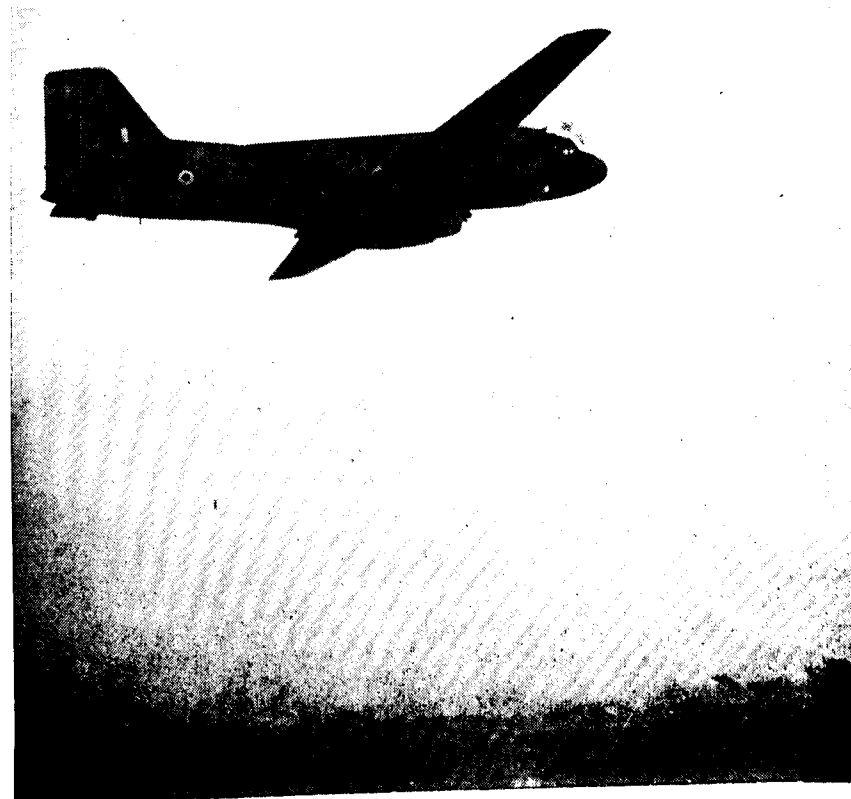


INS Vikrant





Dakota ▲

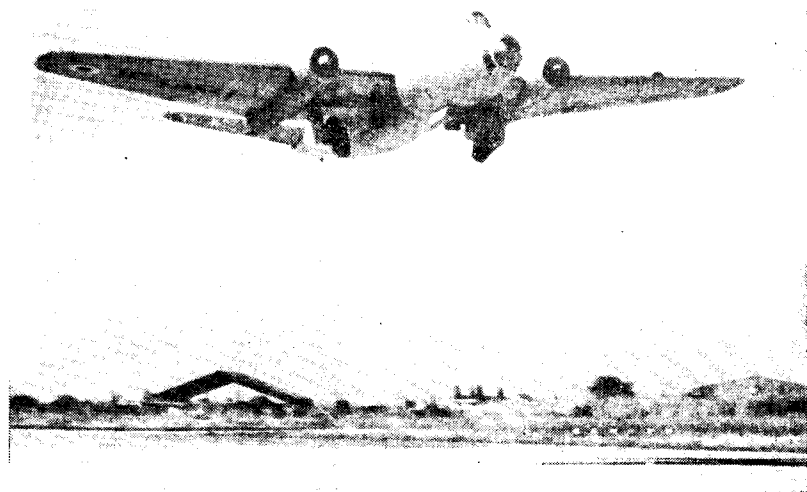


▼ Vampires

IL 14

Gnat



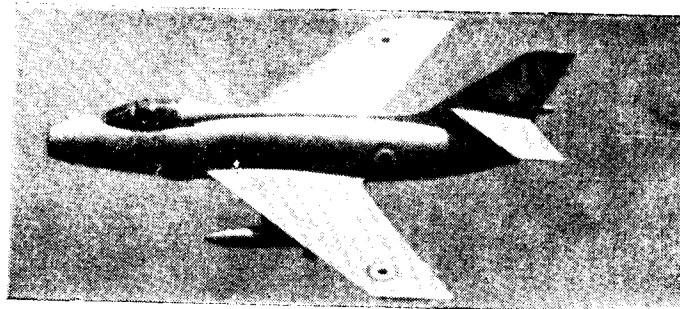


Canberra

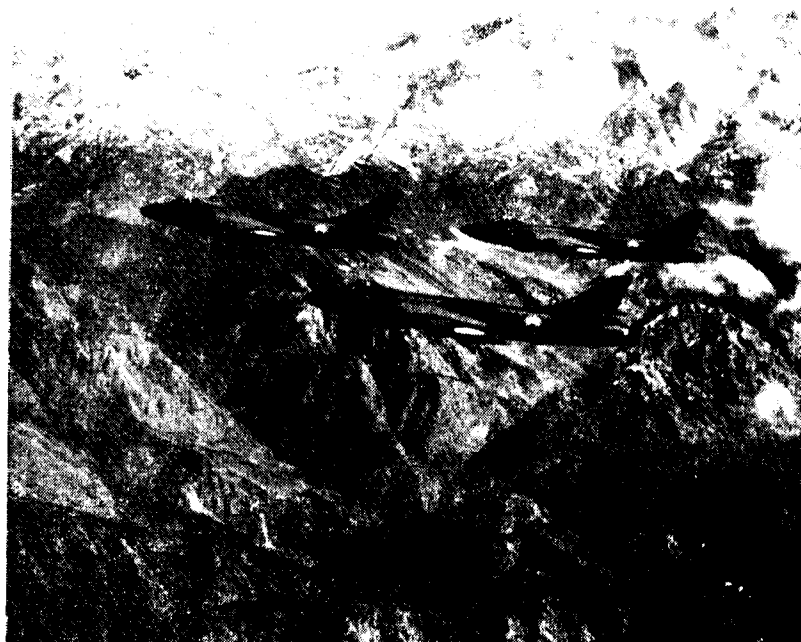


Packet

Mystere



Viscount



Hunters



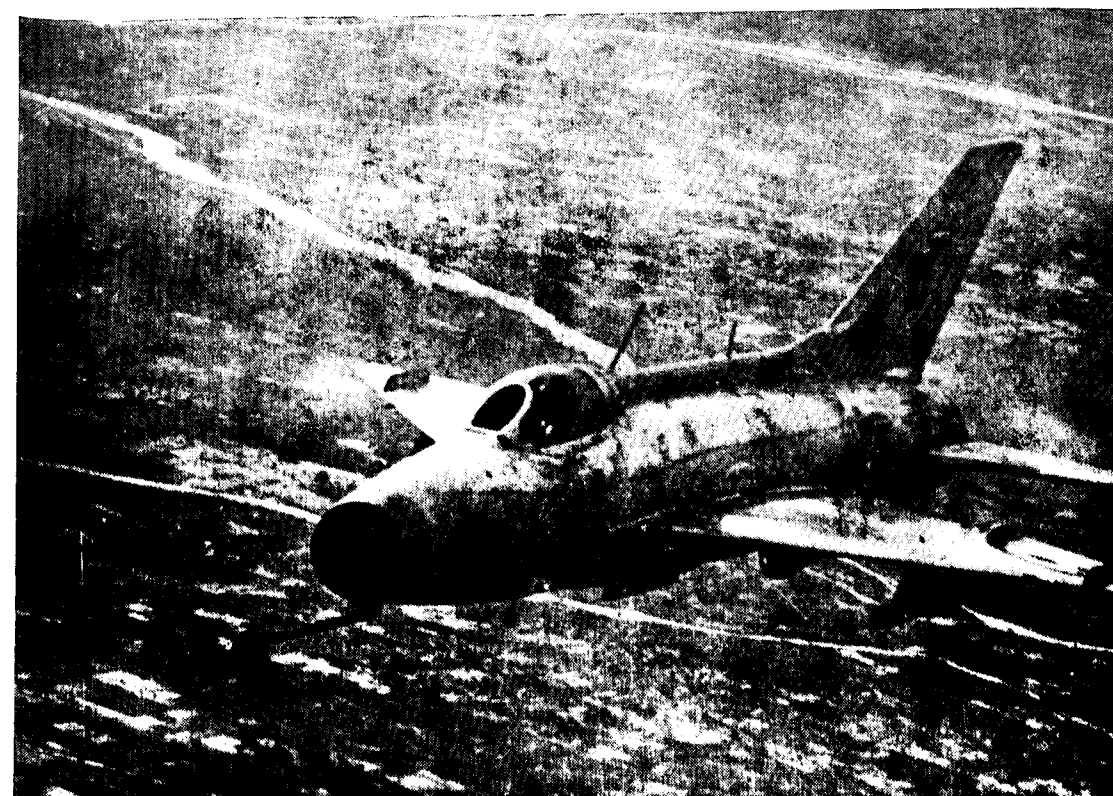
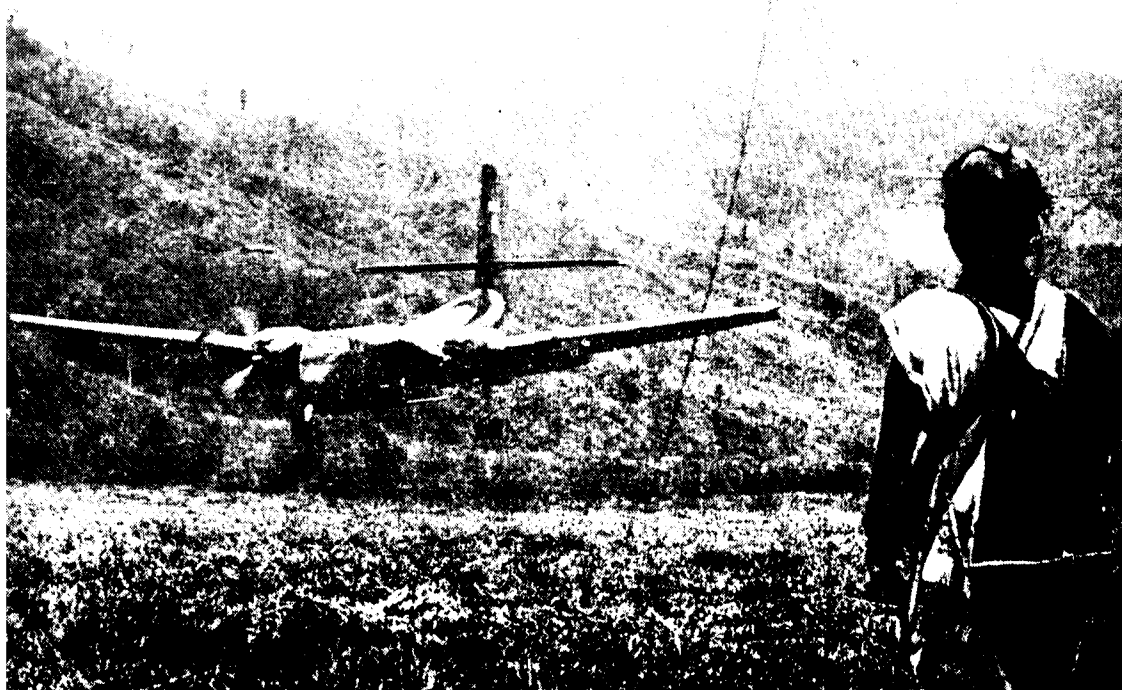


C-124A

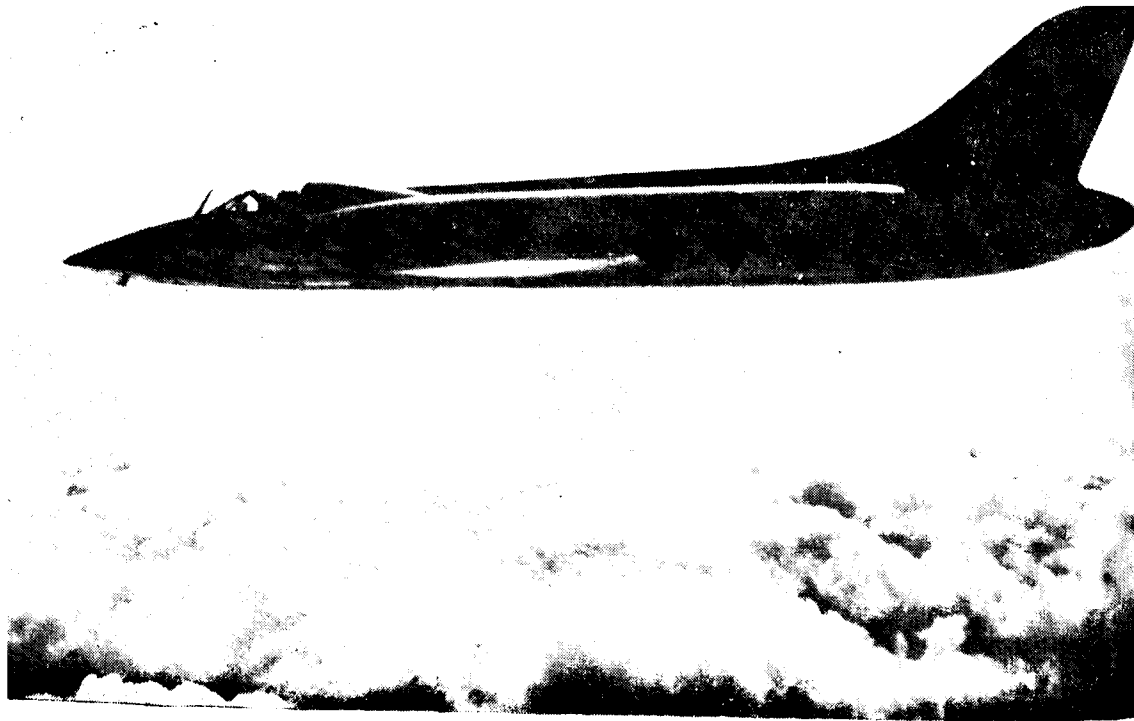
C-124A



Avro 748



Mig 21



HF 24



HJT 16

by a foreign firm under contract with the then Ministry of Food & Agriculture. This firm had branches in countries outside India also. Air survey work is of great national importance and was therefore taken over by the Indian Air Force.

The Airfield at Car Nicobar (in the Andaman and Nicobar islands) was under the formal control of Royal Air Force personnel. On 1st July 1956, the airfield was taken over by the I.A.F.

Since 1957-58, the regular squadrons of the Air Force were gradually equipped with new types of aircraft like the Mystere, the Canberra, the Gnat, the Hunter, the Mig and more recently the HF 24. Along with this growth of the Air Force the production base for the aircraft industry in the country has also been extended. In 1958, the Operational Command was placed under the charge of an Air Vice Marshal. The rank of the Commander of the Maintenance Command was upgraded from Group Captain to Air Commodore and later in 1959 to the rank of Air Vice Marshal.

In 1959, a new command under an Air Vice Marshal was formed with its headquarters in Calcutta. A few helicopters capable of operation at high altitudes were also acquired during the year. In 1960, the manufacture of AVRO 748 transport aircraft was taken up in the Aircraft Manufacturing Depot, Kanpur, in collaboration with the Hawker Siddeley Group of the United Kingdom and the aircraft built in Kanpur made its first successful test flight in November 1961. Following the increased commitments for the provision of supplies by air to the troops in the forward areas along the northern borders, steps were taken in 1960 to augment the Transport Fleet. Heavy Transport aircraft (AN12), MI 4 helicopters and IL14 aircraft were acquired from the Soviet Union during 1961-62.

After October 1962, the expansion of the Air Force has had to be accelerated. The fleet of transport aircraft was further augmented by the addition of AN 12 planes from the USSR (purchased under deferred payment terms), C119 aircraft from the USA under the Military Assistance programme and Caribou medium transport aircraft from Canada. Besides Canada also gave us a gift of eight Dakota aircraft. With the introduction of sophisticated and modern types of aircraft, necessary training facilities have also been established. The basic Jet trainer developed at Bangalore will be used to impart Jet training. The need for a helicopter force was recognised and a number of helicopters have been added, particularly the Alouettes and MI 4. Here again steps have been taken to establish a production base for helicopters by undertaking the manufacture of Alouette helicopters in Bangalore.

With the expansion and the increased responsibilities, the post of Vice Chief of the Air Staff was created in Air Headquarters in the rank of Air Vice Marshal. There were formerly two Operational Commands

of the Air Force with headquarters at Palam and Calcutta. In June 1963, for ensuring better control and supervision of air-defence, a third Operational Command was set up with headquarters at Shillong (Assam). The three Operational Commands with headquarters at Palam, Allahabad (shifted recently from Calcutta) and Shillong are known as the Western, Central and Eastern Air Command respectively. The other two commands in the Air Force are the Training Command with headquarters in Bangalore and the Maintenance Command whose headquarters was shifted from Kanpur to Nagpur in 1964. Each of the five commands is under an Air Vice Marshal.

The fighter fleet is to be augmented by addition of the Gnat (already under manufacture at Bangalore), the HF 24 (by manufacture at Bangalore) and MIG 21 aircraft by setting up three new factories which are coming up at Nasik, Koraput and Hyderabad under the management of Hindustan Aeronautics Ltd. To meet the requirements of the intervening period, some MIG 21 aircraft have also been procured from the Soviet Union.

The Defence Plan envisages the build up of a modern 45 Squadron Air Force consisting of fighters, fighter-bombers, bombers, strategic and maritime reconnaissance aircraft and transport aircraft including helicopters. As an additional measure for the improvement of defence against air attacks, surface to air guided weapons complexes have been installed in certain vital areas. Better radar coverage is being provided along with more reliable communication systems in support of air defence.

From 15th January 1966, the post of Chief of the Air Staff was upgraded to the rank of Air Chief Marshal and Air Marshal Arjan Singh became the first Chief to hold the higher rank. The post of the Vice Chief of the Air Staff was upgraded to the rank of Air Marshal. The appointments of Director of Policy and Plans and Director of Signals were also made tenable by officers of the rank of Air Vice Marshal.

The following are now the Principal Staff Officers assisting the Chief of the Air Staff :—

- (1) Vice Chief of the Air Staff (Air Marshal) responsible for the Directorates of Policy and Plans, Training, Signals, Auxiliary Air Force and Reserves, Education and Guided Weapons.
- (2) Deputy Chief of the Air Staff (Air Vice Marshal) responsible for the Directorates of Operations (Fighters, Bombers; Transport and Logistics), Flight Safety, Intelligence and Meteorology.

- (3) Air Officer in Charge Administration (Air Vice Marshal) responsible for service conditions of officers and airmen, discipline, Air Force Works and Medical Services (Air).
- (4) Air Officer in Charge, Maintenance (Air Vice Marshal) responsible for Technical and Equipment services, mechanical transport, Armament and Electrical Engineering.

The officers of the Air Force can be divided into two categories, namely, (a) officers of the General Duties Branch, consisting of pilots and navigators and (b) officers of the Ground Duties Branches which are the Technical Branch, the Administrative Branch, the Equipment Branch, the Accountant Branch, the Meteorological Branch, the Education Branch and the Medical and Dental Branches; (the last mentioned category consists of officers seconded from the Army Medical/Dental Corps).

The officer ranks in the Indian Air Force are:—Pilot Officer, Flying Officer, Flight Lieutenant, Squadron Leader, Wing Commander, Group Captain, Air Commodore, Air-Vice Marshal, Air Marshal, and Air Chief Marshal. The rank corresponding to JCO is Master Warrant Officer, and the ranks of airmen are: Aircraftsman Class-II, Aircraftsman Class-I, Leading Aircraftsman, Corporal and Sergeant.

The relative ranks in the three Services are given at the end of the book.

AIR FORCE RESERVES

The Reserve and Auxiliary Air Forces Act, 1952 (Act LXII of 1952) provides for the constitution of (i) Regular Air Force Reserve from released or retired I.A.F. personnel, (ii) an Air Defence Reserve from civilian pilots, civilian air crew and aircraft engineers and technicians and (iii) Auxiliary Air Force by enrolment of civilian volunteers and giving them part-time Air Force training.

Every citizen of India who holds certain prescribed qualifications connected with aviation is liable to be registered under the Act for the Air Defence Reserve, if under the age of 37 years in the case of certain categories and under 50 years in others; and when enrolled in the Air Defence Reserve, for service up to the 42nd year and the 55th year respectively.

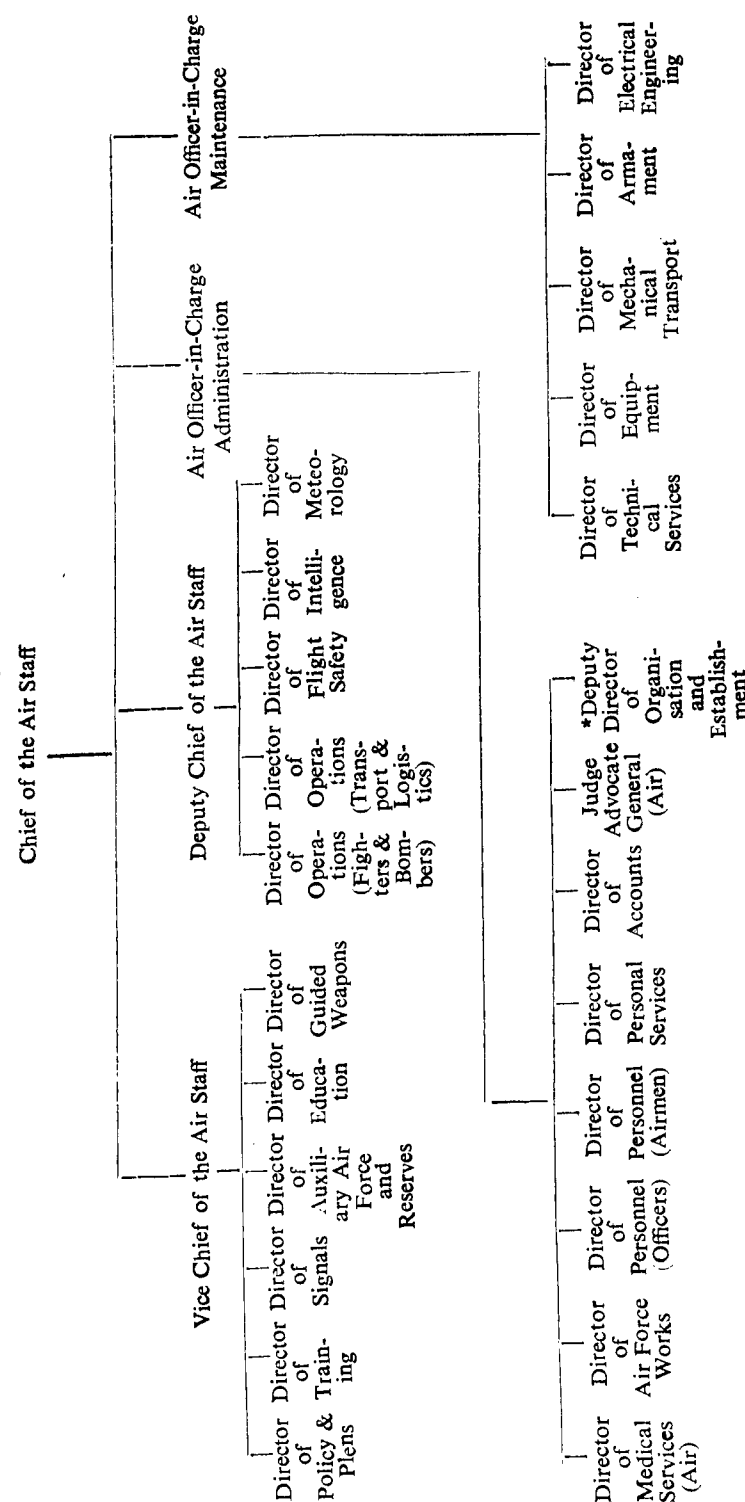
Any citizen of India is eligible for enrolment in the Auxiliary Air Force if he satisfies the prescribed conditions, and when enrolled is required to serve in the Auxiliary Air Force for a period of five years from the date of appointment or enrolment. He may, however, volunteer to serve for further periods of not more than 5 years each.

Every member of the Air Force Reserve, the Air Defence Reserve or the Auxiliary Air Force is liable to be called up for training or for service in India or abroad. During such period he is subject to the Air Force Act 1950, and is eligible for pay and allowances as for corresponding ranks of the Air Force. Where any such member was in private employment immediately before being called up, the employer has to pay him the difference, if any, between the pay and allowances which he (the employee) would have received from the employer if he had not been called up and the pay and allowances which he receives while under training or service. In respect of a person called up under the Act for service, the Act makes it obligatory for the employer to grant him the necessary leave and also to reinstate him in his employment with any benefits which would have accrued to him, had he not been so called up. Where an employer fails to do so, the matter can be referred to the prescribed authority, whose order shall be binding on the employer.

Pending the actual creation of these Reserves, the Reserve and Auxiliary Air Force Act Rules were published in April 1953. The provisions of the Act relating to the Regular Air Force Reserve and the Air Defence Reserve were brought into force with effect from 15th August 1955; and those relating to the Auxiliary Air Force on 15th October 1955.

The Regular Air Force Reserve will take time to build up, since it is to consist of those who have retired from the Air Force. The transfer of eligible personnel to this Reserve commenced in December 1955. Next year preliminaries to registration in the Air Defence Reserve were started. Actual registration was done in 1963. Auxiliary Air Force squadrons have been formed at various stations like Delhi, Bombay, Madras, Calcutta, Allahabad, Chandigarh and Bhubaneswar. All these squadrons are now on 'number plate' basis (i.e., they can be activated when the need arises).

CHART 18
ORGANISATION OF AIR HEADQUARTERS



*Functions under Director of Policy and Plans in respect of Establishment matters.

CHAPTER VII

NATIONALISATION OF THE DEFENCE FORCES AND THE
INTEGRATION OF THE STATES FORCES

SECTION 1 : NATIONALISATION OF THE DEFENCE SERVICES

Despite the intention to nationalise the Armed Forces, British officers had to be employed for a few years after Independence. Without knowing what had happened earlier, it would not be easy to appreciate the necessity for such employment. All key posts had throughout been held by British officers and hence at the time of transfer of power, an adequate number of Indian officers with the requisite seniority, training and experience were not available to replace all of them straightway.

GRANT OF KING'S COMMISSION IN THE ARMY

As already stated, till 1918 Indians were not eligible to hold the King's Commission but only for a lower type of Commission known as the Viceroy's Commission. The Viceroy's Commission itself was not normally granted direct but could be attained only by promotion from the non-commissioned ranks. Thus in effect, Indians were eligible to join the Army only in the lowest rank. The demand had been repeatedly made that Indians should be given the same opportunities for service in the Indian Army as those enjoyed by their British fellow subjects but this demand met with no substantial response from the British authorities. In 1905, a special form of Commission in 'His Majesty's Native Indian Land Forces' was instituted for those Indians who passed successfully through the full course of what was known as the Imperial Cadet Corps; but this Commission carried with it only the power of command over Indian troops and the holder could not rise above the position of Company Officer in a regimental unit. This restrictive commission naturally offered no effective military career to Indians. It was only in 1918, after Indian troops had fought in various theatres of operations during World War I, that Indians were first declared eligible to receive the King's Commission in 'His Majesty's Land Forces' and with it the power of Command over British* as well as Indian troops.

Due to the urgent need for officers during the war, a Cadet School was opened at Indore in October 1918 to give training to Indian cadets

*Even with this start it might have taken at least another 25 years in the normal course, (i.e. the service required for attaining the rank of Lt. Col.) for an Indian Officer to command British troops.

to be officers. But this was only a temporary expedient to meet the special needs of the War and the School was closed down after a year. Of the 49 cadets admitted, 39 were granted the King's Emergency Commission. Ten vacancies at the Royal Military College, Sandhurst, were also allotted to Indians and since then King's Commissions were granted only to those Indian boys who had been trained and had qualified at Sandhurst. Regular Commissions in the Army were granted to Indians only in July 1920 but even then Indians were eligible for commissions only in the Infantry and the Cavalry, but not in the technical arms such as Artillery, Engineers, Signals, or the Air arms.

OBSTACLES IN THE WAY OF ENTRY INTO SANDHURST

For the 10 vacancies at Sandhurst, an army entrance examination was held in India to select Indian candidates. But it was not an open competition. There was a preliminary selection of candidates for the Entrance Examination. On an announcement being made regarding the date fixed for a forthcoming examination, the intending candidate had to submit his application to the Deputy Commissioner of his district who forwarded it to the Commissioner of the Division if he considered the candidate suitable. The Commissioner in turn forwarded the application if he thought fit to the Provincial Government. All these authorities were expressly instructed to send candidates, as a general rule, from communities which furnished recruits for the Army, although the claims of candidates from the educated middle-classes were also to receive consideration. All candidates whose applications reached the Provincial Government were summoned before a Provincial Selection Board, presided over by the Governor. Only candidates selected by this Board were permitted to sit for the competitive entrance examination. This examination consisted of a written test, a medical test and an oral examination by a Board consisting of two senior military officers and an educational officer nominated by the Viceroy. On the combined results, the final selection was made by the Viceroy who recommended those selected to the Secretary of State for India for admission to Sandhurst. All these details have been given here only to show that an Indian boy had to get over a number of hurdles before he could reach Sandhurst.

The Indian candidates who were selected found themselves entirely in new surroundings at Sandhurst. This resulted initially in a high percentage of failure among them. There was another deterrent factor. The 18 months' course at Sandhurst cost the Indian parent Rs. 11,000 though if the parent was a military officer reduced fees were charged at approximately Rs. 7,000. Such heavy expenditure was beyond the capacity of an average Indian parent of the middle classes. Moreover, if a candidate failed at Sandhurst to qualify for a Commission he had

to return to India almost empty-handed after incurring heavy expenditure. He could not have finished any Degree course before he went up to Sandhurst nor was it possible for him to start all over again in the U.K. for his general education. This handicap did not exist in the case of the civil service since those who failed to get into the I.C.S. would in any case have acquired a Degree from some British university which would help them to start a good career on return to India.

COMMISSIONING OF I.C.O.s

In order to reduce the educational handicaps of the Cadets who might be selected for Sandhurst, the Prince of Wales Royal Indian Military College was opened in Dehra Dun on 13th March 1922. As a concession to persistent Indian demand, an Indian Sandhurst Committee (also known as the Skeen Committee) was appointed in June 1925 to enquire into and report about the steps that should be taken to improve the supply of Indian candidates for the King's Commission both in number and in quality and on the desirability of establishing a military college in India to train Indians for the commissioned ranks of the Indian Army. The Committee recommended that Indians should be eligible for holding commission in the technical branches of the Army. The Committee also recommended that an Indian Military College should be established for qualifying Indian Cadets for commissioned ranks in the Army.

The Indian Military Academy was eventually established in Dehra Dun in 1932 and the first batch of candidates was commissioned in 1935. They were granted not the King's Commissions but the Indian Commission by the Viceroy on the authority delegated to him by His Majesty. Thereafter no King's Commissions were granted to Indians in the Indian Army. The I.C.O.s who passed through the Indian Military Academy did not, unlike the King's Commissioned Officers, have the same powers over personnel of the British Army in India as they had over Indian personnel. They had *no* powers of punishment at all over British soldiers. Even power of command over them was very limited in that it could be exercised only on such occasions and subject to such restrictions as might be specified by the Station Commander or Brigade Commander who was invariably a British officer. It was only in 1942 when War had come close to the borders of India that equal powers of command were accorded to Indian Commissioned Officers.

It is interesting that the Skeen Committee in its report quoted what was said by a senior British Officer in the course of a lecture delivered by him at the Royal Military College to allay fears that British personnel going into the Indian Army would have to serve

under Indians. The lecturer said, "In the Indian Army today (1925) we have seven Indian Captains, of whom two are about to go. Of the remaining five, two belong to Indianised Units to which British Subalterns are not being posted; so, of a total of 1,583 Captains in the Indian Army, there are only three Indians under whom a Britisher might be called upon to serve and two of these owing to their age are not likely to be promoted beyond the rank of Major.....". During the period of 15 years from 1920 to 1934 only 214 Indians were granted the King's Commission. From 1935 to 1939, only 279 ICOs were commissioned in the Indian Army. The intake of Indians was insignificant when compared to the officer strength of the Army.

The position of Indians was however more satisfactory in the Medical services. From 1890 Indians had been eligible for King's Commission in the Indian Medical Service. In 1922 a proportion of one Indian to two Europeans was laid down.

In December 1938, the year before the outbreak of the Second World War, the total number of Indian officers in the entire Indian Army was only 406 as against over 4,000 British officers. In the Army as well as in the other two Services, promotion up to and including the rank of Major and its equivalent was made by time scale, *i.e.*, officers had to put in the prescribed minimum length of service and pass the prescribed examinations before they could be promoted to the next higher rank. By the application of this normal rule, the highest rank attained by Indian officers in the Army in early 1938 was only Captain and in July 1938 an Indian was promoted to the rank of Major. In early 1939 there were no more than 8 Indian officers of the rank of Major as against a total establishment of 1,059 in that rank. It is thus clear that had it not been for the war, it would have been some years more before an Indian could reach the rank of Lt. Col. and command a regiment provided he had not retired earlier. Even with the war on, an Indian held a command in the rank of Lt. Col. (Lt. Col. K. M. Cariappa) for the first time only in April 1942. The very same officer commanded a Brigade in 1946. Even with the acute shortage of officers, the highest rank attained by an Indian in the Army when the War ended was only Brigadier. In October 1946 there were just four Indian Officers holding the Temporary or Acting rank of Brigadier in the Army. In all, there were only a dozen officers of the acting rank of Colonel and Brigadier but their substantive rank was only Major.

Further, till after the outbreak of the War, not a single Indian officer had held staff appointment in Army Headquarters. A staff appointment is very important for an officer to learn at first hand the technique of planning and strategy and the formulation of policy. He gains a wider outlook by viewing all problems from the point of view

of the Army as a whole rather than from the narrow angle of a unit; he also gets an opportunity of gaining an insight into Government policy. An officer's training does not therefore become complete merely by commanding troops and formations. That is why selected Service officers are appointed to serve in the Headquarters for a limited period which normally does not exceed four years. In peace-time generally, only those officers who had undergone a course at the Staff College were posted to staff appointments in the Headquarters.

The position in the Navy was even worse. The first two Indians to be commissioned in the R.I.N. were appointed Midshipmen only on 1st September 1933. (H. M. S. Choudri, who went over to the Pakistan Navy, had been appointed Midshipman on 1st September 1932). The highest rank created in the R.I.N. in the middle of 1938 was Captain (equivalent to Colonel in the Army). All the six sanctioned posts in the rank of Captain and 20 in the rank of Commander were held by British officers of the R.I.N., the seniormost Indian officers being only Lieutenants of two years' seniority. Needless to say, there was not a single Indian officer on the Headquarters staff of the Navy till the World War started. In August 1944, the rank of Rear Admiral was created in the R.I.N. In January 1945, the highest substantive rank reached by Indians in the Executive Branch was only Lieutenant and there were just 6 Indians holding the Acting rank of Lt. Commander in the R.I.N. In the Engineering Branch, however, two Indians had become substantive Lt. Cdrs., one of them being an Acting Commander since September 1943. In January 1946 there were only three Indian officers of the executive Branch in the acting rank of Commander. Till the transfer of power too few appointments had been given to Indian officers of the Navy to gain varied experience in command or on the staff.

The Air Force was more or less in the same position as the Navy except that since its inception, Commissions in it were granted only to Indians. There was, therefore, no British officer holding permanent Commission in the I.A.F. But the I.A.F. was entirely dependent on the RAF for maintenance and equipment. For this purpose, the requisite number of RAF officers was attached to the I.A.F. In 1938, the highest rank attained by an Indian was Flying Officer (equivalent to Lieutenant in the Army) and there were only half a dozen Indian Flying Officers in the I.A.F. In February 1939 two Indians were promoted to the rank of Flight Lieutenant (equivalent to Captain in the Army and Lt. in the Navy). It was only during the second world war that the Air Force became a recognisable entity and till then no Indian had held a staff appointment in the Headquarters.

In contrast the position in the Civil Service was much better. In 1939, out of a total strength of 1,299 officers in the ICS, 540 were

Indians. Even in the Government of India Secretariat, there were 21 Indian officers as against 49 Europeans. Indians had by then even become Secretaries to the Government of India and in 1942 Indians also became Chief Secretaries in some of the provinces (e.g. Madras and Central Provinces). On 1st August 1947 the total number of ICS officers was 226, of whom 128 were Indians. At the time only 14 European ICS officers were holding posts of Secretary, Joint Secretary or equivalent in the Government of India Secretariat (13 others being on leave) but there were 43 Indian ICS officers who were either Secretaries or Joint Secretaries or holding equivalent rank. These figures do not include European and Indian officers who were serving in the Indian Political Service. These figures have been given to show what a great leeway had to be made up for nationalisation in the Armed Forces as compared with the Indian Civil Service.

NATIONALISATION COMMITTEE

As soon as the Interim Government assumed office early in September 1946, the question of nationalisation of the Armed Forces was taken up in right earnest. By a resolution, dated 30th November 1946, the Armed Forces Nationalisation Committee was appointed with N. Gopalaswami Ayyangar as Chairman.* The Committee submitted its report on 12th May 1947. The conclusions of the Committee however became out of date when the plan for the transfer of power was announced on 2nd June 1947. But its findings throw a vivid light on the difficulties of having a completely nationalised Army, Navy or Air Force on 15th August 1947 and even for some years thereafter.

In the Army, the Committee pointed out, although the number of officers available at the time was numerically great, assuming that the Emergency Commissioned Officers would not be released, there was a serious shortage of officers in the technical branches and an acute shortage of senior Indian officers even in the non-technical branches. Although the number of available Indian officers in the undivided Army was likely to be 9,540, only 500 of them were pre-war regular officers who had been trained at Sandhurst or in the Indian Military Academy, Dehra Dun, before 3rd September 1939. The rest were officers commissioned during or after the war. Officers commissioned during the war were given only short training designed to fit them

*The members were Pandit Hirday Nath Kunzru, Muhammed Ismail Khan, Sardar Sampuran Singh, Major General D. A. L. Wade, MC., Brigadier K. S. Thimayya, DSO, Wing Commander Mehar Singh, DSO, RIAF, and Commander HMS Choudri, RIN with Lt. Col. B. M. Kaul as Secretary.

quickly for duties of limited scope on the battle-field. More than 90% of the officers had no more than 7 years' service to their credit and had had no systematic training such as is given to officers joining the Army in peace.*

As against this picture of Indian officers, there were in the Indian Army in January 1947, 800 regular British officers with over 20 years' service, and 1200 regular British officers (excluding medical, dental and veterinary officers) with less than 20 years' service. Most of those with over 20 years' service retired on pension by 15th August 1947 while about 700 of those with less than 20 years were absorbed in the British Army. In addition to these 2,000, there were some 8,000 British officers of the British Army. These were re-transferred to British Units.

In addition, against about 500 graded staff appointments, there were only 242 staff-trained Indian officers available. (Of these only 17 were pre-war trained and the remaining 225 were war-trained). Even if the surpluses in some Arms and Services and deficiencies in others could be partially adjusted by transfers and re-training, there would still be substantial deficiencies in officers qualified according to the normal standards of training and experience to hold higher commands and senior staff appointments; or for appointment as trained staff officers and instructors in Schools and in the officer cadres of the Armoured Corps, Artillery, Engineers, Signals and the Electrical and Mechanical Engineers. The fact had, therefore, to be faced that a large number of junior officers would have to be promoted to high ranks, which under normal circumstances and in peace-time, might not be justified by the usual standards of training and length of service. In addition to the 500 staff appointments for which 242 Indian officers were available.

*The deficiency in the higher ranks will be clear from the table below :

Rank	Normal Service	Number of appointments	Indian officers available
General Officers	30 to 40 years	38	None with more than 27 years' service. Hence officers with 20 or even 19 years' service would have to be appointed.
Brigadiers and Colonels	20 to 35 years	220	None with more than 10 years' service. Hence officers with 10 years' or more service would have to be appointed.
Lt. Colonels	20 to 30 years	440	None with more than 10 years' service. Hence officers with 6 years' or more service and about 300 war-commissioned officers would have to be appointed.

there were several second and third grade staff appointments in the Armed Forces Headquarters which are normally filled by Service Officers of the rank of Major or Captain and their equivalents. During the war, due to the shortage of service officers with experience, a very large number of these posts were held by civilian officers and there were 174 of them holding such appointments in May 1947. Many posts in the Armed Forces Headquarters require an intimate knowledge of Regulations, precedents and procedure. They entail preparation of comprehensive orders and interpretation and application of existing rules and orders. By virtue of their training and continuous service at the Armed Forces Headquarters, the civilian officers could fill some of the staff appointments for which they were fitted.

In the Royal Indian Navy, it had originally been proposed that the fleet should include three Cruisers but the plan was altered after the British Government's announcement of 20th February 1947. The then Commander-in-Chief of the Royal Indian Navy considered it most desirable to have at least one cruiser in the fleet chiefly as a training platform with a view to the further expansion of the Indian Navy and to improve the discipline of the service. He, however, felt himself compelled not to recommend the inclusion of a Cruiser in the Indian Fleet because (i) no Indian officer of the requisite length of service or sea-going experience was available to command the cruiser; (ii) there were no suitable Indians to fill certain technical appointments; and (iii) there was lack of dockyard facilities to re-fit the Cruiser. These arguments were no doubt valid, for in 1947 there were only 7 Indian officers in the Navy whose seniority as commissioned officers ranged between 13 and 14 years.

The R.I.A.F. had expanded rapidly during the war from one to ten Squadrons. Owing to this rapid expansion sufficient attention was not devoted to the training of skilled personnel. In regard to officer power, there were only 8 officers with more than 10 years of service to their credit. Unlike the R.I.N. and the Indian Army, however, no non-Indian was commissioned or recruited into the Service.

Owing to the acceleration of promotion consequent on nationalisation, it was inevitable that the more senior Indian officers would reach the higher ranks at a relatively young age. Unless a sort of tenure system was introduced these officers would hold appointments in these ranks for an unduly long period thus causing a serious block in promotion of those below.

The Committee recognised that there was a dearth of sufficiently experienced officers to fill top posts. There were also difficulties to be

encountered when a big organisation like the Indian Armed Forces had to be taken over in a short space of time by officers with comparatively limited experience. The Committee was, however, impressed by the fact that the Indian officers were full of confidence in their ability and also enjoyed the confidence of their colleagues and their men, to carry out the task with zeal and efficiency.

RECONSTITUTION AND NATIONALISATION

The problem which was considered by the Committee referred to the undivided Indian Armed Forces. But the position became more serious when it was decided to partition the Armed Forces on 15th August 1947. With the available Indian officers being divided between the two Dominions, the shortage of officers, particularly in the senior ranks and the technical Branches was rendered more acute. It became clear that the reconstitution of the Armed Forces as well as their nationalisation could not proceed simultaneously. The reconstitution had obviously to come first and it was essential for this purpose to secure the services of a number of British officers, then serving in India.

EMPLOYMENT OF BRITISH OFFICERS

Volunteers were called for from amongst them for serving in the Armed Forces of India and Pakistan after 15th August 1947. Such of these officers as volunteered for service were placed in a special British Army or British Navy List respectively. Each officer was asked to serve for one year in the first instance, but the contract could be extended by another year. The compensation to which they were eligible was to be calculated as on 15th August 1947 and payable to them on request after that date. The regular officers of the R.N., the British Army and the R.A.F. were also to serve for one year subject to the contract being terminable at three months' notice by the Supreme Commander only. It was found later that sufficient number of officers and men were not willing to volunteer to serve for one year because they did not wish to be tied down to serve for that period. There were some who were prepared to serve for a shorter period so as to complete work already in hand which would be finished in three to six months. The Joint Defence Council, therefore, agreed to the period of engagement of officers and men of the Royal Navy, the British Army and the RAF being altered from one year to three, six, nine or twelve months as required.

With the exception of a few staff officers, the bulk of the British Service officers to be retained were from the scientific and technical corps namely, Artillery, Engineer, Signals and Electrical & Mechanical Engineers, whose replacement was literally impossible owing to

the grave shortage of trained Indian officers. Even in regard to the non-technical Branches, the position was difficult. The number of officers who had received regular pre-war training was small and they would all be required for the more responsible staff appointments and to fill commands above regimental command. If this was done, there would practically be no Indian officers above the substantive rank of Captain available to command any of the major units (battalions and regiments) in the Army which in ordinary times are commanded by officers of the rank of Lt. Col. with at least 20 years' service. The Supreme Commander's calculation showed that after partition, the Indian Army would face a deficiency of 5,250 officers and Pakistan Army 3,550 officers. After deducting the intake through the Indian Military Academy and the officers' Training Schools and by the direct commissioning of VCOs and other ranks, which was worked out at 1,050 the total shortage for the two Dominions was shown as 7,750 officers. There was no means of filling up this gap except by the temporary employment of British officers.

In response to the appeal to the British officers to volunteer for further service, about 2,700 of some 8,000 British officers of the Indian Army and about 100 out of 200 British officers of the RIN volunteered for service after 15th August 1947. There were also a number of British officers of the R.N., the British Army and the RAF serving with the former Indian Armed Forces, who agreed to stay on. All the British officers and Other Ranks serving in India and Pakistan after 15th August 1947 were under the control of the Supreme Commander. These officers were originally taken on for service for one year as it was presumed that the Supreme Commander's Headquarters would not close down before the expiry of that period. In view, however, of the fact that the closure of the Supreme Commander's Headquarters appeared to be in sight much earlier than had been anticipated, the requisite three months' notice was served on all the British officers then serving (some had already been issued this notice earlier) with effect from 1st October 1947 so as to terminate their contract by 31st December 1947. Thereafter it was left to the Dominions of India and Pakistan to negotiate directly with H.M.G. regarding their requirements of British officers from 1st January 1948.

POSITION IN THE DOMINION OF INDIA IMMEDIATELY AFTER PARTITION

On the 15th August 1947 India had just a handful of officers who had more than 20 years of service to their credit in the Army. For the 21 General Officers' and 51 Brigadiers' appointments which then existed, the number of Indian officers available was only 5 substantive Lt. Cols. and 88 acting/temporary Lt. Colonels who were all King's

Commissioned Officers with service between 13 and 27 years. For the 530 appointments tenable by Lt. Colonels, there were 560 ICOs and IECOs (the latter all commissioned during the war). Of these only 90 had put in service between 10 and 15 years and the remainder had completed only 5 to 10 years in the Army. Of the 93 officers of the rank of Lt. Col. (substantive, temporary or acting) six had then been made Major-Generals and 17 promoted to the rank of Brigadier.

In the Navy there were only 2 regular Indian officers with over 10 years' service in the R.I.N. They had reached the acting rank of Captain in July 1947. The number of Indian officers available, of the rank of Lt. Commander and above, was 2 Captains, 3 Commanders and 15 Lt. Commanders in the Executive Branch and 1 Commander and 4 Lt. Commanders in the Engineer Branch. At the time of partition, there were 211 British commissioned officers and 16 warrant officers in the RIN. On 1st October 1947 the numbers had been brought down to 49 and 8 respectively. There was another handicap for India in that almost all the warrant officers in the Navy before reconstitution were Muslims. Again the majority of rating in the Technical Branches were also Muslims who went over to Pakistan. This deficiency had also to be made up.

In the Air Force, there were only 4 officers with over 11 years' service and including these there were in all only 33 officers with nearly 7 years' service and over. The two senior-most officers had become Group Captains only in 1946. The seniormost Indian officer was promoted to the rank of Air Commodore on 15th May 1947. In October 1947 there were 7 British officers serving with the RIAF.

It would thus be clear that Indian officers, particularly in the Navy and the Air Force, were too junior in rank and experience to be appointed straightway to the top posts in the two Services without detriment to their efficiency. In the Army too, which is the biggest service, an adequate number of senior Indian officers to fill up all top appointments could not be found. The services of British officers to fill up some of the staff appointments and also to fill up the gap in the Technical Branches even in the junior ranks were, therefore, an absolute necessity in order to maintain the efficiency of the three services.

NATIONALISATION POLICY

A rapid nationalisation of the Services no doubt involved a certain measure of loss of efficiency. It also meant the rapid promotion of relatively junior officers. Despite the risks involved, the Government of India decided as a matter of policy not to leave operational commands with British officers who were to be employed only in non-operational commands, in technical arms, in training establishments and in junior

and middle-piece staff appointments. In order to provide adequate expert advice to senior Indian officers at Army Headquarters it was also decided to appoint a few British Advisers. It may be noted here that immediately after Independence, senior Indian officers of the Army had started partaking fully in planning, even though they had no experience of this work earlier. In the Navy, however, operational appointments had of necessity to be given to British officers until Indian officers gathered the requisite experience.

TERMS FOR BRITISH OFFICERS EMPLOYED BY INDIA

An agreement was reached with the British Government regarding the loan of the services of British officers from 1st January 1948, according to which British officers who were formerly in the Indian Army and the RIN continued to be borne on the U.K. Special Lists and be governed by the same terms and conditions of service as before, with minor modifications regarding leave and passage. The British Service officers, whether then serving in India or elsewhere, were governed by the British Pay Code and other regulations and received, in addition, the allowances for service overseas. As regards discipline, the Commander of the Indian Land Forces was to be given a warrant entitling him to convene Courts-Martial for the trial of British personnel under his command who were subject to the British Army Act. Certain sentences passed by such Courts-Martial required confirmation by Her Majesty's Government. Although the British personnel serving under the scheme were subject to the British Army Act or other appropriate Act, concurrent Civil jurisdiction continued whereby in certain circumstances British personnel became liable for trial or action in Indian courts. If at any time during the period of service, HMG decided that conditions had arisen which made their recall to the UK expedient, they could so inform the Government of India, who were then to take necessary steps for their repatriation. The Government of India too had the right to ask for the immediate withdrawal of British officers if they considered that such a course was at any time necessary or desirable.

For the Army, the majority of the British officers required were for a period of one year from 1st January 1948, for the Navy for three years and for the Air Force for two years which could be extended by another year. In a certain number of specified posts in the Army, the period had to be 2 to 3 years and even more. In all cases the service was liable to be terminated at 3 months' notice on either side.

GRADING COMMITTEES FOR THE THREE SERVICES

In pre-war years, the Selection Board which met for selecting officers for senior appointments had a large number of officers to choose

from, namely, officers who had completed a full tenure in a battalion command. The question was one of selecting a few out of the many available and suitable. After 15th August 1947, the problem was one of utilising to the best advantage the services of the limited number of available senior Indian officers.

The number of appointments in the higher ranks is necessarily limited. A young officer who fills a senior appointment but gets no further advancement has to stay on in the appointment till he reaches the age for retirement. Apart from frustration to himself, this blocks the promotion of several officers in the lower ranks. Both these aspects are bound to have adverse psychological effects. During the war, the system of acting, temporary and war-substantive ranks had been introduced to enable promotions to be made to higher ranks and almost all the officers were holding higher ranks under one of these categories. This system was designed to meet the needs of the war and had naturally become out of date. The ranks held by officers had, therefore, to be rationalised. For this purpose, three Grading and Establishment Committees, one each for the Army, the Navy and the Air Force were appointed to recommend the ranks that should be assigned to various posts in the three Services and also the qualifications that should govern the promotion of officers to higher ranks. From a comparison of the length of service (maximum and minimum) put in by Indian Army officers in the ranks of Brigadier, Colonel and Lt. Colonel for various arms of the service as on 1st December 1947 with the average service prescribed for promotion to these ranks, it became obvious that without detriment to efficiency, Government could not straightway promote Indian officers to take the place of all British officers.

Out of a total of about 500 officers in the Navy, there was only one Indian officer who had attained the rank of substantive Commander. He was a Commander in the Engineering Branch with 19 years of total service. Only 27 officers had attained the rank of substantive Lieut. Commander of whom the two most senior were Acting Captains. These two officers had just 13 years' service. The bulk of the officers in the RIN had been transferred from the reserves and had only 3 to 8 years' service.

In the Air Force, on 1st December 1947, there were only 39 officers of the rank of Wing Commander and above. Of these only 5 had more than a total service of 10 years, the senior-most officer having approximately 15 years' service. The rest had total service ranging from 4 to 9 years, the majority having only 5 to 7 years' service. The pre-war establishment of the Indian Air Force provided only for one squadron. As a result, even the senior-most officer of the Service was the only substantive Squadron Leader in December 1947. Other officers were holding the substantive rank of Flt. Lt. or Flying Officer only.

After Government passed general orders on the recommendations of these committees, three Grading and Cadre Committees were appointed for the three Services to work out details and to deal with outstanding points in this connection. The Defence Secretary was the Chairman and the Financial Adviser a member of all the three Committees while the Commander-in-Chief, Army, the F.O.C., R.I.N. and the A.M.C., RIAF were members of the Committee dealing with the particular Service.

INTERIM PROMOTION RULES AND RANKS OF CERTAIN APPOINTMENTS

Finally it was decided that until new promotion rules were framed, the qualifying service limits for acting promotion should be greatly reduced from the normal requirements for all arms and services and suitable reduced limits were prescribed. The appropriate Selection Board was further empowered to relax even these service limits for promotion to ranks of Lt. Col. and above in exceptional cases. With the introduction of these reduced limits for acting promotion, the conversion of paid acting ranks into temporary ranks and the consequential grant of war substantive ranks ceased with effect from 20th February 1948, but officers who had already acquired temporary rank were permitted to retain such rank. Officers who had acquired a war substantive rank would retain it until new rules were issued except that officers not posted to an appointment in their substantive rank or higher rank would relinquish it after 122 days.

It was also decided that the ranks of the Chiefs of the Army, the Navy and the Air Force should be General, Vice-Admiral and Air Marshal respectively. The rank of Army Commanders continued to be Lt. General. The rank of Principal Staff Officers in Army Headquarters which was formerly Lt. General was fixed as Major General. The reason for this was that the responsibility of these officers had become less heavy after partition. The number of troops was now less; the territorial limits also had become reduced and there was no longer any responsibility for British troops. The PSOs were deemed to have responsibilities slightly greater than those of Area Commanders (who were to continue as Major Generals) but less than those of Army Commanders (Lt. Generals). This could not, however, be reflected by rank since there was no intermediate rank between Major General and Lieut. General. It was, therefore, decided to so fix the rate of pay for PSOs holding the rank of Major General, as to give them an increase over the pay of rank admissible to an Area Commander. They were also given a higher place in the Order of Precedence over Area Commanders.

It may also be mentioned here that senior officers of the Navy and the Air Force were also given weightage in assessing their place in the new Order of Precedence. In these Services there were only a couple

of officers holding the rank of Rear Admiral and Air Vice Marshal and above. If the strict rank basis were followed, these two Services as a whole would go unrepresented at State functions to which only officers of the rank of Major General and above and their equivalents are invited. It was to obviate this that PSOs of the rank of Commodore/Air Commodore were included in the Table of Precedence along with Major Generals. This was just an expedient to give importance to the Navy and the Air Force and it is not an equation in the rank or status of officers of the three Services.

Reduced qualifying service for acting promotion to various ranks in the Navy was also prescribed.

The relaxations with regard to length of service in different ranks in the Navy were designed to help nationalisation and obviously they could not apply to British officers as most of them were senior to the senior-most Indian Officers. At the same time, British officers were not as such precluded from promotion but in filling a higher appointment, the main consideration was whether any Indian officer was suitable for appointment. If there was no Indian officer available, then a British officer could be recommended for the higher post.

In the Air Force too reduced total minimum service for promotion to various ranks was prescribed.

PROGRESS OF NATIONALISATION

Even though British officers had to be employed initially, concerted steps were taken at every stage to replace them by Indians. Where necessary selected Indian officers were deputed abroad for training so as to make them suitable for higher or specialist appointments. In actual fact, while employing a British officer in a particular post or extending his tenure therein, it was carefully examined in each case whether a suitable Indian officer could be found to take over the appointment. The progress made towards nationalisation in the three Services as a result of these efforts is summarised below:

Army.—Before 15th August 1947, the undivided Indian Army had over 10,000 British officers. On 15th August this number fell to a little over 1,200 for India. After 1st January 1948, the number of British officers employed in India was only about 300. On 15th August 1947, less than 10% of the battalion and regimental commanders in the case of Armoured Corps were Indians. On 1st February 1948, the position was reversed and about 95% of the commanders were Indians. The British officers who remained were only in command of regimental training centres. By April 1948, all commands in the Lt. Col. level were held by Indians. Again on 15th August 1947, only 5% of Brigade and Sub-Area Commanders were Indians. On 1st January 1948, all

brigades were commanded by Indians and only 3 out of 13 Sub-Area Commanders were British officers. There was no Indian officer commanding a Division or an Area (in the rank of Major General) on 15th August 1947. By 1st January 1948 only two Area Commanders were Britishers. All other Area Commands and Divisional Commands were held by Indians. In the technical arms, such as Artillery and Signals, no Indian held the rank of Brigadier on 15th August 1947. By 1st January 1948, 60% of the posts were held by Indians and by the following April the percentage had gone up to 80.

In the meantime the key posts of Army Commanders (designated as General officers Commanding-in-Chief) were also Indianised rapidly. The Eastern Command was taken over by an Indian officer on 21st November 1947. The Delhi and East Punjab Command (later redesignated Western Command) was taken over on 20th January 1948, and the Southern Command on 1st May 1948. Thus by May 1948, all the three Army Commands were held by Indian officers.

In Army Headquarters on 15th August 1947 an Indian officer took over as Chief of the General Staff and another as the Military Secretary. Early in January 1948, an Indian was appointed to be Adjutant General and another as Quartermaster General in March 1948. When the M.G.O. Branch was revived in January 1949, the first incumbent was a British officer who was succeeded by an Indian officer in August 1949. The post of Engineer-in-Chief was held by a British officer till much later. On 15th October 1955, an Indian took over as Engineer-in-Chief. No head of Branch in Army Headquarters was now a non-Indian.

The senior technical appointments in Army Headquarters had of necessity to be filled by British officers until suitable Indian officers had acquired the necessary seniority and experience. The posts of Director of Technical Development, Director of Weapons and Equipment, Director of Military Training, Director of Works, E-in-C's Branch, Director of Signals and Director of Mechanical Engineering were filled by Indians by October 1956.

On 15th August 1947, Lt. General Sir Rob Lockhart, till then GOC-in-C, Southern Command, was appointed Commander-in-Chief of the Indian Army but he left on 1st January 1948 for reasons of health and was succeeded by General F.R.R. Bucher. On 15th January 1949, General K. M. Cariappa became the first Indian to be Commander-in-Chief.

With the object of securing continuity in certain senior appointments in the Army, Government decided that such appointments should generally be held for a period not exceeding four years. But promotions and retirements in the Army are at the same time governed by another

rule which prescribes that if a senior officer does not get promoted to a higher substantive rank during his course of tenure in the next lower rank he has to retire from the Army on completion of his tenure in that rank. Due to the special conditions prevailing after the War the age-and-rank structure of the Army became considerably unbalanced. This imbalance was redressed by various devices. In certain cases extensions of tenure had to be given to officers holding senior appointments so that those in the next lower rank were not promoted too early. In certain other cases it became necessary to reduce the tenure of certain very senior officers to a lesser period than four years. While Government was anxious to have the normal four year tenure period in the interest of maintaining continuity, the special factors then operating had necessarily to be taken into account and this explains why certain tenures had to be shortened and certain others extended.

Navy.—Naval training is a lengthy process and experience is a factor of great importance in the sea-going service. The pre-war RIN was a very small Service and although there was some expansion during the war, the regular entry was not appreciably increased. The result was that by 1947 most of our naval officers had only 5 to 8 years' service. Out of a cadre of 620 commissioned officers, only 9 had more than 10 years' service.

On 15th August 1947, there were 200 British commissioned and warrant officers serving in the R.I.N. out of a total cadre of 850. During 1948 the total number of British officers required was about 60 commissioned and 70 warrant officers. By the end of 1947 all R.I.N. ships were being commanded and officered by Indians who also held several shore appointments. Of the Naval Headquarters staff of 75 officers, all except 9 were Indians.

Rear Admiral J.T.S. Hall was appointed Commander-in-Chief, R.I.N. on 15th August 1947. He was succeeded by Vice Admiral Sir Edward Parry in August 1948 when the former assumed command of the Indian Naval Squadron after the commissioning of INS DELHI. Vice Admiral C.T.M. Pizey took over from Vice Admiral Parry on 14th October 1951 and in turn was succeeded by Vice Admiral Carlill on 22nd July 1955. Vice Admiral R. D. Katari took over as the first Indian Chief of the Naval Staff on 22nd April 1958.

Rear Admiral Hall was succeeded by Commodore H.N.S. Brown as Commodore Commanding IN Squadron from April 1949 to March 1950. This appointment, later designated as Rear Admiral Commanding IN Squadron and further re-designated Flag Officer, Flotilla, Indian Fleet, was held by four successive Rear Admirals of the Royal Navy. The first Indian officer took over this appointment on 2nd October 1956 in the rank of Rear Admiral. During the period December 1951 to December 1954 the posts of Captain Superintendent, I. N. Dockyard,

Naval Secretary (Naval Headquarters), Commodore-in-Charge, Cochin, Deputy Chief of Naval Staff, Commodore-in-Charge, Bombay, Chief of Material (Naval Headquarters) and Director of Naval Engineering were taken over by Indian officers. An Indian Civilian officer took over the post of Director of Armament Supply in February 1955.

Early in 1957, besides the Chief of the Naval Staff, the small number of British officers still serving in the Navy were mostly technical officers in the Directorates of Armament Supply, Armament Inspection and in Naval Aviation, Naval Construction and Naval Communications. Due to the expansion of the Navy and the shortage of technical Indian officers, the employment of British officers for some more time was a necessity if the efficiency of the Service was not to be impaired.

The appointment of Chief of Naval Aviation in Naval Headquarters, which was hitherto held by an officer of the Royal Navy, was taken over by an Indian officer in April 1962 and with this change the Navy was completely Indianised.

Air Force.—Before 15th August 1947 there were some 100 RAF officers and 500 RAF Airmen working in the RIAF units. All the senior staff and operational appointments were held by Indians immediately after 15th August 1947 and only a few technical posts were held by British officers. By the end of December 1947 there were only 6 RAF officers left. Government attached the greatest importance to the development of the Air Force and in accordance with this policy, the services of a few more RAF officers had to be obtained for posts requiring specialised knowledge. This accounted for the increase in the number of British officers serving with the IAF during some of the years since 1947.

On 15th August 1947, the seniormost Indian officer of the RIAF was appointed Deputy Air Commander of the RIAF and the Senior Air Staff officer at Air Headquarters. He was promoted to the rank of Air Vice Marshal on 15th November 1947, when he was designated as the Deputy Chief of the Air Staff.

Air Marshal Sir Thomas Walker Elmhirst was selected to hold the appointment of Commander-in-Chief, Indian Air Force, on 15th August 1947. He was succeeded by Air Marshals Sir Ronald Ivelaw Chapman and G. E. Gibbs in March 1950 and December 1951 respectively. On 1st April 1954 the first Indian officer, Air Marshal S. Mukerjee, took over as the head of the I.A.F. and the Service was now completely nationalised. On the same day, the Service was honoured by the presentation of the President's Colours.

The distinguished and devoted service rendered by the British officers employed in India after 15th August 1947 must be gratefully

acknowledged. In this context an extract from the Prime Minister's speech in the Lok Sabha on 25th March 1955 may be given here :

"I should like to say that these British officers that we had in the last few years have done remarkably good work in our Defence Services and I should like to express my high appreciation of their work, how they have really thrown themselves into the development of these Services, especially of the Air Force and the Navy, because they were relatively undeveloped—the Army was fairly developed in our country—and there has been very marked improvement all round."

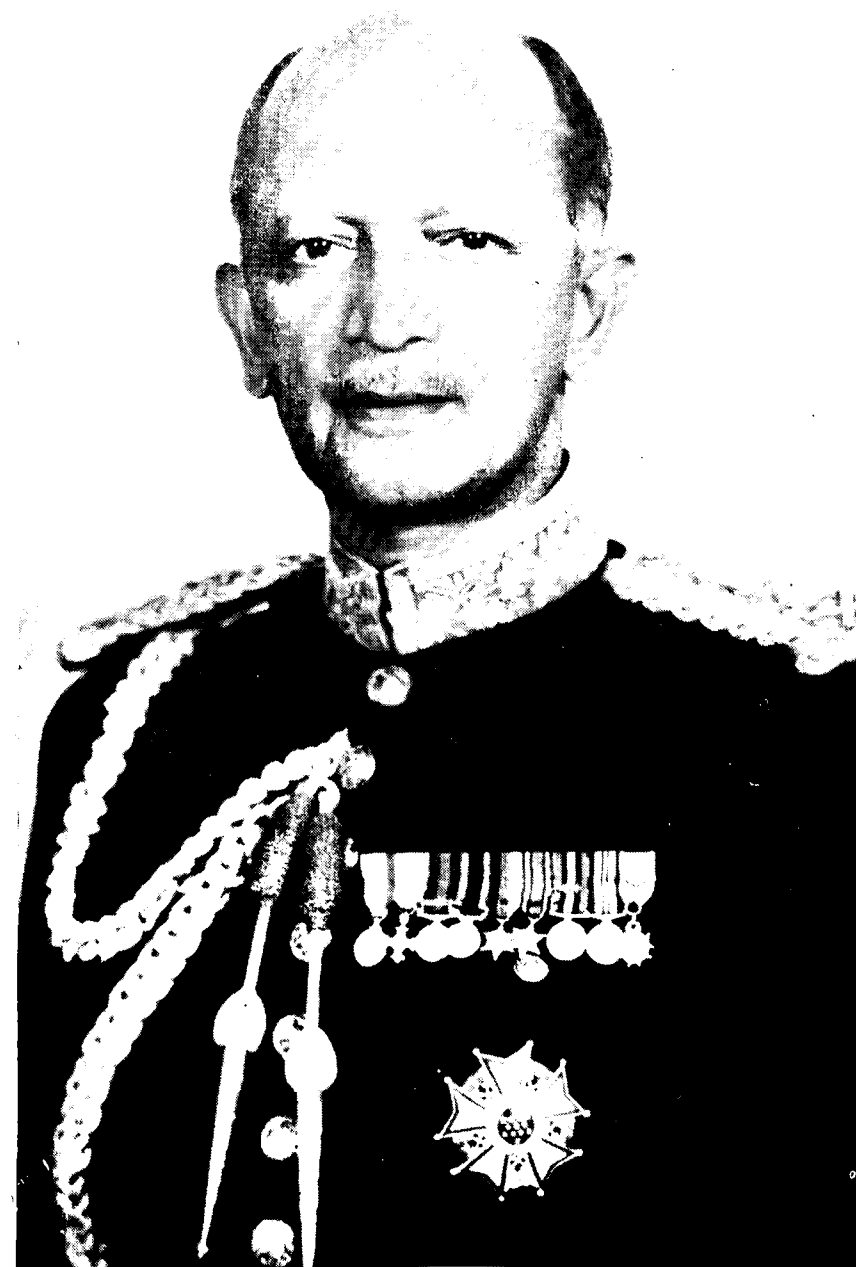
It was as a token of this appreciation that Air Marshal Elhmirst and Air Marshal Gibbs were appointed to the honorary rank of Air Marshal in the Indian Air Force when they relinquished charge as Chief of the Air Staff and C-in-C. I.A.F. Similarly, Major General Williams who held the appointment of Engineer-in-Chief, Army Headquarters from 1948 to 1955 was granted the honorary rank of Lt. General in the Army.

BRITISH OFFICERS—DISCIPLINE

Though only a matter of academic interest, mention may be made about the arrangement made for dealing with the disciplinary cases of British officers after an Indian officer took over as the Chief of the Army. As the result of the agreement reached with H.M.G. in November 1947, when General Cariappa became the C-in-C, Indian Army, in January 1949, he was issued a Royal Warrant under the British Army Act to convene Courts-Martial for the trial of British personnel and for confirmation of sentences in certain cases. Since General Cariappa held a King's Commission in H.M.'s. Land Forces, this was possible under the Army Act. On 26th January 1950, when India became a Republic, he, along with other officers who held the King's Commission, relinquished the Commission from that date and therefore the Royal Warrant empowering him to convene Courts-Martial ceased to be operative.

As already indicated, the question of discipline of British officers was only academic. There would normally be no occasion to convene a Court-Martial to try any British officer since those who remained were really a selected group of men who had agreed to serve in India. Therefore, there was hardly any need for formally appointing any British officer as officer in command of the British personnel serving in the Indian Army. It is not however the practice, particularly in military administration, to leave any conscious lacuna in regard to discipline. Consequently, for purposes of administration or discipline, British officers and ORs serving with the Indian Army were formally placed under the Command of the senior British officers holding commission in His Majesty's Land Forces.

In the case of the Navy the Chief of the Naval Staff, who was a Vice Admiral of the British Navy, was issued with a Court Martial



GENERAL K. M. CARIAPPA
First Indian Chief of the Army



VICE ADMIRAL R. D. KATARI
First Indian Chief of the Navy



AIR MARSHAL S. MUKERJEE
First Indian Chief of the Air Force

warrant by H.M.G. to enable him to order trial by Court Martial if necessity arose, of offences committed by R. N. Officers serving with the Indian Navy. Similarly, in the case of the Air Force, upto 1st April 1954 when an RAF Officer commanded the IAF, H.M.G. had issued him with a similar Court Martial Warrant for the trial by Court Martial of any RAF personnel serving with the IAF.

There was happily no occasion, however, to utilise these provisions in respect of officers of the British Army, the Royal Navy or the Royal Air Force while serving with the Armed Forces of India.

ORDNANCE FACTORIES

Apart from the three wings of the Armed Forces, foreigners were employed also in the Ordnance Factories.

Here again, the pace of Indianisation was rapid. For example the number of non-Indians in the organisation dropped from 96 on 15th August 1947 to 30 in 1956. Out of the total of 30, the majority were permanent officers who would normally serve until the age of superannuation. The rest were on contracts expiring by 1958.

SECTION 2 : INTEGRATION OF THE INDIAN STATES FORCES WITH THE INDIAN ARMY

While the Armed Forces were being reorganised and nationalised, an important problem which required urgent attention was the integration of the forces of the former Princely States with the Indian Army.

During the British days, all large Indian States used to maintain their own military forces. As originally constituted in 1892 for providing troops for service under the Crown, they were known as Imperial Service Troops. These forces were raised and maintained by the rulers of Indian States at their own expense and the Government of India provided permanently a staff of British officers from the Indian Army, known as Military Advisers and Assistant Military Advisers, to assist and advise the Ruling Princes in organising and training the troops of their States. The head of this staff was the Military Adviser-in-Chief, who was a senior British officer generally of the rank of Major-General. The Military Advisory Staff was under the administrative control of the Political Department.

In 1914, before the outbreak of World War I, twenty-nine Indian States maintained Imperial Service Troops. As a result of experience gained during the war, reorganisation of these troops was considered desirable to remove as far as possible the dissimilarity between units of the IST and the corresponding units of the Indian Army. A Select Committee of Princes and representatives of States discussed

proposals for reform and 'with the assistance of recommendations made by this Select Committee' the Indian States Forces Scheme of 1920 was evolved. In accordance with this reorganisation, the Indian States forces were composed of three categories of troops, viz.,

Class 'A'—Troops organised on the Indian Army system and armed with the same weapons as corresponding units of the regular Indian Army;

Class 'B'—Troops which were equivalent to Class 'A' units in the matter of training and discipline but not organised and equipped like units of the Indian Army; and

Class 'C'—Troops which consisted mainly of militia formations with standard of training, discipline and armament lower than that of Class 'B' troops.

After this reorganisation, the Imperial Service Troops were designated as Indian States Forces (I.S.F.); and for the first time, the employment of State Troops to ensure internal security within the States was recognised as a legitimate, though secondary, role of the Indian State Forces.

Under the scheme no limit was set to the number of troops that a State could maintain since in fact no great increase was expected in the absence of such provision. Whenever a State desired to raise a new unit, the point mainly taken into consideration was whether the State was in a position to finance the increase. Thus although one of the main objects of the 1920 Scheme was to increase efficiency, the results tended to subordinate efficiency to mere numbers. The Government of India were also committed to an unlimited liability in that they were obliged to provide initial issues of arms and equipment for two classes of I.S.F. units free of cost to the States. For these reasons a new scheme known as "Indian States Forces Scheme, 1939" was framed. Owing to the international situation and the imminence of war, no prior discussion with the Darbars was practicable and the scheme was evolved by a small committee under the chairmanship of the Commander-in-Chief. The States were therefore presented with a *fait accompli*. The new Scheme was, as before, voluntary in character but there was an important provision in it to the effect that the Crown Representative had discretion to accept or refuse the entry of a State into the Scheme and a condition of entry of a State into the Scheme was that the previous sanction of the Crown Representative should have been obtained to the raising of any new unit in that State or to the increase or decrease in the sanctioned strength of any existing unit or to any change in its sanctioned organisation. The Crown Representative also retained the right to require a State which had joined the Scheme to withdraw from the scheme if any of the conditions of entry were unfulfilled.

Under the 1939 Scheme, units of the Indian State Forces were classified as follows according to their role:

- (a) *Field Service units*—units which it could be assumed would in times of emergency be placed at the disposal of the Crown Representative for service with His Majesty's Indian Forces.
- (b) *General Service units*—units which were not intended in the first instance for service as in (a) above, but which could also be offered to the Crown Representative. In training, organization and other respects these units approximated to the Field Service units.
- (c) *State Service units*—whose primary role was to maintain the internal security of the State.

A fourth category also came into being soon after the Scheme started in order to accommodate the miscellaneous units not coming under the above categories such as Training Units, Wireless Sections, etc. These were all categorised as "unclassified". The irregular units maintained by the States were not recognised by the Government of India and were entirely the responsibility of the States concerned. All States except Bhopal, Rewa, Dholpur and Dhar had accepted the 1939 Scheme.

Field Service units were entitled to free issue and replacement of arms and connected equipment specified in the Scheme, e.g., pistols, rifles, automatics. General Service units were authorised the same armament but at the expense of the State, at cost price. State Service units were to receive issue of arms according to their role at the expense of the State at cost price but supply of automatics was not normally authorised. These rules were, however, considerably modified during the last war. Whereas in World War I the Imperial Service Troops reached the strength of 22,000 of whom some 18,000 served overseas, the ISF had at the commencement of the Second War a total strength of about 47,000, which rose to 98,000 by January 1944 of which, 39,000 were in service under the Crown either overseas or in India. In spite of these large numbers, however, comparatively few units were used in active formations.

Soon after the Second World War, the future of the Indian States Forces was discussed. While it was accepted that the States Forces would represent an immediate accession to the strength of the Indian Army on the outbreak of war, it was considered that the primary role of all Indian States Forces should be internal security. It was broadly decided that these forces should consist of two types of units, viz., (a) General Service Units, organized and maintained on the same lines as Indian Army Units and (b) Local Service or States Service

Units organized and maintained for internal security. Before, however, any further steps could be taken in this connection, constitutional developments intervened.

As stated earlier the Military Adviser-in-Chief's Headquarters formed part of the Political Department and its main functions were coordinating, supervisory and advisory. In addition to the staff at the Headquarters, local Military advisers were located at Ambala, Jaipur, Gwalior, Indore, Rajkot and Hyderabad in addition to Technical Military Advisers stationed at convenient centres, e.g., Roorkee, Simla, Ferozepur, etc. The Military Advisory staff consisted entirely of British officers.

The States Department of the Government of India was set up on 5th July 1947. With the lapse of paramountcy on 15th August 1947, the position of the Indian States had to be viewed in the light of the Instrument of Accession and the Standstill agreement entered into by them with the Dominion of India. The Government of India in the Ministry of States thus practically took the place of the Crown Representative.

The Political Department ceased to exist on 15th August 1947, and from the same date, by an order issued by the Department earlier, the Military Adviser-in-Chief, Indian States Forces, was jointly employed by the two Dominions. The posts of Military Advisers of Circles and their staff were also abolished. The Headquarters of the Military Adviser-in-Chief was thus divided into two separate organizations, one for the Indian Dominion and the other for the Pakistan Dominion, each under a separate Deputy Military Adviser subordinate to the Military Adviser-in-Chief. The Military Adviser-in-Chief was responsible to Army Headquarters, India, and through them to the Ministry of Defence, India, in respect of States which had acceded to the Indian Union; and to the Defence Department, Pakistan, in respect of States which had acceded to the Pakistan Dominion. He was not however responsible to the Joint Defence Council and though enjoying dual capacity was not holding a post of joint responsibility to India and Pakistan.

The Military Advisory Organization (hitherto under the administrative control of the Political Department which was succeeded by the States Ministry) was thus brought under the administrative control of the Defence Ministry. In fact, during the first few weeks from 15th August 1947, the functioning of this Organization was in a fluid state. Soon it was decided to abolish the post of Military Adviser-in-Chief from 15th October 1947. The Military Adviser, Indian States Forces, actually joined the Indian Army Headquarters on 1st November 1947 to coordinate the training and administration

of the Armed Forces of the Indian States. He was a European officer of the rank of Brigadier and worked under the direction of the Chief of the General Staff.

Although the States Ministry had initially reconciled themselves to the Military Advisory Organization being under the administrative control of the Defence Ministry, they soon realised that the role of the Organization was mostly political and hence wished the Organization to be transferred to their administrative control. In fact, even before 1947, the question seems to have been considered on three separate occasions as to whether the Military Adviser-in-Chief should belong to General Headquarters (now Army Headquarters) or to the Political Department but it was thought best to leave the control with the Political Department as matters connected with the Indian States Forces were largely political. The Defence Ministry, however, felt that the position had radically altered on 15th August 1947 in that there was an emergency with requests coming in from States for arms and equipment which had practically to be met the same day. Moreover States also asked for Military aid to deal with evacuee and refugee problems and to ensure protection against border skirmishes. Such work had to be done at high tempo with the closest liaison between the Armed Forces Headquarters and the Indian States. For this reason, the Military Adviser's Organization remained under the Defence Ministry for some time. On a further review of the position, it was decided in January 1948 that the Military Adviser, Indian States Forces, should more appropriately be under the States Ministry, and the administrative control over the Organization was accordingly transferred to that Ministry with effect from 1st March 1948, and remained so until the major work of integration of the States Forces was completed.

When the Military Advisory Organisation came under the Defence Ministry it was thought desirable that the post of Military Adviser, I.S.F., should be held by an Indian, preferably a State subject, so as to inspire confidence among the States. Major General Himatsinhji was accordingly appointed to this post in early January 1948. Later, in addition to the staff at Headquarters, two posts of Military Advisers (redesignated in August 1948 as State Forces Liaison Officers) in the rank of Lieut.-Colonel were also created, one for Southern Indian States with Headquarters at Bangalore and the other for Western India States with Headquarters at Rajkot. As a logical consequence, the Military Adviser at the Headquarters was redesignated as Military Adviser-in-Chief, Indian States Forces, in May 1948.

It was no longer appropriate, when Defence was a Central subject, for any of the constituent units to retain separate military forces.

The former Indian States could not be treated differently from the former Provinces of British India. The forces maintained by the Indian States had, therefore, to be eventually integrated suitably with the Indian Army. This could, however, proceed only *pari passu* with the integration of the States themselves, constitutionally and financially, with the Indian Union. The integration of the States Forces with the Indian Army was indeed no easy task at a time when the Indian Army had to face numerous other problems. Further, the standard of training and general conditions of service of the forces differed from State to State.

Soon after partition, when the Indian Army was still being re-constituted and the Government of India were confronted with the movement of millions of displaced persons, simultaneously with the problems of law and order and the operations in Kashmir, many rulers of States generously placed their States Forces for service under the Union Government.

In the process of integration of the Indian States with the Indian Union, three different methods were adopted. Some States were merged with the neighbouring Provinces (*i.e.*, with States originally included in Part 'A' of the First Schedule to the Constitution) while some were formed into Chief Commissioners' or Lt. Governors' Provinces under the direct control of the Government of India and were known as Part 'C' States. Some States were grouped together and formed into Unions to be administered on the lines of Provinces. These became Part 'B' States in the Constitution. The Unions so formed and existing at the time of integration were Madhya Bharat, Patiala & East Punjab States Union, Rajasthan, Saurashtra and Travancore-Cochin. Then there remained the States of Mysore, Hyderabad and J&K which remained as separate units. These were also included in Part 'B' States.

FORCES OF MERGED STATES

In the case of Part C States, the regular I.S.F. units were in some cases taken over as whole units and integrated with the Indian Army, while in other cases only suitable personnel considered fit for absorption in the Indian Army were taken in. (The responsibility for the disposal of the non-ISF units devolved wholly upon the successor Governments). In all cases, members of the units were screened by Selection Boards of the Indian Army and only those who were found suitable were commissioned or enrolled in the Indian Army on the same terms and conditions as were applicable in the Indian Army. Those who were not found suitable for absorption in the Indian Army and who could not be found alternative employment in the police and civil services by the successor Governments were granted terminal

benefits by the Government of India—mustering-out concessions as they were then called—that is, pension or gratuity on a more liberal scale than they were entitled to under the rules governing them in the States Forces.

PART B STATES

Article 259(1) of the Constitution as originally enacted provided that a State specified in Part B of the First Schedule which had any Armed Forces immediately before the commencement of the Constitution might, until Parliament by law otherwise provided, continue to maintain the said forces after such commencement subject to such general or special orders as the President might from time to time issue in that behalf. Clause (2) laid down that such Armed Forces would form part of the Armed Forces of the Union. After the States Forces ceased to have separate existence, this Article was deleted by the Constitution (Seventh Amendment) Act, 1956.

TRAVANCORE-COCHIN, MYSORE AND HYDERABAD

The Indian State Forces maintained by Mysore and Hyderabad and by the Union of the States of Travancore-Cochin were at first under the administrative control of the respective Union or State Government but the operational control of these forces rested with GOC-in-C, Southern Command, and officers of the Indian Army were also appointed as Commandants of the Forces. From 1st April 1950, the entire administrative control over these forces was taken over by the Indian Army, with full responsibility for providing officers and Other Ranks as also for procuring stores and equipment for them. The Government of India also agreed to bear the expenditure on these forces from 1st November 1949 to 31st March, 1950, in excess of that incurred during the corresponding period of 1946-47. These forces were then reorganised under which their strength was reduced and their training and equipment brought upto the level of the Indian Army. The officers of these States Forces were also screened by the Indian Army Service Selection Boards and Other Ranks tested on Indian Army standards. After reorganisation was completed, the members of these units were brought on to Indian Army terms and conditions of service and the forces were fully integrated with the Indian Army on 1st April 1951. The personnel of these Forces were required to take an oath of allegiance to the Union of India.

In the case of Rajasthan, PEPSU, Madhya Bharat and Saurashtra, which were Unions of former Indian States, there was a special arrangement by which the States Forces remained under the control of Rajpramukhs but an officer of the Indian Army selected by the

Government of India, in consultation with the Rajpramukh, was appointed as the General Officer Commanding of the Forces by the Rajpramukh concerned. The operational control over these forces, however, vested with the GOC-in-C of the Indian Army Command of the area in which the State Union was located. The Rajpramukhs exercised their powers of raising and maintaining the Forces, in accordance with the rules adopted by the Government of India for the Indian Army. The personnel of these forces had to take an oath of allegiance to the Rajpramukh and through him to the Union of India. These forces were also reorganised and their training and equipment brought up to the level of the Indian Army by 31st March 1951. During this period they continued under their existing terms and conditions of service but from 1st April 1951 they were brought on to the Indian Army terms and conditions of service. The officers of these States Forces were also screened by Indian Army Selection Boards and there was also an interchange of officers between the Indian Army and the States Forces.

In accordance with the scheme of Federal Financial integration, the Government of India agreed to bear the entire financial liability in respect of these States Forces from 1st April 1950 (13th April 1950 in the case of PEPSU which was the date of commencement of its next financial year) including pensionary charges of ISF military personnel retiring on or after that date. They also agreed to bear the difference between the expenditure on the States Forces during the period 1st November 1949 to 31st March 1950 (13th April in the case of PEPSU) and the expenditure incurred on these Forces during the corresponding period in 1946-47.

The forces of States comprising Vindhya Pradesh were disbanded as they were surplus to the over-all defence requirements of the country. Suitable personnel of these forces were, however, absorbed in the Indian Army and other services like the Police.

Officers of the States Forces who secured an acceptable grading from the Indian Army Selection Boards were commissioned in the Indian Army and their seniority *vis-a-vis* Indian Army Officers was fixed on a specially devised point system.

Schemes were drawn up and implemented in consultation with the State Governments for the resettlement of men released from the States Forces.

As Government of India assumed complete financial responsibility for the Indian States Forces, all the movable and immovable property belonging to the States Forces, including the accommodation occupied by them, became the property of the Government of India and thus available for the use of the Indian Army.

The integration of the States Forces with the Indian Army could only be effected gradually. In the circumstances prevailing in 1948 and 1949 an immediate integration of these forces was not practicable. Besides, before integration the officers and men of the States Forces had to be brought up to the level of the Indian Army.

The integration of all the States Forces was completed on 1st April 1951 from which date these Forces ceased to exist as separate entities. For the first time India had a completely unified Indian Army covering the entire country.

The forces of the merged States became subject to the Indian Army Act 1911 by virtue of the Merged States Laws Act (No. XLIII of 1948). The Army Act 1911 was applied to the Forces of Hyderabad, Travancore-Cochin, Madhya Bharat, PEPSU, Rajasthan and Saurashtra, with suitable modifications, by notifications published in the Gazette of India on 1st April 1950. Later suitable provision was made in the Army Act, 1950 to make the Act applicable to personnel of the States Forces.

WINDING UP OF THE ORGANISATION OF ADVISER, STATES FORCES

With the progress in integration, it was decided that the Military Adviser-in-Chief, ISF, and his organisation should be replaced under the Ministry of Defence with effect from 1st April 1950. From that date, the officer in charge of this organisation (a Colonel) was designated Adviser, States Forces, and the organisation called Headquarters, Adviser, States Forces. After the integration of States Forces was completed, the organisation was wound up on 1st October 1951. The residual work was carried on centrally by a Section of the Ministry until September 1953 when the still remaining quantum was decentralised and taken over by the respective administrative Sections of the Ministry.

The Jammu and Kashmir State Forces were placed under the operational control of the Indian Army on 1st November 1947 and were integrated with the Indian Army from 1st January 1957.

Thus in the short course of less than a decade, the Army in India had been completely integrated to form one unified force; all the Armed Forces are now officered by the nationals of the country; recruitment has been thrown open to all Indians, whichever part of the country they may come from and whatever be their caste or creed. But there has been a much more significant transformation; the Armed Forces in India have been truly nationalised.

ANNEXURE

LIST OF STATES WHICH MAINTAINED INDIAN STATES FORCES BEFORE INTEGRATION

1. Nawanagar	}		Saurashtra
2. Bhavnagar			
3. Dhrangadhra			
4. Porbandar			
5. Mewar	}		Rajasthan
6. Kotah			
7. Jodhpur			
8. Jaipur			
9. Bikaner			
10. Alwar			
11. Bharatpur	}		Madhya Bharat
12. Dholpur			
13. Gwalior			
14. Indore			
15. Dhar	}		PEPSU
16. Patiala			
17. Kapurthala			
18. Nabha			
19. Jind			
20. Faridkot			
21. Malerkotla	}		Travancore-Cochin
22. Travancore			
23. Cochin	}		Himachal Pradesh
24. Hyderabad			
25. Mysore			
26. Jammu & Kashmir			
27. Chamba	}		Vindhya Pradesh
28. Suket			
29. Mandi			
30. Sirmur			
31. Kutch	}		Bombay
32. Bhopal			
33. Tripura			
34. Rewa	}		U. P.
35. Datia			
36. Panna			
37. Baroda	}		West Bengal
38. Kolhapur			
39. Baria			
40. Idar			
41. Lunawada			
42. Rajpipla	}		U. P.
43. Tehri Garhwal			
44. Rampur			
45. Banaras	}		West Bengal
46. Cooch-Bihar			

CHAPTER VIII

RECRUITMENT AND TRAINING

SECTION 1 : RECRUITMENT

There have been important and far reaching changes in the mode of recruitment to the Armed Forces after Independence. Significant progress has also been made in establishing the necessary training facilities in the country itself. Recruitment may be classified under two heads: (a) recruitment of officers, and (b) recruitment of the rest, who are referred to as Other Ranks. Other Ranks constitute the bulk of the Armed Forces and the changes effected in their recruitment may be dealt with first.

CLASS COMPOSITION IN THE ARMY

During the British period, recruitment to the Army was governed by the class composition of the units and was confined to certain classes referred to as martial classes. This distinction was sought to be justified as late as September 1938 by the Commander-in-Chief in a speech in the Council of State: "The military authorities have proved by experience that certain classes do make the most efficient soldiers.....as a whole, and the sole justification for the present policy is that it guarantees the best possible material for each branch of the Army."

In pursuance of this policy, certain classes were specified for recruiting purposes. Based on this classification, the composition of each regiment by percentage of each class was laid down, and such percentage was strictly adhered to in peace-time. During the Second World War, however, when the Army had to be expanded considerably, recruitment from the 'martial classes' soon reached a saturation point and further recruitment had to be made extensively from what had previously been termed as non-martial races. The theory of martial and non-martial classes was completely exploded during the war. In fact it was then realised that the composition of the army in peace-time should follow the pattern of expansion in war. After the war, the lesson was soon forgotten and the military authorities once again reverted to the older class composition for normal recruitment. A special Indian Army Order issued on 30th March 1946 specified the nomenclature of classes for recruitment purposes.

RECRUITMENT OPEN TO ALL INDIAN CITIZENS

The scheme of class composition based purely on political expediency was clearly untenable in Independent India. Soon after 15th

August 1947 the Government of India decided as a matter of policy that all communal and class composition should be eliminated from the Indian Army and that all Indian nationals should have equal opportunities of service in it. In January 1949 orders were officially issued to abolish recruitment by classes in all arms/Services. Recruitment was thus thrown open to *all* Indian nationals, provided they conformed to the prescribed physical and educational standards. Administrative instructions were issued in February 1949 to implement this revised policy of Government, by which Artillery, Engineers and Signals were brought more and more into a mixed class basis; recruitment demands for these regiments/corps were worked out in such a manner that at least 10% of the vacancies would go to the previously non-enlisted classes. Arms or Services, which already had a larger variety of classes represented in them, further enlarged their scope for the recruitment of other classes.

For administrative reasons arising out of previous commitments and locations of troops, it was not possible to implement this decision immediately in the case of the Infantry and the Armoured Corps. Regiments composed of particular classes, through several decades, developed a certain kind of cohesion and while steps are taken to broaden their composition, it is essential to ensure that the sentimental attachment arising out of such composition is not suddenly disturbed. The change had, therefore, to be a gradual one. Again any wholesale change in the composition of fighting units might, to some extent, at least temporarily affect their efficiency. Bearing in mind these broader considerations, various steps have been taken to introduce mixed class composition in the Infantry and the Armoured Corps also. One notable instance in this connection relates to Bengalis, who had no representation in the Infantry. Orders were issued in March 1949 for the raising of a company of Bengalis as part of a regiment. Orders were also issued for the formation of a Parachute Regiment on mixed class composition basis.

As soon as the process of broad-basing the composition of the various regiments is completed, there is little doubt that it will create a better understanding among the various classes of the population all over India and the Army along with the Navy and the Air Force, would continue to be a symbol of the country's unity, amidst the diversities of language, customs and manners.

The system of class composition in the Army had not been introduced in the Navy and the Air Force during the British period. There was thus no reservation for any class of people and all Indians were eligible for recruitment to these Services. No reform in the matter of recruitment was, therefore, called for in the Navy and in the Air Force after 15th August 1947.

Entry into the Armed Forces is now open to all Indians irrespective of caste, creed, community or the part of the country from which they come. No reservation of vacancies or any relaxation of age limits is made for any class of people. Recruitment is made solely on the basis of physical fitness and other prescribed qualifications. Physical fitness is of the utmost importance in the Armed Forces. Recruits are taken in at an earlier age than for civil employment as they can then be shaped more easily into the Service outlook and discipline. From the point of view of physical fitness, suitability for training and the importance of age-groups in various ranks, it is essential to adhere strictly to the prescribed age limits for recruitment to the various ranks of the Armed Forces. Relaxation in favour of any class of persons will not be conducive to efficiency. Though no relaxation in age limit is allowed for any class of persons, concessions in the fees payable for recruitment made through the Union Public Service Commission to the commissioned ranks of the Armed Forces are granted to members of the Scheduled Castes, Scheduled Tribes and displaced persons from Pakistan.

An important decision was taken some time ago in the matter of selection of recruits. Other things being equal, preference is now given to those hailing from rural areas as they are believed to be able to stand rigours of military life better. Similarly, other things being equal, preference is given to those belonging to scheduled castes.

THE INDIAN MILITARY ACADEMY

Before the War, officers for the three Services were selected on the basis of a competitive examination (including an interview test) conducted by the Federal Public Service Commission.

Cadets were trained in the Indian Military Academy (I.M.A.), Dehra Dun, which was inaugurated on 10th December 1932. In the I.M.A. there were thirty vacancies for the Indian Army every half-year. Of these, only fifteen were filled by open competition; the remaining fifteen were reserved to Indian Army Cadets who were selected from among those VCOs and other ranks of the Indian Army who had undergone a two years' course at the Kitchener College, Nowgong. In the Kitchener College itself, thirty candidates were taken twice yearly, in July and in December.

Ten vacancies in the Academy were allotted to the Indian States Forces every half year for training prospective officers for these Forces.

The competitive examination for the 15 open vacancies was normally held in March and October each year by the Federal Public Service Commission. A candidate for the examination had to submit his

application through the Collector or Deputy Commissioner of the district in which his parents resided. The age limits were 18 and 20 and the Examination fee was Rs. 50/- in addition to the application fee of Rs. 7/8/-. The examination was conducted only in Delhi and it included, in addition to Interview and Record which carried 500 marks, four compulsory subjects carrying 900 marks and three optional subjects upto a total of 800 marks. The Interview and Record test was conducted by a Board consisting of a Member of the Federal Public Service Commission (Chairman), two officers of the Indian Army nominated by the Commander-in-Chief and two non-official gentlemen, one of whom was nominated by the Government of India and the other by the Commander-in-Chief. To be eligible for appointment to the Indian Military Academy, a candidate had to obtain not less than 175 marks in Interview and Record and not less than 1,100 marks in all the subjects together, *i.e.*, not less than 50% of the total marks for the written and *viva voce* tests.

There were two terms in the year and the course of instruction extended over 2½ years. The fees payable by cadets, except Indian Army cadets, at the Indian Military Academy were Rs. 800/- for each of the first two terms and thereafter Rs. 750/- per term; or Rs. 3,850/- for the complete course. This figure included tuition, accommodation, messing, academy servants, initial issue of uniforms, educational stores, games, medical attendance etc. and pocket money at Rs. 20/- p.m. (except during vacations). Two King Emperor Cadetships were awarded in the Academy each term. They were open to the sons of King's Commissioned Officers or VCO's and the sons of Gazetted Civilian officials.

Indian Army cadets admitted to the I.M.A. received a consolidated pay of Rs. 60/- per mensem or in the case of a VCO such higher rate of pay as he would have received had he remained with his unit. No fees whatsoever were charged from them at the Academy. Clothing, uniform and equipment as also text books were provided for them by the Academy.

Thus at the IMA the parent or guardian of a Cadet had to incur an expenditure of nearly Rs. 4,000 for the course. There were, however, a few scholarships including those instituted by the Governments of Bombay, United Provinces, Madras, Central Provinces and Bihar.

The Academy was under the direct control of the Commander-in-Chief. The course of instruction in the IMA was designed "(a) to develop in the Cadet the characteristics of leadership, discipline and physical fitness, and to instil in him a high sense of duty and of honour, and a realisation of the responsibilities of a servant of the State, (b) to ensure that a Cadet on joining his unit is in a position to discharge the essential duties of a platoon commander".

COMMISSIONED OFFICERS FOR THE NAVY

For the Navy, examinations for the recruitment of candidates for the executive and engineer branches were held in Delhi conjointly with the examinations for admission to the Indian Military Academy. The age limits were 17½ and 19½ years. One-third of the vacancies in the officer cadre of the Service were reserved for Indians. The annual recruitment was naturally very small having regard to the fact that the sanctioned establishment of officers in the Sea Going Branch was itself small. Thus, for instance, in 1940, the sanctioned establishment was only 77 in the Executive Branch and 37 in the Engineer Branch. With this small total establishment, permanent vacancies could arise only from normal wastage by retirement, etc. Further in any year in which there was more than one vacancy for Indians, at least one of those vacancies was, at the discretion of the Government of India, reserved for cadets of the Indian Mercantile Marine Training Ship, DUFFERIN. In case there was only one vacancy in both the Branches together, the Government decided whether competition for it should be open or confined to cadets of the DUFFERIN. The rules of the examination for the Navy were similar to those for the Indian Military Academy but the compulsory subjects to be offered by candidates for the Navy were slightly different, with greater emphasis on science subjects. Candidates were selected strictly in order of merit on the basis of marks secured in the examination but no candidate was eligible for selection unless he secured at least 35% separately in the interview and in the written examination or not less than 50% of the gross total.

An examination for the recruitment of European candidates was also held in London. This examination was a joint one for all the three Services. For DUFFERIN cadets a special examination was conducted by the F.P.S.C.

All candidates whether selected in England or in India were trained in Naval Establishments in the United Kingdom. It was an expensive affair for the parent or guardian of a candidate who had to deposit a sum of £ 260/- (about Rs. 3,500) to meet the expenditure involved in the training in the United Kingdom. The training of these candidates in the U.K. was also costly to the Government of India who had to pay £ 1,268—sh. 5 (including Admiralty training charges of £ 590/-) for an Executive Officer and £ 2,261—sh. 8 (including Admiralty training charges of £ 1,385) for an Engineer Officer.

In April 1947 (when the Interim Government was in office at the Centre), the parents' share of the cost of training was reduced to £ 116. Furthermore the parents were not required to deposit the sum in advance as was the practice formerly but they could arrange payment directly. Later in July 1947, the entrance fee for the competi-

tive examination conducted by the F.P.S.C. for recruitment of commissioned officers for the R.I.N. was also reduced from Rs. 50/- to Rs. 30/-. The examination was held by the Commission thrice a year till January 1949, the age limits being $17\frac{1}{2}$ and $19\frac{1}{2}$. After June 1949, the examination was suspended for a year.

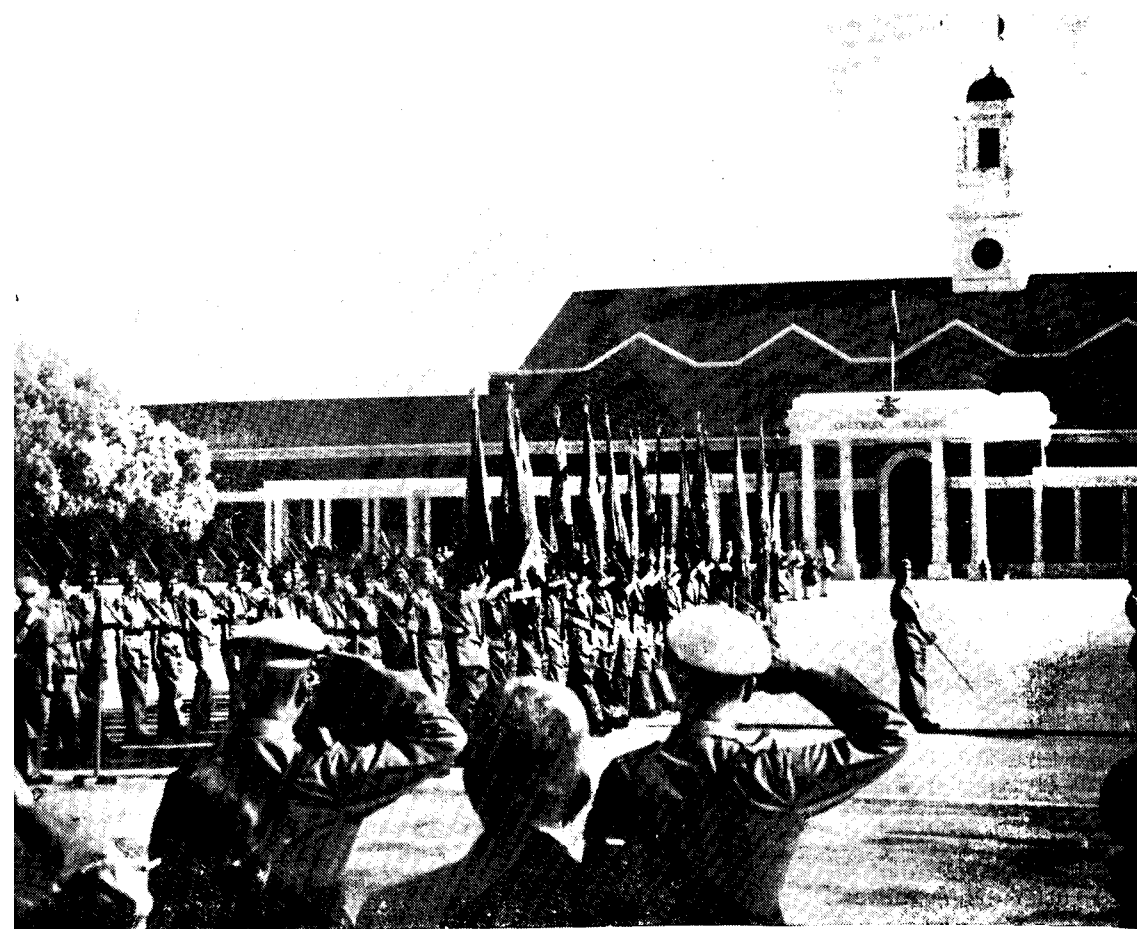
RECRUITMENT OF OFFICERS IN THE I.A.F.

The examination for entry into the I.M.A. was also a combined one for admission to the Royal Air Force College, Cranwell, prior to commissioning in the Indian Air Force. The scheme of examination was slightly different. After qualifying in the examination candidates had also to undergo a practical flying test as a passenger in a Service Aircraft. The finally selected candidates were then admitted to the R.A.F. College, Cranwell, for flying training on successful completion of which they were granted commissions in the Air Force. The duration of training at Cranwell was approximately two years. The total estimated expenses for the course were £ 580/8/- of which the parent or guardian of the cadet had to remit in advance a sum of £ 360/8/- (about Rs. 4,800) and the balance of £ 220/- was contributed by Government. The first batch of Indian Cadets commenced training at Cranwell on 4th September 1930 and the last batch in September 1938.

SELECTION OF OFFICERS DURING THE WAR

After the outbreak of the war, the grant of permanent Commissions was suspended in the Army and in the Air Force and the system of granting emergency commissions was introduced. In 1941, the Indian Military Academy was converted into an Officers' Training School and its capacity enlarged to provide training for 1,100 cadets. Recruitment by competitive examination to the permanent cadre of commissioned ranks of the Indian Navy, however, continued on a very limited scale during the war. In order to meet the expanding needs of the R.I.N. during the war, temporary commissions were granted in the Royal Indian Naval Reserve (meant for those with sea experience), and in the Royal Indian Naval Volunteer Reserve (for those without sea-experience).

For the selection of officers during the War, each Service had its own Interview Board until the beginning of 1942 when recruitment of officers to the three Services was integrated and carried out by the Adjutant General's Branch of Army Headquarters. After this integration, broadly speaking, the selection of candidates for emergency Commissions was conducted in two stages—(a) Preliminary Selection by Provincial Selection Boards, and (b) final selection by the Central Interview Boards, which were three in number, one for the North, one for the South and one for Central India. The Central Interview Boards



The Administrative Block of the Indian Military Academy, Dehra Dun

normally had a senior civilian as President, a senior Indian Army Officer as Vice President and two coopted local civilian members. The method of selection adopted by the Provincial Boards was far from uniform.

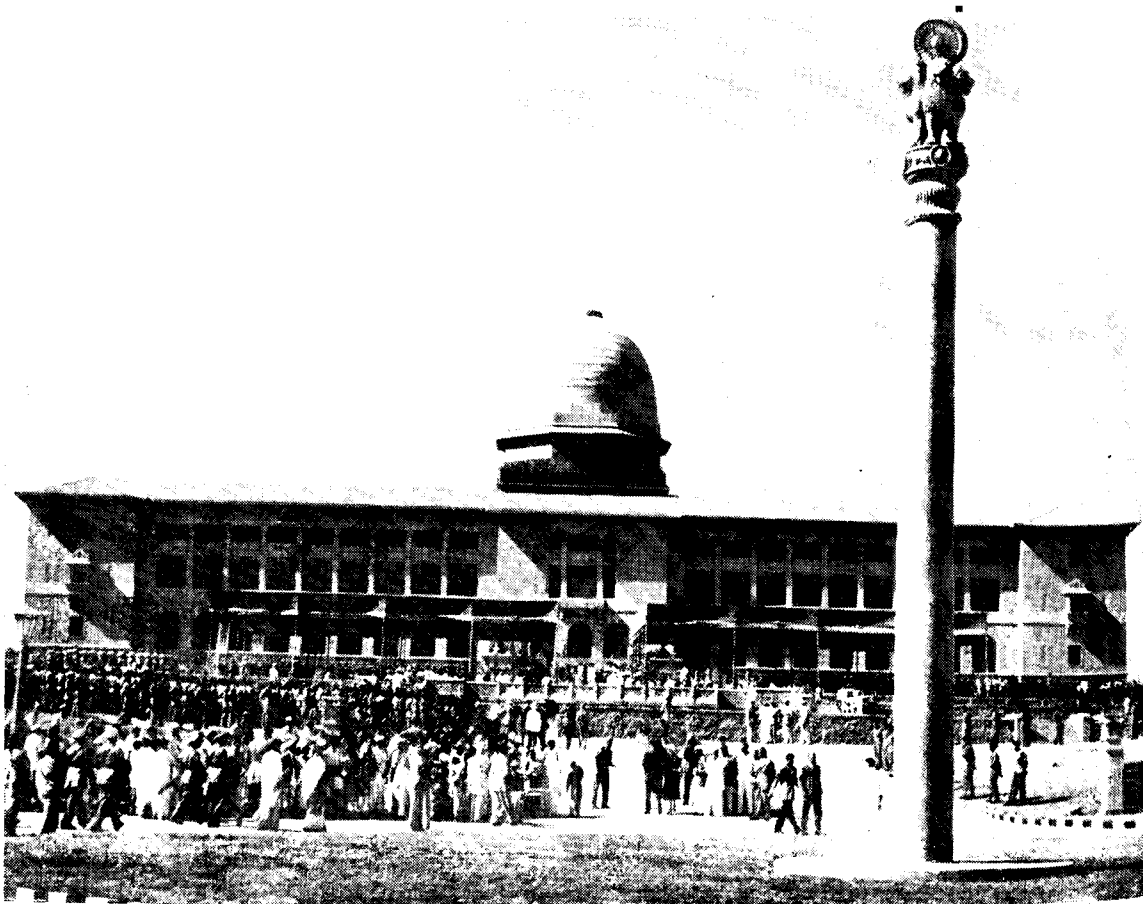
In the U.K. too the mode of selection was similar but it had given rise to a lot of criticism. It was held that a short interview was completely inadequate for the testing of an individual's suitability to be an officer. It was impossible to obtain a uniform standard as the personal equation of the interviewer played a great part. It was also noticed that a large proportion of the candidates selected by the method of personal interview alone failed to qualify for Commissions at the Officer Training Schools. As a result, during the latter half of 1941 a new system of selection was devised in the UK which was calculated to test more satisfactorily the various qualities such as leadership, natural intelligence, stamina, etc., of the candidates. The new system was based on scientific methods which had been advocated by psychologists and others for a long time.

In India also, there were many complaints about the prevailing system of selection and in 1943 it was decided after considerable discussion to establish a separate Selection Board to apply the new technique of selection adopted in the U.K. as an experimental measure. The new system of selection involving physical, intellectual and psychological tests was generally found more acceptable. It was accordingly adopted for the selection of all cadets in India and the Central Interview Boards were abolished. The adoption of the new system in India, however, necessitated a scientific investigation into the problem of selection of Indian candidates. The tests had to be revalidated and re-standardised with reference to Indian conditions.

As the commitments increased, the number of the new type of Selection Boards was also increased but the process of selection remained fundamentally the same. The only change that occurred was that the Provincial Selection Boards were abolished in 1945 and a new system of preliminary selection was introduced. This was the system of selection that was in existence when India became independent. After the war, the first peace-time course at the I.M.A. was started in 1945.

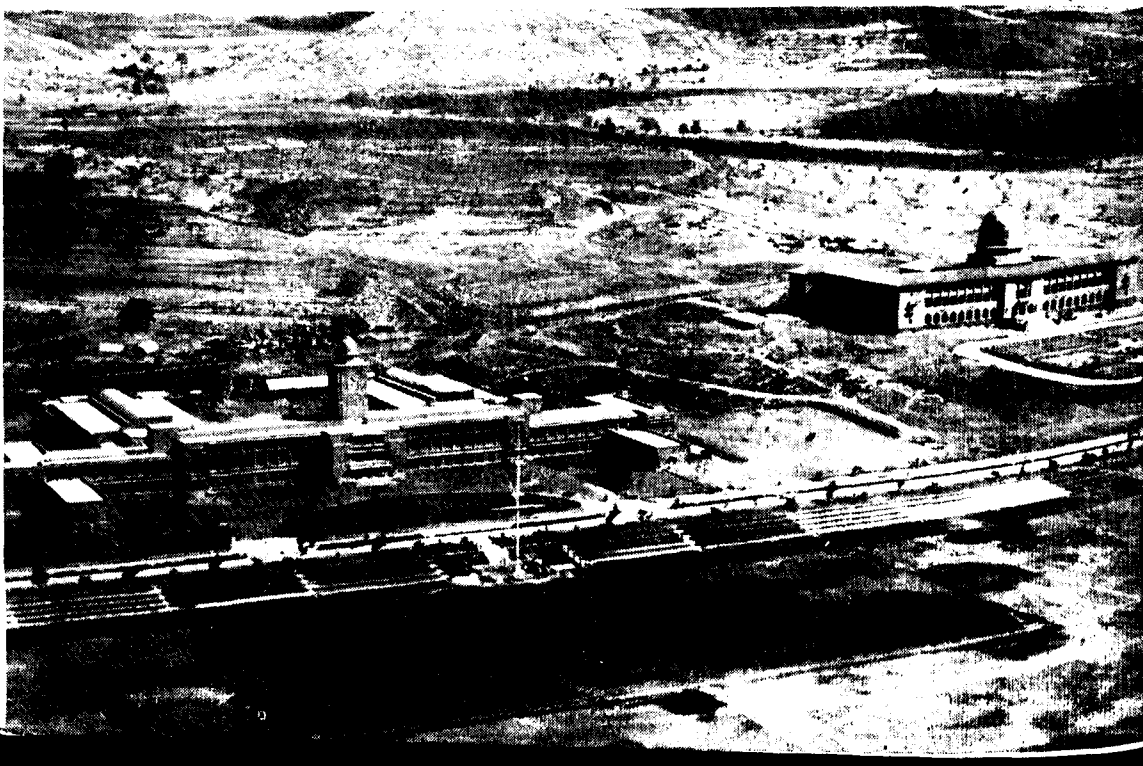
ESTABLISHMENT OF THE NATIONAL DEFENCE ACADEMY

Closely connected with the recruitment of officers to the Armed Forces and their initial training in Independent India is the National Defence Academy at Khadakvasla near Poona. The establishment of this Academy is an event of great importance in the history of the Indian Armed Forces after Independence.



The Administrative Block of the National Defence Academy, Khadakvasla

The Science Block of the Academy (foreground).
In right corner is the Administrative Block.



Even during the later stages of the Second World War, the Government of India considered the form of a suitable Indian National War Memorial. In a press communique issued on 2nd May 1945, the Government announced their decision to establish a Military Academy on the lines of the United States Military Academy at West Point (where officer cadets of the Regular Army are trained) for the education and basic training of all future officers of the Royal Indian Navy, Indian Army and the Royal Indian Air Force as the most suitable form for the proposed National War Memorial.

In pursuance of this decision, Government appointed a Committee* to prepare a scheme for the establishment of the proposed Academy with special reference to such matters as the title of the Academy, its location and size, the age and method of entry, the duration of the course and the syllabus, whether any special educational institutions should be established to serve as feeders to the Academy, etc.

A Sub-Committee of this Committee visited the United States of America, Canada and the U.K. to study the working of the cadet training institutions in those countries. The Sub-Committee was asked, in particular, to study the regulations, syllabus, training methods and establishments of these institutions.

The Committee submitted its report towards the end of December 1946. Its main recommendations were that (a) there should be one academy known as the National War Academy for the education and basic training of cadets for Commissions (other than medical) in the three Services; (b) the Academy should be located at Khadakvasla near Poona and admission to it should be governed solely by merit; (c) candidates between the ages of 16 to 19 possessing the matriculation or equivalent educational qualification should be eligible for admission and selection should be made by means of a qualifying test followed by an interview before a Selection Board; (d) tuition, clothing and messing at the Academy should be free to the cadets but they should get no monthly pay in addition; and (e) the course of instruction at the Academy should be of four years' duration, at the end of

*The Committee had as its Chairman, the Commander-in-Chief and as members, the Chief of the General Staff, the Flag Officer Commanding, Royal Indian Navy, the Air Officer Commanding, the Secretary, War Department, the Educational Adviser to the Government of India, Sir Mirza Mohammed Ismail, Prime Minister, Jaipur State, Rao Bahadur Rao Raja Narpat Singh, Jodhpur, Dr. Amarnath Jha, Vice Chancellor, Allahabad University, Khan Bahadur Mian Afzal Hussain, former Vice Chancellor of the Punjab University, W. X. Mascarenhas, Principal, College of Engineering, Poona, and A. E. Foot, Headmaster, Doon School, Dehra Dun.

which the Academy should confer a Diploma which Universities should be asked to recognise as equivalent to the Bachelor's Degree. With impending constitutional changes, little progress could be made in the consideration of the report till transfer of power.

Soon after 15th August 1947, the Union Government took up for consideration the recommendations of the Committee particularly to see whether in the altered circumstances any changes were necessary.

It was decided in February 1948 that a combined Academy should be established at Khadakvasla where cadets of all the three Services would receive training. The duration of the Inter-Service course was fixed as three years. The age limits for admission were tentatively fixed at 15 and 17 years subject to reconsideration in the light of experience. The Naval authorities emphasised that cadets should go out to sea at about the age of 18 years at the latest, and the Air Force authorities were anxious that cadets should become full-fledged pilots in a Squadron at about the age of 21. That is why the age limits were fixed at 15 and 17. (The upper age limit was later raised to 17½ years in 1953). At the same time cadets for the Navy were to be encouraged to join at the age of 15. After the three-year combined course, Naval and Air Force cadets would leave the Academy for specialised training in their respective Service Establishments, while the Army cadets would stay on for another year for advanced training.

As the construction of new buildings at Khadakvasla would take time, it was decided that an Inter-Services Wing should be opened in the Indian Military Academy at Dehra Dun from January 1949 on an experimental basis. From the 1st January 1949 there were two wings, namely, the Military Wing, which comprised the then existing I.M.A., and the newly created Inter-Services Wing in which cadets of all the three Services were to receive combined training for a period of two years. After the initial combined training, the Army Cadets would stay on at the Academy for two more years for training in the Military Wing, while the Navy and Air Force cadets would proceed to their respective training institutions for further training. For the first few years, until training facilities were established in India, the Naval Cadets of the Joint Services Wing, after doing the combined course for two years, were sent to the U.K. for further training extending over 4 to 6 years. The name of the Indian Military Academy was changed to the Armed Forces Academy.

Candidates applying for admission to the Inter-Services Wing had first to take a written examination of the matriculation standard conducted by the Federal (now Union) Public Service Commission. Candidates who qualified at the written examination were required to appear

before a Services Selection Board, which made recommendations to the Government of India for the final selection of candidates for admission to the Academy.

In view of the shortage of time available to make the necessary arrangements to hold the qualifying examination for the first course (commencing in January 1949) the preliminary selection was made at an interview by Sub-Area Headquarters. Candidates recommended by Sub-Area Headquarters were called for interview by a Services Selection Board. For the second and subsequent courses, the prescribed qualifying examination was conducted by the Union Public Service Commission.

Before the War, as already stated, Cadets at the Indian Military Academy had to bear all expenses on their training. Towards the end of 1939, when the war had started, civilians cadets were admitted for training at the Academy without having to pay any fees for tuition, food, clothing etc. In addition, they received about Rs. 5/- per day. In July 1946 the allowance to cadets was increased to Rs. 210 p.m. After meeting certain essential expenses, the cadets were left with a balance of about Rs. 150/-. In the altered circumstances the rate was fixed at Rs. 75 p.m. for all cadets from 1st April 1948. On the same analogy, it was decided that the Cadets of the Experimental Inter-Services Wing should also have free tuition, food, clothing, etc. and an allowance of Rs. 75/- p.m. to meet certain authorised items of expenditure. From 1st January 1950, as the entire cost of training was being borne by Government, this allowance was withdrawn. In lieu of the allowance, a sum of Rs. 20/- a month for each cadet was placed at the disposal of the Commandant to meet obligatory expenses of the cadets like subscription to funds, etc. In addition, part-time services of bearer were also provided but the parents or guardians had to meet the pocket money needed by the cadets. Government, however, granted financial assistance up to Rs. 30 per month to those cadets whose parents/guardians had an income of less than Rs. 300 p.m. Parents or guardians of candidates selected for the Navy had to sign a declaration that they were in a position and would be prepared to discharge the financial obligations attaching to the candidates' further training in the U.K. on completion of preliminary training at the Inter-Services Wing. Thus after the inauguration of the Inter-Services Wing of the Armed Forces Academy in January 1949, there were three channels for selection of officers for the Navy, namely, the Joint Services Wing, the Special Entry through the examination conducted by the Federal Public Service Commission and the special examination held once a year for the selection from among cadets of the Indian Mercantile Marine Training Ship, DUFFERIN.

In the preliminary examination conducted by the U.P.S.C. only those candidates who secured 50 per cent of the aggregate marks were called to appear before a Selection Board. For the second and third courses the final selection was based entirely on the recommendations of the Services Selection Board. Thereafter, an important change was made in the compilation of the final results, reference to which is made later in the chapter.

In order to compile the syllabus for the common two-year course at the experimental Inter-Services Academy and also to revise the syllabus for the three-year course at the proposed Academy at Khadakvasla, a Committee was appointed in May 1948 with Dr. Amarnath Jha, Vice Chancellor, Banaras Hindu University, as Chairman.

While starting the Inter-Services Wing at Dehra Dun, it was the intention that there would be no further direct recruitment to the Military Wing from January 1951, when the first batch of cadets who had completed their two-year training at the Inter-Services Wing would become available. But the number of such cadets turned out to be inadequate and direct recruitment to the Military Wing had to be continued even after January 1951. It was decided on the recommendation of the Kunzru Committee (referred to later) that this method of direct entry should continue so that there would be officers in the Army recruited from higher age-groups with higher educational qualification and hence with a different background and experience.

From 1st January 1950, the Armed Forces Academy was redesignated as the National Defence Academy, and the Inter-Services Wing as the Joint Services Wing. The Military Wing continued with the same name.

Meanwhile energetic steps were taken to construct the permanent home of the National Defence Academy at Khadakvasla. On 6th October 1949, the Prime Minister laid the foundation stone and work on the construction of the Academy went on at a rapid pace. The Government of Bombay generously donated 6,676 acres of land for this project. Exclusive of the price of the land, the capital cost of the Project was estimated at Rs. 6.5 crores. The Academy was planned to cater for an intake of 500 cadets per year (250 for each course commencing every half year) or to hold 1,500 cadets in all at a time. Two committees, known as Supervisory Board and the Construction Committee, were constituted to exercise control over the project.* The

*Both these Committees had the Defence Secretary as Chairman and the Financial Adviser, the Engineer-in-Chief and the Chief Engineer of the NDA Project as Members. In addition, the Supervisory Board had the three Service Chiefs and the Chief Architect to the Government of India as Members while the Construction Committee had on it the Additional Chief Engineer, Central Public Works Department

Supervisory Board was concerned with the main policy questions relating to the Academy while the construction Committee was responsible for the actual construction of the Academy and various problems connected therewith. Expenditure on the construction of the Academy was met from the Defence Services estimates but an appeal for donations brought in Rs. 59 lakhs from various States and Rulers, in token of which it was decided to name the different blocks of the Academy after the donors.

The essential buildings necessary for the Academy to function at Khadakvasla were completed towards the end of 1954. The first course to be conducted at Khadakvasla which was the 13th course of the Joint Services Wing commenced on 10th January 1955. The new buildings were formally declared open on 16th January 1955 by the Chief Minister of Bombay. The Academy is situated about 10 miles from Poona on the left bank of Mutha River. It extends from the Khadakvasla lake on the river some two miles downstream and comprises an area of about 10 square miles. The Commandant of the Academy is an officer of the rank or equivalent rank of Major-General and this appointment is held in rotation by officers drawn from the three Services. The officers on his staff are also drawn from the three Services.

As already stated, all the expenses of the cadets are borne by the Government, except pocket expenses which come to about Rs. 30 p.m. for the first two years and Rs. 40 p.m. in the third year. Where the income of a parent or guardian is less than Rs. 300 per month, Government gives financial assistance upto Rs. 30 per month or Rs. 40 per month as the case may be. In July 1964, the income limit was raised to Rs. 350 for one child and to Rs. 400 if more than one child of a parent or guardian is simultaneously under training in Cadet Training Establishments.

The two-year-course at the Joint Services Wing at Dehra Dun was recognised as equivalent to the intermediate standard by most of the Universities of India for purposes of admission to further courses of studies and by the Union Public Service Commission and the Ministry of Home Affairs for recruitment to posts under the Central Government. This was done to ensure that a cadet who is withdrawn from the Academy for reasons other than weakness in academic subjects does not suffer a set-back in his career for having joined the Academy. A similar recognition was accorded to the test conducted by the National Defence Academy at the end of the first two years.

The common course of instruction at the National Defence Academy is now three years. After completing this training, the Naval and

Air Force cadets proceed to their respective Service establishments for further training, while the Army cadets go to Dehra Dun for the fourth year of their training.

In January 1954, an *ad hoc* committee was set up under the chairmanship of Dr. G. S. Mahajani, Vice Chancellor of Delhi University, to report on the syllabus for academic studies during the third year. The syllabus that was approved by Government was based on the Committee's recommendations.

The Standing Committee of the Inter-University Board considered the question of cadets who had to leave the Academy at the end of the first or the third year on grounds other than of academic shortcomings or lack of discipline and recommended that such cadets should be admitted to the Universities on the basis of a suitable test to judge the educational attainment. A number of Universities have accepted this resolution of the Inter-University Board.

The provision of combined training for cadets of all the three Services is a unique experiment. The closest contact is established among potential officers of the three Services which would contribute greatly to Inter-Service understanding and collaboration. The *esprit de corps* that comes into being is of great value in modern operations where all the three Services have to play an equally important part.

Even after January 1955, the Military Wing at Dehra Dun (designated later as Military College) has continued to give the two-year training to the cadets who are recruited by means of a competitive examination followed by a Selection Board test for direct commissioning in the Army. In addition to training these cadets, training for a year is also given at the Military College (now Indian Military Academy) to technical graduates before they are commissioned in the Army.

COMMITTEE ON METHODS OF SELECTION

Some criticism was at times levelled against the system of selection of officers for the three Services. The system of preliminary selection was far from uniform. Even in 1948, in the Army, the preliminary selection was made by Sub-Area Boards for admission to the Military Wing of the Armed Forces Academy while there was no such preliminary selection for the Special Graduates Course or for the grant of Short Service Commissions in the technical branches. The number of candidates for these commissions being small, they were all allowed to come up before the Selection Boards direct. In the Navy, the preliminary selection of direct entry officers for Short Service Commissions was made by Naval Headquarters; and in the Air Force, the

preliminary selection was made entirely by Air Force Recruiting Officers.

There seemed to be a general feeling that the system of selection in force led to the rejection of a number of candidates who were likely to make very good officers. Government, therefore, appointed a committee in November 1948 to go into this question.* Meanwhile, a decision had already been taken to hold a qualifying examination for the preliminary selection of candidates for the Inter-Services Wing and the Military Wing.

The Committee submitted its report in March 1949. The more important of its recommendations accepted by the Government were:—

(i) Preliminary selection of candidates by Sub-Area or other local Boards or by Recruiting Officers should be replaced by a written examination conducted by the Federal (now Union) Public Service Commission in all the three Services. No such examination need, however, be held for selection of officers for technical branches like Engineering and Medical, where those possessing the required academic qualifications should be allowed to appear before the final Selection Board;

(ii) Although the system followed by the Selection Boards admitted of improvement in various respects, there was no doubt that the new system of selection based on psychological and psychiatric tests was on the whole a great improvement on the old traditional method of selection through a short interview either by itself or preceded by a written examination. The new system had helped to reduce wastage in the Officer Training Schools and in the Military Academy. But an important drawback of the system was that it did not give a candidate any credit for his knowledge or academic attainments because the final selection was dependent entirely on the recommendations of the Selection Boards. As a result, the importance of education and academic background tended to be ignored and characteristics like sociability and leadership were, to a certain extent, being over-emphasised without appreciating that some of these qualities do often develop later when an individual is properly trained and disciplined. The Armed Forces require officers who are also capable of thinking, writing and planning, that is, officers who are capable of doing higher planning and

*The committee had B. B. Ghosh, Joint Secretary, Ministry of Defence, as Chairman and as Members Capt. W. I. Saxton, Director of Naval Education, Naval Headquarters, Brig. C. D. L. Turner, Director of Organisation, Army Headquarters, Gr. Capt. K. L. Sondhi, Director of Personnel, Air Headquarters, Dr. G. S. Mahajani, Vice-Chancellor, Rajputana University, and Dr. Sohan Lal, Director, Bureau of Psychology, United Provinces, with V. M. Bhide, Under Secretary, Ministry of Defence, as Secretary.

staff duties. The Committee suggested that the results of the preliminary Public Service Commission examination and the Selection Board tests should be combined. It would be of interest to note that, in the U.K., candidates for Sandhurst are graded by the Selection Boards only in two categories : suitable and unsuitable. Those who are suitable are then placed in order of merit entirely on the basis of a written examination conducted by the Civil Service Commissioners. In the case of the Royal Navy, the results are combined, 800 marks being allotted to the written examination and 400 to the Selection Board Tests and the candidates are placed in order of merit on the basis of the total marks secured. In the Royal Air Force too the final selection is based on the combined results of the Selection Board tests and the marks gained at the written examination.

The Committee suggested that in India, the F.P.S.C. examination and the Selection Board tests should be given the same weightage. Selection Boards should, therefore, award marks to each candidate instead of following the system of grading. The system of marking instead of grading was finally introduced in November 1949 after its practicability had been established by further investigation by the Inter-Services Research Organisation whose creation was recommended by the Committee. Till then, the Selection Boards continued to give grading which was converted into marks for the purpose of combining the F. P. S. C. results with the Selection Board tests. The successful candidates have to obtain minimum qualifying marks in each test. The method of assessment by the Selection Boards was also made more precise. A Rating Scale consisting of a number of qualities to be marked by the Board was prepared and introduced in January 1951;

(iii) The Committee, as referred to above, recommended the creation of an Inter-Service Research Organisation. The main reason for this was that most of the tests then in use were borrowed from the U.K. and had been in use for a long time. Some of these tests were not quite appropriate for Indian boys and called for revision. The validity of the tests and the quality of the testing material had also to be watched through statistical studies. It was also necessary to follow the performance of candidates selected through these tests. A Psychological Research Wing was accordingly set up as part of the Defence Science Organisation in 1949, a reference to which has also been made in another Chapter.

Cadets selected for training in the National Defence Academy (as also in the corresponding institutions of the Navy and the Air Force) are liable to be discharged if they do not show sufficient officer-like qualities in the course of their training. A certain number of candidates were discharged on this account. It was, however, necessary to ensure that there was nothing wrong in the assessment of a cadet's potentialities in the course of training. Accordingly, Government

appointed a Committee on 14th November 1953 under the Chairmanship of Dr. H. N. Kunzru, Member of the Rajya Sabha, to study matters connected with the rejection of Officer-cadets.*

The Committee submitted its report to Government on 30th April 1955. The Committee was satisfied that the methods of assessment of cadets during their training were sound, fair and reasonable in all the three services and that adequate facilities were available to cadets for removing their shortcomings and developing their latent qualities. The Committee observed that the rate of rejection of cadets was quite low in the Army and the Navy, but somewhat higher in the Air Force. To reduce the wastage of cadets in the Air Force, the Committee recommended that candidates for the Air Force should be required to qualify in the Pilot Aptitude Test before they were tested for officer-like qualities by the Service Selection Boards. The Committee was of the view that the system of selection under which equal importance was given to both the written examination of the U. P. S. C. and the tests conducted by the Services Selection Board gave a fair chance of assessment of both intellectual calibre and the officer-like qualities of the candidates and it should, therefore, be continued. The Committee also recommended that 200 marks should be allotted for quantitative assessment of physical efficiency and stamina of candidates and that each candidate should obtain a minimum qualifying mark in this assessment as in the written examination and Selection Board Tests. The Committee found a wide disparity in the rejection rates between cadets who underwent the National Cadets Corps course at the Military College, Dehra Dun, for 12 months and those who did the direct entry course in the same institution for two years. To eliminate this disparity the Committee recommended that the period of training of the N.C.C. course should be increased from 12 to 18 months.

For the Selections made from June 1956, a Physical Endurance Test carrying 200 marks was introduced for all candidates who sought admission to the National Defence Academy, the Military College, Air Force College, etc. This test was extended in August 1956 also to candidates seeking admission to the N. C. C. course and the Technical Graduates' Course. Besides, cadets for the Air Force are first given the Pilot Aptitude Test, which is given only once to a candidate. Those who fail in this test are not considered for the Air Force. In the light of experience, the Physical Endurance Test was subsequently given up.

*The other members of the Committee were—Sardar Surjit Singh Majithia, Deputy Defence Minister, Dr. G. S. Mahajani, Vice-Chancellor, Delhi University, Major General T. Mahadeo Singh, DSO, Adjutant General, Army Headquarters, Capt. B. A. Samson, I.N., Chief of Personnel, Naval Headquarters, Group Capt. O. P. Mehra, Director of Training, Air Headquarters, Dr. Sohan Lall, Chief Psychologist, Ministry of Defence, and H. C. Sarin, I.C.S., Deputy Secretary, Ministry of Defence (Member-Secretary).

To sum up the present position for the selection of cadets for the N. D. A., candidates who qualify at the written examination of the U.P.S.C. (which carries a total of 900 marks) appear before a Services Selection Board where candidates for the Army, the Navy and the Air Force are assessed in officer potentialities while those for the Air Force are also assessed in Pilot Aptitude. The Selection Board tests carry 900 marks. Candidates have to secure a minimum qualifying mark in these tests. Those for the Air Force have to pass in the Pilot Aptitude test in addition. Subject to these conditions, the qualified candidates are placed in order of merit on the basis of total marks secured by them in the written examination and the Services Selection Board tests, in two separate lists—one for the Army and the Navy and the other for the Air Force. The final selection is made in order of merit depending on the number of vacancies for each service.

The same scheme of selection applies to the direct recruitment of officers for the Army, the Navy and the Air Force from slightly higher age-groups. For entry into the Military Academy, the age limits are 18 and 21 at the time of commencement of the course of training and the minimum educational qualification for admission is a pass in the Intermediate or equivalent examination. The written qualifying test of the Commission and the Selection Board Interview carry 900 marks each. Selected candidates are enrolled under the Army Act as 'Gentlemen cadets' and undergo training for about two years at the Military College after which they are granted permanent commissions.

In addition to this two year course for these direct entry cadets and the one year course for the Army cadets from the NDA, the other courses conducted at the Indian Military Academy for the grant of permanent commissions are (a) the 1½ year course for the cadets (between the age limits 19½ and 24 years) passing out of the Army Cadet College, (b) the 1½ year course for the cadets of the Officer Training Units of the National Cadet Corps (the age limits for such entry are 19 and 22 years), and (c) the one year course for Technical Graduates, including those under the University Entry Scheme (within the age limits 20 and 27 years except for the Army Education Corps for which the age limits are 23 and 27 years) for commissions in the Corps of Engineers, the Corps of Signals, the Corps of Electrical and Mechanical Engineers, the Army Education Corps and the Military Farms Service. In all these three cases candidates do not have to appear in a written examination of the U. P. S. C., but go direct before the Services Selection Board. Unlike other courses, married candidates are eligible to appear for the Graduates' course. Unmarried candidates are not, however, permitted to marry during the period of training.

For the selection of special entry cadets for the Navy, the age limits are 17½ and 19½ years and the minimum educational qualification for admission is a pass in the Intermediate or equivalent exami-

nation. The written qualifying examination and the Selection Board Interview carry 900 marks each. Selected candidates are appointed as cadets and undergo a year's training at the National Defence Academy. On completion of this training, they are given further training in Ships/Establishments of the Indian Navy. The duration of the entire period of training (including the one year at the Academy) is $3\frac{1}{2}$ to $6\frac{1}{2}$ years depending upon the Branch of the Service to which the cadet is allocated. Cadets of the Naval Wing of the Senior Division of the National Cadet Corps, who are in possession of Certificate 'C' and are between $17\frac{1}{2}$ and 20 years of age, are also eligible for selection as special entry cadets in the Navy. The minimum educational qualification is Intermediate or its equivalent. Cadets from the I.M.M.T.S. DUFFERIN are also selected as special entry cadets in the Navy, the age limits being $17\frac{1}{2}$ and $19\frac{1}{2}$ years. The N.C.C. and the Dufferin cadets are not required to sit for the U.P.S.C. examination but appear directly before the Services Selection Board. These special entry cadets join the third year of the course at the National Defence Academy and, on completing this training, undergo further training in I. N. ships and establishments like the Naval cadets of the Academy.

Similarly for admission to the Air Force College, for the General Duties (Pilot) Course, the age limits are $17\frac{1}{2}$ and 21 years, the minimum qualification for admission being a pass in the Matriculation or equivalent examination. There are 900 marks for the written qualifying examination and 900 marks for the Air Force Selection Board test for Pilot Aptitude and officer potentialities. Candidates finally selected undergo training at the Air Force College for 18 months approximately. On successful completion of training, they are granted permanent commissions.

A percentage of vacancies in the General Duties Branch is reserved for N.C.C. cadets (Air Wing).

Graduates are also commissioned directly in the non-technical branches (or Ground Duties Branches, as they are called), viz., the Administrative and Special Duties Branch, the Equipment Branch, the Accounts Branch (the age limits in each case being 21 and 23 years), the Education Branch (age limits 21 and 25 years) and the Meteorological Branch (19 and 23 years). Candidates for these commissions do not have to take any written examination. They appear directly before the Air Force Selection Board.

One interesting feature about the preliminary written examination conducted by the U.P.S.C. for admission to the commissioned ranks of the Armed Forces was that candidates who secured 30% (this was at first 35%) or more of the aggregate marks at the examination were allowed a refund of the examination fee of Rs. 30 (or Rs. 7.50 in the case of candidates belonging to the Scheduled Castes who had to pay

the reduced fee of Rs. 7.50 only in the first instance). This scheme of refund was discontinued in 1965. Children of Junior Commissioned Officers, Non-Commissioned Officers and other ranks and also of ex-servicemen studying in the K. G. Schools (now called Military Schools) and the Sainik Schools are not required to pay any fee for these examinations on a certificate that they are not likely to score less than 30% of the aggregate marks.

As already mentioned, the entire cost of training including accommodation, books, uniform, boarding and medical treatment is borne by the Government. Candidates are expected to meet their pocket expenses which come to about Rs. 40 p.m. If a cadet's parent or guardian is unable to meet wholly or partly even this expenditure and his income is less than Rs. 350 or Rs. 400 in the circumstances mentioned in the case of the NDA, financial assistance is sanctioned by Government up to a maximum of Rs. 40 p.m.

SECTION 2 : EMERGENCY RECRUITMENT

After the declaration of emergency in October 1962, the grant of permanent commissions through the Indian Military Academy was suspended except for cadets passing out of the National Defence Academy, the Service personnel selected for training from the Army Cadet College, Nowgong (now at Poona) and the N.C.C. students trained in the Officers Training Units. To meet the rapid expansion of the officer cadre of the Army, emergency commissions were instituted in November 1962. The minimum qualification for entry into the non-technical services was prescribed as the Intermediate Examination but the age limits were relaxed in comparison to those set for the grant of permanent commissions. Initially the upper age limit was extended to 35 years; it was brought down to 30 years from 1st July 1963 and further reduced to 27 years from 1st January 1964. The minimum age limit remained at 19 years. Candidates were first screened by a preliminary Interview Board and the selected candidates were then interviewed by the Services Selection Board. Serving personnel within the prescribed age limit, who had passed the Matriculation or equivalent examination and had at least two years' service to their credit, were made eligible to apply for emergency Commissions. In the case of those who had passed the Intermediate or equivalent examination, the service restriction was removed.

To train candidates selected for emergency commissions, the Indian Military Academy was expanded by progressively increasing the training capacity from 1,485 cadets at the beginning of the emergency to 3,200 cadets by July 1963; and two Officers' Training Schools were established at Madras and Poona in January 1963, with an initial capacity of 900 cadets each which was progressively increased to 1,500 gentlemen cadets by July 1963. A pre-emergency commission training

of 22 weeks was carried out at these three institutions, after which the young officers proceeded to their respective Arms and Services for further post-commission training. The emergency recruitment programme in the officer cadre was soon completed. Regular courses for the grant of permanent commissions were reintroduced in the I. M. A. from August 1964 and the cadets of the last emergency commission course passed out on 31st October, 1964. The last emergency commission course at the Poona School concluded on 9th May, 1964. The School was then closed down and the premises were occupied by the Army Cadet College which was shifted from Nowgong. The last emergency commission course at the Officers' Training School, Madras, passed out on 10th April, 1965. The Officers' Training School, Madras, now conducts two types of courses, viz., (a) a course for 43 weeks for the grant of Short Service Commission (non-technical), candidates for which have to be between 19 and 25 years and possess a minimum educational qualification of Intermediate or equivalent; and (b) a course for 14 weeks for Short Service Commission under the Compulsory Liability Scheme applicable to Class I and Class II civilian Engineer officers of Central and State Governments (referred to later in this chapter). The first course under the former scheme commenced in June 1965 and concluded in April 1966. The first course under the Compulsory Liability Scheme commenced on 31st July 1965 and concluded on 20th November 1965.

The scheme for the grant of emergency commission in the technical Arms and Services (*i.e.* Corps of Engineers, Signals and EME) was in force till 1st July, 1963, when it was replaced by Short Service Commission for five years extendable by two years. The candidates for such technical commissions had to be graduates and were granted ante-date of 2 years for their graduate degree.

Even prior to the emergency, short service commissions were being granted in the Army Medical Corps. The scheme of emergency commissions was also made applicable to the recruitment of medical graduates in the Army Medical Corps where ante-date was allowed up to a maximum of 6½ years.

To step up the recruitment of engineering and medical officers, a number of schemes were introduced, *e.g.*, (a) grant of ante-date of seniority based on length of service in civil employment; (b) protection of lien, seniority, civil pay and emoluments and other service rights in the case of Government employees; (c) reservation of 50% of permanent vacancies in Class I and Class II posts in Engineering and Medical Services of Government, which are to be filled by direct recruitment, for graduate engineers and doctors commissioned in the Armed Forces during the emergency; and (d) the University Entry Scheme. Under the University Entry Scheme, special selection teams visited various engineering and medical institutions in the country

and made a preliminary selection of prospective candidates studying in the final year or the pre-final year of engineering courses and the final year of medical courses. Those found fit by the preliminary selection teams were interviewed by Mobile Services Selection Boards and selected candidates were granted provisional Short Service Commissions on probation in the rank of 2nd Lieutenant from the date of final selection in the case of final year students and from the date of their joining the final year class in the case of pre-final year students. After passing the degree examination and on successful completion of pre-commission training, the candidates were granted short service commission for 5 years.

Despite the various incentives, there was a shortfall in respect of engineer officers and to meet the situation, a compulsory Service Liability Scheme was introduced by which recruits to engineering services are liable to serve in the Defence Services during the first ten years of service for a minimum period of four years. Under the scheme, engineers holding class I and Class II posts (whether permanent or temporary) in the Central and State Governments, including Public Sector Undertakings, and who are below 30 years of age are granted Short Service Commissions in the Army for 4 years (including the period of training). They are not required to appear before the Services Selection Board. Class III officers who were originally excluded are now eligible for the grant of commission under the scheme but have to appear before the Services Selection Board. Selected officers, who are medically fit, are required to undergo a course of training at the Officers' Training School for a period of about 4 months. Officers granted Short Service Commission are given ante-date of 2 years for possessing the prescribed technical qualifications. The period of short service commission will count for increments of civil pay, promotion and pension and gratuity in civil employment. As stated earlier, the first Short Service Commission course under this compulsory service liability scheme commenced at the Officers' Training School, Madras on 31st July 1965 and concluded on 20th November 1965.

Officers granted Emergency Commissions after November 1962, who number over 9,000, will be screened for permanent absorption in the Army upto a maximum of one-third of the total number of such officers. Government have also decided to reserve a percentage of permanent vacancies in the civil services for released Emergency Commissioned Officers, viz., 20% in the IAS and the IFS; 30% in the Indian Police Service; 25% of non-technical class I Services/posts and 30% of non-technical class II Services/posts.

Since the emergency the proportion of annual vacancies for permanent commissions reserved for other ranks within the age group of 21 to 27 years was raised from 10% to 24%. Later, the quota for other ranks in the annual vacancies for permanent commissions was

further raised to 42%. Special List Commissions had been introduced in the Army in 1953 mainly to utilise the services of those JCOs and NCOs who had acquired specialised knowledge in their respective trades and categories. Candidates for promotion as officers in the Special List had to be under 42 years of age and had to be at least Matriculates. On 15th January, 1964, there were 841 Special List Officers promoted from the ranks of NCOs and JCOs. To provide increased opportunities for promotion, the strength of the Special List Cadre was increased to 1,500.

To meet the increased requirements for training other ranks, 15 new training centres were established, besides expanding the output of the existing training centres. The duration of training was reduced by making the training courses more intensive and by increasing the number of training periods per week. Thus the training capacity was expanded roughly from 5,700 to 40,000 for Infantry, 5,500 to 18,000 for Artillery, 3,600 to 30,000 for Engineers and 2,300 to 12,000 for Signals.

With the availability in due course of trained personnel in larger numbers, the full pre-emergency training schedule was progressively re-introduced for recruits of various Arms/Corps.

In the light of the Report of Enquiry into the reverses in the NEFA Operations in October-November, 1962, a new orientation was given to the training imparted to troops, with particular reference to warfare in mountainous areas and at high altitudes. The capacity of the High Altitude Warfare School, which was established in March 1962, was substantially increased.

SECTION 3 : REORGANISATION OF THE SHAPE OF THE ARMY

Under the old regulations officers on retirement from the Army remained in the reserve till a very advanced age, as indicated below :

Rank	Age upto which kept in reserve	
	Armoured corps, Artillery Engineers, Signals, Infantry	Other Services
Major and below	53 years	55 years
Lt. Colonel	55 years	57 years
Colonel and Brigadier	57 years	58 years
Major General and above	All arms	60 years

Consequently when the reservists were called up, there was hardly any effective manpower fit for fighting in difficult conditions.

Formerly a Jawan was enrolled for colour service for a period varying from 7 to 15 years according to the branch or trade for which he was enrolled and he could be granted extension for a further period

varying from 5 to 10 years or kept in the reserve for that period. In practice, since the Army was throughout being called upon to face one emergency after another, the period of enrolment was normally extended to cover the reserve period with the consequence that there was no effective reserve of manpower to expand the Army in an emergency. A number of persons in the Army were also old. Since the Army is now required to operate in difficult terrain, particularly high altitudes, it must generally be composed of young and physically very fit men. Besides, in times of emergency there must be a trained reservoir of manpower in the younger age-groups for rapid expansion of the Army. To achieve these objectives, the terms of engagement for new recruits were revised with effect from 25th January, 1965. Under the new system, a non-technical recruit will have colour service for 10 years and will thereafter remain in the reserve for 5 years or up to the age of 38 years whichever is earlier, the total liability being for 15 years only. A technical recruit will have colour service for 12 years and reserve liability for 3 years or upto the age of 43 years whichever is earlier. (Here again the total liability is for 15 years). In the highly technical group, the colour service will be for 15 years followed by reserve liability of 3 years or up to the age of 43 years whichever is earlier, the total liability being for 18 years. At the end of the colour service, the men will not be granted any extension but will be transferred to the reserve, to be called up only in an emergency. The period of engagement of other ranks in Group IV (Technical) has been fixed as 18 years or till the age of 43 years, whichever is earlier. The entire period will be colour service and there will be no reserve liability. The new colour service and reserve liability limits will ensure that there would be no fighting personnel in the Army at any time aged over 43 years.

The age limits for enrolment of other ranks have also been revised. The revised age limits are 17 to 21, 17 to 24 and 17 to 27 years depending upon the trade to which a person is to be recruited.

A similar scheme was devised for officers also. Since the onset of the emergency, about 9,000 officers were granted commissions for the duration of the emergency and such period thereafter as may be required. It was decided to discontinue the grant of emergency commissions from 1965 and substitute them by Short Service Commissions in the non-technical branches. Thus the future recruitment of officers will be by the grant of permanent commissions, (through the Indian Military Academy, the National Defence Academy, the Army Cadet College, OTU Cadets of the NCC, and to technical graduates, including those under the University Entry Scheme) and short Service Commissions (non-technical) through the Officers' Training School, Madras. The S. S. C. (non-technical) officers will serve for a period of 5 years at the end of which a selection will be made and a proportion of these officers, who are willing and suitable, will be offered

permanent commissions. The remaining officers will be transferred to the reserve in which they will remain for a period of 10 years or up to the age of 40 years whichever is earlier. Candidates for these Short Service Commissions are first screened by a preliminary interview Board and selected candidates are later interviewed by Services Selection Board. The first training course for these candidates concluded in April 1966. From 1971 onwards, these short service commissioned officers who have had five years' service in the Army (and are not granted permanent commissions) will be released and kept in the reserve for the period referred to above. It has been decided to reserve every year a percentage of the vacancies in the civil services for such officers.

It was also decided that permanent commissioned officers will be kept in the reserve only up to the age of compulsory retirement for the rank in which they retire, if they happen to retire before such age on completion of the tenure in the rank; otherwise there will be no reserve liability at all. The reserve liability for such officers is thus only up to the age noted below against each rank :—

Lt. Col. and below	48 years	Maj. General	54 years
Colonel	50 years	Lt. General	56 years
Brigadier	52 years	General	58 years

Once the above scheme comes into effective operation, the country will have trained and young manpower in the reserve to be drawn upon for any emergent expansion of the Army.

SECTION 4 : TRAINING

The policy of Government has been to impart training to the maximum possible extent within the country. A brief description of the training facilities established in India since independence is given below :—

Training in The Army

Among the training institutions of the Army, in addition to the Staff College at Quetta, the following establishments of the undivided Indian Army were lost to India on partition : Army/Air Transport Support School, Chaklala; Paratroopers' Training School, Chaklala; Anti-Aircraft Artillery School, Karachi; RIASC School, Kakul; Intelligence Training School, Karachi; RIASC Training Centre (Supply), Lahore; General Stores and Clothing Training Cell, Lahore; Driving and Maintenance Specialist Training Cell, Karachi. In order to meet the deficiency, corresponding training institutions have been set up in India. In addition, a Military School of Music to train band masters and a Remount Depot to train horses and mules and such other animals have also been established.

Formerly there was no School at which bandsmen and bandmasters could be trained. In addition to training such personnel, the new Military Music School has also constantly endeavoured to introduce Indian tunes in military bands in replacement of Western tunes.

Again at the time of partition, facilities did not exist in India for some of the specialist courses e.g. Signals, Telecommunication, Advance Intelligence Training, etc. Selected personnel had to be sent to the U. K. for such training. Since August 1947 efforts were made to start the courses in India thus obviating the need for deputation abroad.

With the training establishments now in existence and the new courses started, India is to a very large extent self-sufficient in the matter of training facilities for the Army. But in order to keep abreast of the latest methods of training and tactical and technical developments in other countries, a small number of Army personnel is sent every year to other advanced countries for training. A few selected officers are also sent abroad for general high level training in the Staff College courses with a view to widening their knowledge of general aspects of modern warfare as taught in other countries.

Among the Training Establishments which existed in undivided India, mention should be made of the School of Military Engineering which was started at Roorkee in 1943. This School was shifted to Kirkee in October 1947 and in 1951 it was designated as the College of Military Engineering, Kirkee. This College conducts graduate and post-graduate courses for the officers of the Corps of Engineers, Signals and Electrical and Mechanical Engineers; trains instructors (Officers and other ranks) and specialists for the Corps of Engineers and the Military Engineer Services. It also conducts study, research and trials concerning engineering methods and equipment.

ARMY CADET COLLEGE

In order to train promising other ranks for entry into the commissioned ranks, the Army Cadet College was started at Nowgong (Madhya Pradesh) in May 1960 (on the lines of the Kitchner College which functioned there before and during most of the period of the last world war). The institution was shifted to Poona in March 1964. The College offers an inducement to educated young men to join the ranks and avail themselves of the opportunities to obtain a commission. It also affords further chances to those candidates who fail to enter the National Defence Academy or the Indian Military Academy through normal competition or the National Cadet Corps. To be eligible for selection, an other rank should be within the age limits 19½ and 24 years; should have passed the Matriculation or equivalent examination

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or the Indian Army First Class Certificate Examination and should have put in 2 years' service in the Army. The duration of the course in the Army Cadet College is 18 months for Matriculates or equivalents and 24 months for cadets with Indian Army First Class Certificate. The capacity of the College which was initially 90 cadets has been increased to 480. On completing the course at the College, the cadets enter the Indian Military Academy for pre-commission training for 1½ years.

The following are the major training establishments in the Army :

Indian Military Academy	Dehra Dun
Armoured Corps Centre and School	Ahmednagar
School of Artillery	Deolali
College of Military Engineering	Kirkee, Poona
School of Signals	Mhow
Intelligence Training School and Depot	Poona
Army School of Health	Lucknow
Army Service Corps School	Bareilly
Army Ordnance Corps School	Jabalpore
Corps of Electrical and Mechanical Engineers School	Secunderabad and Baroda
Corps of Military Police Centre and School	Faizabad
Remounts Veterinary Corps School	Meerut Cantt.
Remount Training School and Depot	Saharanpur
Officer's Training School	Madras
Infantry School	Mhow
High Altitude Warfare School	Gulmarg
Army Educational Corps Training College and Centre	Pachmarhi
Army Cadet College	Poona
Army School of Mechanical Transport	Faizabad
Army/Air Transport Support School	Agra
Army School of Physical Training	Poona

TRAINING IN THE NAVY

The main Naval Training Schools in undivided India were in Karachi. The principal training Centres that were in India were INS SHIVAJI (the Mechanical Training Establishment for the training of Engineer Officers and artificers for the Navy) at Lonavla near Bombay and INS VALSURA, the Electrical School at Jamnagar. Due to the lack of training facilities in India in the first few years after partition, a large number of officers and men had to be sent to the U. K. for training. In regard to regular officers it is to be gratefully acknowledged that in December 1947 the Admiralty in U. K. agreed to accept 46 Indian cadets for training each year for the next three years in place of the 16 per year admitted previously.

Following the loss of Schools due to partition, India had perforce to establish her own new Schools and these were set up in Visakhapatnam and Cochin. Schools for Navigation, Supply and

Secretariat, Gunnery, Signals and Torpedo and Anti-submarine (TAS) started functioning in Cochin (INS VENDURUTHY) early in 1948 in temporary structures. The foundation-stone for the permanent buildings of the Schools for Navigation, Gunnery and TAS was laid at Cochin by the Defence Minister in February 1950 and they have all been completed. Cochin is now the largest I. N. training Centre with the main Specialist Schools of the Navy. Similarly in 1948 the Boys Training Establishment (INS CIRCARS) was started at Visakhapatnam. The majority of sailors join INS CIRCARS as Boys between the ages of 15½ and 16½, where they undergo a 44 week course common to all branches of the Service turning raw youth into trained sailors with knowledge of elementary seamanship, naval signals and gunnery and equipped with some general education. They are then given a "selection of personnel" test and, depending on its results and the boy's basic education, they are allocated to the various Branches—Seaman, Communications, Electrical, Engineering mechanic or Naval Aviation. The boys are then detailed for specialised training. Electrical engineers, artificers and electricians of the Navy are trained at INS VALSURA at Jamnagar. Marine engineering courses are conducted in INS SHIVAJI at Lonavla.

A landmark in the expansion of the naval training facilities in India was the inauguration of the Navy's new Electrical School INS VALSURA at Jamnagar on 27th April 1955 by the Rajpramukh of Saurashtra. The foundation-stone of the new school was laid in November 1952. The Electrical School had actually come into being in December 1942. With the acquisition by the Indian Navy of Ships fitted with modern intricate electrical and torpedo equipment during the early stages of the last war, it was found necessary to train Indian personnel to handle this equipment in India itself. As a result, HMIS VALSURA was commissioned in 1942. A separate Electrical Branch was however formed in the Indian Navy only in 1946. This could no longer be delayed with the rapid progress made in Naval Electronics and Radar during the closing years of the last war. Simultaneously, the Torpedo and Anti-submarine and Diving Branches were amalgamated. Soon after, torpedo training was transferred from Jamnagar to Cochin. Since then, VALSURA has remained exclusively the Electrical School of the Navy.

INS VALSURA now imparts complete electrical training—advanced, theoretical and practical—for both officers and men, and has helped the Indian Navy achieve complete self-sufficiency in this sphere of training.

In addition to these major I. N. training establishments (IN Ships CIRCARS, VENDURUTHY, SHIVAJI and VALSURA) and INS HAMLIA, the Supply and Secretariat School, there are also various smaller I. N.

Schools in and around Bombay. The Dockyard Apprentices School at the Naval Dockyard, Bombay, trains the future civilian craftsmen of the Naval Dockyard.

An important development in regard to training in the Navy was the inauguration of the Naval Air Station at Cochin. The first Naval aircraft was received from the U. K. early in February 1953 and naval flying at Cochin started in March. The Minister of Defence Organisation performed the formal commissioning ceremony of INS GARUDA on May 11, 1953.

The Military Hospital at Colaba, Bombay, was taken over by the Navy on 1st September 1951 and commissioned as INHS ASVINI on 18th September. The hospital was permanently transferred to the Navy on 1st April, 1953.

The training institutions established in the Navy since 15th August 1947 together with the nature of training imparted in each are indicated below :—

Name of Establishment	Name of School	Subjects taught
INS VEDURUTHY (Cochin)	Gunnery School	Gunnery and Radar control (weapons)
	Signal School	Visual Signalling and Wireles; Telegraphy
	Navigation and Direction School.	Navigation and Direction (Radar Plotting)
	Torpedo and Anti-submarine and Diving School	Torpedo and Anti-Submarine, Minesweeping and Minelaying; Diving
INS AGRANI (Coimbatore)	Basic and Divisional School	Basic, General Service Training, School subjects and General Education, Seama ship, Boat Work
	Petty Officers School	Leadership and Morale Training
INS GARUDA (Cochin)	Naval Air Station	Naval Airmanship and Naval Air Technical Training
INS CIRCARS (Visakhapatnam)	Boys Training	Education Training, Elementary Training in Seamanship, Gunnery, Communication, Engineering, Electrical, Radio and Radar
INS KUNJALI (Bombay)	Regulating School	Regulating and Security Training
INS ANGRE (Bombay)	Shipwrights School	Shipwright Training
DOCKYARD APPRENTICE SCHOOL (Bombay)	Physical Training School	Physical Training
	Dockyard Apprentice School	Dockyard Apprentice Training
INS HAMLA (Bombay)	Supply and Secretariat School	Stewards, Cooks, Writers and Store Assistants
INS VALSURA (Jamnagar)	Electrical School	Electrical and Radar Training
INHS ASVINI (Bombay)	Medical Training Centre	Medical Subjects for Sick Berth Attendants

With the establishment of these institutions, the training of Naval cadets of the Executive and Supply and Secretariat Branches commenced in India in August 1952. After August 1952, cadets of the Engineering and Electrical Branches continued to be sent to the U. K. for training pending the creation of the necessary facilities in India. The last batch of cadets for Electrical training was sent to the U. K. in September 1953 and the last batch of Engineering cadets in January 1955.

For the first time in its history, the Indian Navy accepted six midshipmen of the Ceylon Navy for sea training for a period of eight months from January 1954. This was symbolic of the progress made in India in naval training. Subsequently the Indian Navy has also trained Naval officers and sailors of the Royal Ethiopian Navy, Royal Malaysian Navy and Indonesian and Nigerian Navies. A few civilians of the Iraqi Government have also been trained by the Indian Navy.

Except in certain specialised and advanced fields, it is now possible to give practically all the training required for the Navy in India.

TRAINING IN THE AIR FORCE

On 15th August, 1947, the Air Force Training establishments located in India were the Elementary Flying Training School at Jodhpur and the Advanced Flying Training School at Ambala; Initial Training Wing at Coimbatore; No. 1 Ground Training School, Jalahalli (Bangalore); and No. 2 Ground Training School at Tambaram. A Flying Instructors' School was established at Ambala in February 1948.

Under the system in force at the time, pilots were trained in three stages in three different institutions. The training of Ground-duty officers was also similarly dispersed. The Technical and Non-technical officers had their initial training at Coimbatore. The Technical officers continued their professional training at No. 2 G. T. S. Tambaram.

Airmen had their initial training at the Air Force Recruits Depot, Jalahalli, where only General Service training was imparted. Airmen of technical trades were then sent to No. 2 G.T.S. Tambaram and those of non-technical trades to No. 1 G.T.S. Jalahalli.

The aforesaid scattered system of training for officers was reorganised in August 1949 into an "all-through" training scheme. Pilots' training was centralised and the same instructor could now continue with his pupils throughout the training and assess their progress. Consequently the Advanced Flying Training School, Ambala, was redesignated as No. 1 Air Force Academy; the Elementary Flying Training School, Jodhpur, as No. 2 Air Force Academy; and the Initial Training Wing, Coimbatore as No. 3 Air Force Academy. Basic stage and advanced stage training for pilots were conducted at both No. 1 Air Force

Academy, Ambala, and No. 2 Air Force Academy, Jodhpur. Commissions were granted and Wings awarded after successful completion of the advanced stage of training. The training for Ground duties (Non-technical) officers, (i.e. officers of Administrative, Equipment, Accounts and Education branches) was conducted at No. 3 Air Force Academy, Coimbatore, while the training of technical officers was transferred to the new Technical Training College set up at Jalahalli in July 1949.

There was formerly no suitable institution in India for the technical training of I.A.F. officers. As a temporary measure, officers commissioned from the ranks were trained at No. 2 Ground Training School, Tambaram, while fresh entrants were sent to U.K. for technical training. There was also a great shortage of technical officers in the Air Force. The establishment of a Technical Training College in India was, therefore, a matter of great urgency.

The Government of India entered into a contract with Air Service Training Limited, Hamble, to establish and operate a Technical Training College at Jalahalli initially for a period of five years with effect from 4th July 1949. In this College, training was imparted to direct entry technical officers and those commissioned from the ranks in Aeronautical, Electrical, Signals and Armament Branches. In addition, both technical and educational training was imparted to young apprentices for long term engagement in the Air Force.

The British instructional staff in the College was gradually replaced by Indian officers. On 4th July 1956, an Indian Officer took over as the Commandant of the College. The College is designed to train 100 officer cadets and 500 apprentices.

The ground training of airmen was also reorganised on the all-through training basis at three Ground Training Schools. Under this scheme recruits received general service training and trade training in the same school. No. 2, Ground Training School, Tambaram, became exclusively responsible for the training of airmen in air frame, engine, allied engineering, and photo trades. The training of airmen in signals, radar, electrical instruments and armament and air field safety operations was transferred from No. 2 Ground Training School to a newly established No. 3 Ground Training School at Jalahalli from 31st October 1949. No. 1 Ground Training School, Jalahalli, switched over to the new all-through scheme in June 1949 and exclusively trained airmen of non-technical trades.

The Para-troopers' Training School of undivided India was located at Chaklala (now in Pakistan). In India, after independence, para-troopers' training was initially conducted at Agra, where a Paratroopers' Training School was set up from 1st February 1950. An Armament

Training Wing was started in Jamnagar in April 1951 to provide regular operational training for bomber crew. In August 1951, No. 1 Air Force Academy and the conversion training unit at Ambala were shifted to Begumpet. The Flying Instructors' School at Ambala was moved to Tambaram in November 1953.

The three Air Force Academies were renamed as Air Force Colleges from 1st August 1955. With the increased requirement of training on Jet aircraft, the 'All Through Training Plan' could no longer be followed. The plan was modified in 1957 so as to start Jet training at a fairly early stage. Basic and intermediate stages for pilots and navigators were now conducted at Air Force Flying College, Jodhpur; advanced stage at Air Force Station, Hyderabad; advanced and applied Jet Training at Jet Training Wing, Hakimpet; and advanced stage for pilots and navigators on Transport aircraft at Transport Training Wing, Begumpet. In May 1957, due to this revision of flying training policy, the Air Force College at Coimbatore was redesignated as Air Force Administrative College.

A Logistics Support Training School was set up in Allahabad in April 1962 for advanced stage training on helicopters and a Pilot Training establishment at the same station in August 1962 for basic and intermediate stages of training for pilots. The Flying Instructors School at Tambaram continued to train flying instructors.

In 1960, the ground training activities were further expanded. No. 4 G.T.S. was formed at Kanpur to meet the increased requirements of airmen for the new units being formed. In June 1962, the Ground Training Schools were re-organised on trade basis. The training of electrical and instrument tradesmen hitherto being carried out at No. 2 G.T.S., Tambaram, was shifted to No. 5 Ground Training School, Jalahalli, which was set up on 1st July 1962. Similarly the training of Radar tradesmen was shifted to No. 6 G.T.S., Jalahalli, on its formation in January 1963. The training of MT drivers, IAF Police and Musicians was also assigned to this School in 1963, when No. 1 G.T.S. was shifted from Jalahalli to Sambre (Belgaum).

After October 1962, the training of aircrew was stepped up to meet the increased requirements. In an all-out effort for the maximum output of pilots, Flying Clubs at Madras, Delhi, Kanpur, Nagpur and Patiala were entrusted with the training of Pilots. Under the emergency training plan introduced from January 1963, General Service Training for pilots was concentrated at the Initial Training Wing formed in the Air Force Administrative College, Coimbatore. An additional Jet Training Wing was formed at Bidar and an additional Transport Training Wing for advanced training on transport aircraft was formed at Yellahanka.

Under the emergency training plan, the duration of the flying training course was reduced to one year and the intake and frequency were increased. The training was conducted in five stages instead of three, viz., initial training, elementary flying training, basic, intermediate and advanced. Applied stage training was suspended.

The duration of the training officers' courses at the Air Force Technical College was curtailed so as to increase the output. The training of apprentices was discontinued to make room for the increased training commitments for officers. The output of officers of non-technical branches trained at the Air Force Administrative College, Coimbatore, was doubled by reducing the duration of the courses from one year to six months.

The duration of training for a majority of airmen trades, both technical and non-technical, was reduced, so as to increase the output of the Ground Training Schools.

The emergency training programme remained in operation for about twenty seven months. The emergency flying training was revised from January 1964 by which the duration of the course was increased from one year to 68 weeks.

With the anticipated training of the sanctioned cadre by the middle of 1967, the emergency training plan has been further revised to cater for the training requirements for the normal cadre wastages only. There will now be three stages of flying training, viz., Basic, Intermediate and Advanced, each of six months' duration. Commissions and Wings will be awarded after the advanced stage of training. Jet training wing pilots will do a post-commission training for a further period of 6 months. Transport Pilots will do command conversion course for 4 months after the prescribed experience on transport aircraft at the squadrons.

For airmen, the training was reverted in 1965 to the pre-emergency pattern except in a few cases. The training requirements for the increased authorised strength of the Air Force have already been met in respect of a few trades. The training programme in respect of a majority of non-technical trades is expected to be completed by the end of 1967 and that of technical trades by about the end of 1968.

With the gradual completion of the expanded training programme, some of the newly set up training units would be progressively wound up.

The principal training establishments in the Air Force now are :—

- (1) Pilot Training Establishment at Allahabad (to be moved to Bidar in October 1966)

- (2) Air Force Flying College, Jodhpur (which is to be shifted to Begumpet in March 1967)
- (3) Jet Training Wing at Hakimpet for advanced and applied training on Jet aircraft
- (4) Transport Training Wing at Yellahanka for advanced training on transport aircraft
- (5) Logistics Support Training Unit, Allahabad
- (6) Flying Instructors' School, Tambaram
- (7) Air Force Technical College, Jalahalli
- (8) Air Force Administrative College, Coimbatore
- (9) No. 1 G.T.S. Sambre
No. 2 G.T.S. Tambaram
No. 3 G.T.S. Jalahalli
No. 4 G.T.S. Kanpur (to be closed down in February 1967)
No. 5 G.T.S. }
No. 6 G.T.S. } Jalahalli
- (10) Jungle and Snow Survival School, Srinagar (to train officers and airmen in jungle and snow survival techniques)

The scheme of training will be further reorganised when the proposed Air Force Academy at Hyderabad commences functioning by the middle of 1969. The Academy is planned to train 350 cadets at a time and is estimated to cost about Rs. 12 crores. The Academy is to take over the training (a) of pilots now conducted at the Pilot Training Establishment, Allahabad, and Air Force Flying College, Jodhpur; (b) of Navigators and Signallers (Air) now at Jodhpur; and (c) of Ground Duties Officers now at the Air Force Administrative College, Coimbatore.

Government wanted to ensure that there are no avoidable flying accidents in the Air Force. A high level committee headed by the Cabinet Secretary and consisting of the Vice Chief of the Air Staff and the Director General of Civil Aviation as members and an officer of the Cabinet Secretariat as member-Secretary was set up in May 1964. The Committee submitted its report in November 1964. The Committee recognised that in a service like the Air Force, flying accidents cannot be entirely eliminated and found that despite an increase in flying hours since the declaration of emergency, the rate of major accidents had remained steady and that during the period 1954-63, the rates of fatal accidents as well as those in which the aircraft were damaged beyond economical repair had declined. The Committee found that in the field of pilot error, there was a striking preponderance of accidents during landing. Technical failure or malfunction was responsible for about 25% of the accidents while the most important

among the miscellaneous casual factors was 'bird strikes'. The contribution of weather as a cause had increased from 5.1 per cent in 1961 to 12.2 per cent in 1963. The Committee recommended various measures for improving the collection of meteorological data, the revision of Survey of India maps, the adoption of electric airfield lighting and ground control approach systems at all airfields, etc. All these were taken up for implementation.

SECTION 5 : THE STAFF COLLEGE AND THE NATIONAL DEFENCE COLLEGE

In undivided India, the Staff College which imparted staff training to officers of the Army was located at Quetta. After partition, a similar institution had to be established in India. When the National Defence Academy was being established, it was realised that the common training of officers of the three Services would encourage the growth of a unity of outlook and better Inter-Service cooperation. In keeping with the same idea, it was decided that the Staff College too should be an Inter-Service one, training officers of all the three Services. The Defence Services Staff College was accordingly established at Wellington in the Nilgiri Hills. The new College was started on 5th April 1948 when it had on its roll officers drawn from the Army, the Navy and the Air Force who underwent the same course.

The College is intended to train officers of the three Services to the standard required for second grade staff appointments and in so doing, to fit them, with further experience, for command and higher staff appointments. When the College was started, the Commandant himself and the majority of the instructional staff were British officers who were all gradually replaced by Indian officers. By May 1955, all the instructor staff were Indians and an Indian officer, Major General P. S. Gyani, took over as the first Indian Commandant of the College.

Along with Officers of the Army, Navy and the Air Force, Civilian officers of the Indian Administrative Service, the Indian Foreign Service, the Defence Accounts Service and the Defence Science Service are also trained in the Staff College. There are trainees from other countries also. Such trainees are normally accepted on a reciprocal basis.

Wellington was chosen as the temporary site for the College since suitable accommodation was available there. After examining the suitability of other stations, it was finally decided in March 1949 to locate the Staff College permanently in Wellington itself.

From 1st June 1963, to meet the increased demand for trained staff officers, two courses instead of one were held in a year and for this purpose the duration of the course was reduced from 45 weeks to 27 weeks. The period was increased to 30 weeks in 1965.

The Staff College in Wellington is intended for officers of the rank of Captain/Major and their equivalents. The need was felt to have an institution on the lines of the Imperial Defence College in London where senior Service and Civilian officers at the middle level, who are likely to hold higher responsibilities at the policy-making level, meet, analyse and discuss wider aspects of defence from various angles. Since 1947 two Service officers (and a civilian officer too till 1955) are being deputed every year to attend the course at the I.D.C. in London. While such training of a limited number of officers has its own utility, it is necessary to have our own institution where problems can be discussed in the context of the circumstances applicable to India. The National Defence College was accordingly set up in Delhi and the first course commenced on 27th April 1960. The study at the College, which extends to about 10½ months, relates to strategic, economic, scientific, political and industrial aspects of national defence. The normal complement in a course is about forty officers, drawn from the three Armed Services (of the rank of Colonel/Brigadier and their equivalents), the Indian Administrative Service, the Indian Foreign Service, the Indian Audit & Accounts Service, the Indian Police Service, the Indian Frontier Administrative Service, the Defence Science Service, the Defence Accounts Service, the Railways, the Indian Postal Service (and once in a way the Central Secretariat Service too). The Commandant is an officer of the rank of Lt. General or equivalent. There are three members of the Senior Directing Staff, (of the rank of Major General or equivalent or of Joint Secretary to the Government of India), two of them being Service officers (drawn from the two Services other than the one to which the Commandant belongs) and the third one is a Civilian officer.

In view of the pre-occupation of senior officers with important tasks in the wake of the emergency, the working of the College was suspended in April 1963 on completion of the third course. The College was however re-opened on 15th January 1964. In 1964 and in 1965, the Directing Staff and the officer students undertook a foreign tour in two batches.

In December 1965 the National Defence College conducted a one week Orientation Course for Journalists selected from different newspapers and agencies.

SECTION 6 : EDUCATIONAL INSTITUTIONS

(a) Lawrence Schools

There were formerly three Schools for children of British soldiers serving in India known as "The Lawrence Memorial Military Schools", one at Sanawar in Simla Hills, a second one at Lovedale in the Nilgiri Hills and the third at Mount Abu. Funds for these Schools had been collected from the public. After independence, these Schools could no

longer function for the limited purpose for which they were established. Early in 1948, the Ministry of Defence set up a Committee to examine and make recommendations as to their continuance and future development. As recommended by the Committee, Government decided to reorganise the Schools at Sanawar and Lovedale as Public Schools and these Schools were accordingly handed over to the Ministry of Education for management. Now they are managed by two autonomous Societies registered under the Societies Registration Act. Sufficient facilities did not exist at Mount Abu for running a Public School. Forty per cent of the vacancies in the Schools are reserved for children of members of the Indian Armed Forces. A number of scholarships were also instituted for deserving students.

(b) *King George's Schools (now Military Schools)*

There were four King George's Royal Indian Military Colleges at Jullundur, Ajmer, Belgaum and Bangalore. These institutions were established for the purpose of providing education for the sons of Indian soldiers to fit them for any Army career. Admission to these Colleges was open to sons of Junior Commissioned Officers and other ranks who were in service or had retired from the regular Indian Army, Warrant Officers and sailors of the Navy and Warrant Officers and airmen of the Air Force. On the recommendations of a Committee appointed to review their working, these Colleges were reorganised as residential public schools from 1st September 1952 and admission was thrown open to sons of civilian and service officers. They then came to be known as King George's Schools. Formerly these schools prepared boys for the Senior Cambridge examination but have recently switched over to the Higher Secondary Examination. After passing from the Schools, boys are allowed to choose their own career and there is no obligation to join the Armed Forces. In 1955, it was decided to admit day scholars up to a maximum of 10% of the authorised strength of 300 for each School. In order to improve the management of these schools, a Central Governing Council under the Chairmanship of the Defence Minister for all the schools and a Local Board of Administration for each one of them were constituted in 1961. The School at Jullundur was shifted to Nowgong (Madhya Pradesh) in 1952 and then to Chail (Simla Hills) in 1960 and a new School started functioning at Dholpur (Rajasthan) from 16th July 1962. From January 1963 the proportion of seats reserved for the children of JCOs, ORs or their equivalents was increased from 50% to 60%. The schools were renamed as Military Schools in 1965.

At present, for the children of Armed Forces personnel whose monthly income was or is below Rs. 400 the entire expenditure (covering tuition, boarding and lodging, books and clothing) is borne by Government. For the children of officers the amount charged is on a

sliding scale namely, Rs. 1,000 per annum for Lieutenants and Captains, Rs. 1,200 for Majors, Rs. 1,500 for Lt. Colonels and Rs. 1,600 per annum for Colonels and above (and equivalent ranks in the other two Services in all cases). Children of Civilians are charged Rs. 1,600 per annum.

There is a Scholarship Scheme in these Schools for a limited number of boys. Under this scheme, remission of full fee was admissible to pupils whose parents or guardians had an income of Rs. 500 or below per month and remission of half fee to pupils whose parents or guardians had income between Rs. 500 and 1,000 per month. These limits were raised in October 1956 to Rs. 600 and 1,200 respectively, thus bringing the scholarship scheme in line with the scheme of 'Merit Scholarships in Public Schools' introduced by the Ministry of Education.

(c) *Rashtriya Indian Military College*

The Prince of Wales Royal Indian Military College, Dehra Dun, was established in 1922 as a feeder institution to the Indian Military Academy. It was renamed as Sainik School in December 1955 and subsequently as Rashtriya Indian Military College (to keep up the old initials, RIMC). There has been no change, however, in the standard of education imparted at the institution nor in its objective as a feeder institution to the National Defence Academy, Kharakvasla. Admission to the School continues to be made on the results of an entrance examination held every six months on an all-India basis. Formerly seats in the College were being allotted in proportion to the number of recruits from the various Provinces (States) but now the proportion is based on the population of the various States whose candidates participate in the entrance examination. The State Governments are also represented in the Interview Board which is part of the Entrance Examination. A fee of Rs. 1,500 per annum is charged from pupils who undertake to serve in the Armed Forces if selected for admission to the National Defence Academy. In 1955, it was decided that students belonging to scheduled castes/tribes should be charged only at the concessional rate of Rs. 750 per annum (instead of Rs. 1,500 per annum). Almost all States have instituted scholarships in the College.

(d) *Sainik Schools*

Experience has shown the need for improving the quality and numbers of youth volunteering to join the Commissioned ranks of the Armed Forces. In order to impart suitable educational training to students at the middle and secondary school stage so as to interest them in taking up service in the Armed Forces as a career, a new type of



Dr. Rajendra Prasad presenting the President's Colours to the Indian Navy

CHAPTER IX

CHANGES CONNECTED WITH THE NEW CONSTITUTION

SECTION 1 : CHANGES IN NAMES, BADGES OF RANK, COLOURS, ETC.

When India's new Constitution was inaugurated on 26th January 1950 and India became a sovereign Democratic Republic, certain changes in the Defence Services, particularly in the names of the Services and Units of the Armed Forces, in their flags and badges, etc., became necessary. New gallantry awards and medals had also to be instituted for the Armed Forces. Under Article 53(2), the Supreme Command of the Defence Forces of the Union vests in the President.

TAKING OF OATH BY SERVICE PERSONNEL

Even after 15th August 1947, the Armed Forces in India continued to owe allegiance to His Majesty the King. Officers who held either the King's Commission or the Indian Commission and the Sailors in the Navy were not in the past required to take an oath of Allegiance to His Majesty but this Oath was administered to Other Ranks of the Army and corresponding personnel of the Air Force. On 26th January 1950, every member of the Armed Forces was required to take an Oath of allegiance in the following form (of which a Hindi version was also used, wherever necessary) :

"I do swear in the name of God/do solemnly affirm 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 Navy/Regular Army/Air Force of the Union of India and go wherever ordered by sea, land or air and that I will observe and obey all commands of the President of the Union of India and the commands of any officer set over me even to the peril of my life."

The British Commissioned and non-commissioned Officers serving in India were not required to take the Oath.

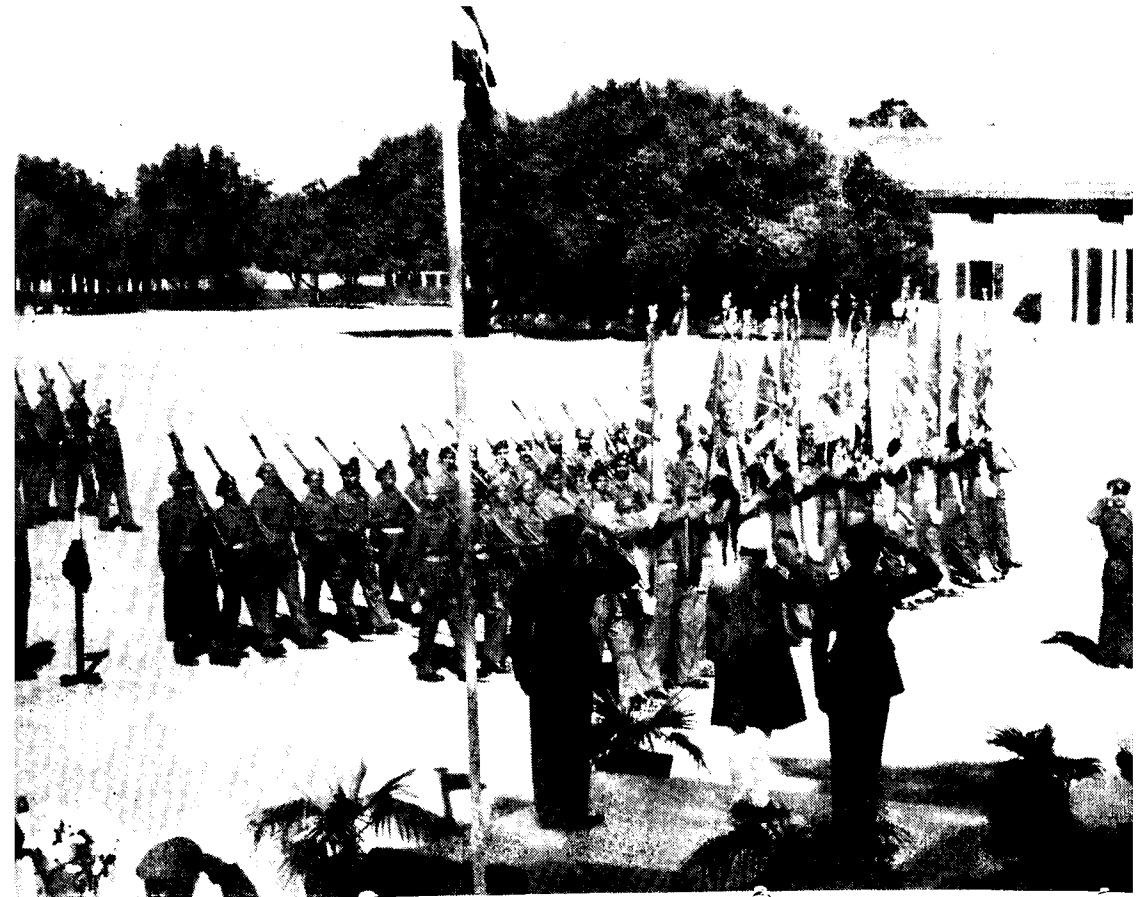
A suitable amendment of the Indian Army Act Rules and the Indian Air Force Act Rules was made for introducing the new form. It was introduced in the Navy by administrative instructions and has since been incorporated in the Navy Act, 1957. The Oath is since being administered to everyone who is newly commissioned or recruited to the Armed Forces.

schools known as Sainik Schools was started in 1961 as feeder establishments for the National Defence Academy.*

These schools are run as residential public schools and have an all-India curriculum, selection and examination. To ensure that boys in these schools grow in an atmosphere free from provincialism, casteism, etc., only 67% of the seats are reserved for boys from the State where the school is situated while the remaining seats are open to boys from other States. Seats are reserved for children of Service personnel—officers and other ranks. The schools are managed by a Registered Society with the Defence Minister as the Chairman of the Board of Governors. The Chief Ministers or the Education Ministers of the States where the schools are located are also members of the Board of Governors. The schools are financed by fees received from the students and scholarships granted by the State Governments and the Central Government.

The first batch of candidates from the Sainik Schools took the entrance examination for admission to the National Defence Academy in July 1963. Since then 199 candidates have been selected for admission to the N.D.A. up to January 1966. Some more time will, however, have to elapse before the full impact of the instruction in the Sainik Schools can be felt.

*The first school started functioning at Satara (Maharashtra) on 23 June, 1961. Other Sainik schools were opened at Kunjpura (Punjab), Balachedi (Jamnagar-Gujarat), and Kapurthala (Punjab) in July 1961; at Chitorgarh (Rajasthan) in August 1961; at Korukonda (Andhra Pradesh), Kazhakootam (Trivandrum-Kerala) and Purulia (West Bengal) in January 1962; at Bhubaneswar (Orissa) in February 1962; at Amaravathinagar (Madras) and Rewa (Madhya Pradesh) in July 1962; at Tilaya (Bihar) and Bijapur (Mysore) in September 1963; at Goalpara (Assam) in November 1964 and at Ghorakhal (Nainital-UP) in March 1966.



March Past with King's Colours in Dehra Dun : Defence Minister takes salute

Commandant, Indian Military Academy, receiving King's Colour for safe custody



On the first working day after 14th August 1947, all civil officials were required to take an oath of allegiance to India and to the Constitution of India as by law established. It was not, therefore, considered necessary for them to take a fresh oath of allegiance on the inauguration of the new Constitution. But new entrants have to take an oath in the prescribed form.

DELETION OF THE TITLE "ROYAL"

In the British period the title 'Royal' was awarded by the British Sovereign to be attached to a Service, Corps or Regiment in recognition of its distinguished services and this award was looked upon as a great honour. In 1892, the Indian Marine was awarded this title and it came to be known as the Royal Indian Marine till 1934, when it became the Royal Indian Navy. The Indian Air Force became the Royal Indian Air Force on 12th March 1945 in recognition of its services during the Second World War. Unlike the Army, the Navy and the Air Force do not have any separate Corps or Services within themselves and so the title 'Royal' was awarded to the Service as a whole. A number of Services and Corps in the Army were awarded the title 'Royal' in recognition of their distinguished services. Thus in the Indian Army there were the Royal Indian Army Service Corps, Royal Indian Engineers, Royal Indian Artillery, etc.

The title 'Royal' was inappropriate when India became a Republic, and so it was deleted from the names of all Services, Corps, etc. Thus from the 26th January 1950, the Royal Indian Navy became the Indian Navy and the Royal Indian Air Force, the Indian Air Force. Ships of the Navy which were hitherto known as HMI Ships became IN Ships. The retention of the term 'India' in the name of Corps and Units in the Army was also considered unnecessary. Thus the Royal Indian Army Service Corps was redesignated as Army Service Corps, the Indian Electrical and Mechanical Engineers as Electrical and Mechanical Engineers, the Royal Indian Artillery as the Regiment of Artillery, etc.

REVISION OF THE FORM OF COMMISSIONS

India's new status also necessitated changes in the form of Commissions granted to officers of the Armed Forces.

Upto 1934, officers of the Indian Army were granted the King's Commission and from 1935 onwards commissions were granted by the Governor-General in the name of the King. On 25th January 1950, there were 123 Indian officers holding the King's Commission and these officers were not subject to the Indian Army Act but were governed by the British Army Act. At the request of the Government of India the Commonwealth Relations Office in U.K. published an

omnibus notification in the London Gazette conveying His Majesty's approval to the relinquishment by these officers of the King's Commission held by them with effect from 26th January 1950. From the same date, the President granted these officers Commissions in the Indian Army in the same rank and with the same seniority and length of service as held by them prior to such relinquishment.

Commissions in the Navy and in the Air Force were granted by the Governor-General in exercise of the powers delegated to him by His Majesty. There were, therefore, no officers in these two Services holding the King's Commission which required to be relinquished.

The Commissions for serving officers, as also for those who held honorary ranks, were in the name of His Majesty the King and were issued under the seal of the Governor-General of India and with the signature of the Secretary to the Government of India in the War (or Defence) Department. A similar form was also in use for Viceroy's Commissioned Officers, who on retirement were granted the honorary rank of Second Lieutenant. All these forms were revised from 26th January 1950. In addition to the form of the Commission in English, there is also a Hindi version side by side and the Commissions bear the President's signature both in English and in Hindi. They are also signed by the Defence Secretary. The same form is used for permanent Commissions as well as short service Commissions.

FLAGS

After 15th August 1947, Indian Navy ships flew the Indian National Flag at the jack staff at the fore-end, and the White Ensign at the Ensign Staff at the stern of the ships. The White Ensign flown by all the Commonwealth Navies is a large white flag with a Red Cross and with the Union Jack in the upper quadrant nearer the staff. From 26th January 1950, the white flag with Red Cross was retained but the Union Jack was replaced by the Indian National Flag.

The Ensign of the Air Force had also to be changed. The Indian Air Force had at first no separate flag of its own but used the R.A.F. Flag till 1942, when it was presented with a distinguishing Ensign of light blue with the Union Jack in the upper quadrant nearer the staff with a red and white and blue roundel superimposed on a five-pointed diamond star in the half away from the staff. In the new Ensign the Union Jack was substituted by the Indian National Flag, the five-pointed star was left out, and a green, white and saffron roundel, corresponding to the colours of the National Flag, was superimposed on the light-blue background.

BADGES OF RANK AND BUTTONS

Till the inauguration of the new Constitution, the badges of rank in the Navy, the Army and the Air Force were exactly the same as

those in the British Armed Forces. The badges of rank of officers in the Army from Major upwards included the British crown. From 26th January 1950, the crown, wherever it occurred in badges of rank, regimental badges, buttons, cap badges, etc., was replaced by the three Ashoka lions. The badges of rank of officers below the rank of Major consisted of the Star of the Order of the Bath. It was replaced by the five-pointed star of India. The badges of rank of Jamadars (now Naib Subedars) and Subedars had one and two four-pointed stars respectively; these were replaced by one five-pointed star and two five-pointed stars respectively. Earlier for administrative reasons, the crown in the badges of rank of Subedar Major and Risaldar Major (in the Cavalry) had been replaced by three five-pointed stars. From 26th January 1950, these three five-pointed stars were again replaced by a single badge of three Ashoka lions, which now took the place of the Crown in all badges. In the Navy and the Air Force the rank was indicated by stripes which are virtually international in character, without any particular association with royalty. No change was, therefore, considered necessary and in the Navy and the Air Force, the rank is still indicated by stripes. No other changes in the uniforms of the three Services have been made.

REGIMENTAL BADGES

Prior to the transfer of power, any alterations in the existing devices in the badges or the adoption of new badges by the Indian Army units required the prior approval of the King. Such approval was obtained through the India Office. After 15th August 1947, it was felt that more distinctive Indian patterns, not connected with other Commonwealth patterns, for badges, etc., should be introduced and that proposals for any alterations should be finally dealt with in India. It is the College of Heralds in U.K. which advises on the suitability of designs proposed by Regiments in the U.K. and the Dominions. It was at first proposed that an expert Inter-Service committee should be set up in India for scrutinising the proposals received from units and regiments in India, so as to ensure their appropriateness in all respects. Since, however, the Army alone had the system of Regimental badges and there was no possibility of proposals from Army units, etc., conflicting with any of the practices of the Navy or the Air Force, the constitution of an Inter-Service Committee was considered unnecessary.

Regiments which had been granted the distinction 'Royal' were permitted to use, with the approval of His Majesty, the Royal Cypher or crown in their badges and buttons. The badges had other British insignia also. Some Regimental badges had mottos in English, French, Latin, etc. The Regimental badges therefore, required modifications. It was decided that the crown should be replaced by the Ashoka lions and other British symbols eliminated or replaced. Where a mere

replacement of the crown by Ashoka lions was involved, this was carried out automatically. But in some cases the design was such that the substitution of the crown by Ashoka lions necessitated further changes from aesthetic or other considerations. The mottos too had to be replaced by suitable Hindi ones. But if the design of a badge had to be changed or if new mottos had to be substituted, it was necessary that the proposed changes or substitutions should be carefully examined before the approval of the President could be sought. Such action has, however, been completed.

As already stated, the units or corps which were awarded the distinction 'Royal' were permitted, with the approval of the King, to use the Royal Cypher or crown in the badges and buttons. The question of according a similar distinction under the new constitutional set-up was considered early in 1950 and it was decided that units or corps which have rendered distinguished and outstanding services to the State should be honoured, with the President's approval, by the right to use the State Emblem in their badges and buttons. In according this distinction, consideration will necessarily be given to the history of the unit, its achievements in campaigns and battles, the honours and awards won; and general good work done in other spheres of national life.

KING'S COLOURS AND REGIMENTAL COLOURS

King's Colours were awarded before the transfer of power to units/Regiments for specially distinctive and meritorious services. The King's Colours were a source of pride to the Regiment and were carried in parades along with the Regimental Colours. King's Colours had been awarded to 35 units of the Indian Army and to the Navy. From 26th January 1950, the practice of carrying the King's Colours in parade was discontinued. It was later decided that the King's Colours should be laid up in the National Defence Academy (then at Dehra Dun) for safe custody. On 23rd November 1950 a ceremonial parade was held at Dehra Dun and after the parade, the King's Colours were ceremoniously laid on in the Chetwode Hall of the Academy (now the Indian Military Academy).

The practice of fighting forces carrying distinguishing flags go back to the dim past and references are found even in the Indian epic, the Mahabharata, to the flags carried by troops fighting under their Chiefs. From the flags of the individual Chiefs were developed the regimental flags in the Army. These flags were formerly the rallying points in a battle and troops fought hard and laid down their lives to prevent the regimental flags from being captured by the enemy. But the practice of carrying Regimental flags in battle has now been discontinued. The Regiments now carry their flags only in parades. The

distinguishing flag of each Regiment is known in the Army as Regimental Colours. The normal dimensions of the Regimental Colours in the Indian Army are 3' 9" x 3' 0" though some Regiments have Colours of other dimensions also.

Corps like the Army Service Corps or Army Ordnance Corps which are services, have Regimental Colours for the Corps as a whole. These will be maintained at selected Corps Centres. Artillery Regiments do not have Regimental Colours now, nor did they have them formerly. Some Armoured Corps Regiments have a Standard 2' 5½" x 2' 2" in size; others have a forked guide-flag which is known as a Guidon. These Regiments will have as heretofore a Standard or a Guidon. But in recognition of the meritorious service of a Regiment, its Guidon may, with the approval of the President, be raised to a Standard.

The Regimental Colours are usually of the colours of the facings of the full-dress uniforms of the Regiments; thus some are red, some are green. But Regiments which had the King's Colours awarded to them have blue as the colour of the facings of their full-dress uniforms, and also in their Regimental Colours. On the Regimental Colours are inscribed the name of the Regiment and also the names of approved theatres of operations in which the Regiment had distinguished itself. Operations in War are classified as battles, actions and engagements. A Regiment which took part in battles, could have the right of having the names of the battles in which it had fought inscribed on the Regimental Colours but only after its claims to have this privilege had been scrutinised by a high-power Committee in accordance with the prescribed qualifications for such right. The names thus inscribed are called "Battle Honours" and are highly prized by a Regiment as being indicative of its valour.

The Regimental Colours also contained British insignia and superscriptions, e.g., the crown, the British lion, etc. But the use of these Regimental Colours could not be discontinued until replacements were provided. The replacement of the old Colours by new ones requires very careful examination in each case. Units have a sentimental attachment to their colours evolved during the long years of their history. The new designs must, therefore, have as much continuity as possible with past traditions, consistent with the altered circumstances. It was decided that all Regiments which had Regimental Colours, Standards or Guidons would be entitled to fresh ones of revised design. When new colours are presented, the existing Regimental Colours are laid up.

The new Colours will, as far as possible, be of handspun and hand-woven silk. All battle honours including those earned prior to 15th August 1947 except such of them as might offend Indian sentiments, will be embroidered on the new Regimental Colours. Units of the

Indian Army which participated in the last World War were permitted to apply for Battle Honours to the Battle Honours Committee in U.K. which considered the claims of Army Units of all the countries of the Commonwealth. But only those Battle Honours which were approved by the President could be incorporated in the new Colours.

A similar Committee was set up in India to consider the claims of Indian units for Battle Honours in respect of operations after independence, e.g., in Kashmir.

PRESIDENT'S RECOGNITION OF MERITORIOUS SERVICE

It is not proposed to have any Colours in replacement of the King's Colours which are not found in republican countries. However, for meritorious service rendered after 1947, the President may award a special insignia to be incorporated in the new Regimental Colours. This insignia is in the form of a badge bearing a replica of the elephant on the President's Standard, embroidered in gold on a vermillion background, the elephant itself being surrounded by a ten-pointed star in gold embroidery. This badge is to be embroidered on the left-hand top corner of the Regimental Colour/Standard.

Units of the Navy or the Air Force do not have any distinctive flags corresponding to the Regimental Colours in the Army. They fly the Service ensign. Recognition of distinguished service is, therefore, accorded to the Navy or the Air Force as a whole. The Navy was presented with the President's Colours on 26th May 1951. The Air Force was similarly honoured by the award of the President's Colours on the 21st anniversary of the Service on 1st April 1954. Each of the Colours has as its motif the ensign of the Service to which it was presented with some feature of the President's Standard incorporated in it.

ORDER OF PRECEDENCE AMONG THE SERVICES

Entry 2 in the seventh Schedule to the Constitution refers to the Naval, Military and Air Forces. This was in accordance with the order of precedence among the Services at the time the Constitution was drafted and adopted. In the United Kingdom, the Navy has always played the predominant role in defence and is regarded as the senior-most among the three Services. Thus in the U.K. and in the Dominions, the three Services are referred to as the Navy, the Army and the Air Force. Until the Indian Navy (Discipline) Act was passed in 1934, the Army was the senior-most Service in India and the Royal Indian Marine came after the Army and the Air Force in precedence. But when the Royal Indian Marine became the Royal Indian Navy, following the British practice, it was given the senior-most position in India. Though in modern warfare all the three forces have to play an

equally important part for any successful operation, in India the Army was virtually the principal fighting service. It was, therefore, decided that with effect from 1st February 1950 the *inter se* seniority among the three Services for all ceremonial and formal purposes should be Army, Navy and Air Force. Thus in a military parade where the three Services take part, the Army contingent marches first, followed by the contingents of the Navy and the Air Force.

This change in precedence obviously implied no diminution whatever in the importance attached to the Navy and the Air Force. Government regards all the three Services as equally important. In fact special attention is being paid to the two younger Services, and to ensure a balanced expansion of the three Services, they were each placed under a separate Chief. The change in the order of precedence did not denote any departure from this policy and it was effected without any ostentation.

SECTION 2 : NEW AWARDS FOR THE ARMED FORCES

AWARDS FOR GALLANTRY

Upto 15th August 1947, members of the Indian Armed Forces were eligible to receive British decorations for gallantry. There were also certain decorations specifically instituted for the Indian members of the Armed Forces.*

*The highest British decoration for valour was the Victoria Cross (V. C.) open to members of all the three fighting Services, irrespective of rank. The various decorations open to officers and others of the three Services for acts of gallantry were as follows :—

	Officers	V. C. Os. or equivalents	Indian N. C. Os. and O. Rs.
Army	Distinguished Service Order (DSO)	Indian Order of Merit (IOM)	Indian Order of Merit (IOM)
	Military Cross (MC)	Military Cross (MC)	Military Medal (MM)
Navy	Distinguished Service Cross (DSC)	Conspicuous Gallantry Medal (CGM)	Distinguished Service Medal (DSM)
			Indian Distinguished Service Medal (IDSM)
Air Force	Distinguished Flying Cross (DFC)	Distinguished Flying Medal (DFM)	Distinguished Flying Medal (DFM)
	Air Force Cross (AFC)	Air Force Medal (AFM)	Air Force Medal (AFM)

Early in 1948, the Commonwealth Relations Office was addressed to find out if British gallantry decorations could be awarded to the personnel of the Armed Forces of India engaged in the Kashmir operations. In the meantime, a Committee consisting of representatives of the three Services and the Ministries of Defence and Finance (Defence), was also appointed to examine the question of instituting new Indian gallantry awards. The report of this Committee was later considered by the Prime Minister's Committee on the institution of a system of honours and awards for India. The terms and conditions governing the proposed new awards were finalised early in May 1948 and after inviting suggestions from various quarters, the names of these awards were finally selected in June 1948 as Param Vir Chakra, Maha Vir Chakra and Vir Chakra. Recommendations for the award of these decorations initiated by the Service Chiefs would be submitted by the Defence Ministry to the Prime Minister, who would forward them with his recommendations to the Governor-General or the President, as the case might be, for approval.

Though these new awards could have been instituted in India by the Governor-General on the recommendations of the Cabinet, they would have precedence only within India, whereas if a Royal Warrant was obtained, the awards would have precedence in the whole Commonwealth. There were many members of the Indian Armed Forces, who had won Commonwealth awards before transfer of power and it was thought desirable to have these new gallantry awards instituted by a Royal Warrant. After the designs of the new decorations were finalised early in October 1948, a draft of the Royal Warrant instituting these new decorations was forwarded, in accordance with the prescribed procedure, by the Secretary to the Governor-General to the Private Secretary to His Majesty the King for obtaining Royal approval. Though the High Commissioner for India in U.K. actively pursued this matter, it became clear by about the middle of 1949 that the King's approval was not likely to be forthcoming because of certain constitutional difficulties.

The designs of the proposed medals were Indian in concept and showed no connection with the King in any way, as for example, by the incorporation of the Royal Cypher. No other Dominion too had instituted similar awards independently of the King. Further it was the convention that awards of gallantry decorations to individuals could be made only with the approval of the King but the procedure now envisaged did not provide for this. It, therefore, appeared that His Majesty might be put in an invidious position if the creation of awards which had no direct connection with the King were approved. If a gallantry award is to have any psychological effect, it should be made as soon after the performance of the gallant deed as possible. With the cease-fire in the Kashmir operations having come into force

from 1st January 1949, the constitutional difficulties in making awards were too delicate to be explained to the troops. Since, however, in a few more months time the new Constitution was to come into force, it was decided that the institution of these new gallantry awards with effect from the 15th August 1947 should be announced by the President on the first Republic Day (26th January 1950). This would enable India to assign the highest precedence to these new decorations. In the draft Royal Warrant, it had been proposed that the Param Vir Chakra, the Maha Vir Chakra and the Vir Chakra would rank next to and immediately after the Victoria Cross, the Distinguished Service Order and the Military Cross respectively. Now they rank before all the decorations awarded up to 15th August 1947. Along with the announcement of the institution of these gallantry awards on 26th January 1950, the first instalment of the names of the members of the Armed Forces who were awarded these decorations for gallantry in the Kashmir operations was also published simultaneously.

The Param Vir Chakra is awarded "for most conspicuous bravery or some daring or pre-eminent act of valour or self-sacrifice in the presence of the enemy whether on land, at sea or in the air". The Maha Vir Chakra is awarded for conspicuous gallantry and the Vir Chakra for gallantry in similar circumstances. All members of the Armed Forces, of any of the Reserve Forces, the Territorial Army, Militia and of any other lawfully constituted Armed Forces, members of the nursing services and civilians of either sex serving with any of the aforesaid forces are eligible for these decorations.

The recipients of gallantry awards may use the following abbreviations after their names:

PVC for Param Vir Chakra

MVC for Maha Vir Chakra

VrC for Vir Chakra

The recipients of these decorations lower in rank than 2nd Lieutenant/Sub-Lieut./Pilot Officer (i.e. below Commissioned ranks) are eligible for the following monthly monetary allowances sanctioned by the Government of India:—

Param Vir Chakra—Rs. 50. (Rs. 70 in the case of JCOs who have previously been awarded an award of the Second Order of gallantry, such as the Indian Order of Merit). For each *Bar* to Param Vir Chakra, an additional allowance of Rs. 20.

Maha Vir Chakra—Rs. 30. (Rs. 50 in the case of JCOs who have been previously awarded gallantry award of the Third Order such as the Military Cross). For each *Bar* to Maha Vir Chakra an addition of Rs. 10.

Vir Chakra—Rs. 20 and for each *Bar* to Vir Chakra an addition of Rs. 8

It may be explained that when an individual qualifies for the same decoration a second time, he is awarded a bar (and not the medal again). These allowances are admissible with effect from the date of the act for which the decoration is awarded, and will be admissible during the life of the recipient and also to his widow until her death or re-marriage. JCOs who are recipients of such allowances will continue to draw them even though granted Commissions subsequently. In addition, State Governments have also instituted schemes of rewards to the recipients of these gallantry decorations belonging to their States.

MENTION-IN-DESPATCHES

In order to recognise distinguished and meritorious service in operational areas and acts of gallantry which are not of a sufficiently high order to warrant the grant of gallantry awards, a system of Mention-in-Despatches was instituted with effect from 15th August 1947 by Notification, dated 21st November 1950. Mention in Despatches is not an award or a decoration in the ordinary sense but a special requirement of the Defence Services to provide a method of recognising good work in a military operation. The Chief of Staff forwards to the Defence Minister a list of persons deserving of such recognition during an operation. With the approval of the President, these names are published in the Gazette of India. A certificate, in the prescribed form, signed by the Secretary to the Defence Ministry, is also awarded to each person. The recipient of a Mention-in-Despatch is entitled to wear a Lotus Leaf Emblem in bronze on the ribbon of the Campaign Medal relating to the campaign in which the mention was made. (Even though an individual may have been mentioned in despatches more than once, only one emblem will be worn on the ribbon). For instance, the individuals who were mentioned in despatches during the Kashmir operations would wear the emblem on the ribbon of the Campaign Medal covering the Kashmir operations which is dealt with below.

GENERAL SERVICE MEDAL

In the Armed Forces, it is an accepted feature to have a Campaign Medal known as General Service Medal for recognising general operational service. It is given to all the troops who put in the prescribed period of active service in an operational area. Since the medal denotes active service in general, it cannot by itself indicate the campaign(s) in which the wearer has participated. The medal cannot, therefore, be worn by itself. For denoting a particular operation, it is the practice to institute a clasp which is in the form of a slotted bar worn on the ribbon of the Campaign Medal, with the name of the particular operation for which it has been instituted inscribed on the **Clasp**.

Before 15th August 1947, a campaign medal or a clasp—like all honours and awards—could be instituted only with the approval of the King. After the transfer of power it was decided to institute a General Service Medal, 1947, in recognition of operational service rendered after 15th August 1947, and also a Jammu & Kashmir Clasp, to recognise service in the Kashmir operations. The design of the proposed medal and the terms and conditions governing its award were finalised in November 1948 and as in the case of the new gallantry awards, a draft Royal Warrant was submitted for Royal approval early in January 1949. For the same reasons which applied to the new gallantry awards, it was decided in September 1949 that an announcement regarding the institution of the General Service Medal, 1947, and the Clasp Jammu & Kashmir should be made by the President on 26th January 1950. Later, however, it was considered desirable to alter somewhat the design of the medal and the ribbon. Fresh designs were finalised and with the approval of the President, the notification instituting the General Service Medal, 1947, with effect from 15th August 1947, as also the Jammu & Kashmir Clasp (to be worn with the General Service Medal, 1947) was published in June 1950. Those who participated in the Kashmir operations and qualified for the Clasp in accordance with the conditions prescribed for it, such as service in specified areas between specified dates, were awarded the medal and the Clasp. When an individual, already in possession of the medal, qualifies for another clasp which may be instituted subsequently, he will, on the second and subsequent occasions, be awarded the appropriate clasp(s) only which he will wear on the ribbon of the General Service Medal 1947 already with him.

The General Service Medal and the Clasp on the first occasion and the clasp alone later will automatically be issued to the persons who fulfil the prescribed conditions. The number involved will be large and it is not considered necessary to submit their names to the President for approval nor to publish them in the Gazette of India.

Other Clasps to the General Service Medal.—The following further clasps to be worn with the General Service Medal have also been instituted :—

(a) OVERSEAS, KOREA 1950-53, instituted in July 1953 in recognition of the operational service rendered by Army personnel who served with the Para Field Ambulance Unit in Korea, during 22nd November 1950 to 8th July 1953.

(b) NAGA HILLS CLASP instituted on 26th January 1960 to recognise service in military operations in the Naga Hills.

(c) CLASP GOA 1961 instituted in 1962 to recognise the services of those Armed Forces personnel who took part in the operations to liberate Goa, Daman and Diu in December 1961.

(d) CLASP LADAKH 1962 and CLASP NEFA 1962, instituted in June 1965 for service in operations against the Chinese forces in 1962 on the northern borders.

ASHOKA CHAKRA, KIRTI CHAKRA AND SHAURYA CHAKRA

The Param Vir Chakra, the Maha Vir Chakra and the Vir Chakra cannot be awarded for acts of gallantry other than in the presence of the enemy, e.g., gallantry in internal defence duties or otherwise. It was, therefore, decided to institute a new decoration known as the Ashoka Chakra, in three classes, for gallantry other than in actual combat with the enemy. Members of the Armed Forces and civilian citizens of either sex in all walks of life (other than members of Police Forces and of recognised Fire Services, who are eligible for the President's Police & Fire Services Medal for gallantry) are eligible for this award. The institution of this new decoration called for a decision regarding its precedence *vis-a-vis* the other gallantry decorations and it was finally decided that Ashoka Chakra Class I, Class II and Class III should take precedence after the Param Vir Chakra, the Maha Vir Chakra and the Vir Chakra respectively. The notification instituting the Ashoka Chakra in three grades, with effect from 15th August 1947, was published on 4th January 1952.

The Ashoka Chakra would not carry with it any monetary allowance as in the case of the other three gallantry decorations. It was, however, decided that specific cases of recipients of the Ashoka Chakra, who are in indigent circumstances, could be considered by Government for monetary assistance. It has recently been clarified that a recipient (or the next of kin in the case of posthumous award) with an annual income of not more than Rs. 3,000 should be considered to be in unsatisfactory financial condition. In such cases, an allowance will be given at the rate of Rs. 40 p.m. for Class I, Rs. 25 p.m. for Class II and Rs. 15 p.m. for Class III award. The allowance will be payable for life to the recipient (or the next of kin for posthumous award).

Ashoka Chakra Class I is awardable for most conspicuous bravery or some daring or pre-eminent valour or self-sacrifice; Class II for conspicuous gallantry and class III for gallantry "other than in the face of the enemy on land, at sea or in the air".

It has been announced on 26th January, 1967, that the Ashoka Chakra Class I, Class II and Class III will now be known respectively as Ashoka Chakra, Kirti Chakra and Shaurya Chakra. The conditions of award, however, remain unchanged.

THE TERRITORIAL ARMY DECORATION AND THE TERRITORIAL ARMY MEDAL

The President instituted, with effect from 15th August 1951 (by Notification No. 19-Pres/52, dated 1st February 1952) the Territorial

Army Decoration and the Territorial Army Medal. As their very names indicate, they are intended only for members of the Territorial Army. The Territorial Army Decoration is awardable to Commissioned Officers of the Territorial Army "for 20 years' meritorious service of proved capacity" while the Territorial Army medal is intended for Junior Commissioned Officers, Non-Commissioned Officers and men of the Territorial Army "for 12 years' efficient service with a minimum of 12 trainings and who are recommended". In addition to these, members of the Territorial Army are eligible for the decorations and medals that are open to the regular members of the Armed Forces.

LONG SERVICE & GOOD CONDUCT MEDAL AND THE MERITORIOUS SERVICE MEDAL

Before August 1947, non-gallantry medals known as "Meritorious Service Medal" and the "Long Service & Good Conduct Medal" (with and without gratuity) were being awarded to selected non-commissioned officers of the Army and the Navy. The former medal was awarded to Havildars and those holding equivalent appointments in the Navy, provided they had 18 years' service which counted for good conduct or proficiency pay, etc. It carried with it an annuity of Rs. 25/-. The scale of award was 1 per 900 men. The Long Service & Good Conduct Medal with gratuity was awarded to Naiks and below and equivalent ranks in the Navy after 18 years' service with the same qualifications as for the Meritorious Service Medal. The award carried a gratuity of Rs. 25/-, the scale of award being 2 per 900 men. The latter medal was also awarded without gratuity to those who were eligible for the medal with gratuity but had been transferred to pension establishment before the award could be made. The scale in this case was 1 per 900 men. (There had been no occasion to introduce these awards in the Air Force as there were as yet no personnel with the requisite length of service). The total number of each of these medals awardable in the two Services was thus limited and vacancies would arise only by retirement or death. After the transfer of power these medals were discontinued as they appeared to come under the ban on titles, etc. imposed by the Constitution. But these medals, which were for distinguished service, were greatly prized by the members of the Armed Forces and had considerable effect on morale. It was, therefore, decided by Government to revive the two medals (together with the monetary benefits attaching to them) in the Army and the Navy and to introduce them in the Air Force. The designs of the earlier medals contained the Crown and other insignia indicative of the British days. They have, therefore, been completely changed and fresh medals manufactured. The conditions of award broadly remain the same. Orders were, however, issued in May 1964 raising the annuity as well as the gratuity to Rs. 100/-.

OTHER NEW MEDALS

The above awards were not found adequate to meet all requirements as they arose from time to time. The following new awards were therefore instituted on 26th January 1960 (by notification No. 14-Press/60.)

Sainya Seva Medal/Service Medal: For the recognition of non-operational service under conditions of hardship and severe climate. The medal is to be awarded to personnel of the Armed Forces for services rendered in such conditions and for such periods as may be recognised by Government from time to time. The medal has been authorised for issue in recognition of service in the areas of Jammu & Kashmir, NEFA, Himalaya and Andaman & Nicobar Islands. A separate clasp has been instituted in respect of each of these four areas. The qualifying conditions and period of service for the award of these clasps have been prescribed by Government. To avoid any overlapping in the case of those who had already earned the clasp Jammu & Kashmir to the General Service medal 1947, it has been provided that their service in that area prior to 1st January 1949 will not be counted. From time to time, Government may institute further clasps as required.

Videsh Seva Medal/Overseas Medal: For the recognition of services rendered by the Armed Forces outside the territories of the Union of India. The medal is to be worn with the clasp which indicates the place of service. Clasps Congo, UAR, Bhutan, Nigeria, Ethiopia, Ghana, Indo-China, Iraq, Korea (this clasp was given to Armed Forces personnel for service on the staff of the Neutral Nations Repatriation Commission and the Custodian Force India between 22nd November 1950 and 17th March 1954), Lebanon and Nepal have been instituted. The minimum period of qualifying service and other conditions have been prescribed by Government.

Sena Medal (Army Medal), Nao Sena Medal (Navy Medal) & Vayu Sena Medal (Air Force Medal): For such individual acts of exceptional devotion to duty or courage as have special significance for the Army, the Navy or the Air Force. A bar will be given for every subsequent award of the medal.

Vishisht Seva Medal (Distinguished Service Medal): In three classes, Class I, Class II and Class III. Class I medal is awarded for distinguished service of the most exceptional order, Class II for distinguished service of an exceptional order and Class III for distinguished service of a high order. The medal is conferred by the President by a Sanad under his seal and signature. On every subsequent occasion of award of the same class of medal, a bar will be given to the recipient.

According to an announcement made on 26th January 1967, the three classes of the medal will now be known as Param Vishisht Seva

Medal, Ati Vishisht Seva Medal and Vishisht Seva Medal respectively. The conditions of award of the three medals however remain unchanged.

Samar Seva Star 1965 and the Raksha Medal 1965: The institution of these two new decorations to recognize the services of Armed Forces personnel and civilians during the Indo-Pakistan conflict of September 1965 was announced on 26th January 1967. The five-pointed Samar Seva Star will be awarded to the personnel of the Armed Forces who participated in actual battles or who were deployed for operations in battle areas. It will also be awarded to those civilians who participated in actual battles or rendered direct assistance during the operations. The Star will be made of cupro-nickel with the ribbon in three colours, viz., red, dark blue and light blue, which are the distinctive colours of the Army, the Navy and the Air Force respectively.

The Raksha Medal 1965 will be awarded to all personnel of the Armed Forces who had rendered service for 180 days on August 5, 1965. (This was the date on which Pakistan started the second infiltration and attack into Kashmir). The Raksha Medal will be circular in shape, made of cupro-nickel with orange coloured ribbon divided equally into four parts by three vertical stripes in red, dark blue and light blue.

Central Honours & Awards Committee: All recommendations for the award of gallantry decorations are to be submitted to the Prime Minister for approval in the first instance and thereafter to the President for final approval. In order to scrutinise the recommendations received and ensure that a uniform standard is adopted, it was decided to set up a Central Honours and Awards Committee, consisting of the Minister of Defence (Chairman), the Defence Secretary and the three Chiefs of Staff. The Home Secretary is co-opted as a member of this committee when recommendations for the award of Ashoka Chakra to civilians are to be considered. In addition to gallantry awards, the Committee now considers recommendations for the award of Vishisht Seva Medal and Sena/Nao Sena/Vayu Sena Medal. The Committee's recommendations are submitted to the Prime Minister and the President for approval.

The Param Vir Chakra and Ashoka Chakra Class I medals are presented by the President on the occasion of the Ceremonial Parade in Delhi on the Republic Day. The remaining gallantry decorations are presented by the President at a special investiture held annually for the purpose in Delhi. The Sena/Nao Sena/Vayu Sena medals and the Vishisht Seva Medals were also being presented at this special investiture, but it was decided in 1963 that the Sena/Nao Sena/Vayu Sena Medals and Vishisht Seva Medal Class III would be presented to the recipients by the respective Chief of Staff.

PARAM VIR CHAKRA



OBVERSE



REVERSE

MAHAVIR CHAKRA



OBVERSE



REVERSE

VIR CHAKRA



OBVERSE



REVERSE

DIMENSIONS

	Diameter
PARAM VIR CHAKRA, MAHA VIR CHAKRA AND VIR CHAKRA	1 1/2" (35 mm)
GENERAL SERVICE MEDAL	1 1/4" (36 mm)
INDIAN INDEPENDENCE MEDAL	35 mm

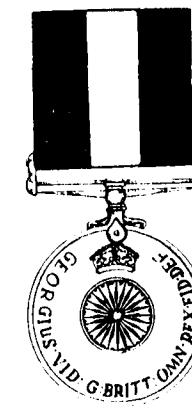
GENERAL SERVICE MEDAL



OBVERSE



REVERSE



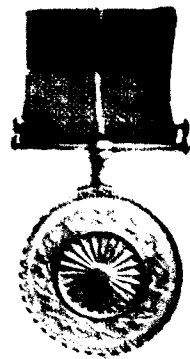
OBVERSE

INDIAN INDEPENDENCE MEDAL 1947



REVERSE

ASHOKA CHAKRA



OBVERSE



REVERSE

DIMENSIONS

ASHOKA CHAKRA
KIRTI CHAKRA
SHAURYA CHAKRA

TERRITORIAL ARMY
DECORATION AND
TERRITORIAL ARMY
MEDAL

Diameter
1 1/2" (35 mm.)

Diameters of
Ellipse
1 7/8" (43 mm.)
1 3/4" (33 mm.)

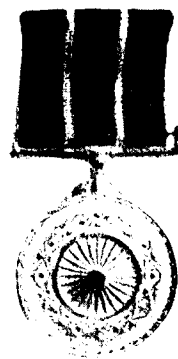


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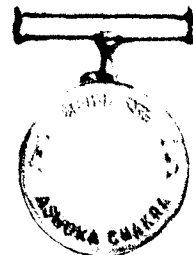


REVERSE

KIRTI CHAKRA



OBVERSE



REVERSE
(UP TO JAN. 1967)



REVERSE
(FROM JAN. 1967)

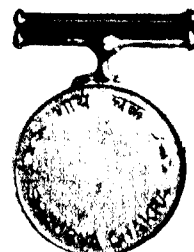
SHAURYA CHAKRA



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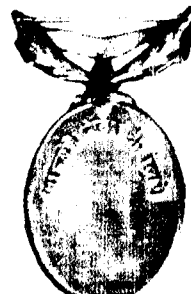


REVERSE
(UP TO JAN. 1967)



REVERSE
(FROM JAN. 1967)

TERRITORIAL
ARMY MEDAL



REVERSE

DIMENSIONS

LONG SERVICE AND GOOD
CONDUCT MEDAL AND
MERITORIOUS SERVICE
MEDAL

SENA NAO SENA AND
VAYUSENA MEDAL

Diameter

1 1/2" (36 mm.)

35 mm.

LONG SERVICE & GOOD
CONDUCT MEDAL

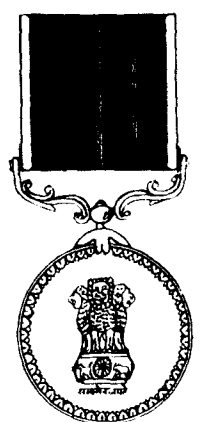


OBVERSE



REVERSE

MERITORIOUS
SERVICE MEDAL



OBVERSE



REVERSE
VAYU SENA MEDAL

SENA MEDAL



OBVERSE



REVERSE

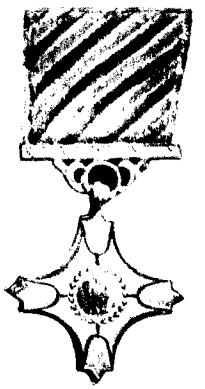
NAO SENA MEDAL



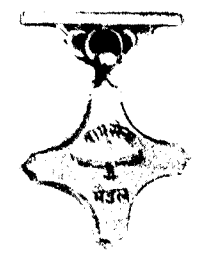
OBVERSE



REVERSE



OBVERSE



REVERSE

The Order of Precedence of the various awards, including Civil decorations, is as follows :

Bharat Ratna
Param Vir Chakra
Ashoka Chakra
Padma Vibhushan
Padma Bhushan
Param Vishisht Seva Medal
Maha Vir Chakra
Kirti Chakra
Padma Shri
Ati Vishisht Seva Medal
Vir Chakra
Shaurya Chakra
The President's Police & Fire Services Medal for Gallantry
Sena/Nao Sena/Vayu Sena Medals
Vishisht Seva Medal
The Police Medal for Gallantry
The General Service Medal, 1947
Sainya Seva Medal
Videsh Seva Medal
The President's Police & Fire Services Medal for Distinguished Service
The Meritorious Service Medal
The Long Service and Good Conduct Medal
The Police Medal for Meritorious Service
The Territorial Army Decoration
The Territorial Army Medal
The Indian Independence Medal, 1947
The Independence Medal, 1950
Commonwealth awards
Other awards.

(The Indian Independence Medal 1947 was given to every member of the Armed Forces serving on 15th August 1947 and the Independence Medal 1950 to every member of the Police forces serving on 26th January 1950. There is no objection to Indian Armed Forces personnel wearing gallantry decorations and other medals awarded to them before transfer of power). The medals with the full-length ribbon are worn only on ceremonial occasions. Ordinarily only a small width of the ribbon (which is of standard size) is worn on the uniform.

SECTION 3 : EXERCISE OF FRANCHISE BY THE MEMBERS OF THE ARMED FORCES

One of the remarkable rights conferred on citizens in the wake of the new Constitution was adult franchise. This privilege created in

PARAM VISHISHT
SEVA MEDAL



OBVERSE

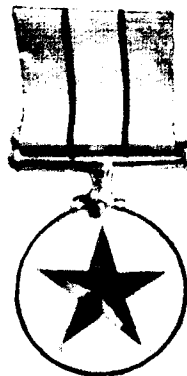


REVERSE
(UP TO JAN. 1967)

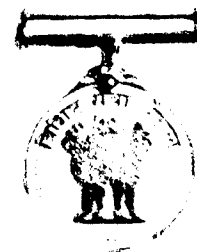


REVERSE
(FROM JAN. 1967)

ATI VISHISHT
SEVA MEDAL



OBVERSE



REVERSE
(UP TO JAN. 1967)



REVERSE
(FROM JAN. 1967)

VISHISHT SEVA
MEDAL



OBVERSE



REVERSE

These three Medals
are 35 mm in
Diameter

The Designs of the Sainya Seva Medal and the Videsh Seva Medal have not been included in this Collection.

the members of the Armed Forces as in the other citizens the feeling of participation in the governance of the country. Certain special privileges in recording their votes are allowed to members of the Armed Forces which they did not enjoy before.

Even before the Constitution was adopted, the preparation of preliminary electoral rolls, on the basis of adult suffrage, for elections to the Union and the State Legislatures had been taken up all over India so that the elections could be completed as soon as possible, after the Constitution came into force. The rolls were being prepared on the basis that every citizen who had completed 21 years of age on the qualifying date (1st January 1949—later changed to 1st March 1950) was entitled to have his name registered in the electoral roll of that constituency in which he had been ordinarily resident for not less than 180 days during the qualifying period, (namely during the year ended 31st March 1948—later extended to 31st December 1949). The application of this residential qualification to members of the Armed Forces presented great difficulties. Troops are not stationed permanently in any particular place as their location is determined by strategic considerations. The vast majority of members of the Armed Forces are housed in military barracks away from their homes and by the nature and exigencies of their service are more liable to shift their place of residence than civil officials and other citizens. Quite a large number of them may not be stationed for 180 days at any one place within the qualifying period and if the residential qualification were insisted in their case, they would have to go without their names being included in the electoral rolls of any of the constituencies. If some of them do remain in a place for over six months within the qualifying period and their names are included in the electoral rolls of that constituency, it is likely that by the time elections are held in that constituency, they are serving elsewhere; they would thus be denied the opportunity of casting their votes in person like other citizens. The residential qualification would, therefore, have had the effect of dis-enfranchising the majority of members of the Armed Forces. There was also another great difficulty in applying the general rule to the Armed Forces. The publication of the rolls of a constituency including in it the names of members of the Armed Forces serving in that area would disclose the disposition of troops in the country, which would obviously be objectionable from the security point of view. Bearing these considerations in mind, it was decided that members of the Armed Forces should be deemed to be ordinarily resident in the constituency in which they would have been ordinarily resident but for their service in the Armed Forces. That is, they should be enrolled in their respective home constituencies. This provision was extended to their wives also. The statement made by a member of the Armed Forces in the prescribed form (specifying the particular constituency) duly verified by his

Commanding Officer was to be taken as conclusive evidence of the fact of ordinary residence. It was also provided that members of the Armed Forces who were displaced persons and who had not been able to establish their homes in India could be enrolled in the constituency in which they *intended* to reside permanently, on their giving a mere declaration to this effect in writing before their Commanding Officers. These forms were not sent individually by each member of the Armed Forces but were forwarded to the respective State Governments by the various Record Offices in the three Services. This ensured that every individual in the Armed Forces who had completed 21 years of age had his name entered in the electoral roll of his home or proposed home constituency. These special provisions, which had initially been made by executive orders, were given statutory effect in Section 20 of the Representation of the People Act 1950 (XLIII of 1950) and the Representation of the People (Preparation of Electoral Rolls) Rules, 1950, framed thereunder.

The next stage was the provision of facilities for exercising the franchise. It was obvious that electors in the Armed Forces would not be able to vote in person in their constituencies. It was, therefore, decided that all of them should be permitted to give their votes by postal ballot *only* and not in any other manner and also that the system of voting by postal ballot should be simple and uniform for all members of the Armed Forces and their wives. Necessary Statutory provision was made accordingly in Section 60 of the Representation of the People Act, 1951 (No. XLIII of 1951).

As regards the actual machinery for casting the votes, the Returning Officer is required to forward the postal ballot paper to each individual member of the Armed Forces to the address of the Record Office which had forwarded his declaration specifying the constituency in which he wanted his name to be included in the electoral roll. Along with the ballot paper are sent (i) a covering letter explaining how the vote is to be recorded by placing a mark on the ballot paper opposite the name of the candidate of his choice, particular attention being drawn to the requirement that the manner of recording the vote should not be seen by anyone, (ii) an envelope into which the ballot paper is initially to be put and sealed, (iii) a form of declaration to be signed before an officer after the ballot paper has been put in the envelope and (iv) a larger envelope addressed to the Returning Officer, into which the smaller envelope and the declaration form are to be put in. The absolute secrecy of the ballot is thus preserved. The envelope containing the voted ballot paper is returned to the Returning Officer by the Record Office by registered post. The cost of postage involved is borne by the Government of India. While ordinary citizens, including civil officials, have to go to the Polling Station to cast their votes—a duty from

which they can refrain—every member of the Armed Forces can cast his vote from wherever he is, without having to go in person to a polling station. In the case of those who are on leave or have left the service at the time of elections, the envelopes containing the postal ballot paper are redirected by the Record offices to their home addresses. There is, therefore, normally no reason why any elector in the Armed Forces should not exercise his franchise.

The aforesaid procedure was adopted for the general elections of 1951-52. In order to assist members of the Armed Forces to identify the party to which the candidates might belong, the postal ballot paper for elections to the House of the People and to the State Legislative Assembly was amended so as to show the symbol allotted to each candidate against the candidate's name.

The electoral law provides for the annual revision of the electoral rolls. It was felt that it would be quite unnecessary for members of the Armed Forces to make a declaration annually in regard to the constituency in which their names are to be included. It was, therefore, decided that the electoral rolls prepared in 1952 should be treated as permanent ones and thereafter only those who join the Service later and whose names are, therefore, not in the permanent rolls or those who, for valid reasons desire to change their normal place of residence, should be called upon to file their declaration in the prescribed form. It has also been provided that the necessary corrections required to be made in the rolls by promotion, recruitment, death, etc. should be communicated annually to the Electoral Registration Officers by the respective Record Offices in the Armed Forces.

The Armed Forces thus receive special consideration in the matter of exercising their franchise in elections. Before 15th August 1947, there was no provision for them to vote by post; and even among those members of the Armed Forces whose names came to be included in the electoral rolls, in accordance with the limited franchise, and the regulations then in force, few could have cast their vote unless they accidentally happened to be in the particular constituency at the time of elections. Some consideration was however shown to members of the Armed Forces in the matter of preparation of electoral rolls in the Government of India Act of 1935, but it applied only to persons with past military service, and not to serving members of the forces. Those who had served in the Armed Forces and had retired, or had been released therefrom, were eligible as a whole to have their names included in the electoral roll of a territorial constituency but only if they fulfilled the primary qualification relating to residence in a house in that constituency for the prescribed period. The same privileges and conditions were extended to their wives also, as well as to widows and mothers drawing pension. No relaxation of the rules relating to residence was made in

the case of serving members of the Armed Forces, nor were any special facilities provided to them for exercising their franchise. Thus the new regulations relating to elections, which were brought into force after the inauguration of the Constitution have provided special facilities to the members of the Armed Forces and their wives for exercising their votes and have brought home to every member of the Armed Forces that he too has a voice like any other citizen in choosing the Government of the day.

CHAPTER X

SERVICE CONDITIONS

SECTION I: REVISION OF PAY CODE

Pay Structure before the War.—All King's Commissioned Officers (K.C.Os and K.C.I.Os) other than those holding appointments for which specific emoluments had been laid down, received while on duty in India, Indian pay of rank to which certain allowances were added as separate items, namely, Marriage Allowance (admissible only on attaining 30 years of age), Lodging Allowance (single and married), Indian Army Allowance (on a sliding scale), Corps Pay and Over-seas Pay (the last item admissible only to I.M.S. Officers of non-Asiatic domicile).

Different rates of pay were prescribed for officers of the Ordnance Corps, Veterinary Corps, the I.M.S., etc.

For certain senior appointments, a consolidated pay was prescribed.*

In addition, for a number of appointments, there were also prescribed rates of additional pay and charge pay to be drawn by officers when performing the particular duties indicated or possessing the requisite qualifications.

Different rates of pay were prescribed for Indian Commissioned Officers; these were much lower than those admissible to the King's Commissioned Officers. In addition, there was the system of Corps pay and additional or charge pay at prescribed rates. These were fixed in 1934 taking into consideration mainly the revised scales introduced for the Civil servants in 1931, the scales of pay for K.C.I.Os and the general salary level appropriate to Indian conditions. The rates of pay and allowances for Viceroy's Commissioned Officers and Indian Other Ranks varied with the Arm of the Service. Various types of special pay, namely, good conduct pay, Proficiency pay, Engineer pay, Signal pay, etc, were also admissible to them.

There was a similar complicated system of Pay and Allowances for the officers and other ranks of the other two Services also. The

*For example the pay of a General Officer Commanding-in-Chief, Command, and the Chief of the General Staff (Lt. General) was Rs. 4,500 (consolidated), that of the Adjutant General, Quarter Master General and Master General of Ordnance (Lt. General) Rs. 4,000; that of Major General Commanding a District Rs. 3,165 (single)/Rs. 3,200 (Married), the Military Secretary and the Engineer-in-Chief (Major General) Rs. 2,705 (single)/Rs. 2,785 (Married).

only difference, however, was that there were no officers in the Navy and the Air Force corresponding to the K.C.I.Os of the Indian Army.

Pay Structure during the War.—Thus before the last world war, the emoluments of officers comprised basic rates of pay in conjunction with an extensive system of allowances and special pay for specific duties and responsibilities. The war necessitated the sanction of a further crop of allowances, some of which were dearness allowance in disguise (for unlike those in civil employment under Government, Service personnel received no dearness allowance as such) whereas others were given on account of war risks. In 1942, the rates of pay for I.C.Os were raised to the level of British service rates in the U.K., and in 1944 to the level of the salaries received by the British personnel serving with the Armed Forces in India. This equalisation was based on political considerations and was purely a war-time measure. While sanctioning parity in scales with K.C.Os, it was, however, made clear to the I.C.Os that these increases were granted purely for the duration of the War and that they would have no claim for their continuance indefinitely. In terms of the orders then issued, these officers were, therefore, to have been brought back to their pre-war scales at the end of the war. It was considered, however, that before this was done, a rationalisation of the pay scales of the three Services which was overdue should be undertaken.

New Pay Structure.—Early in 1946 a Departmental Committee known as the Post-war Pay Committee was constituted in the War Department with the then Additional Secretary as Chairman and consisting of representatives of Naval Headquarters, General Headquarters (now Army Headquarters), Air Headquarters and the Military Finance Department (now Ministry of Finance/Defence). The tasks before the Committee were (i) to recommend pay scales related exclusively to Indian conditions, (ii) to simplify the pay system and (iii) to achieve the maximum degree of harmony within each Service and between the Services. In the meantime, the Government of India had constituted a Central Pay Commission to rationalise pay-scales for all civilian employees under the Government.

Pay-scales for the Armed Forces were related to Indian conditions by following broadly the decisions of Government on the recommendations of the Pay Commission, in respect of maximum and minimum rates. The recommendations of the Post-War Pay Committee were submitted in May 1947 and they were accepted by the Interim Government in June 1947. The new pay-structure for the Armed Forces now comprised rates of pay for the various ranks plus dearness and compensatory (city) allowances. The multitude of special allowances, which existed earlier, was done away with. Officers were to get dearness and compensatory allowances at the same rate as for civil officers, while

the other ranks who are accommodated, fed and clothed at public expense, got dearness and compensatory allowances at half the civil rates.

In order to make the pay-scales in the Armed Forces comparable to those in civil services, appointments in the two categories had to be broadly equated. For this purpose, the fully trained infantry soldier with three years' service was broadly compared with the personnel described by the Central Pay Commission as semi-skilled. Taking into account the special features of service in the Armed Forces, the basic pay of the fully trained infantry soldier with at least 3 years' service was fixed at Rs. 30. Slightly different rates were fixed for comparable ranks in the Navy and the Air Force.

For the officers of the Armed Forces, basic pay-scales were devised which, while generally based on the scales fixed for the Class I civil service and the Indian Police Service, took account of certain special factors, which distinguished the three Services amongst themselves. The relatively new feature of marriage allowance, derived from the United Kingdom and admissible only to officers, was abolished. This decision brought the Armed Forces in line with the civil practice and also removed a possible source of dissatisfaction to personnel below officer rank, who were not entitled to the marriage allowance. The new Pay Codes for the three Services were made comparatively simple by the withdrawal of almost all allowances in the nature of remuneration for extra duty. This was again based on the civil practice. It was, however, accepted that hazardous duties, e.g. parachuting and diving would justify the grant of special allowances; and that similarly the personnel of the General Duties Branch of the Air Force (i.e., the aircrew) should be given a more favourable rate of remuneration than ground duty personnel. A variety of other changes was also adopted in order to achieve harmony and simplicity.

The effect of the new Codes was that those below officer rank benefited over their pre-war pay and in most cases even over their war-time emoluments. But officers had to accept considerable reduction in many cases, as compared with their pay and allowances sanctioned in 1944.

The new Pay Code was given retrospective effect from 1st January 1947 in the case of Viceroy's Commissioned Officers and Other Ranks and corresponding ranks in the Navy and the Air Force, for personnel in service on 1st July 1947 so that they could derive the benefit of the increased emoluments from the earlier date. In the case of Indian Commissioned Officers, (i.e. excluding K.C.I.Os who continued on their original rates) the new rates were applied with effect from 1st July 1947 but it was provided that they should not be subjected to a sudden fall in their emoluments. Although the new rates were less than their war-time emoluments, these were generally an improvement over the

pay-scales fixed in 1934. However in order to soften the effect of the reduction from the war-time emoluments, Government decided that no one should be subject, before 1st April 1948, to a cut in pay, while he continued in the rank he was holding on 1st July 1947. Thereafter, excess of the old over the new pay was to be reduced by 6 half-yearly instalments. There was this important consideration that the accelerated promotions arising from nationalisation of the officer cadre brought to many officers higher basic pay for their new ranks than they were drawing earlier.

In the new Pay Code, age for age, the equalisation of pay between military and civil rates conferred an advantage on the Service Officers, because their average age of entry is 3 to 4 years lower than that in superior civil services. However, by the time the I.C.Os. in service were due to face the first instalment of cut under the new Pay Code, it was felt that war-time conditions had not completely receded and as such any large reduction in emoluments was likely to cause hardship, particularly to junior married officers. Government, therefore, decided in March 1948 that the cut in the pay of officers where applicable should be spread over 9 half-yearly instalments instead of 6 instalments as originally proposed. It was also found necessary to accord further recognition to certain conditions peculiar to the Armed Forces without at the same time reverting to the system of the many allowances which had created complications in accounting, and also administrative difficulties in posting and transferring officers, and which for these very reasons had been completely abolished by the new Pay Code. Under the old rules, an officer got outfit allowance only once at the beginning of his service and subsequent replacements had to be paid for by him. Since military officers have to incur comparatively greater expenditure on clothing, it was decided that commissioned officers (governed by the new Pay Code) should be granted a fresh (renewal) out-fit allowance at the end of every 7 years of service. Personnel other than officers are clothed at Government expense. From April 1961 the rate of initial outfit allowance was enhanced by Rs. 400.

Senior officers holding certain types of appointments have to incur expenditure on entertainment by virtue of the custom of the service and their official position. Government, therefore, sanctioned entertainment allowance for officers governed by the New Pay Code, holding independent command of specified units and formations. (In October 1957, the allowance was converted into an entertainment grant on which income tax is not levied). A generous increase was also sanctioned in the amount of contribution made by Government to authorised service messes, which officers below certain ranks are obliged to join. Since much of the entertainment which is obligatory on officers by virtue of their official position is done in these messes, the increase in mess maintenance grant assisted a wide circle of officers.

The following further concessions were also sanctioned in 1948 on a permanent basis to officers governed by the New Pay Code :—

- (a) Where officers could not be supplied with the authorised scale of furniture, they could hire furniture up to 5% of their pay, Government reimbursing them up to 2½% of their pay.
- (b) Where officers could not be provided with suitable married accommodation at their place of duty, they could have single accommodation and allied services such as water, electricity, etc. for themselves free of charge.
- (c) Officers up to and including the rank of Lt. Col. (and their equivalents in the other two Services) possessing certain special qualifications were granted qualification pay of Rs. 75 and Rs. 50 p.m., according to higher or lower qualification possessed by them. In 1962 provision was made for lump sum qualification grants of Rs. 1,800 and Rs. 1,200.
- (d) Officers of the rank of Major and below (and their equivalents) employed as Air Observation Post Pilots were given a special pay of Rs. 50 p.m.
- (e) Officers of the General Duties Branch of the Indian Air Force and others doing flying duty in the Army and the Navy were given flying bounty, varying from Rs. 1,200 to Rs. 1,800 per annum according to rank. These rates have been enhanced recently.
- (f) Service personnel were admitted to Postal Life Insurance at ordinary rates of premium instead of the previous special rates, the difference between the two being met out of the Defence Services Estimates.

The following further concessions were given to Officers up to the rank of Brigadier (and their equivalents) in 1950, but these concessions were sanctioned as a temporary measure only, and subject to review and revision, as the circumstances demand :—

- (a) Rent of Government accommodation was limited to 5% of the officer's pay for married officers instead of 10%, and 2½% for unmarried officers instead of 5% of their pay.
- (b) Water and electricity charges need be paid by officers only at half the rates of the Military Engineer Services.
- (c) A "Kit maintenance allowance" and a "special disturbance allowance" of Rs. 30 p.m. each.

The New Pay Code was thus a considerable simplification of the pay and accounting system in the Armed Forces.

The new scales of pay for officers are not applicable to King's Commissioned Indian Officers who, as in the case of the other Secretary of State's Services, were allowed to continue to draw their former rates

of pay. The number of such officers was, however, small. By the end of 1966, there would be only one such officer serving in the Indian Army.

To consider the application of the recommendations of the Second Pay Commission (1957) to Service personnel, a Departmental Committee was appointed in November 1959 with Deputy Defence Minister Raghuramiah as Chairman and with senior representatives of the Ministries of Defence and Finance (Defence) and of the Services Headquarters as members. Orders implementing the decisions of Government on the recommendations of the Committee were issued in September 1960 (for personnel below officer rank) and in June 1961 for officers and they had effect from 1st July 1959 and 1st April 1960 respectively. For other ranks, the revised rates were fixed by adding to the earlier basic pay two-thirds of the civilian rate of dearness allowance applicable at the time. The rate of dearness allowance was also increased from half to two-thirds of the civil rates.

Later, after examining various aspects of a career as an officer in the country's Security Services, Government decided in February 1962 on a further improvement in the pay scales of officers up to and including the rank of Brigadier (and equivalent ranks in the other Services). Under the new scales, which took effect from 1st April 1960, the pay rates are: 2nd Lieutenant Rs. 400; Lieutenant Rs. 450-30-540; Captain Rs. 750-40-990; Major Rs. 1050-50/2-1300; Lt. Col. (selected) Rs. 1350-50/2-1500; Colonel Rs. 1550-60-1730 and Brigadier Rs. 1750-100-1950 p.m.

Consequent upon the enhancement of the pay of civilian officers holding the appointments of Joint Secretaries and Additional Secretaries, the pay of officers of the rank of Major General and Lt. General (and their equivalents in the other two Services, other than Chief of Staff) was enhanced from 1st September 1965 to Rs. 2500-125/2-2750 and Rs. 3,000 respectively. From the same date the rent concession at 5% which had been extended to officers of the rank of Major General in January 1963 was withdrawn. ICo Army Commanders (Lt. General) get in addition a special pay of Rs. 250 p.m.

SECTION 2: NEW PENSION CODE FOR THE ARMED FORCES PENSION COMMITTEE

The Post War Pay Committee could not take up the revision of the Pension Code principally for the reason that the recommendations of the Central Pay Commission regarding retirement benefits for civil servants were still under examination by Government and it was considered desirable to wait and see how far the pensions of members of the Armed Forces could be linked with the revised civil pensions. With the introduction of the New Pay Code for Armed Forces personnel in 1947,

it became all the more necessary to revise their rates of pensionary benefits. Accordingly in July 1949 Government constituted a Departmental Committee known as the Armed Forces Pensions Revision Committee with a senior I.C.S. Officer with judicial experience as Chairman and with senior officers of the three Services and the Ministry of Finance (Defence) as members. The Committee had a formidable task. They had to rationalise and coordinate the widely divergent pensionary concessions applicable to the three Services and evolve a simple and uniform pension code duly taking into account the peculiar conditions of service in the Armed Forces. The Committee submitted its report on 1st August 1950, but the recommendations were not unanimous. It, therefore, took Government some time to arrive at a decision on the various far-reaching issues involved. The new pension scales were introduced with effect from 1st June 1953.

In formulating revised pensionary benefits, certain important divergences in conditions of service of civilians and Armed Forces personnel had to be borne in mind. Pension is normally admissible to civilians after continuous service of about 30 years and they can serve up to the age of 55 (now 58) or 60 in certain cases.

In the case of the Armed Forces, the position is different. Officers confirmed in higher ranks do not serve in a rank normally for more than 4 years, unless they are promoted to the next higher rank. The disparity between civil and military service is even more marked in the case of servicemen below officer rank. The majority of these servicemen retire on completion of a 15-year engagement, not all of which is on the active list (*i.e.* normally 7 years in the Colours and 8 years in the Reserve). While the civilian Government servant commences to draw his pension towards the evening of his life, the majority of the servicemen start drawing pension while they are still comparatively young and hence have both further earning capacity and longer expectation of life. Therefore, even if a civilian draws a higher rate of retiring pension than the serviceman with corresponding pay, he will in most cases draw pension for a smaller period. Besides service personnel below officer rank are clothed, fed and accommodated at Government expense, while they draw pay and allowances in cash. There is no similar system applicable to any category of civil Government servants.

SERVICE PENSION

Having regard to all considerations, it was decided that the system of fixing the retiring pension of Armed Forces personnel on an *ad hoc* basis should continue. This system of *ad hoc* rates has been in force in the Indian Army from its very inception and is in vogue in other countries like U.K. also. Such rates are easy to apply. At the same time the old *ad hoc* rates had certain obvious drawbacks. Firstly, they were too low and had no relation to the new rates of pay introduced

for servicemen in 1947; secondly, the rates were the same for slabs of service of 3 years (except in the case of V.C.Os. with over 30 years qualifying service); and thirdly, there were no variations in each rank for the same length of service, although the rates of pay varied considerably according to the individuals' trade groups. A new formula for fixing *ad hoc* rates was, therefore, adopted. The main features of this formula were that:—

- (a) *Ad hoc* rates of pension were prescribed for a minimum qualifying service with the Colours for 15 years, for each rank and for each pay group in the same rank.
- (b) For each additional year of qualifying service beyond 15 years, an increment in the rate of pension was prescribed instead of flat rates of pension previously given for blocks of years of service. The rate of annual increment varied with the rank.
- (c) As far as possible, uniformity in the rates of pension was ensured among the three Services, on the basis of comparable rates of pay.

Under the revised rates, a sepoy could draw a monthly pension of Rs. 15 to Rs. 32; a Naik Rs. 17 to Rs. 39; a Havildar Rs. 23 to Rs. 48; a Jemadar (now Naib Subedar) Rs. 35 to Rs. 73; a Subedar Rs. 50 to Rs. 105.50 P; and a Subedar Major Rs. 101 to Rs. 153. These rates were further revised from 1st April 1961 and were increased to the range Rs. 17 to Rs. 40 for Sepoy; Rs. 21 to Rs. 45.50 for Naik; Rs. 24 to Rs. 53.50 for Havildar; Rs. 38 to Rs. 80.50 for Naib Subedar; Rs. 52 to Rs. 121.50 for Subedar; and Rs. 101 to Rs. 168 for Subedar Major. Under the latest orders from 1st January 1964, a minimum pension of Rs. 25 is admissible for those who retire on or after that date.

RETIRING PENSIONS

The New Pension Code introduced an altogether new system called the "Standard Rate" scheme for calculating retiring pension for permanent commissioned officers. It provided for the grant of a standard rate of pension after the prescribed length of service for each rank. In order to earn a retiring pension, an officer (other than a late entrant) had to put in a minimum of 20 years' qualifying service. The maximum monthly rates of pension were Rs. 350 for Captain; Rs. 475 for Major; Rs. 625 for Lt. Colonel; Rs. 675 for Colonel; Rs. 725 for Brigadier; Rs. 800 for Major General; Rs. 900 for Lt. General; and Rs. 1,000 for General. The New Pension Code provided also that officers who were granted commissions late in life and were retired with less than 20 years but with 15 or more years of qualifying commissioned service would be granted a proportionate pension. In other cases the officers are eligible for a service gratuity if they have at least 10 years' qualifying service.

The rates of retiring pension were enhanced from 1st October 1961. The present rates are: 2nd Lieutenant and Lieutenant Rs. 300; Captain Rs. 425; Major Rs. 550; Lt. Colonel Rs. 675; Colonel 750; Brigadier Rs. 825; Major General Rs. 875. The rates for Lt. General and General remain at Rs. 900 and Rs. 1,000 respectively. (All these rates apply to equivalent ranks in the other two Services).

DISABILITY PENSION

This type of pension is granted to a member of the Armed Forces provided his disablement is due to military service and is assessed at 20% or more. It is made up to two elements, viz., the service element and the disability element. In the case of commissioned officers who have had at least 20 years' qualifying service when they are invalided out, the service element is equal to the retiring pension appropriate to the length of service and rank. Similarly, in the case of JCOs and other Ranks who have put in a minimum qualifying service of 15 years, the service element is appropriate to the service pension of the rank.

OTHER PENSIONS

There has also been enhancement in the rates of special family pension, gratuity and ordinary family pension.

SECTION 3: REVISION OF THE DISCIPLINARY CODES OF THE THREE SERVICES

Prior to 15th August 1947, the British Army Act applied to all officers, British and Indian, who were holding the King's Commission in His Majesty's Land Forces. Other Indian personnel of the Indian Army (including Indian Commissioned Officers) were governed by the Indian Army Act of 1911. This Act was not sufficiently comprehensive. Wherever it was silent, the provisions of the corresponding British Act were invoked. From 15th August 1947, the British Army Act became inapplicable and K.C.I.Os. were made subject to the Indian Army Act by an Ordinance promulgated on 23rd January 1948 (Ordinance No. II of 1948) but effective from 15th August 1947, which amended the Indian Army Act to provide that the expression 'Indian Commissioned Officer' would also include a person of Indian nationality holding His Majesty's Commission in His Majesty's Land Forces. This amendment was later incorporated in the Indian Army (Amendment) Act, 1948 (Act No. XLIII of 1948) so that the K.C.I.Os. remained subject to the Indian Army Act 1911 until the Act itself was revised to cover all commissioned officers of the Army.

In the matter of organisation and discipline, the Navy and the Air Force were governed by the Indian Navy (Discipline) Act, 1934 and the Indian Air Force Act 1932 respectively, and by the rules and regulations framed thereunder. The Air Force Act was modelled on the

Indian Army Act, while the Indian Navy (Discipline) Act merely applied the U.K. Naval Discipline Act to the Royal Indian Navy with some modifications.

The need for a general revision of these three Service Acts had been felt for some time. Some of their provisions had already become out of date and proved insufficient to meet the changed requirements. After 15th August 1947, the need for revision became more imperative for obvious reasons. It was accordingly decided to revise all the three Acts (a) with a view to making them self-sufficient and complete codes in themselves by incorporating the necessary provisions of certain other related enactments; (b) to adapt them to suit the new constitutional set-up and the present day requirements and also (c) on the one hand to bridge the gap between the Service Acts and the Civil Laws as far as possible in the matter of punishments for offences and on the other to eliminate the disparity between the corresponding provisions of the Service Acts themselves. The object was to make them as closely similar in form and arrangement of matter as the special requirements of each Service might permit. In order to undertake the task of revision, an eminent lawyer of the Madras High Court was appointed in the Ministry of Defence in January 1948. At the outset the possibility of assimilating the disciplinary codes of all the three Services into a single enactment was considered. On examination, it was found that having regard to the divergence, beyond a point, of the requirements and traditions of the three Services, it was not possible to do so. It was, therefore, decided to have separate Acts but identical in their provisions with all necessary variations and adaptations.

The revision of the Army and Air Force Acts was completed in 1948 but this was not possible in the case of the Indian Navy (Discipline) Act which did no more than apply the U.K. Naval (Discipline) Act to the Indian Navy with suitable modifications. Moreover in the U.K. a special committee had by then been appointed to examine the question of revision of the British Naval Act. It was felt that it would be an advantage to await the report of that committee before the revision of the Indian Act was taken up. It was, however, considered unnecessary to await the finalisation of the revised Navy Bill for the introduction of the revised Army and Air Force Bills, the drafting of which had been completed.

In the revised version of the two Acts, the punishment provided in them was rationalised. The Indian Army Act 1911 was unduly severe in certain punishments while it was inadequate in its enumeration of offences. It also differed considerably from the Indian Air Force Act in regard to the scale of punishments for a number of offences. In the revised Bills, the maximum punishment varied with each offence or group of offences as in the Indian Penal Codes or other penal laws of

the country and was in keeping with the gravity of the offence or offences. An attempt was also made to grade punishments according to the gravity of the offences in different conditions, the punishments being more severe if committed wilfully or while on active service. The disparity between the corresponding provisions of the two Acts was also eliminated as far as possible. It was not considered possible or even desirable to have absolute uniformity between the two Bills but glaring inequalities were removed, where possible. Provision was also made for minimising the chances of injustice at courts-martial and at the same time for enhancing the status and responsibility of these courts. It was further provided that the new Army Act would also be applicable to the Forces of the Indian States which had acceded to the Indian Union. The only important difference between the two Bills was the provision for summary court-martial for the Army but not for the Air Force. This was necessitated by the difference in the types of recruits to the Army and the Air Force; the Air Force recruits were generally better educated.

By the time the two Bills were ready the new Constitution had been adopted by the Constituent Assembly. Article 33 of the Constitution provides for fundamental rights being restricted or abrogated in their application to the members of the Armed Forces. Suitable provisions in this regard were incorporated in the Army and the Air Force Bills. This aspect is dealt with later in this Section.

The Army and the Air Force Bills were introduced in the Constituent Assembly of India (Legislative) in December 1949 and were passed in April 1950. The Acts empowered the Central Government to frame rules for giving effect to the provisions of the Act. The Army Act Rules 1950 and the Air Force Act Rules 1950 were promulgated on 22nd July 1950 and the Acts came into force from the same date. The Army Act Rules 1950 were later replaced by Army Rules, 1954.

The revised Navy Bill was introduced in Parliament in May 1957 and passed in December 1957. While preparing the Bill, the primary object was to make the law relating to the Navy self-contained. Consideration was also given to the report of the special committee appointed in the U.K. to examine the question of revision of the British Naval Code.

The Navy Act 1957 is a self-contained one and provides *inter alia* (i) for restrictions in the application of fundamental rights to members of naval forces as had been done in the Army Act and the Air Force Act; (ii) for winding up the estates of deceased officers and sailors—for which aspect, there is a separate Act applicable to the Army and the Air Force and (iii) for a judicial review of court-martial proceedings by the Judge Advocate General of the Navy.

The Commanding Officer of a ship can try all offences summarily subject to the limitation that he cannot award a sentence of imprisonment or detention exceeding 3 months. Summary Procedure is prescribed by statutory regulations made under the Act. A Commanding Officer is empowered to delegate powers of punishment to other officers of the ship and the extent to which he can delegate them has been laid down in the regulations.

A brief reference may be made here to the system of court-martial (which literally means military court) peculiar to the Armed Forces for the trial of offences committed by members of these Forces. Discipline is of vital importance for the efficiency of the fighting forces and punishment for offences should be both speedy and effective with due regard to the ends of justice. It is obviously impracticable to subject the Armed Forces personnel to the ordinary process of law for enforcing discipline or for punishing them for offences committed while in service. The system of court-martial has, therefore, been in vogue in the Armed Forces all over the world. Courts-martial are generally of three types in the Army and the Air Force, namely, General Court-Martial, District Court-Martial, and Summary General Court-Martial. In the Navy there is only one type of court-martial. A court-martial can be convened by the Central Government or the Chief of Staff or by an officer empowered for the purpose either by the Central Government or the Chief of Staff. There is also a fourth type of court-martial in the Army called Summary Court-Martial intended for non-commissioned officers and other ranks and the Commanding Officer concerned alone constitutes the court. But the proceedings of Summary Court-Martial are attended throughout by two other officers/J.C.Os. who are not as such sworn/affirmed. The Summary Court-Martial is peculiar to the Indian Army. This was introduced after the mutiny in the Bengal Army in 1857 with a view to strengthen the hands of the regimental Commanding Officer in dealing promptly and effectively with military offenders. The system has proved its usefulness in the maintenance of discipline and is now the tribunal which is by far the most frequently utilised for the trial of other ranks.

The composition of the various types of courts-martial has been specifically laid down by the relevant Act. In every General Court-Martial and sometimes also in a District Court-Martial, there is a Judge-Advocate whose duty is to advise the Court on the legal aspects of the proceedings. Both the prosecutor and the accused are entitled to his opinion on any question of law relative to the charge or trial. In the Navy also the court-martial is assisted by a Judge-Advocate. The findings and the sentence of a court-martial have to be confirmed by the superior authority prescribed in the Act before becoming operative. The position is different in the Navy where a death sentence alone requires confirmation under certain circumstances. Further any person subject to the Act who considers himself aggrieved by an order of a

court-martial can present a petition to the officer or authority empowered to confirm the finding or sentence and the confirming authority may take suitable steps to satisfy himself as to the correctness, legality or propriety of the order passed. A petition can also be submitted against the finding or sentence, after it has been confirmed, to the prescribed officer superior in command to the confirming authority, the Chief of Staff or the Central Government and these authorities may pass such orders as they think fit. They may annul the proceedings of any court-martial on the ground that they are illegal or unjust. Death sentences in all cases (except to the extent already referred to in the case of the Navy) require confirmation by the Central Government and no execution is carried out until the convicted person has had an opportunity of submitting a petition to the President. No appeal to a court of law lies against the findings and sentence of a court-martial. A court-martial has great responsibility, authority and prestige in the Services. At the same time, every safeguard has been provided to ensure that there is no miscarriage of justice. The sentence awarded by a court-martial cannot be enhanced by a superior authority whose intervention can only be by way of mitigating the punishment.

If a person subject to military law commits a civil offence, which is also a military offence, he is liable to be tried by an ordinary criminal court or by court-martial. The Officer Commanding the formation concerned is competent to decide before which court the proceedings shall be instituted but the criminal court can require the handing over of such an offender to civil custody for trial in criminal court. In such an event, the military authority may either comply with the request of the criminal court or refer the question to the Central Government for orders. There may be good reasons for the military authorities to claim to have the offender brought up before court-martial rather than to have him tried by an ordinary criminal court. Sometimes prompt infliction of punishment might be called for, or from the point of view of military discipline, a severer punishment than the one that a criminal court may generally inflict may be called for. That is why military authorities are permitted to represent to the Central Government that an offender should be tried by court-martial rather than by the ordinary civil court.

RESTRICTIONS ON CERTAIN FUNDAMENTAL RIGHTS

The Constitution guarantees certain fundamental rights to all citizens but Article 33 provides that these fundamental rights may be restricted or abrogated by Parliament in their application to the members of the Armed Forces "so as to ensure the proper discharge of their duties and the maintenance of discipline among them". It is not as if any fresh restrictions were to be imposed on members of the Armed Forces. Before the new Constitution came into force, Indian citizens did not enjoy any guaranteed fundamental rights which were entirely a new feature in India as a sovereign democratic republic.

It would be readily accepted that the normal rules of discipline applicable to the civil servants would not suffice for the Armed Forces. The regulations of the Armed Forces as they existed, long before the inauguration of the Constitution, enforced certain restrictions on the members of the Forces in regard to the formation of trade unions, communications to the Press, etc. Such restrictions would have been repugnant to the new Constitution. Pending statutory provision, the Armed Forces (Miscellaneous Provisions) Ordinance, 1950 (No. VIII of 1950) had to be promulgated on 23rd January 1950 empowering Government to make rules regarding the specified restrictions to be made applicable to the members of the Armed Forces.

As stated earlier, the Army Act, 1950, and the Air Force Act, 1950, which provide for these restrictions, were brought into force on 22nd July 1950, when the Ordinance expired. In the Navy the restrictions were continued in force by the Naval Forces (Miscellaneous Provisions) Ordinance 1950 (XXI of 1950) which was soon replaced by the Naval Forces (Miscellaneous Provisions) Act 1950 (No. LVII of 1950). Subsequently the Navy Act 1957 incorporated the necessary provisions.

By these statutory provisions women are not eligible for employment or recruitment in the regular Armed Forces except in such Corps, department, branch or other body forming part of, or attached to any portion of these Forces as the Central Government may, by notification specify; but this restriction does not affect any existing provisions for the raising and maintenance of any service auxiliary to the regular Armed Forces or any branch thereof in which females are eligible for enrolment or employment.

The restrictions were spelt out in detail in the Rules/Regulations of the three Services.

No member of the Armed Forces can be a member of, or be associated in any way with, any trade union or labour union. He cannot also take active part in any society, institution or organisation which is not a recognised part of the Armed Forces without obtaining the express sanction of the Central Government. He can, however, join, with the prior sanction of his superior officer, any society, etc., of a recreational or religious nature.

A member of the Armed Forces cannot attend, address, or take part in, any meeting or demonstration held for party or any political purposes, nor can he join or subscribe in the aid of, any political association or movement. This restriction is applicable to civilian Government Servants also.

A member of the Armed Forces cannot be a candidate for election to Parliament or State Legislature or any local authority or any other

public body, nor is he permitted to promote or prosecute a candidate's election actively.

In a democratic Government the Services, both Civil and Military, are not permitted to participate in political activities. Electioneering propaganda by political parties is not permitted within military barracks.

Another restriction is that a member of the Armed Forces cannot publish in any form (including any book, letter or article) or communicate directly or indirectly to the Press or deliver a lecture or wireless address on any matter relating to a political question or on a service subject or containing any service information.

SECTION 4: SUBSTANTIVE PROMOTION, TENURES OF APPOINTMENTS AND AGES OF COMPULSORY RETIREMENT

As already stated in the Chapter on Nationalisation, pending the formulation of new promotion rules, reduced qualifying service limits for acting promotions were laid down early in 1948. These limits were designed to facilitate nationalisation and they took into account the availability of officers in the various ranks.

The question of laying down the minimum service required for substantive promotion to various ranks, the age of compulsory retirement and the tenure of appointment in the higher ranks for officers of the three Services was taken up towards the end of 1949. A strict uniformity in the rules of the three Services could not be ensured due to the differing conditions and requirements of the Services. For example, the Army had comparatively more senior officers than the Navy and the Air Force. However, an attempt was made to achieve as much similarity as was possible. (Until the normal peace-time establishment of the three Services had been determined and there was also an even flow of promotion and retirement, the system of acting ranks was still necessary). Orders in regard to Army officers holding permanent regular commissions, (except Medical and Veterinary officers) were issued in March 1950. The service limits prescribed in these order were designed to fit in with circumstances as they existed in 1950.

If higher service limits were laid down for substantive promotion, it would not have been possible to fill the cadre, that was then sanctioned, by substantive promotions. By 1955 officers had put in five more years of service. Again with the large number of officers commissioned during 1941 and the war years, there were many officers who had become eligible to be considered for substantive promotion to the rank of Lt. Col. With such a large number available and with limited vacancies, it was essential that the selection should now be strict and be on the basis of merit. The entire question was, therefore, re-examined and fresh orders were issued in January 1956.

ARMY

The basic provisions applicable to Army officers (except Medical, Dental, Remount, Veterinary, Farms and Special List officers) holding permanent Commission are as follows:

Promotion to the substantive rank of Lt. Colonel and higher ranks is by selection. It is by time scale in lower ranks, namely, to the rank of Lieutenant in 2 years, to the rank of Captain in 6 years and to the rank of Major in 13 years provided the officers pass the prescribed professional examinations and are considered fit in all respects. Those who may not be promoted to the substantive rank of Lt. Colonel by selection are promoted to that rank by time scale on completion of 24 years' service. For promotion by selection to the rank of Lt. Colonel and above to fill vacancies in the substantive cadre, the minimum period of commissioned service required for eligibility is 16 years for Lt. Colonel, 20 years for Colonel, 23 years for Brigadier, 25 years for Major General and 28 years for Lt. General. (For General, no service limit has been prescribed).

Appointments in higher ranks are on tenure basis. The tenure of appointment in the substantive rank of Lt. Colonel and above is 4 years, subsequent tenure if any, being for a period not exceeding 4 years. There are also age-limits for compulsory retirement for different ranks. These are shown below:

Rank	Number of tenures	Age limit for compulsory retirement
General	One	58 years
Lt. General	One	56 years
Major General	Two	54 years
Brigadier	Two	52 years
Colonel	Two	50 years
Lt. Col. and below	..	48 years

The tenure of the Chief of the Army Staff is three years.

An officer has to retire on completing the prescribed tenure or on attaining the age of compulsory retirement whichever is earlier. To meet the shortage of officers in the lower ranks, the above ages of compulsory retirement have been relaxed from time to time to 50 years in the case of Majors and below; to 52 years in the case of Engineer officers and 50 years for others in the rank of Lt. Colonel, 52 years for Engineers in the rank of Colonel, etc.

In the Army Medical Corps, substantive promotion to the rank of Lt. Colonel is by time-scale. Substantive promotion to the rank of

Colonel and above is by selection, the minimum service required for promotion being 20 years for Colonel, 22 years for Brigadier, 24 years for Major General, there being no service limit for Lt. General. The age-limits for compulsory retirement are 55 years for Lt. Colonel and below, 57 years for Colonel and Brigadier, 59 years for Major General and 60 years for Lt. General. The normal tenure in each rank is 4 years or up to the age of compulsory retirement whichever is earlier. There are similar regulations for officers of the Army Dental Corps (with age limits for compulsory retirement of 55 years for Lt. Colonel and below, and 57 years for Colonel and Brigadier), for the Remount and Veterinary Corps (the age limits for compulsory retirement being 55 years for Lt. Colonel and below and 57 years for Colonel and above), the Military Nursing Service and officers of the Special List.

NAVY

Substantive promotion up to and including the rank of Lt. Commander is governed by time scale; substantive promotion to the rank of Commander and above is by selection. (Officers not promoted to the substantive rank of Commander can, however, be promoted to that rank on completion of 24 years of service as in the case of officers of the rank of Lt. Colonel in the Army). Officers of the Executive, Engineering, Electrical and Supply and Secretariat Branches are promoted to the rank of Lt. Commander on attaining 8 years' seniority in the rank of Lieutenant. Promotion from Lt. Commander to Commander is by selection from among officers who have seniority in the rank of Lt. Commander of 2 to 8 years in the Executive Branch, 2 to 10 years for the Engineering and Electrical Branches and 4 to 10 years in the Supply and Secretariat Branch. Promotion from Commander to Captain is by selection from among officers who have attained 4 years' seniority in the rank of Commander; from Captain to Rear Admiral by selection from among officers of the rank of Captain. (In the Navy Commodore is deemed more as an appointment than as a rank).

There is no fixed tenure of service for officers of the rank of Captain and below. The tenure of service in the substantive rank of Rear Admiral is three years extendable by a second tenure of not more than three years. The tenure of the Chief of the Naval Staff is three years.

The ages of compulsory retirement of officers of all Branches (except Branch List officers, officers of the Instructor Branch and the Medical Branch) are 60 years for Vice Admiral, 57 years for Rear Admiral, 55 years for Captain, 50 years for Commander, and 48 years for Lt. Commander and below. Notwithstanding these provisions, officers of all Branches may be allowed to retire at the discretion of Government at any time after reaching the age of 40. Officers will

normally be placed on the retired list on attaining the maximum pension of their rank if this occurs earlier than the compulsory age of retirement, but not before the age of 48 years.

AIR FORCE

In the Air Force, for promotion to the substantive rank of Wing Commander, an officer should have had a minimum of 3 years' service as Squadron Leader; for Group Captain 4 years as substantive Wing Commander; for Air Commodore 3 years as substantive Group Captain, and for Air Vice Marshal 3 years as substantive Air Commodore.

The tenure of appointment in the rank of Air Commodore and above will be four years. The number of tenures admissible is two for Air Commodore, one for Air Vice Marshal and one for Air Marshal. The ages of compulsory retirement are as follows:

Substantive rank	General Duties	Ground Duties
Squadron Leader and below	48	52
Wing Commander	48	52
Group Captain	50	55
Air Commodore	52	55
Air Vice Marshal	55	55

The tenure for the Chief of the Air Staff (Air Chief Marshal) is three years.

SECTION 5 : CIVILIANS IN DEFENCE SERVICES

The service conditions of civilians in the Defence Services were rationalised and improved. Only a brief mention is made here of the more important measures taken.

REVISION OF PAY SCALES IN 1947

Prior to 1947, civilian employees serving in Defence Establishments were generally employed on progressive scales of pay laid down by Government or on daily rates of pay fixed by local authorities known as nerrick rates. Workmen in Ordnance Factories were on daily rates of pay but these daily rates were not uniform in all factories even for workmen in the same trade. As a result there were altogether 249 pay scales and 308 trades in all the factories. There was no uniformity in the classification of the workers according to the degree of skill or in the fixation of wages.

An examination of the conditions of service of civilians paid from the Defence Services Estimates was included in the terms of reference, as subsequently amended, of the Central Pay Commission appointed

by the Government of India in May 1946. In their report the Commission observed that the examination of the terms and conditions of service of these categories of staff could not be, for obvious reasons, as thorough and complete as in the case of other civil servants. The Commission, however, made certain broad recommendations regarding the scales of pay of civilian employees of Defence Establishments.

Based on the recommendations of the Commission, the Government of India in the Ministry of Defence promulgated the Civilians in Defence Services (Revision of Pay) Rules, 1947, prescribing new scales of pay for civilians in Defence Services.

(These rules, however, prescribed only certain provisional scales of pay for workmen in Ordnance Factories, as there were difficulties in putting different categories of workmen in scales of pay appropriate to their skill. The case of these workmen was later examined in detail.)

One of the important features of this revision was that the practice of employing civilians on daily rates of pay even on work of a regular nature was abolished, and they were brought on to monthly rates of pay in the prescribed scales.

ABOLITION OF THE E. T. E.

Another important reform related to the abolition of what was known as Extra Temporary Establishment. There were various categories of temporary civilian employees in the Defence Services, namely, Extra Temporary Establishment (in the Army Ordnance Corps), Temporary Establishment (in the Ordnance Factories), Extra Temporary Artisans and Casual Establishments (in the Military Engineer Services). All of them were governed by *ad hoc* conditions of service and were generally recruited on a local basis by the Defence Installations or establishments on daily or monthly rates of pay under the powers vested in them. One of the conditions of service even of persons engaged on monthly rates of pay in these Extra Temporary Establishments was "no work no pay". In some establishments it was the practice to discharge temporary employees *en bloc* on 31st March (the last day of the financial year) and re-employ them on 1st April every year. The posts were even sanctioned from month to month. The employees were not liable to transfer to any Defence Installations other than those in which they had been recruited. Even in the case of non-industrial categories, the posts in the Extra Temporary Establishment were created from "Labour Grant". In other words, they had no security of service and their continuance depended solely on the work-load and the availability of funds. Further, since the local authorities had full powers to create posts on any rates of pay, subject only to specified upper limits, there was no uniform standard in fixing the rates of pay in the various Defence Installations. Moreover, since

the employees were appointed on the basis of "no work no pay", there was a natural tendency for the rate of wages to be a little inflated. Consequently there were instances of temporary members of the regular establishment shifting to the E. T. Establishment in order to earn a little more currently, in preference to security and prospects of permanency in the regular establishment. There were also cases of members of the E. T. E. who surrendered their temporary financial benefits and entered the regular establishment, though on lower rates of pay, in the hope of better prospects in the long run.

The terms of employment of E. T. E. personnel thus varied to suit local conditions. In most cases, no retirement benefit was provided. There was, however, a system of granting *ex-gratia* awards of pension or gratuity, but the conditions to be fulfilled for such awards were so stringent that only a negligible number of employees could benefit from it. In the factories, gratuity not exceeding six months' pay was generally granted for service ranging from 30 to 40 years. In some installations a Contributory Provident Fund Scheme operated, under which Government contributed 75% of the amount paid by a workman who subscribed 8-1/3% of his pay. They were not entitled to any casual leave or medical leave on full pay.

With the abolition of the practice of employing civilians on daily rates of pay, the service conditions of the staff borne on the E. T. E., etc. were liberalised. With effect from 1st August 1949, all such staff were divided into non-Industrial and Industrial categories. The former consisted of clerical establishment, draftsmen, telephone operators, store-keepers, storemen, scientific and laboratory assistants, hospital establishment, etc. The non-Industrial category was taken on the regular establishment and has since been entitled to all the normal benefits in the matter of pension, provident fund, leave, medical facilities, etc. under the regulations applicable to regular civilian employees in the Defence Services.

The Industrial Establishment consists of artisans and workmen including unskilled labour. The industrial employees were also allowed the benefit of Contributory Provident Fund from 1st August 1949 and for service rendered prior to that date, gratuity at half a month's pay for every year of service. This gratuity was payable at the time of normal discharge, due to superannuation, invalidment or retrenchment. The gratuity was also payable to the dependants of an industrial employee in the event of his death while in service.

Some further concessions were also sanctioned from time to time, such as travelling allowance on transfer (originally the workmen had to move to the new station at their own expense) and expatriation allowance in the event of a whole establishment being transferred to another station.

At the time the decision was taken to abolish the Extra-Temporary Establishment and absorb its personnel in the regular establishment, it was decided that the services rendered by the E. T. E. personnel prior to the 1st August 1949 would not count for the purpose of fixation of their seniority in the regular establishment. In order, however, to abolish, to the extent possible, the artificial distinctions that existed among the same categories of employees and also taking into account the fact that E. T. E. Service was not considered to be on par with the service in the regular establishment, it was decided in January 1955 to count half of the E. T. E. service in equivalent clerical grades towards seniority. Some of the E. T. E. Clerks had been recruited as far back as 1921. But for this decision, all of them would have become *en bloc* junior to the regular establishment of clerks. In 1958, one-fourth of the former E. T. E. service subject to a maximum of five years was allowed to count for pension. With effect from 1st November 1959, this was raised to one-half of the service rendered prior to 1st August 1949 without any upper limit.

Before 1st August 1949 the notice period for the termination of service was dependent on the system by which the civilian employees were paid; if they were monthly-paid, they got one month's notice; if they were daily-rated, but paid either monthly or fortnightly, they were allowed two weeks' notice and if paid weekly, only one week's notice was allowed. As against these, industrial employees with ten years' service or over, are now entitled to three months' notice of discharge or three months' pay in lieu thereof and those persons with less than 10 years' service are entitled to one month's notice of discharge or one month's pay in lieu.

Quasi-permanent and permanent non-Industrial employees are now entitled to three months' notice or three months' pay in lieu, while temporary employees are entitled to one month's notice or one month's pay in lieu. Medical facilities for both industrial and non-industrial staff have also been improved.

APPOINTMENT OF KALYANAVALA COMMITTEE

While the scales prescribed for the various categories of posts in Defence Establishments under the Civilians in Defence Services (Revision of Pay) Rules, 1947 were generally considered satisfactory, it was found necessary, in view of the peculiar position in the Ordnance and Clothing Factories, to carry out a detailed examination of the pay scales of the workmen therein. To avoid delay in applying the system of monthly pay scales to these workmen, certain provisional scales of pay were sanctioned for them in the Pay Rules of 1947, pending prescription of final scales of pay. An officer of the Ordnance Factories Service was appointed to examine and recommend after consulting labour representatives, where possible, suitable scales of pay for all

classes of workmen in the Ordnance Factories with due consideration of the varying degree of skill required for various trades. After considering his report, Government issued orders in September 1949 laying down final progressive scales of pay for workmen of the Factories.

The Associations and Unions of employees of Defence Establishments did not, however, feel satisfied with several aspects of their conditions of service, including the wage-structure. Government, therefore, appointed a Committee in September 1950 to investigate and report on their grievances.*

After the Committee had collected the necessary data, the Chairman unfortunately died in December 1951 and the work of the Committee was continued by the other two Members. The report of the Committee was submitted to Government in September 1952, but the recommendations of the two members differed on several points.

The report dealt with a large number of varied and complicated subjects. Consequently it took some time for the Government to formulate their decision on the various issues.

On the basis of the recommendations of the Committee, and after examination by a Committee of Secretaries to the Government of India, Government came to the conclusion that the scales of pay prescribed for the Ordnance and Clothing Factories provided a satisfactory basis for the implementation of the recommendations of the Central Pay Commission and that there was no reason for altering the existing wage structure in the Factories. There were, however, anomalies in the pay scales of certain categories of posts in the Defence Establishments and orders were issued for their rectification.

Government also sanctioned the following further concessions :—

- (i) The provision of cheap transport to defence civilians in certain installations, where they resided at considerable distance from their place of work.
- (ii) The rate of Government contribution to the Provident Fund of employees serving in Defence Establishments was increased from 6½% of pay to 8-1/3% of pay with effect from 1st

*The Committee consisted of F. N. Kalyanavala, Bar-at-Law (Chairman) with B. B. Ghosh, Joint Secretary, Ministry of Defence, and K. N. Subramanian, I.C.S., Joint Secretary, Ministry of Labour, as members.

A representative each of the three Federations of Defence Employees then existing, viz., All India Ordnance Employees Federation, Calcutta; Uttar & Madhya Pradesh Ordnance Employees Federation, Kanpur and All India Defence Services Civilian Employees Federation, Poona, was attached to the Committee in an advisory capacity.

April 1953. It was also decided to allow gratuity to non-industrial staff for the period of their service prior to 1st August 1949, on the Extra-Temporary Establishment, before they were merged in the regular cadre, in the same way as for industrial staff.

- (iii) In the case of industrial staff, the Committee had recommended the creation of a nucleus of permanent posts based on actual requirements. Government accepted the recommendation and decided that 40 to 50% of industrial employees as on 1st September 1953 should be made permanent. Prior to this all industrial employees in Defence Undertakings were on a temporary basis though in fact they continued indefinitely so long as the load of work justified this.
- (iv) Unskilled or semi-skilled workers were guaranteed a minimum pay of Rs. 30 to Rs. 35 p.m. respectively. (It was also decided to revise the piece work rates on the basis of the revised monthly scales of pay of workers).
- (v) Industrial employees in Defence Establishments were allowed to accumulate leave upto 30 days, the rate of earning per year depending on their length of service. Formerly the leave earned during a year could not be carried forward to the succeeding year but lapsed if not availed of during the current year. Such employees were also allowed casual leave on full pay for five days in a calendar year and sick leave on full pay on medical certificate for ten days in a calendar year in addition to sick leave on half-pay, quarantine and inoculation leave besides earned leave (on full pay). In the matter of leave and holidays, industrial workers in Defence Establishments enjoy better terms than those in many private industrial establishments.

Industrial and non-industrial employees are now eligible for Overtime Allowance at the same rate under the Factories' Act, 1948. They are also eligible for the same number of holidays in a year.

The aforesaid decisions constitute a distinct improvement in the service conditions of civilian employees in the Defence Services.

There is now greater security of service also for workmen in the Defence Organisation. Formerly, surplus workmen were liable to be discharged from individual installations on a local basis, but now surpluses in one establishment are adjusted against deficiencies in others. Thus only workmen surplus to the overall requirements of the entire Defence Services can be finally discharged. Government also make every effort to find suitable alternative employment for the workmen proposed to be discharged. Skilled workmen are in no case retrenched from the Defence Services.

Based on the recommendations of the Second Pay Commission, the pay scales of civilians in Defence Services were revised and promulgated in the Civilians in Defence Services (Revised Pay) Rules, 1960, published on 15th September 1960.

Temporary or officiating service under Government followed by confirmation in the same or any other post now counted in full for pension. From 21st July 1960 the leave travel concession applicable to other Central Government employees was extended also to industrial and work-charged staff who were not hitherto eligible for it.

In 1962, pensionary benefits were extended to industrial employees also, on confirmation in service, as in the case of non-industrial employees. Those who were already permanent at the time of issue of these orders, were given the option to come over to pensionary terms or to continue to contribute to the Provident Fund.

The new Family Pension Scheme introduced in January 1964—under which if an employee dies while in service, his family will get pension for life on surrendering two months' gratuity—has been extended to Defence civilians, both industrial and non-industrial.

TRADE UNIONS IN THE DEFENCE SERVICES

By virtue of the Active Service Ordinance, 1941, civilians employed in Army Installations became subject to the Army Act for the duration of the war. Since persons subject to the Army Act could not associate themselves with any trade union or labour union, trade union activities amongst civilians employed in Defence Installations were practically suspended during the war. Before August 1947, there were only a few trade unions and staff associations of civil servants functioning in Defence Installations.

After independence there has been a remarkable growth in the trade union movement in the Defence Services. On 1st January 1965, there were 189 registered trade unions functioning in Defence Installations of which 99 were recognised (The corresponding figures on 1st January 1955 were 96 and 62 respectively). On the same date there were 22 recognised Staff associations of non-industrial employees functioning in the Defence Installations. The recognition of trade unions of industrial employees as also mixed unions of clerks, supervisors and workmen, follows the procedure laid down by the Labour Ministry while recognition of the associations of non-industrial employees is based on the instructions issued by the Home Ministry.

Previously most of the unions of workers in Defence Installations were affiliated to one or the other of the three different Federations, viz., the All India Ordnance Employees Federation, Calcutta, the All India Defence Services Civilian Employees Federation, Poona and the Uttar and Madhya Pradesh Ordnance Employees Federation, Kanpur.

In 1953 these three Federations merged into one Federation known as the All India Defence Employees Federation with Headquarters at Kirkee—Poona and this facilitated negotiations between the workers' representatives and the Government. This Federation was accepted as representative of the over-whelming majority of Defence civilians. In 1959, a separate Federation known as the Indian National Defence Workers Federation was also formed by a number of Trade Unions of Defence Civilians. After verifying its membership in 1961, the facilities for negotiation with Government were extended to this Federation also.

NEGOTIATING MACHINERY

In order to provide a forum for ventilating grievances by the civilians employed in Defence Installations in an organised manner and for settlement of disputes by negotiation a negotiating machinery was set up in December 1954. The machinery was *bipartite* in character and negotiations with workers were carried on at three levels, viz., (a) Unit or Factory, (b) Command Headquarters, Naval Headquarters or Air Headquarters and (c) Government (in the Ministry of Defence). This machinery which was functioning satisfactorily ceased to operate in 1960, when the All India Defence Employees' Federation participated in the general strike of Central Government Employees in July 1960. The Ministers and officers concerned in the Ministry, however, continued to meet the representatives of this Federation to discuss problems affecting their members.

CHAPTER XI

DEFENCE STORES, SCIENTIFIC RESEARCH AND DEFENCE INDUSTRIES

SECTION 1 : DEFENCE STORES—PROCUREMENT AND PROVISIONING

The responsibility for the procurement of stores required by all Departments of the Government of India is that of the Ministry of Supply and Technical Development (formerly Ministry of Works, Housing and Supply). This Ministry has purchase organisations in India (the Director General, Supplies & Disposals), in the United Kingdom (the Director, India Supply Mission, formerly known as Director General, India Stores Department, London) and in the United States (the Director, India Supply Mission, Washington).

Indents for the procurement of indigenous stores are normally placed on the Director General, Supplies & Disposals. Indents for imported stores are placed on the purchasing missions abroad through the Central Indent Section of the D.G.S. & D. Defence indentors have however been authorised to place direct on the purchasing missions abroad indents of small value (*i.e.* indents of value not exceeding rupees one lakh in respect of aircraft spares, spares for armoured fighting vehicles and fire control instruments; and not exceeding Rs. 25,000 in respect of other indents). Military hardware like war-ships, tanks, aircraft, etc., is not available for open purchase and can be procured only through negotiations on a Government-to-Government basis. All indents for import of stores from abroad can be placed only after the technical authorities have certified their non-availability from indigenous sources.

The need for proper screening of demands for stores which had to be obtained from abroad was felt soon after independence. For this purpose the Imported Stores Screening Committee was set up in January 1949 (a) to provide a machinery for continuous examination of the items of defence stores so that Government could be advised from time to time as to the stores which could be obtained from indigenous production and those which had perforce to be imported, and (b) to take steps for the immediate production, if possible, of stores which were for the time being obtained from abroad. The Committee consisted of representatives of the Ministry of Defence, the three Services Headquarters, the Director General, Ordnance Factories, the Ministry of Finance (Defence), the Ministry of Works, Housing and Supply, the D.G.S.&D. and the Ministry of Commerce and Industry (Development Wing). This Committee was assisted by various Sub-Committees for a detailed examination of the lists of various kinds of

defence stores and for categorising them into stores to be obtained by import and those to be obtained from indigenous production. The Sub-Committees compiled lists of the imported and indigenous stores separately and categorised the former into three types, viz., those which were capable of being manufactured from existing indigenous potential; those which could be manufactured in the near future; and those which had no prospect of being manufactured for some years.

The main Committee as originally composed was found to be too unwieldy, and was, therefore, reconstituted in April 1954, to consist of only senior officers of the rank of Director in the Services Headquarters, the Industrial Advisers of the Commerce & Industry Ministry and the Deputy Director General, Supply, apart from the representatives of the Ministry of Defence and the Ministry of Finance (Defence). It was re-designated as Imported Stores & Raw Materials Screening Committee in January 1956. It considered matters of general policy only; the routine and detailed work connected with the actual location of indigenous capacity for the imported stores being tackled by the Sub-Committees. As the new name indicates, the Committee also examined the need for importing such raw materials as could not be procured indigenously. The Committee compiled a Master List of Imported Stores which included stores which were not procurable in the country and which had necessarily to be imported from abroad. The same was circulated to all concerned for information and guidance. The list of imported stores was kept under constant review by the Imported Stores and Raw Materials Screening Committee and its various Sub-Committees with a view to exploring the possibilities of indigenous production of the items included therein. As soon as the indigenous production of any item was satisfactorily established, it was excluded from the list and further procurement of the item was done indigenously. Since the inception of the Committee, indigenous production was established of a number of items which were formerly being imported. Consequent on the constitution of the Defence Production & Supply Committee and the Defence Research and Development Committee in 1957 the Imported Stores & Raw Materials Screening Committee and associated sub-Committees were dissolved.

Formerly the Services Headquarters could place indents with the D.G.S.&D. or abroad after obtaining the concurrence of the Ministry of Finance (Defence). In early 1954, it was decided that all indents of the value of more than Rs. 5 lakhs in a single category at any one time should be referred to the Ministry of Defence before orders were placed on the procuring agencies. In May 1958 the limit of Rs. 5 lakhs was raised to Rs. 50 lakhs in respect of stores already in service. In November 1962, (after the commencement of the emergency) the limit for indigenous stores already in service was further raised to Rs. 2 crores. In the case of new items, the Services Headquarters were

authorised in December, 1962 to place demands up to Rs. 10 lakhs after obtaining financial concurrence. Thus at present indents of the value of more than Rs. 2 crores in respect of stores already in service and Rs. 10 lakhs in the case of new items have to be submitted to the Defence Ministry for prior approval. This ensures that large orders are placed only after thorough scrutiny and in accordance with the general policy of the Government.

In the case of trade items (or non-lethal stores), an enquiry is first made from the D.G.O.F. whether he is in a position to manufacture the store required. If capacity exists in the Ordnance factories, 75 per cent of the demands are retained on the factories and 25 per cent switched over to the trade. This is done to keep alive the capacity for production of the item in the trade, so that in case of emergency when Ordnance factories will otherwise be engaged in producing lethal stores, the full requirements of the item can be met from trade sources. If D.G.O.F. indicates that he has no capacity for the production of any particular item, then the entire demand is placed on the trade through the D.G.S.&D. In case of lethal stores the indents are normally placed on the D.G.O.F. and if he is not in a position to manufacture them in the Ordnance Factories and the Services cannot afford to wait till the production in the Ordnance Factories is established, then steps are taken to obtain these lethal stores from abroad.

The Defence authorities have been delegated powers to resort to local purchase, i.e., direct purchase without processing the indents through the organisation of the D.G.S.&D. upto certain prescribed monetary limits. In addition, the Defence authorities are authorised to resort to emergent purchases irrespective of any value limit whenever the stores are required for emergent or operational requirements or where the non-availability of the stores in question is likely to hold up important work. Before resorting to such emergent purchases, the approval of the Ministry of Defence and the Ministry of Finance (Defence) has to be obtained.

DEFENCE SERVICES LIAISON CELL IN THE D.G.S.&D.

It was decided in October 1951 to set up a Defence Services Procurement Liaison Cell in the D.G.S.&D's office to facilitate proper indenting and expeditious procurement of stores for all the three Services. The Cell is under the administrative control of the Ministry of Defence.

MUSEUMS OF IMPORTED STORES

In order to stimulate indigenous production and procurement, a Committee known as the Samples Committee with representatives of the Technical Development Branches of the Defence Services, the Development Wing of the Commerce & Industry Ministry and the

D.G.S.&D. was set up to go round various Army Ordnance Depots and select suitable items of defence stores whose manufacture could be developed in India comparatively easily. The samples of such stores were exhibited in sample rooms opened at New Delhi, Calcutta and Bombay where they could be viewed by prospective manufacturers.

To encourage production of articles of common use by the cottage industries, small deviations from prescribed specifications have also been allowed. Price preference ranging from 15 to 25% over the price of imported items has also been permitted.

Samples of stores are issued on loan to firms to enable them to develop their indigenous production. Stores produced indigenously are not rejected simply because they do not comply with the rigid specifications prescribed so long as the quality of the indigenous production does not seriously interfere with the serviceability of the item. But this relaxation is not permitted to the detriment of the country's real industrial advancement. Wherever possible, standards or specifications are fixed near the qualities of the goods produced by the trade, the standards being pitched slightly above common trade quality so as to encourage improvement. Standards laid down by the Indian Standards Institution are generally accepted by the Defence Services authorities unless there are any features which obviously do not agree with the Defence requirements.

DEPARTMENT OF DEFENCE SUPPLIES

In September 1965 a number of foreign Governments stopped completely the supplies under military aid which they had been making after the Chinese aggression of October 1962. Several of them also imposed an embargo or restriction on shipment of military hardware and spare parts even against commercial contracts. This demonstrated that it would not be safe to rely on foreign sources of supply for meeting defence requirements in an emergency. The Department of Defence Supplies which was set up in November 1965 has started making a more concerted and intensive effort for the indigenous production of imported items by harnessing the capacity in both the public and private sectors.

The Department has set up separate Technical Committees to deal with Armament stores, Marine stores, Electrical and Electronic stores, Engineering stores, Vehicle stores and Medical stores. The Committees consist of representatives of the Director General of Inspection (of the Department of Defence Production) the Research and Development Organisation, user Departments, the Ministry of Finance and the Directorate General of Technical Development (of the Supply Department). The sample rooms set up in New Delhi, Calcutta and Bombay (as also the one being set up in Madras) enable entrepreneurs to know the type of stores for which indigenous production is to be established and the quantities required.

PROVISIONING OF STORES

The requirements of weapons, ammunition and other stores required by the Armed Forces have to be assessed on the basis of the quantum required for initial equipment (for an item newly introduced or for new raisings of troops); for normal training and the estimated consumption during the initial period of combat. The rate of consumption in war would vary from item to item. The amount of reserve to be built up in the case of an item of store, known as war-wastage reserve, is the consumption during a period (ranging from months to years) which is fixed taking into account various factors, namely, the existence and the rate of indigenous production, or the possibility of setting up such production by diverting manufacturing resources and the time needed for such switch-over; the time taken for the stores and equipment to reach the forward posts from centres of production or storage, etc. For stores which are normally imported, the war-wastage reserves would have to be built up for longer periods, since such supplies are liable to dry up during war. Having regard to all these factors, the level of reserve stocks to be built up and maintained by the Army for the various categories of equipment were reviewed and fixed towards the end of 1963. The prescribed levels of provisioning require review from time to time. The problem of striking a balance between reserve stores to be held and the reliance to be placed on Industry obtains in every country.

Further with the rapid advance in science and technology, weapons and equipment become obsolete within a few years. The designing, development and manufacture of a new weapon may take anything from five to ten years. A new weapon is designed on the basis of operational requirements postulated by the users (*i.e.* the Armed Forces) compatible with scientific and technological feasibility. By the time the weapon is produced it may well be obsolete (or not meeting the current operational requirements) of the users. If requirements are constantly changed, no project will ever materialise. A compromise has therefore to be struck in this respect and this is achieved by what is termed as Standardisation. A Standardisation Committee with the Scientific Adviser as Chairman and consisting of representatives of the three Services and others started work in 1963 and on the basis of the Committee's recommendations, decisions have been taken on the standard weapons with which the Army would be equipped for the next 7 to 10 years. All programmes for production and provisioning will be based on these standardised weapons and equipment. Reviews continue in respect of other groups of equipment and stores.

When a certain weapon has to be procured from other countries, multiplicity of types is sometimes inevitable. Sale of military hardware is subject to clearance by the Governments of the countries producing

them which in turn is governed by political considerations. Money alone cannot therefore procure what is desired. Again in the case of aircraft, the existence of various types does not necessarily mean multiplicity of types. Aircraft are required for various roles—fighter, bomber, transport, reconnaissance. Different types of planes are required for the various roles since no single type of aircraft can fulfil all of them.

DISPOSAL OF SURPLUS DEFENCE STORES

A brief reference may be made here to the disposal of surplus stores largely accumulated during the last war. During the War, Ordnance Depots in India were receiving a large number of packages containing a variety of stores which came from abroad, mainly from U.K. There were also heavy receipts at the time from the factories and from the trade in India. This was going on all through the war. When the war ended suddenly, the disbanded and demobilised units also started returning stores to the Depots. As a consequence there was a huge accumulation of stores, mostly surplus to the peace-time requirements of the Defence forces. The receipts in the Depots were so heavy that it was not possible to have a cent per cent check of these articles. They were brought into the registers on the basis of the vouchers and the outside markings on the packages just after a percentage check. When the packages were subsequently opened for periodical inspection or stock-taking or for issues, it was detected that the actual contents of the packages did not always tally with the external markings. Deficiencies were often detected and in some cases there were even surpluses; the stores had also deteriorated in condition, mainly as the result of unsatisfactory condition of storage.

Soon after 15th August 1947, the Defence Services were confronted with the problem of the disposal of these stores which had become surplus to requirements. Huge quantities of stores, which had been kept in the open for lack of covered accommodation had first to be examined with regard to their suitability for future use. This task proved to be a formidable one, as an enormous number of packages had to be opened up, identified and repacked. The question of identification became important as in many cases the description on the packages did not tally with the actual contents therein. An idea of the magnitude of the task involved may be had from the fact that as many as 5½ million packages had to be handled in the various Central Ordnance Depots. In June 1950 a re-organisation (repacking) scheme was launched in order to have the contents of the packages properly identified, and the deficiencies or surpluses accurately checked up. This scheme was completed in October 1953.

Before the last war the responsibility for the disposal of surplus Ordnance stores rested with the Director of Contracts under the Master

General of Ordnance Branch in Army Headquarters. After the war had started, this function was taken over by the Director of Disposals under the former Industries and Supplies Department. The Defence Services were responsible for the local disposal of surplus stores up to a monetary limit of Rs. 100 for any single category and Depots were authorised to dispose of stores of this value directly. All stores valued above Rs. 100 but below Rs. 5,000 were declared to the Regional Commissioners of Disposals while any stores exceeding the value of Rs. 5,000 were declared to the Director-General of Disposals. In January 1950 it was decided that the limit of Rs. 100 for any single category of stores should be raised to Rs. 1,000. But even with this enhancement of value, surplus stores with the Defence Services were not being disposed of speedily enough. In November 1950, therefore, the Defence Services were given further powers to dispose of locally surplus stores up to the book value of Rs. 5,000 in any single category and salvage and scrap without any limit in value. Surplus stores above Rs. 5,000 in value were declared to the Director-General of Supplies and Disposals for disposal.

Before the stores are disposed of, the requirements of other Government users, known as Defence and Priority Indentors, are also ascertained and only net surplus stores are auctioned to the best advantage of the State. Other Central Government Departments, State Governments, Educational and Scientific Institutions, River Valley Projects and other quasi public bodies, etc., are regarded as the priority indentors. Formerly a great deal of time used to be wasted in ascertaining from the priority indentors whether they had any demand for the stores offered for disposal because they could not finalise their firm requirements within the prescribed period of circulation. It was also found from experience that not more than a small portion of the available surplus was utilised by these indentors. The bulk of the stores were as a result still left with the Defence depots for disposal. To obviate such waste of time it was decided in June 1955 that it would be unnecessary to circulate details of the entire quantities of surpluses to priority indentors, but that it would be enough if about five per cent of the particular store was circulated to selected priority indentors for indicating their requirements, while action could be taken simultaneously to proceed with the disposal of the remainder in the normal manner. The priority indentors were clearly informed that the stores circulated represented only a small proportion of the stores available and that if a larger quantity was required, such requirements should be intimated immediately to the Disposal authority. The surplus stores required by priority indentors were released at concessional rates, viz., at 40 per cent of the assessed wholesale price or where it was not possible to determine the wholesale price, at ten per cent of their book value. This concessional rate was subsequently withdrawn.

A Disposal Liaison Cell was set up in the Organisation of the Director-General of Supplies and Disposals in May 1954 to achieve a speedier disposal of surplus stores. The Cell was to watch constantly the progress made in the disposal of stores at all stages and to expedite the earliest clearance of the sold stores from the depots, thereby relieving the congestion of accommodation in them. This Cell brought to the notice of the Ministry of Defence any special measures considered necessary to expedite the rate of disposals. The Cell was wound up when the disposal of surplus stores slowed down in 1958.

As already stated, the Defence Services were empowered to dispose of surplus stores below Rs. 5,000 in value for a single category and all salvage and scrap without any limit in value. But before such stores were disposed of, the requirements of other Defence indentors or the Director-General of Ordnance Factories were first to be ascertained and possibilities of utilising the stores for alternative purposes were also explored in consultation with the Technical Development authorities. If they were not required by other Defence Service users or they had no alternative use, they were circulated to priority indentors. Only the resultant surpluses were disposed of by the Defence Services authorities. The disposal is carried out through approved auctioneers appointed by Government.

The sorting out of the surplus stores, a legacy of the last war, and their disposal, amounting to thousands of tons valued at several crores of rupees was a heavy task for the Defence Services in the midst of their numerous other post-independence pre-occupations.

During the period 1st April 1948 to 31st January 1955, the Directorate General of Supplies and Disposals disposed of stores of the book value of Rs. 113.24 crores yielding a sale value of Rs. 40.42 crores. These included not only war-time surpluses but also current surpluses declared from time to time. On 1st April 1958 stores worth Rs. 8.25 crores were awaiting disposal.

In June 1958 further declaration of stores as surplus for disposal was suspended except in the case of perishable stores and vehicles which were beyond economical repair. An Inter-Service technical team was appointed to examine all surplus stores (including not only those already declared to the D.G.S.&D. but all fresh arisings of surplus stores) with a view to their possible re-utilisation in any manner. The Committee recommended the utilisation of certain stores and their recommendations were implemented.

The question of disposal of surplus defence stores was reviewed early in 1963. A Review Board consisting of representatives of the stock holders, the Director General of Inspection, the Ministry of Finance (Defence) and the Directorate General of Technical Development (of Supply Department) was set up to review items which had

previously been examined by the Inter-Service Technical team to see whether any of those stores could be utilised by the Services in view of the emergency or by any industry engaged in the production of stores for the Defence Services. Three Technical Teams were also set up to review and recommend the disposal of obsolete surplus stores which had not previously been examined by the Inter-Service Technical Team. The Review Board and the three Technical Teams recommended the disposal of stores valued at Rs. 1478.85 lakhs. In the light of developments in August-September 1965, the requirements were reassessed and it was decided to retain or re-utilise stores worth about Rs. 165 lakhs out of those recommended for disposal. Another Technical Team was set up to screen current and obsolescent surplus stores. As a result certain items of such stores are being put to further use.

Thus there is a continuous effort to utilise surplus stores to the maximum possible extent. At the same time, unwanted stores should be disposed of speedily so that storage space is released for stores in current use. For this purpose the post of liaison officer in the Directorate General of Supplies and Disposals has been revived.

It will be clear from the above that stores no longer required by the Services will arise all the time due to their having become obsolete, changes in provisioning policy, etc. As an example of the second type may be mentioned the decision taken by Government towards the end of 1963 that General Service Vehicles (3 ton, 1 ton, Jeeps and Motorcycles) should be discarded (and replaced by new ones) after they have been in use for the prescribed number of years or have done the prescribed mileage, whichever is earlier. This was designed to ensure that the Armed Forces have only dependable vehicles with them and that they do not spend time and money unduly on their maintenance and overhaul. Incidentally the release of vehicles in fairly good condition from the Defence Services would also prove to be a valuable addition to the civil market which is otherwise experiencing an acute short supply. In an emergency, the vehicles can be requisitioned for defence purposes.

SECTION 2: RESEARCH AND DEVELOPMENT ORGANISATION

The part that scientific research can play in any scheme of Defence was strikingly demonstrated during the Second World War. It is now universally recognised that an adequate scientific research organisation is an essential element in the defence set-up of a country. All modern nations have harnessed science for the production of weapons of greater and greater destructive power. Scientific research plays a vital part not only in offence but also in defence. For instance, during the last world war, the U.K. might well have lost the battle of Britain of 1940 but for the timely steps devised by Scientists by the application of radar

to foil the German attempts to bomb targets accurately at night. It may thus be said that while battles are fought between troops in the field, wars are also waged by scientists.

Advanced scientific research cannot however exist in isolation in the Defence Services alone but only as part of the general scientific and industrial potential in the country. The closest liaison is essential between Defence scientific research and industry.

REPORT OF DR. WANSBOROUGH JONES

Before 1947, scientific research relating to defence was practically unknown in India. The need for establishing a scientific organisation for the Defence forces in India was felt soon after the Second World War. In the middle of 1946 Dr. O. H. Wansborough Jones, who was then Scientific Adviser to the Army Council in the U.K. and had considerable experience of operational research during the war, was invited to advise the Defence Department in regard to the setting up of such an organisation. His report submitted to the Commander-in-Chief in November 1946 was a very valuable document which had behind it the accumulated experience gathered during a period of about 30 years about Defence Science and the utilisation of Scientists within the Defence Forces in the U.K. It was mainly on the basis of this report that the Defence Science Organisation was set up in India later, under the Ministry of Defence. Dr. Wansborough Jones considered it advantageous that in India there already existed a single integrated Department administering the three fighting Services so that from the very outset, the proposed Scientific Adviser could serve the Defence Department and the three Services.

APPOINTMENT OF SCIENTIFIC ADVISER

Early in February 1947 the appointment of a Scientific Adviser was taken in hand as the first step towards creating the Organisation. It was essential that he should be a scientist of the highest calibre, preferably with research experience connected with Defence, to give this new Organisation a proper start and to place it on a sound basis. The handful of really distinguished Indian Scientists at that time were already fully engaged and were not available for this new post. It became necessary to explore the possibilities of securing the services of a suitable scientist from the United Kingdom at least for a short period until an Indian scientist could be found to take over the appointment. Two eminent Scientists in the UK were then approached but neither of them was available because of academic and other pre-occupations. But by this time the political situation in India was also changing rapidly and it was decided that the question should be taken up after 15th August 1947 by the respective Dominion Governments.

After Independence the question of appointing a Scientific Adviser was energetically pursued. The proposed Defence Science Organisation had a two-fold task, namely, the co-ordination of national scientific effort with defence requirements and the promotion of scientific effort within the Defence Services. The scale of pay for the post was fixed as Rs. 2000-100-2500, which was the sanctioned pay scale for the Directors of National Laboratories in India. After careful consideration it was decided in May 1948 to request Dr. D. S. Kothari, Dean of the Faculty of Science in Delhi University, to be the first Scientific Adviser to the Defence Ministry. The University of Delhi was good enough to agree to place Dr. Kothari's services at the disposal of the Government of India.

It would be useful to refer here to the distinction between the role of the Defence Science Organisation and that of the former Technical Development Establishments of the three Services. The latter were responsible for the day-to-day development work in stores and equipment and with the research work connected with it. The Defence Science Organisation, on the other hand, would devote its attention primarily to the basic aspects of science and their application to defence requirements. No original development work is generally possible without guidance from professional scientists dealing with fundamental problems. There has to be close liaison, on the one hand between Defence Scientists and technical development establishments and, on the other, between Defence Scientists and the civil scientific research institutions such as Universities, National Laboratories, etc.

Dr. Kothari assumed charge as Scientific Adviser on 12th July, 1948. He rejoined the University from 12th July, 1952, but continued to be associated with the Defence Science Organisation as Scientific Adviser in an honorary capacity with all the powers and privileges attached to the post until 1961, when Dr. S. Bhagavantam, Director, Indian Institute of Science, Bangalore, was appointed as honorary Scientific Adviser to the Defence Minister. In October, 1962, Dr. Bhagavantam was appointed full-time Scientific Adviser to the Minister of Defence and Director General, Research and Development, on a five year contract, on a fixed pay of Rs. 3,500 p.m.

DEFENCE SCIENCE POLICY BOARD AND DEFENCE SCIENCE ADVISORY COMMITTEE

While creating the appointment of Scientific Adviser, it was also decided that a board of advisers to him should be constituted consisting of Dr. H. J. Bhabha, F.R.S., Dr. K. S. Krishnan, F.R.S., and Dr. S. S. Bhatnagar, F.R.S. Prof. P. M. S. Blackett visited India three or four times to advise on defence science generally. The Board met first as the Scientific Advisory Committee on 16th July 1948. At its second meeting on 18th August 1948 it met as the Scientific Advisory Board

with an enlarged membership which included *inter alia* the three Service Chiefs and the Financial Adviser (Defence). Later in September 1948 since the Board was primarily responsible for defence science policy, it was appropriately re-designated as the 'Defence Science Policy Board'. The Board was concerned with the wider aspects of defence science and policy and integration of military and scientific thought; and for planning defence research and development as a whole taking into account the industrial resources of the country. After the Defence Production Board came into being in November 1955, the Minister of Defence Organisation became the Chairman of the Defence Science Policy Board instead of the Defence Secretary who continued to be a member of the Board. Along with the Scientific Advisory Board, Government also decided to set up on 13th August 1948 the Defence Science Advisory Committee with the Scientific Adviser as Chairman and consisting of a panel of consultants, co-opted Service members, and civilian scientists co-opted as and when required. The functions of this Committee were to consider the technical and scientific aspects of Service requirements; to keep in close contact with research and development in the Service technical establishments; to initiate basic research in relation to Defence Science in the Service Laboratories and in the Universities and Research Institutions and finally in collaboration with them to keep in touch with the scientific and industrial development in the country as a whole. There were panels or Sub-Committees under the Defence Science Advisory Committee for specialised subjects, like ballistics, electronics, explosives, etc.

Prof. Blackett visited India in September 1948 and produced a very valuable report on the role of Scientific research in relation to the needs of the Indian Armed Forces. The role of the proposed Defence Science Organisation was also formulated at a meeting of the Defence Science Policy Board at the same time. It was recognised that in view of the low level of progress in scientific research in the country and the very limited availability of experienced research workers, the role of the Defence Science Organisation in the general set-up of the Defence Services could only be an advisory one in the initial stages.

FORMAL SANCTION FOR THE ORGANISATION

In June 1949, formal sanction was issued for the creation of the Defence Science Organisation under the Ministry of Defence to undertake a systematic study, investigation and research, into the various branches of Defence Science and to advise and assist the Services with regard to their technical and scientific problems. Besides the Scientific Adviser, 40 Senior Scientists and 100 Junior Scientists were authorised for the organisation and action was soon initiated to recruit scientists. This was followed in December 1949 by a sanction for 10 Senior Scientific Assistants and 15 Junior Scientific Assistants. All these scientific

appointments were to be filled in when actually required. In addition, suitable laboratory and workshop staff were also sanctioned for the Defence Science Organisation. Early in 1950 accommodation in the National Physical Laboratory building in Delhi was made available for the Defence Science Laboratory. A workshop and a good reference and research library were also established and a bulk grant of Rs. 15 lakhs spread over a period of three years was sanctioned for the equipment of the laboratory.

The first batch of 15 scientists joined the organisation in October 1949. Thereafter there has been a steady increase in the number of scientists in the Organisation.

CONSTITUTION OF THE DEFENCE SCIENCE SERVICE

It was found necessary to effect a closer integration of scientific work in different establishments and a more effective utilisation of the available scientific effort and also to create *esprit de corps* among those joining this new Organisation. A Defence Science Service was accordingly constituted with civilian scientists employed in the Ministry of Defence and the Services. The rules governing the creation, maintenance and administration of the Defence Science Service were published in April 1953. Pending the institution of such a Service, three posts of Deputy Chief Scientific Officers (in the scale of Rs. 1300-1800) were created in the Defence Science Organisation in June 1950. These 3 posts were assigned one each for scientific and technical work relating to the Army, the Navy and the Air Force. The post for the Army was found by transferring to the Defence Science Organisation the existing appointment of Scientific Adviser to the MGO from Army HQs and redesignating it as Deputy Chief Scientific Officer, Army. The duties attached to this post included also those performed till then by the Scientific Adviser to the MGO.

In order to make a beginning in research relating to the Navy and the Air Force, two Principal Scientific Officers were appointed in the vacancies of Deputy Chief Scientific Officers (Navy and Air Force) in April 1954.

INSTITUTE OF ARMAMENT STUDIES

After independence the need was felt for a combined training and research centre in India with adequate facilities for comprehensive Scientific study and teaching in the principles of armament and performance of weapons and equipment. On the invitation of the Defence Ministry, Col. H. M. Paterson, at one time Deputy Commandant of the Military College of Science in the UK, came to India in January 1950 to advise on the setting up of an establishment for the education of officers of the three Services in Science and Technology. Based on

his report the Institute of Armament Studies was established at Kirkee in the campus of the College of Military Engineering in May 1952. The head of the Institute is the Dean, and the staff consists of both Service technical officers and civilian scientists. The Institute undertakes study and research on the performance of weapons and equipment and also imparts training to Service Officers for Technical Staff appointments.

DEFENCE SCIENCE CONFERENCE

For the promotion of defence science, it is most essential to create and foster in the scientists of the Universities and other civilian research institutions an active interest in defence science and research. In order to provide opportunities for discussion and exchange of ideas, Defence Science Conferences were held periodically. These were attended by representatives from Universities and research institutions in India, the Ordnance Factories, the Technical Development Establishments and from the Army, the Navy and the Air Force.

NAVAL RESEARCH

Dr. Keyston of the Royal Naval Scientific Service in the UK was invited to come to India in September 1949 to advise on the needs of the Indian Navy with regard to Naval Scientific research. In pursuance of his report, a Naval Dockyard Laboratory, (now known as Naval Chemical and Metallurgical Laboratory) was set up in Bombay and a Naval Physical Laboratory in Cochin in 1953.

FIRE ADVISER

Defence Installations handle large quantities of inflammable and explosive stores. Fire protection in these installations was formerly the responsibility of local units who used to appoint part-time officers for the purpose. The three Services HQs issued separate instructions to their own formations and there was no proper co-ordination.

During the war, a Directorate of Fire Services was constituted in Army Headquarters and Fire Officers brought from the UK were appointed whole-time in the more important of the Ordnance factories. Only one of the Fire Officers employed during the war was an Indian. With the end of the war the number of Fire Officers was reduced and by early 1947 all the British officers had left. The only qualified Indian officer at that time was in charge of the Bengal Group of Ordnance Factories. Even this appointment terminated on 31st March 1947. In December 1947 this officer was appointed to a new post of Civilian Fire Officer responsible for fire-fighting arrangements in all the Ordnance Factories. He functioned in the Ordnance Factories Directorate of General Staff Branch (Army Headquarters). In September 1948 he was made responsible for similar arrangements in Ordnance Depots also. By then the Ordnance Factories had come under the direct administrative control of the Ministry of Defence whereas the Ordnance Depots were

controlled by the QMG's Branch, Army HQ. (The MGO Branch was reconstituted only in January 1949). To avoid duality of control, the appointment of Fire Officer was brought directly under the Ministry of Defence and the designation of the post was changed to 'Fire Adviser, Ministry of Defence' from 11th September 1948. Though the appointment was primarily for the Ordnance Factories and the Ordnance Depots, where risks of fire are great, it was decided that the Fire Adviser should assist the Naval and Air Force authorities also in fire-fighting precautions and arrangements in their installations. Thus the responsibility of the Fire Adviser extended to all Defence Installations. The Fire Adviser inspects Defence Installations periodically with the object of ascertaining and improving the fire prevention and fire fighting arrangements in them. He also associates himself with the investigation of the causes of fires in Defence Installations and recommends remedial measures.

To provide adequate training to fire-fighting personnel in the defence services, a fire-fighting training centre was started in Delhi in September 1950 under the supervision and control of the Fire Adviser. The Centre conducts courses of two months' duration to impart instruction in all aspects of practical Fire Fighting, use and maintenance of equipment and fire prevention.

The office of the Fire Adviser which was an Inter-Service Organisation under the Ministry of Defence became a part of the Defence Research and Development Organisation.

PSYCHOLOGICAL RESEARCH WING

As recommended by the Committee set up in November 1948 to examine the scheme for the selection of officer cadets in the three Services, a Psychological Research Wing under a Chief Psychologist was set up in the Defence Science Organisation in August 1949. This Wing has a number of Psychologists, Psychiatrists, Statisticians and Service Officers trained in selection methods. The Wing constructs new tests for selection, trains personnel in methods of selection based on such tests, conducts a follow up study of selected candidates and also does research in selection methods.

The Wing has constructed intelligence, aptitude and personality tests specially designed to suit Indian conditions. It also made a thorough survey of the methods of working of the Services Selection Boards and suggested many improved techniques in order to enable the members of the Selection Boards to assess the personality of candidates correctly.

The 'Follow-up' studies carried out during the period of training of cadets and for the first five years of commissioned service have shown that the method of selection devised by the Psychological Research Wing and adopted by the Armed Forces is working well. Continuous follow up also helps to keep a constant check on the efficiency of the method employed.

The Psychological Research Wing also looks after the selection and trade allocation of Other Ranks of the three Services. It has also been of assistance to other Departments of the Government of India, e.g. the Planning Commission, the Ministry of Education and the Union Public Service Commission in the matter of selection of personnel.

FORMATION OF R & D ORGANISATION

With a view to raising the level and scope of Defence Scientific Research and Development, Government decided in January 1958 to set up a separate Research and Development Organisation under the control of the Scientific Adviser, who now became also the Director General of Defence Research and Development. The new organisation was initially formed by amalgamating the Defence Science Organisation, the Technical Development Establishments (which were then under the Controller General of Defence Production) and the Directorate of Technical Development and Production (Air). The offices of the Fire Adviser and the Psychological Research Wing also formed part of the R & D Organisation.

The Scientific Adviser is assisted by a Chief Controller of Research and Development (a senior Service Officer of the rank of Major General), responsible for coordinating research and development programmes with the Armed Forces and for the efficient functioning of the equipment-oriented Establishments; and a Chief Scientist responsible for coordination of scientific research in the R & D laboratories, liaison with the Universities, National Laboratories and Research Institutions. The principal functions of the Defence Research and Development Organisation are (a) to render scientific advice to the Services Headquarters; (b) to carry out applied research to solve the problems of the Services; (c) to design and develop weapons and equipment based on operational requirements defined by the Services; (d) to evaluate and carry out technical trials of new weapons and equipment or those designed and developed in the country; and (e) to render technical guidance to civil trade for the development of new equipment.

Government also constituted at this time the Defence Minister's (Research and Development) Committee to consider all policy matters connected with the new Organisation. The Committee included, in addition to the Scientific Adviser, the three Chiefs of Staff and the Financial Adviser. A Research and Development Advisory Committee was also constituted under the Chairmanship of the Scientific Adviser, with distinguished civilian Scientists, senior Service Officers and Defence Scientists. These Committees replaced the Defence Science Policy Board and the Defence Science Advisory Committee referred to earlier.

It was realised that the normal machinery of a Ministry of Government was not quite suited to the administration of Defence

Research and Development. A Defence Research and Development Council was accordingly set up in April 1962 with the Defence Minister as Chairman. The members of the council are the Minister of Defence Production; the Defence Secretary; the Secretary, Defence Production; the Scientific Adviser; the three Service Chiefs; the Financial Adviser, Defence; the Director General of the Council of Scientific and Industrial Research; the Director General, Armed Forces Medical Services; the Chief Controller, Research and Development; and the Director General of Inspection. The functions of the council are (a) to formulate programmes in regard to research and development, training of personnel and associate matters, (b) to consider proposals relating to the R & D budget for each financial year (c) to review the work done in the research and development wings of the Scientific Adviser's Organisation and (d) to liaise with organisations dealing with scientific research and development. Advisory Committees and R & D panels were also formed for various technical subjects to have closer collaboration with the user Services, inspection and production authorities and distinguished scientists in the non-defence research organisations in the country. The R & D Council has an executive committee of which the Scientific Adviser is the Chairman. This Committee is responsible for the executive direction of R & D Organisation on behalf of the Council.

The Research and Development Organisation has at present about 30 establishments, laboratories, field stations and training institutes located all over India, as follows:

Armament Research & Development Establishment, Kirkee-Poona, concerned with research, design and development work in respect of all types of weapons, ammunition and allied stores for the three Services.

Defence Metallurgical Research Laboratory, Hyderabad, responsible for research and development on metals and alloys for use in defence equipment.

Explosives Research & Development Laboratory, Kirkee-Poona for research and development of all types of propellants and explosives.

Instruments Research & Development Establishment, Dehra Dun, devoted to research, design and development of all optical, fire control, survey, drawing and photographic instruments.

Proof & Experimental Establishment, Balasore (Orissa), to undertake proving trials in respect of every type of Army or Naval Guns and ammunition.

Defence Research & Development Laboratory, Hyderabad to undertake research, design and development leading to indigenous production of rockets and special weapons.

Terminal Ballistic Research Laboratory, Chandigarh, to study and deal with problems connected with detonation of explosives and terminal ballistics.

Electronics & Radar Development Establishment, Bangalore, to design and develop electronic equipments to cater to the needs of Armed Forces.

Solid State Physics Laboratory, Delhi, conducts basic studies on solid state phenomena, investigations on materials and techniques and development work on solid state devices.

Defence Electronics Research Laboratory, Hyderabad, to promote research in the field of electronics with a view to applying the results for the design and development of futuristic range of defence equipment.

Research & Development Establishment (Engineers), Dighi-Poona, concerned with a large number of engineering research and development problems which are of special concern to Armed Forces.

Aeronautical Development Establishment, Bangalore, concerned with various aspects pertaining to aircraft like aerodynamics, aircraft structures, avionics, control systems, instrumentation etc.

Gas Turbine Research Establishment, Bangalore, concerned with the design and development of aircraft propulsion systems.

Aeronautical Testing Laboratory, Kanpur, provides testing facilities for the Air Force and aircraft manufacturing depots.

Scientific Evaluation Group, Delhi, concerned with evaluation studies of weapons and their associated equipments.

Defence Research Laboratory (Materials), Kanpur, devoted to research and development on all non-warlike stores, like fuels, oils, lubricants, surface coatings, drugs & pharmaceuticals, organic & inorganic chemicals, natural & synthetic fibres, and other general stores.

Defence Science Laboratory, Delhi, devoted to basic and applied research in physics, chemistry, mathematics, operational research, statistics and related sciences.

Defence Laboratory, Jodhpur, for research on arid zone problems as related to Defence and field testing of weapons and equipment.

Defence Food Research Laboratory, Mysore, is concerned with research and development work on food problems peculiar to conditions met with in areas where troops are deployed.

Institute of Nuclear Medicine & Allied Sciences, Delhi, for the study of radio isotopic and radiation techniques in fields of interest to Defence with special reference to the use of radio isotopes and ionising radiations for diagnostic and therapeutic purposes.

Defence Institute of Physiology & Allied Sciences, Madras, conducts basic and applied research in physiology and bio-chemistry as related to Defence needs and directs and coordinates physiological research carried out by field research stations and other defence research laboratories.

Indian Naval Physical Laboratory, Cochin, undertakes research and development work in the fields of oceanography, and acoustics, electronics, etc. connected with anti-submarine warfare.

Naval Chemical & Metallurgical Laboratory, Bombay, to provide scientific assistance in maintaining the equipment and ships of the Navy in an efficient and sea-worthy condition.

Institute of Armament Technology, Poona, to train officers of the Armed Forces and Defence Civilian scientists in various fields of science and technology of armaments.

The Institute of Work Study, Landour, Mussoorie, conducts courses of training for personnel at all levels of the Defence Services and Inter-service organisations under the Ministry of Defence in work study methods and allied subjects.

Fire Service, Research, Development & Training Establishment, Delhi Cantt., to train defence personnel in fire prevention and fire fighting methods.

Directorate of Psychological Research, New Delhi, conducts research in personnel selection methods, evaluation of training methods and development of training aids.

Vehicle Research and Development Establishment, Ahmednagar, (The name itself indicates its functions).

Field Research Laboratories & Farms, for the purpose of carrying out trials on equipment under different climatic conditions.

The R&D Organisation consists of civilian Scientists and selected Service Officers from all the three Services. The latter constitute about 20 per cent of the officer strength. To meet the requirements of the organisation for civilian Scientists and also to provide them with a proper defence orientation, there is an Apprenticeship Scheme under which young scientists and technologists holding recognised qualifications in science and engineering are put through a period of apprenticeship in basic and applied sciences with a defence bias, before being inducted into the Defence Science Service.

DIRECTORATE OF TECHNICAL DEVELOPMENT AND PRODUCTION (AIR)

The effective fighting strength of an Air Force depends not only on the number of aircraft available but also on the facilities for maintenance and repair, and the current production of aircraft and

equipment. It is, therefore, essential to establish in the country as expeditiously as possible the indigenous manufacture of aircraft, air armament and ammunition and other Service stores. As a first essential step in this direction, the Directorate of Technical Development and Production (Air) was set up on 1st April 1954 directly under the Ministry of Defence. The Directorate was to plan, coordinate and implement research and development activities in the aeronautical field and also exercise technical control over the indigenous manufacture of aircraft and associated equipment.

The Director of Technical Services, Air HQrs., took over as the first Director of the new organisation. Some appointments in the Technical Services Directorate of Air HQrs. were also included in the new Directorate of TD&P (Air).

The Directorate consists of both Air Force Technical Officers and civilian Scientists. The latter belong to the Defence Science Service.

In accordance with the policy of integrating all development and research work in one central organisation, the Directorate was transferred to the control of the Controller General of Defence Production from 1st January 1957. It became a part of the Research and Development Organisation in January 1958 but was detached and brought once again directly under the Ministry in the Deptt. of Defence Production in December 1965.

SECTION 3 : DEFENCE INDUSTRIES

A. Ordnance Factories

There has been so much advance in the scientific and technological field that nowadays a soldier's efficiency is greatly dependent on the fire power of his weapons. Therefore an efficient Army has not only to be drilled, fed and clothed but also provided with and trained in the use of the most up-to-date weapons. The production within the country of the necessary arms and ammunition and other technical equipment for the use of the Armed Forces is, therefore, of the most vital importance in the scheme of defence of a country. This is particularly so when a country follows an independent foreign policy and self-reliance is its watch-word. Under the Industrial Policy Resolution of 30th April 1956, arms, ammunition and allied items of defence equipment and aircraft are among the industries the future development of which will be the exclusive responsibility of the State.

ORDNANCE FACTORIES BEFORE THE SECOND WORLD WAR

Before the second world war, there were six Ordnance Factories in India for producing arms, ammunition or connected stores and also two ancillary factories (*viz.*, the Harness and Saddlery Factory and the Clothing Factory). The first of the Ordnance Factories to come

into operation in its present form was the Ammunition Factory in 1872. The next was the Harness and Saddlery Factory in 1880. (In those days the Cavalry was an important arm of the Army). The Metal and Steel Factory went into production in 1900. In 1904 the Rifle Factory, the Cordite Factory and the Gun Carriage Factory and the next year, the Gun and Shell Factory were in production. The Clothing Factory was the last of these to be set up in 1930. These factories had not however been set up with a view to making India self-sufficient in the matter of military equipment. They functioned as subsidiaries to the Royal Ordnance Factories in the United Kingdom. Even so the production in India was limited to small arms and ammunition only.

The factories were under the administrative control of the Director of Ordnance Factories in the Master General of the Ordnance Branch in Army HQrs. The DOF was broadly responsible for the manufacture of lethal weapons, stores and clothing; he was also required to keep in touch with private manufacturers in India so that the maximum use could be made of local production.

Shortly before the war, Lord Chatfield visited India and made recommendations to expand the existing Ordnance Factories and also to instal new types of machine tools necessary for the production of modern weapons and ammunition. As a result of the Chatfield plan, there was an expansion in the activities of the various Ordnance Factories.

CONTROL OF THE FACTORIES DURING THE WAR

Just before the outbreak of the war in 1939, a Department of Supply was created in the Government of India for the procurement of supplies of all kinds required for the prosecution of the war. The Ordnance Factories were transferred to the Supply Department in 1940 as a war-time measure for closer coordination and control over production. In July that year these factories were placed under the direct control of a Deputy Director General of Armaments Production who worked under the Director General of Engineering Production in the Supply Department whose designation was soon changed to Director General, Munitions Production. The office was shifted to Calcutta so as to be in close touch with civil industry. The Master General of Ordnance became the Military Adviser to the Member for Supply in the Governor General's Council. The Clothing Factory and the Harness & Saddlery Factory were, however, controlled during the war by the Directorate of Clothing in the Supply Department. The transactions of the Ordnance Factories continued to figure in the accounts of the Defence Services and the Financial Adviser, Military Finance, became the Financial Adviser (War and Supply).

In the autumn of 1940, the Ministry of Supply in the United Kingdom sent out a technical mission to India (known as the Roger Mission after its Chairman, Sir Alexander Roger) to report on the most effective steps that could be taken to expand the production in India of munitions and other stores for the Armed Forces. In pursuance of its recommendations, a number of expansion projects known as Eastern Group (EG) projects were planned or implemented in the existing Ordnance Factories. Besides, eight new factories were set up at Katni, Ambernath, Dehra Dun, Amritsar, Secunderabad, Dohad, Lucknow and Khamaria. After the entry of Japan into the war, it was decided not to instal any new factory in Bengal and also that any of the EG Projects already planned in factories of Bengal area should be transplanted elsewhere. These were known as transplantation projects and they involved the creation of three more new Ordnance Factories (*viz.* Ordnance Factory and Small Arms Factory at Kanpur and Ordnance Factory, Muradnagar). After the war, two factories (at Lucknow and Dohad) were transferred back to the Railways, one at Amritsar to the Punjab Government and the Mathematical Instruments Office at Calcutta to the Ministry of Industries and Supplies. Some factories were placed on care and maintenance basis. It is worth emphasising again that the expansion of the factories during the war was not based on India's requirements but only to fit in with the overall war-effort of the Empire. During the war, the Ordnance Factories worked on a three shift basis and almost continuously. As a result, the plant and machinery became very much worn out and consequently required replacement before long.

From 1st April 1947, the control over the Ordnance Factories was transferred back to the Defence Department but as the MGO Branch was abolished from that date, they were placed under the General Staff Branch of Army HQ. The Clothing Factory, the Harness and Saddlery Factory and the Parachute Factory which were under the Clothing Directorate of the Supply Department during the war also came over to the Directorate of Ordnance Factories.

FACTORIES AND PARTITION

At the time of the transfer of power, there were 16 Ordnance and Clothing Factories in India under the control of the Director of Ordnance Factories and also the Mathematical Instrument Factory, Calcutta, which had been placed temporarily under the Director of Ordnance Factories. The Factories were staffed by civilians, both British and Indian. Labour was entirely Indian and for the most part locally recruited.

All stores produced in the Ordnance Factories were subject to inspection by the staff of the Directorate of Technical Development

who functioned in the factories themselves but independent of the organisation of the factories. This staff was partly military and partly civilian.

All the Ordnance Factories were located within the Indian Dominion. It has already been mentioned in the Chapter on partition that Pakistan was compensated by the payment of Rs. 5 crores in respect of all (indivisible) unique institutions including the Ordnance Factories.

As already stated, even the existing factories had not been planned to make India self-sufficient in the matter of arms and equipment. No research work of any kind was being done in India in regard to military requirements. Such work was being systematically conducted in the United Kingdom and the Factories in India received only the designs and drawings on which they had to plan their manufacture. Therefore, on the transfer of power, there was no organisation in India competent to undertake the highly complicated work of systematic research.

FACTORIES UNDER THE DEFENCE MINISTRY

Formerly the Ordnance Factories mainly catered for the needs of the Army. It was therefore quite appropriate that the Ordnance factories should have been under the administrative control of Army HQ. After 15th August 1947, the Ordnance Factories had to meet the growing requirements of the three Services. Great efforts were also needed to make India self-sufficient as quickly as possible in regard to arms, ammunition and other technical equipment required by the Armed Forces. It was no longer appropriate to place these factories under the control of any of the three Service Headquarters. The Directorate of Ordnance Factories was therefore detached from the G.S. Branch of Army Headquarters and placed under the direct control of the Ministry of Defence on 1st April 1948. With effect from the same date the appointment of Director General of Ordnance Factories was created in lieu of the post of Director of Ordnance Factories. The DGOF was made responsible, under the direction of the Ministry of Defence, for the organisation and administration of the Ordnance and Clothing Factories including the personnel employed therein; and the production of stores required by the three Services, the training of officers and workmen etc.

After August 1947, the production activities of some of the Factories have completely changed. For instance due to mechanisation of the Army, there was very little order for harness and saddlery items and so the Harness and Saddlery Factory started manufacturing multifarious stores for the Army and also entered into a wide range of civil trade activities for supplying the requirements of the Posts & Telegraphs Department, the Police, Railways, etc. In other factories

too the manufacture of several new items was established, including those for the civil trade and of articles formerly imported from abroad. The technique of production was changed by discarding old wasteful or redundant processes. In this change-over, difficulties were experienced in the early stages by the departure of experienced senior British officers and of the experienced Muslim workers for Pakistan.

The DGOF has his office in Calcutta. He is assisted by Additional, Deputy and Assistant Directors General. Each Factory is directly under a Superintendent now known as General Manager.

NATIONALISATION

Before the transfer of power, the work relating to Ordnance Factories was regarded as highly confidential and the administrative and supervisory staff were mostly European. In 1939, there was only one Indian officer in the gazetted rank as against 44 European officers. By 1947, there were 34 Indian officers and 84 Europeans, but after partition 8 of the Indian officers and 5 Europeans opted for Pakistan. As there was a great shortage of qualified Indian supervisory and technical staff. British officers had of necessity to be retained to run these factories efficiently. But Indians were attached as under-studies to the British officers and a number of them were deputed abroad for training. During the years 1948-49 to 1953-54, 75 Indian officers of the Factories were deputed for training in the U.K., U.S.A., Switzerland, France, Germany, Belgium and Italy. The number of European officers was reduced from 74 in 1948 to 30 in 1956. Those who remained were permanent officials, the last of whom will retire in the normal course in 1974.

After Independence, the programme for the attainment of self-sufficiency in the matter of armaments production was handicapped by various factors. The first was that the manufacturing particulars which used to be obtained from the U.K. were no longer available for the manufacture of new equipment. India used to be supplied by U.K. with full manufacturing specifications, detailed drawings and process schedules for manufacture of such arms and ammunition as were required to be manufactured by the Ordnance Factories of India. Although one of the functions of the Directorate of Technical Development, which itself was formed as such in the Master General of Ordnance Branch only in 1946, was to design new equipment, hardly anything original was done in that Directorate. With very few exceptions, mostly pertaining to clothing and general stores, no work relating to research and development of armament stores took place in India. In fact, no encouragement was given to any institutions in this field as the whole subject was considered highly confidential. Difficulties were also experienced due to the shortage of highly skilled workers, drawing officers, design staff and rate fixing and estimating

staff. The factories had to undertake, therefore, considerable development and pre-production work and to establish manufactures from first principles. Training schemes were also intensified to remove the difficulties due to the shortage of highly skilled personnel.

No country which is dependent on foreign sources for its essential supplies of arms, ammunition and other vital stores can be said to be adequately prepared for defence. But self-sufficiency is almost entirely dependent on the state of industrialization in the country.

There is also another difficulty. In peace-time the requirements of the Armed Forces are comparatively small; therefore the Ordnance Factories cannot be maintained at full production all the time. The Ordnance Factories exist primarily for the manufacture of armaments for the fighting Services; but the requirements of the Services fluctuate from time to time from various factors. These may go down if the scale of equipment is reduced but will go up considerably if it is necessary to build up reserves in anticipation of an emergency. During the War the productive capacity of the factories was greatly increased; but with the cessation of hostilities the demands on the factories suddenly shrank. If Government were to be guided solely by the current requirements of the fighting Services, some of the factories might have been closed down. Such a course would have meant retrenchment of the labour employed on a vast scale. Apart from this, the technique of production of highly complicated items of equipment would not be kept alive and the highly skilled labour trained over the years would be lost to the factories and it would not be possible to get them back just when the necessity arose. Efficiency in the production of arms and ammunition, as in any other highly specialized job, can be maintained only by a continuous process of production. In the larger interest of Defence it was, therefore, necessary to keep these factories going and also to retain the labour force as far as possible, so that the technique and the know-how acquired through years of experience were not lost. The factories therefore accepted civil orders in considerable numbers.

During the first few years after Independence, the Ordnance Factories established manufacture of several items of stores which were formerly imported. The factories had, therefore, a full load of work during these years. Gradually, the Services' demands became restricted in quantity and were only for items which involved prolonged development or establishment of manufacture. The factories, therefore, had considerable surplus capacity which could be devoted for meeting requirements other than those of the Defence Services. Much of the plant in the Ordnance Factories is specialized and of single purpose nature and cannot be adapted conveniently for the manufacture of consumer goods in addition to the production of arms and ammunition needed in peace time. Subject to these limitations, the entire surplus

capacity in the Ordnance Factories was switched over for meeting civil requirements. Government factories should not, however, compete with and displace the already established indigenous industries. Production had therefore to be limited to items for the manufacture of which facilities did not exist and which had therefore, to be imported. Government ordered in July 1953 that all Departments should obtain their requirements of stores which the Ordnance Factories could supply at prices approximating the normal market prices. A concerted effort was made to increase the scope of consumer goods produced by the factories. In 1949-50 the value of the civil trade work done in the Ordnance Factories was Rs. 155.3 lakhs while in the year 1956 it had risen to about Rs. 4 crores. Some of the more important items produced by the Ordnance Factories for civil use were (i) steel castings, heavy steel forgings, spring and alloy steel billets, etc., (ii) non-ferrous sheets, sections and castings, (iii) shot guns and sporting rifles, (iv) leather and textile items, (v) scientific and optical instruments, (vi) mathematical and surveying instruments and (vii) chemicals. By establishing the manufacture of more and more articles which were being imported, it has been possible to provide suitable alternative work to a large number of workmen who would otherwise have been retrenched.

A highly advanced industrial base is essential for Defence production. For the manufacture of explosives for the Armed Forces, the existence of a highly advanced chemical industry would be most helpful; a good mercantile marine and a well-organized ship-building industry constitute the backbone of the Navy; it is only with a fully developed aircraft industry that a country can hope to maintain an efficient air force and be prepared to meet any emergency without external dependence. In other words, the equipment required for defence can be produced and sustained only with the backing of well-developed engineering, scientific and industrial potential in the country. The industrial development of India is therefore important not only for improving the standard of living of the people but also for the country's defence.

MACHINE TOOL PROTOTYPE FACTORY

As a first step to establish facilities for development of new service stores, Government set up, with the co-operation of Messrs. Oerlikon Machine Tool Works, Switzerland, the Machine Tool Prototype Factory at Ambarnath for the design, development and construction of prototype weapons and their testing and trial; for the preparation of complete workshop drawings of the prototypes to enable Ordnance Factories to start production of approved prototypes; for the design and manufacture of special machine tools for Ordnance Factories and also for the standard machines of the Ordnance Factories. The factory



Vijayanta Tank

started functioning as an independent unit on 1st January 1951. While planning the Factory, it was realised that the dearth of highly skilled precision workmen was a stumbling block in the way of future expansion. Alongside the factory was, therefore, established, under the contract with the firm, an Artisan Training School for the training of skilled workmen and higher grades of skilled and technical staff needed for work in the prototype factory as well as in the Ordnance Factories. The school started functioning in October 1950. The contract also provided for the training in Switzerland of a sufficient number of Indian workers and officers required for the erection and running of the Prototype Factory and the School. The total cost of the scheme including industrial and residential buildings was estimated at Rs. 5 crores.

It should be mentioned that besides the Artisan School at Ambarnath, other schemes for the training of skilled workmen, such as the Boy Artisan Training Schemes in various Ordnance Factories and skilled and semi-skilled training schemes for workers in each Ordnance Factory were also initiated to remedy the difficulties created in the efficient working of the Ordnance Factories by shortage of skilled personnel.

AMMUNITION FACTORY

In addition to the Machine Tool Prototype Factory, steps were also taken to establish an Ammunition Project as part of the programme for attaining self-sufficiency in the manufacture of ammunition. The Factories which had been placed under care and maintenance after the war were also reopened for production.

APPOINTMENT OF A COMMITTEE FOR THE REORGANISATION OF ORDNANCE FACTORIES

The Ordnance Factories had been set up and expanded originally to meet *ad hoc* requirements. It was necessary to examine the organisational procedure and method of production in these Factories with reference to the probable demands of the Defence Services. Government accordingly set up a Committee on 23rd January 1954 under the chairmanship of Sardar Baldev Singh, M. P. (former Defence Minister).*

The Committee was to report on the working of the Ordnance Factories and in particular the possibility of utilising the idle capacity of the factories for producing articles for civil consumption. The Committee submitted its report in December 1954. One of the findings of the Committee was that the existing set up for the administration

*P. C. Mukerjee (General Manager, Chittaranjan Loco Works), S. P. Kirloskar (Industrialist) and S. Vaish, (Chartered Accountant) were the members and S. J. Shahane (Assistant Director General, Ordnance Factories) the Secretary.

of the factories did not admit of quick decisions and that it did not also provide for adequate powers to the authorities in charge of these manufacturing establishments.

PRODUCTION BOARD

On the recommendations of the Committee, Government set up a Defence Production Board with the Minister of Defence Organisation as Chairman† (i) to deal with all policy and important matters connected with production in Ordnance Factories, the intention being to minimise references to Government and take quick decisions on many matters which were then beyond the powers of the Director-General, Ordnance Factories; (ii) to co-ordinate research, development, design and production activities in the three Services and the Ordnance Factories; (no adequate arrangements had existed earlier for this very important assignment. The Armed Forces who are the users of equipment were hitherto very largely responsible for its design and development and manufacture was then undertaken by the Ordnance Factories. Experience had shown that the manufacturer had to be associated with the design of new equipment in the very initial stages to enable adequate notice being taken of the actual manufacturing problems. Designing of new equipment must be closely related to scientific research. There should, therefore, be the closest association among the scientist, the user and the manufacturer as also close collaboration with scientific research in the country. The Production Board was to undertake the necessary co-ordination of the work of the Defence Science Organisation, the Technical Branches of the three Services, and the Ordnance Factories) and (iii) to co-ordinate defence production effort in the country including the building up of the civil industrial capacity with a view to achieving self-sufficiency in defence stores as economically and expeditiously as possible.

While all policy and important matters were to be disposed of by the Production Board and the Controller General, the day to day administration of the factories would be left to the Director-General, Ordnance Factories and his Superintendents (now General Managers). Only matters beyond the powers delegated to the Production Board and the Controller General of Defence Production were to be referred to Government for orders.

The Joint Secretary in the Defence Ministry, hitherto in charge of the work relating to the Ordnance Factories, took over as the Controller

†The Defence Secretary was the Vice-Chairman, Members were the Controller General of Defence Production (a newly-created post); the Master General of Ordnance, Army Headquarters; the Chief of Material, Naval Headquarters; the Air Officer-in-Charge, Technical and Equipment Services, Air Headquarters; a senior representative of the Ministry of Finance (Defence); the Director General, Ordnance Factories; the Scientific Adviser, Ministry of Defence; and a Deputy to the Scientific Adviser. A Deputy to the Controller General was Secretary to the Board.

General of Defence Production from 1st November 1955, in addition to his other existing duties. Pending finalisation of the various details, the Production Board also formally came into being and held its first meeting on 1st November 1955. The Headquarters Organisation of the Controller General of Defence Production started functioning from 1st March 1956.

As a further step towards ensuring co-ordination, the Directorate of Technical Development in the M.G.O. Branch of Army HQrs. with its subordinate Technical Development Establishments, Inspectorates, Laboratories, etc., was brought under the Controller General of Defence Production from 1st January 1956. Again on 1st January 1957, the Directorate of Technical Development and Production (Air) (hitherto under the administrative control of the Ministry) and the Directorate of Stores Production (first set up in October 1955 under the Chief of Material, Naval Headquarters) were also transferred to the control of the C.G.D.P.

The Defence Production Board was assisted in its functions by three Committees which were constituted in January 1957. The Defence Production Advisory Committee was to secure effective liaison with civil industry and consisted of representatives from various Ministries and private industry. The Defence Production and Supply Committee under the Chairmanship of the Controller General of Defence Production was to explore the possibilities of establishing indigenous production of stores imported from abroad and to make recommendations on problems regarding stocking of raw-materials, allocation of priorities in the production of stores and the removal of bottle-necks in production. The third was the Defence Research and Development Committee, with the Scientific Adviser as Chairman, to examine and progress research and development projects, to coordinate the research programme of the Services with the national research programme and to allocate priorities to projects.

The New Weapons and New Equipment Production and Supply Committee (functioning since 1947 as one of the subsidiaries of the Defence Minister's Committee) had earlier been replaced by the Defence Research and Development Advisory Committee. Consequent on the setting up of the Defence Production & Supply Committee and the Defence Research & Development Committee in early 1957, the following Committees and Sub-Committees/Panels were dissolved :—

- (a) Defence Research and Development Advisory Committee and associated Sub-Committees.
- (b) Imported Stores and Raw Materials Screening Committee and associated Sub-Committees.
- (c) Defence Science Advisory Committee and associated panels.
- (d) Defence Food Advisory Committee.

INSPECTION OF ORDNANCE FACTORIES' PRODUCTION

Prior to 1932, the inspection of the products of the Ordnance Factories was carried out by the Director of Ordnance (now designated as D.G.O.F.) and the Director of Armaments, Army HQrs., later known as Director of Technical Development; the former did intermediate inspection from process to process, as he thought fit, and the latter did final inspection only except in cases where preliminary inspection was necessary on parts which could not be inspected after the final product had been assembled. It was decided in 1932 that the Director of Armaments should take over responsibility for intermediate inspection also. There was still no uniform system of inspection in the various factories. In some factories, the intermediate inspection was carried out by the factory management whilst in others, both intermediate and final inspection was carried out by the Services. Along with the Directorate of Technical Development the responsibility for inspection came over to the Controller General of Defence Production.

THE INDIAN ORDNANCE FACTORIES SERVICE

The superior service staff in the Ordnance Factories belong to the Indian Ordnance Service (now Indian Ordnance Factories Service) which was constituted in 1935. Except for a few posts of Assistant Works Manager filled by promotion from lower non-gazetted staff, officers were generally recruited through the High Commissioner for India in U.K. and the Federal Public Service Commission. Fresh rules regulating recruitment to the Indian Ordnance Services (Factories) Class I, redesignated in August 1955 as Indian Ordnance Factories Service (I.O.F.S.) were published on 5th June 1954.

As a result of reviews made in 1957-58, certain changes were made in the composition and functions of the Defence Production Board. In March 1959, the Board was renamed as the Defence Minister's Production Committee. The committee now consists of the Defence Minister (Chairman), the Minister of Defence Production, the three Service Chiefs, the Defence Secretary, the Secretary, Department of Defence Production, the Secretary, Department of Defence Supplies, the Scientific Adviser, the Financial Adviser, the Director General Ordnance Factories and the Chief Controller of Research and Development. The functions of this Committee are to regulate defence production effort in the country, to examine and approve important industrial projects connected with the Ordnance Factories etc.

A new Defence Production Board was set up in May 1964 with Secretary, Department of Defence Production as Chairman* to examine

*The Scientific Adviser; the Financial Adviser; the Director General, Ordnance Factories; the Managing Director, Hindustan Aeronautics Ltd; the Managing Director, Bharat Electronics Ltd; the Master General of Ordnance (Army Headquarters) and the Director General of Inspection are members. The Director, Planning and Coordination, is Secretary.

and make recommendations to Government on proposals referred to it relating to (a) future plans in Defence Production, (b) provisioning procedure of the Armed Services and the executive organisations like the ordnance factories, in so far as it affects production, (c) policy for stocking raw materials, particularly strategic materials, (d) establishment of production of new items required for defence services and (e) indigenous manufacture of imported defence stores.

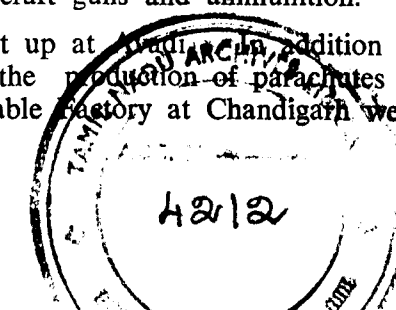
NEW PRODUCTION IN ORDNANCE FACTORIES

In July 1959 the manufacture of the 3 ton truck known as Shaktiman was set up in one of the Ordnance Factories in collaboration with Messrs. MAN of Germany. Production of Komatsu tractors was also set up in the Ordnance Factories. In February 1960 arrangements were finalised for the manufacture of Nissan 1 ton truck in collaboration with Nissan Motor Company of Japan. In 1961 sanction was accorded for the setting up of the Heavy Vehicle Factory at Avadi for the manufacture of Medium Tanks. The first Vijayanta tank rolled out of this factory in December 1965. In December 1961 a licence agreement for the progressive manufacture in Ordnance Factories of the Nissan Patrol Vehicles (8 Cwt) was concluded.

After the emergency of October 1962, with the urgent need to expand the production base, the responsibilities for current production were separated from those relating to planning further requirements. The Controller General of Defence Production was designated as the Controller General of Inspection and Planning and was entrusted with the task of planning the programme for expansion of the Defence production base. He however continued to exercise control over the inspection establishments. The Director General of Ordnance Factories now dealt directly with the new Department of Defence Production set up in the Ministry of Defence in November 1962. There was a further reorganisation in August 1963 when the functions of planning and inspection were assigned to different officers, viz., the Director General of Inspection and the Director of Planning.

In 1963 the manufacture of the 7.62 mm semi-automatic rifle known as the Ishapore Rifle was successfully established. This was indeed a significant achievement. The modification of Light Machine Guns and Bolt Action Rifles to take new rimless 7.62 mm ammunition was also taken up. Other significant developments were the production of a new Heavy Mortar, with longer range, and its ammunition; establishment of production of new types of tank ammunition, new anti-tank ammunition and of anti-aircraft guns and ammunition.

A new Clothing Factory was set up at Avadi in addition to producing garments, it commenced the production of parachutes in October 1963. A new Ordnance Cable Factory at Chandigarh went into production in September 1963.



The establishment of six new Ordnance Factories for augmenting the production of small arms and ammunition was planned. These included the small arms ammunition factory at Varangaon (Maharashtra) for which American surplus plant was made available; a factory at Ambajhari for the manufacture of shells; a small arms factory at Tiruchirapalli; a factory at Burla for the manufacture of explosives; one at Panvel for making propellants and a filling factory at Chandrapur. While setting up new factories, action was also taken to replace old and worn-out equipment in the existing factories. The factory at Varangaon was commissioned on 15th October, 1964. A factory for the production of explosives at Bhandara, which had been planned much earlier, was commissioned in December 1964. The factory at Tiruchirapalli was formally inaugurated in July 1966. Action is on hand to establish the factories at Ambajhari and Chandrapur.

A new vehicle factory is being set up at Jabalpur with West German collaboration.

The projects for the manufacture of high explosives at Burla and propellants at Panvel, which were estimated to cost Rs. 62 crores including foreign exchange of Rs. 20 crores, have since been excluded from the Defence Plan for the time being. Instead the requirements of high explosives and propellants would be met by stock piling which would be less expensive.

After the emergency started, the production of civil items in the Ordnance Factories came down. In fact efforts to harness civil industries for the manufacture of armament components and general engineering stores were stepped up by setting up the Department of Defence Supplies within the Ministry of Defence in November 1965.

Besides the Secretariat, the Department of Defence Production has the following six attached officers which provide the requisite technical advice and are responsible for implementing the decisions of Government :—

- (i) Director General, Ordnance Factories
- (ii) Director General of Inspection
- (iii) Research and Development Organisation
- (iv) Directorate of Planning and Coordination
- (v) Directorate of Standardisation
- (vi) Directorate of Technical Development & Production (Air).

B. Public Sector Undertakings

HINDUSTAN AERONAUTICS LIMITED, BOMBAY

The Hindustan Aircraft Limited was established in Bangalore as a private limited company on 23rd December 1940 with an authorised

capital of Rs. 4 crores and paid up capital of Rs. 40 lakhs, contributed equally by the Walchand Hirachand group of share-holders (the originators of the scheme) and the Government of Mysore. In March 1941 the Government of India in the Department of Industries and Supplies also became one of the partners of the Company and the paid-up capital was increased to Rs. 75 lakhs, each of the three parties holding shares worth Rs. 25 lakhs.

The factory began to assemble planes from imported parts and the first plane was turned out in 1941. In March 1942 the HAL was taken over by the Government of India for operating it as a war factory under their direct control. In June 1942 the Government of India purchased the entire interests of the Walchand Hirachand group so that the company became a joint venture of the Government of India and the Government of Mysore. During the war, the share capital of the company remained at Rs. 75 lakhs. The operating funds as required were provided by the Government of India in the form of advances.

The object of the company was initially to manufacture aeroplanes for the Government of India. In July 1942, the policy was altered and it was decided to utilise the facilities for the overhaul and repair of tactical aircraft, engines and related accessories. The U.S. Army Air Forces in India were appointed to act as advisers to the Chairman of the Board of Directors. They had also to provide the equipment and additional personnel and supplies required for the repair and overhaul programme. In September 1943, the Commanding General, China, Burma, India Air Service Command was appointed the Managing Agent of the Company for the duration of the war. During the period 1943-45, HAL overhauled/repared about 1,200 aircraft and 3,800 engines of different types in addition to several thousand instruments and accessories. The Managing Agency Agreement with the U.S.A.A.F. was terminated in December 1945.

With the cessation of hostilities, the company resumed its operation as a commercial concern with effect from 1st April 1946. The main work concentrated around overhaul and conversion of the war surplus Douglas C 47 aircraft. Due to the fall in work-load the labour force was sharply reduced from about 14,000 of the peak period to about 4,000 in January 1946 and of about 100 American personnel only about a dozen were retained.

A Technical Mission from U.K. visited India in 1946 to advise the Government of India on the establishment of an aircraft industry in the country. The Mission recommended HAL as the most suitable centre for the development of the industry. The Mission also recommended that HAL should undertake the manufacture of specialised types of Rail Coaches and Road Transport Coaches as a subsidiary industry.

In accordance with the recommendations of the Technical Mission, HAL was entrusted with the assembly and manufacture of Percival Prentice Trainers for the Indian Air Force under a licence agreement. The first Hindustan-assembled Prentice aircraft flew in April 1948.

In March 1948 the share capital of the company was increased by Rs. 1 crore and by another additional sum the capital was raised to 180.249 lakhs. The major portion of the work being done at HAL was for the Air Force. The development of the Air Force and the expansion of the Hindustan Aircraft Limited were closely related. It was, therefore, decided by Government in January 1951 to transfer the administrative control of this concern from the late Ministry of Industry and Supply to the Ministry of Defence. In 1952-53 the share capital of the HAL was further increased by Rs. 2 crores to enable the company to finance its various development plans. This sum was contributed entirely by the Government of India.

The affairs of the company were then under the over-all control of a Board of Directors consisting of five representatives or nominees of the Government of India, namely, the Defence Secretary (Chairman), the Chief of the Air Staff, the Financial Adviser (Defence), J. R. D. Tata, and a Managing Director and General Manager; and one representative of the Government of Mysore. In 1950, in addition to overhaul and repair of aircraft, HAL embarked on a programme of aircraft manufacture. In June 1950 the production of Vampire Jet fighters for the IAF was undertaken under a licence agreement.

A Design and Development Section under an Indian Chief Designer was set up in HAL in 1948. This Section designed and developed the basic trainer aircraft, HT-2, whose first proto-type was completed and test-flown on 13th August 1951. The aircraft received the "Type Certificate of Airworthiness" from the Ministry of Communications in 1952 and bulk manufacture of the aircraft commenced thereafter.

In 1947, HAL established the manufacture of an improved type of all-metal III class Broad-gauge Railway coaches for the Indian Railways which proved very popular in the country. In addition the company also manufactured all-metal single and double decker bus body kits for various State and Transport authorities. In the latter half of 1956 an agreement was concluded with the German firm M. A. N. (Maschinenfabrik Augsburg Nuernberg A.G.) for the manufacture of integral rail coaches at the HAL. The manufacture of the conventional type of coaches, which continued along with the Integral type, ceased in 1960.

A Branch factory of the Company was opened at Barrackpore in April 1951 for the overhaul and repair of aircraft.

In 1956 Government entered into a licence agreement with Messrs Folland Aircraft Ltd., U.K., for the manufacture of Gnat fighters at

HAL and another agreement with Messrs Bristol Aero Engines Ltd., for the manufacture of Orpheus Jet aero-engines which power the Gnat aircraft. A team of German aeronautical experts was employed at HAL under the leadership of Dr. Tank to design and develop modern aircraft in India. A number of Indian engineers were also associated with the team.

An extra-light aircraft, the Pushpak, developed by HAL made its first flight successfully on 24th September 1958 and went into bulk production. The development of a Basic Jet Trainer Aircraft was taken up in 1960. During the same year the manufacture of Orpheus aero-engines was commenced.

The proto-type of the supersonic Jet aircraft HF 24 Mk 1 designed and developed by HAL made its first flight successfully on 17th June 1961. During that year the manufacture of Gnat aircraft from imported raw materials also commenced and the production of HT 2 was closed down. A four-seater light aircraft known as Krishak was successfully designed and developed by HAL. The company also started the manufacture of Dart R Da 7 engines under a licence agreement with a UK firm. This engine powers the AVRO 748 aircraft whose manufacture was undertaken at the Aircraft Manufacturing Depot, Kanpur.

In 1963 Government assigned the execution of the following projects to Hindustan Aircraft Ltd.: (i) Alouette helicopters in collaboration with Sud Aviation and Artouste engines in collaboration with Turbomeca, both of France (ii) Heavy Earth Moving and Mining Equipment in collaboration with Messrs Le Tourneau Westinghouse Company of USA and (iii) Light Alloys and Forgings in collaboration with High Duty Alloys Ltd., U.K. The initial phase of work for the heavy earth moving equipment was undertaken by the Rail Coach Division pending the formation of a separate public undertaking (which has since been constituted as Bharat Earth Movers Ltd. in Kolar District of Mysore State).

The first two HF 24 aircraft (known as Marut), manufactured at HAL, were handed over to the IAF in May 1964. The basic Jet trainer which was under development made its inaugural flight in December 1964 and was named Kiran.

In the meantime Government had decided to set up three factories for the manufacture, under a licence agreement with USSR Government, of the single engined MIG 21 fighter aircraft, one for the airframe at Nasik, the second for the engine at Koraput (Orissa) and the third for electronic and allied equipment at Hyderabad. In August, 1963 a new public limited company known as Aeronautics India Ltd. was constituted with the responsibility for the establishment and management of the three factories with an authorised capital of Rs. 25 crores.

In order to ensure the maximum utilisation of the limited resources in manpower and management, it was decided in March 1964 that a single public sector organisation should be formed to undertake the production of aircraft and allied equipment. The Hindustan Aircraft Ltd. and Aeronautics India Ltd. were merged into a single company known as Hindustan Aeronautics Ltd. from 1st October 1964. The Aircraft Manufacturing Depot, Kanpur, which had been set up in July 1959 to undertake the manufacture of medium transport aircraft (the Avro 748) under a licence agreement with Hawker Siddeley Aviation Ltd. of UK., was also merged with Hindustan Aeronautics Ltd. The Railcoach Division of Hindustan Aircraft Ltd., Bangalore was transferred to the management of the newly-constituted Bharat Earth Movers Ltd. from 1st January 1965. In 1964 two Avro 748 aircraft manufactured at Kanpur joined squadron service with the IAF. Single seater and double seater gliders are also made in Kanpur. The authorised capital of Hindustan Aeronautics Ltd. is now Rs. 50 crores. All the shares are owned by the Government of India. It now has a whole-time Chairman. The other members of the Board nominated by name are now the holders of the appointments of Secretary, Department of Defence Production, the Scientific Adviser to the Defence Minister, the Financial Adviser (Defence), the Chief of the Air Staff, the Director, Indian Institute of Science, Bangalore and the Managing Director.

BHARAT ELECTRONICS LTD., BANGALORE

Formerly most of the specialised equipment required by the Armed Forces was being imported. One category of such equipment related to Signal Stores. To remove this deficiency, Government decided to set up a factory for the manufacture of electronic equipment. A ten-year contract was signed with a French firm (Compagnie Generale de Telegraphie Sans Fil) on 11th December 1952 for setting up a factory designed to produce radio, radar and electronic equipment (except broadcast and television receivers) primarily for the Defence Services but also for other Departments of the Central Government and the State Governments. The demand for this type of equipment is considerable. The Bharat Electronics Limited was registered on 21st April 1954 with an authorised capital of Rs. 10 crores to be subscribed entirely by the Central Government. The factory is run on commercial lines with a Board of Directors consisting of six official and three non-official members. The company commenced production in December 1955 and began work with tools and jigs required for the general purpose communication receiver and 400 watt transmitter. A training school with an annual intake of 115 students was also started. The company had over 900 employees and this number increased progressively.

To meet the diversified requirements of the various departments, further technical collaboration agreements were entered into with a

number of foreign firms from time to time namely, Messrs Pye Telecommunications Ltd., England, in January 1959, for the manufacture of special equipment required by the Defence Services; Messrs, Philips of Holland in May 1959 for the manufacture of valves; Messrs Marconi of England in August 1959 for the manufacture of VHF (Very High Frequency) Multichannel equipment required mainly by the Railways; Messrs Nippon Electric Co. of Japan in October 1960 for the manufacture of medium wave broadcast transmitters and in 1962 for the manufacture of tape-recorders and tape-ducks; Messrs Contraves of Switzerland for the manufacture of radar equipment; Messrs Philips of Holland in September 1962 for the manufacture of transistors and with Messrs Siemens of Germany and Radio Corporation of America for the manufacture of important defence communication equipment.

Bharat Electronics Ltd., have themselves designed and developed various items of electronic equipment, instruments, accessories and appliances which have gone into production and been supplied to the Defence Services, the Civil Departments and the general public. There are over 70 different types of equipment ranging from tiny to high-power transmitters and sophisticated radars and also various components such as valves, transistors, capacitors and crystals.

In July 1963, the Scientific Adviser to the Defence Minister was nominated as the Chairman of the Board of Directors, which includes among others the Financial Adviser (Defence); a Joint Secretary in the Department of Defence Production; the Director of Signals, Army Headquarters; the Director General of Inspection; the Chairman, Small Industries Corporation; the Head of the Technical Physics Division, Atomic Energy Establishment; the Wireless Adviser to the Government of India; and the Managing Director.

The total value of production during 1965-66 exceeded Rs. 10 crores.

MAZAGON DOCK LIMITED, BOMBAY

The Mazagon Dock Ltd. was incorporated under the Companies Act in 1934 with the British India Steam Navigation Company and the Peninsular and Oriental Steam Navigation Company of the UK as the principal share-holders. The main business of the company was ship repair and ship construction. In 1960 on account of the expansion of the Naval Dockyard at Bombay, the acquisition of further facilities for the maintenance of the naval fleet became necessary. The company, which was working at a loss due to depleted work, was eager to sell and it was acquired by the Government of India in the Ministry of Defence by an agreement dated 19th April 1960.

The authorised share capital of the company is Rs. 200 lakhs. The subscribed capital, which was Rs. 63 lakhs at the time of taking over,

has now increased to Rs. 168 lakhs. The turn-over on account of ship-repair work has also steadily increased. The biggest ship constructed by the company is the YEREW, a 1500 ton passenger cum cargo boat which was completed in 1964 for the Andaman Islands.

There is a small repair yard in Goa which was handed over to the company in 1963 on a rental basis.

A programme for the expansion of the existing facilities in the Mazagon Dock has been approved at a total cost of Rs. 3.5 crores. The completion of this programme will result in considerable increased ship construction and repairing capacity. In November, 1964 the UK Government agreed to make available to the Government of India a special defence credit of £ 4.7 million to meet the external costs of the construction of three Leander Class Frigates. An agreement with Vickers Armstrongs and Yarrow of UK for the construction of Frigates was concluded on 22nd December 1964 and the work was entrusted to Mazagon Dock. The first Frigate is expected to be completed by 1971. The Secretary, Department of Defence Production, is the Chairman of the Board of Directors and the other members include in addition to the Managing Director, an Additional Financial Adviser in the Ministry of Finance (Defence), a Joint Secretary in the Ministry of Defence, the Director General, Naval Dockyard Expansion Scheme, the Deputy Chief of the Naval Staff, the Managing Director, Mackinnon Mackenzie and Co. (P) Ltd., the Managing Director, Shipping Corporation of India, the Managing Director, Hindustan Shipyard Ltd., the Director General of Inspection and the Managing Director, Garden Reach Workshops Ltd.

GARDEN REACH WORKSHOPS LIMITED, CALCUTTA

The Garden Reach Workshops Ltd. Calcutta was incorporated under the Indian Companies Act in 1934 with the British India Steam Navigation Company and the River Steam Navigation Company of the UK as the principal share-holders for undertaking marine repairs and services to their own ships and vessels. The company was acquired by the Government of India in the Ministry of Defence by an agreement dated 19th April 1960. The property of the company is spread over an area of 64 acres with a river frontage of nearly half a mile. At the time of acquisition the authorised share capital was Rs. 3 crores and the subscribed capital Rs. 70 lakhs. The latter has now increased to Rs. 100 lakhs.

The Company has collaboration agreements with well-known ship builders of the UK, West Germany, Holland and Japan and has specialised in the design and construction of shallow draft vessels including Tugs, Light Naval Craft, River Steamers, Water Boats, Barges, Pontoons etc.

The Company has entered into a collaboration agreement with Messrs Hokeutsu Kogyo Company Ltd. of Japan for the manufacture of Portable Air Compressors. It has also designed and produced a Road Roller of 8-10 ton capacity with Perkins Diesel Engine. A collaboration agreement with Messrs MAN of West Germany for the manufacture of Marine Diesel engines has been entrusted to the company.

The Chairman of the Commissioners for the Port of Calcutta is the Chairman of the Board of Directors of the Company. The other members, in addition to the Managing Director, are a Joint Secretary in the Department of Defence Production; an Additional Financial Adviser, Ministry of Finance (Defence); the Technical Director, Jayanti Shipping Co. Ltd.; a Joint Secretary in the Ministry of Defence; the Chief of Material, Naval Headquarters; the Director General, Ordnance Factories; the Managing Director, Shipping Corporation of India and the Managing Director, Hindustan Shipyard Ltd.

PRAGA TOOLS LIMITED, HYDERABAD

Praga Tools was established in 1943 as a Public Limited Company for the manufacture of small tools, measuring instruments, etc. The administration of the company was transferred from the Ministry of Industry (Department of Heavy Engineering), to the Ministry of Defence (Department of Defence Production) in December 1963 to enable the utilisation of the capacity available for Defence Production. The company specialises mainly in the manufacture of small tools and precision instruments. The company has entered into collaboration agreement with Jones and Shipman of England for the manufacture of tool and cutter grinders and with Messrs Kearney and Trecker of England for the manufacture of drill chucks.

The authorised capital of the company is Rs. 1.5 crores which has been fully subscribed. The Central Government holds nearly 56% of the shares while 32% and 12% are held by the Government of Andhra Pradesh and the general public respectively. The Board of Directors include in addition to the Chairman, a Joint Secretary in the Department of Defence Production, an Additional Financial Adviser, Ministry of Finance (Defence), two officials of Andhra Pradesh Government and the Managing Director.

BHARAT EARTH MOVERS LIMITED, BANGALORE

In view of the large demand for various types of heavy earth moving equipment for Defence needs and major irrigation and power projects, it was decided to establish a new Factory and for this purpose a technical collaboration agreement was concluded with Messrs Le Tourneau Westinghouse of USA in October 1962. In the interim period the project was being executed by the Railcoach division of Hindustan

Aircraft Ltd., Bangalore. In August 1963 it was decided that the new factory which would manufacture these heavy earth moving equipment should be located at Kolar Gold Fields. A new company known as Bharat Earth Movers was registered at Bangalore on 11th May 1964 with an authorised capital of Rs. 7.5 crores. The Railcoach Division of Hindustan Aeronautics Ltd. has been merged with the new company from 1st January 1965. The manufacture of Komatsu Crawler tractors which is being undertaken in the Ordnance Factories will also be transferred to Bharat Earth Movers.

The Board of Directors consists of a Chairman and includes, in addition to the Managing Director, the Financial Adviser (Defence), a member of the Central Water and Power Commission, the Director General, Border Roads, a Joint Secretary in the Department of Defence Production, the Chief Secretary to the Government of Mysore, and the Additional Member (Mechanical) Railway Board.

CHAPTER XII

INTER-SERVICE ORGANISATIONS

Reference has already been made to certain organisations directly under the administrative control of the Defence Ministry as they serve the common needs of the three Services. They are known as Inter-service Organisations. The Directorate of Military Lands and Cantonments, the Directorate of Military Regulations and Forms and the Indian Soldiers Board (now Indian Soldiers', Sailors' and Airmen's Board), which were under the former Defence Department, continue to be directly under the Defence Ministry. After 15th August 1947 the Ordnance Factories and the Directorate of Public Relations were brought directly under the Ministry.

Defence Industries, the Defence Science Organisation (now Research and Development Organisation) and the National Cadet Corps are dealt with in other Chapters. The remaining Inter-Service Organisations are briefly described in this Chapter.

SECTION 1: MILITARY LANDS & CANTONMENTS ORGANISATION

The Military Lands and Cantonments Organisation functions under the Director, Military Lands and Cantonments, and is responsible for the administration of Cantonments; acquisition, custody and relinquishment of defence lands; hiring and requisitioning of lands and buildings and other immovable property required for the use of Defence Services and other Defence purposes and disposal of Defence Ministry assets surplus to the requirements of Defence Services.

A Cantonment literally means the temporary quarters of troops when taking part in manoeuvres, etc. For more than 150 years, it has been applied to permanent military stations in India in which troops are regularly quartered, with the result that the dictionary itself has recognised that in India the word 'cantonment' means a 'permanent military station'.

Cantonments are administered under the Cantonments Act, 1924. (No. II of 1924). Under this Act, General Officers Commanding-in-Chief, Commands, are responsible for controlling the Municipal administration of cantonments within their areas through the Cantonment Boards.

ADMINISTRATIVE SET-UP OF CANTONMENTS

Each Cantonment has a Cantonment Board consisting of *ex-officio*, nominated and elected members. The Officer Commanding the Station is the *ex-officio* President of the Board and the Vice-President is elected

by the elected members from amongst themselves. Cantonments are classified into three categories on the basis of the civil population. The Board of a class I cantonment consists of 15 members; of a class II cantonment 9, 11 or 13 members (according to the civil population) and of a class III cantonment 3 members. In all cases, excluding the *ex-officio* President, the number of official and elected members is equal. Although the Act provides for a majority of one of the nominated and *ex-officio* members *vis-a-vis* the elected members, as a step towards democratization of the Cantonment administration, executive instructions were issued in 1957 to keep the seat of one of the nominated members vacant with a view to bringing about parity between the elected and the nominated members. It is proposed to give it a statutory cover by amending the Cantonments Act. The term of office of members is 3 years, except in the case of an *ex-officio* member who continues so long as he holds the office by virtue of which he is a member. For Boards which have more than one elected member, there is also a Vice-President who is elected by the elected members only from among themselves. The day-to-day functions of the Board are carried out by the Executive Officer.

The electoral roll showing the names of persons qualified to vote at elections to the Board is prepared and published. Adult franchise has been introduced for elections to Cantonment Boards. In every Class I and Class II cantonment, the Board appoints a Committee, consisting of the elected members of the Board, the Health Officer and the Executive Engineer, for the administration of such areas in the cantonments as are notified as civil areas which were formerly known as "bazar areas". The Vice-President of the Board is the chairman of this committee. Every Cantonment Board is deemed to be a municipal committee and the Board may, with the previous sanction of the Central Government, impose in the Cantonment any tax which can be imposed in any Municipality in the State in which the Cantonment is situated. The general frame-work of the Cantonments Act, 1924, is similar to that of most municipal laws. Thus although the Cantonment Board has an official President and some nominated members, the elected members exercise considerable influence in regard to the administration of predominantly civil areas in cantonments.

MILITARY ESTATES OFFICER

The management of lands in Cantonments other than (i) those entrusted to the management of, or vested in, the Cantonment Boards and (ii) those not in the active use of the Defence Services is the responsibility of the Military Estates Officers. They have also been entrusted with the responsibility of acquiring, hiring and requisitioning of lands and buildings for the Defence Services as also the relinquishment and disposal of assets surplus to their requirements. There are sub-offices

of Assistant Military Estates Officers under the Military Estates Officers at places where the load of work has warranted the opening of such offices. In areas where there is heavy concentration of hiring and requisitioning work, the work is co-ordinated, controlled and supervised by an Assistant Director.

SET-UP IN COMMANDS

At the Command Headquarters, there is a Deputy Director, Military Lands and Cantonments, who is the adviser to the General Officer Commanding-in-Chief for the civic administration of Cantonment Boards. The Military Estates Officers are responsible to the Deputy Directors at the Commands.

At the Headquarters, the Director, Military Lands and Cantonments, is the adviser to the Ministry of Defence on all matters connected with the administration of civic affairs by the Cantonment Boards as well as the administration of lands and procurement of properties for the Defence Services.

CANTONMENTS BEFORE THE WAR AND AFTER PARTITION

In accordance with the strength and location of the Army, cantonment areas were abandoned and new ones established as and when required, with the result that before the Second World War there were 77 cantonments scattered all over India. Of these, 28 were in Northern Command, 26 in Eastern Command, 17 in Southern Command and 6 in the Western District comprising Sind and Baluchistan, which had been created in place of the Western Command in October 1938. During the war, 4 new cantonments were created.

After the transfer of power, there were 56 cantonments in the Indian Dominion, of which 14 were in Western Command, 27 in Eastern Command and 15 in Southern Command.

The administration of Morar Cantonment (Gwalior) was taken over in November 1951 and that of Cantonments at Jammu and Badamibagh in April 1954. New cantonments were also formed at Babina, Dehu Road and Ajmer and there are at present 62 cantonments in India.

APPOINTMENT OF CENTRAL COMMITTEE ON CANTONMENTS

The cantonments which originated as purely military camps contain barracks, stores, arsenals, aerodromes, parade grounds, military recreation grounds, rifle ranges, farms, brick-fields, hospitals, soldiers' gardens, etc. and areas occupied by civilians, which were called 'bazar areas'. The civil population too expanded considerably during recent years. In certain cantonments like Ambala, Poona and Meerut, the civil population is more than 50,000 while in others the civil population is

still small and the cantonments retain to a large extent, the original features of a military camp. The increase in civil population in cantonments also brought with it additional problems of municipal administration.

The conference of Local Self Government Ministers, convened by the Government of India in the Ministry of Health, considered the administration of cantonments at their conference held on 7th August 1948. While recognising that, for reasons connected with the security and health of the troops, the areas where troops are quartered should be under the general control of the Army authorities, the conference recommended that the Central Government should appoint a committee to examine the question of delimiting the areas of cantonments and the desirability of amending the Cantonments Act.

Government decided that the boundaries of cantonments should be re-examined with a view to separating the cantonments from civil areas which had little or no direct connection with troops and establishments of the Armed Forces, and to make such other adjustments in the boundary as might be suitable from the administrative, security and health point of view. On 17th January 1949, the Central Committee on Cantonments was set up under the chairmanship of S. K. Patil, Member, Constituent Assembly, to examine the question of delimiting the cantonment areas and the desirability of amending the Cantonments Act.*

REPORT OF THE CENTRAL COMMITTEE

The Central Committee submitted its report in November 1951. The Committee was of the opinion that cantonments are military stations primarily and not civil towns. The civil portions which in many cases were comparatively small had sprung up "in the wake" of the Army largely as ancillary to the Army's requirements. It was desirable in the opinion of the Committee—

"that cantonments should in fact maintain, as far as possible, in the foreseeable future their original characteristics of military stations considering all the circumstances associated with the present state of the country in its political, economic and public health aspects. The maintenance of satisfactory conditions of security, discipline and health among the troops, which are ...necessary.....to efficiency, will not admit of taking chances, and the transfer of the administration of Cantonment Boards to

*The other members of the Committee were R. K. Ramadhyani, Joint Secretary, Ministry of Defence (Vice-Chairman), R. K. Sidhwa, (Member, Constituent Assembly), one representative each of the Governments of Bombay, United Provinces and the Punjab, the Quarter Master General (Army Headquarters) and the Director General, Armed Forces Medical Services, with the Director of Military Lands and Cantonments as Secretary.

civil majorities, we feel, is fraught with consequences which may prove detrimental to the efficiency of the Army, its health and morale."

The Committee also observed that there was a substantial proportion of the civilian population in cantonments, often a majority, who were apprehensive of the results of transfer and were strongly opposed to any alteration of the position.

The Committee came to the conclusion that in many cantonments, excision of the civil area was either not geographically feasible or it was too small to form a separate local body by itself having regard to the need for a reasonable standard of civic administration. Some of the cantonments adjoined existing municipalities and the civil areas of these in certain cases were contiguous. Having regard to these features, the Committee divided the cantonments into three categories, namely Category I, in which large areas redundant to the requirements of the army could be excised and formed into separate local bodies; Category II, in which the civil area was not large enough to constitute a local body by itself but which could be merged in the adjoining body; and Category III, the remaining cantonments. The Committee recommended that the cantonments in Category III and the remaining areas in Categories I and II should continue to be administered under the Cantonments Act of 1924.

In order to give effect to this categorisation, the Government of India set up Excision Committees for all the Cantonments in Categories I and II consisting of the Deputy Director, Military Lands and Cantonments of the Army Command and the representatives of the State Government, Army Headquarters, the Cantonment Board and the Municipality adjoining the Cantonment. The Excision Committees went into the question in detail and submitted their recommendations. After examining these in consultation with the State Governments, and also ascertaining the views of the local people, it was decided that no area should be excised from the Cantonment in the case of Kanpur, Ahmedabad, Belgaum, Deolali, Landour, Nainital, Ferozepore, Kirkee, Meerut, Poona, Sagar and Ambala. A major portion of the civil population of cantonments, it is worth noting, is averse to the excision of any civil area. Although the Excision Committee recommended that no area should be excised from Delhi Cantonment, the Government of India, on their own, removed from the Cantonment limits a civil area of 1640 acres with a population of 8165. This area had been included in the Cantonment during the last war. The excision was finalised and the notification published in April 1954. The actual excision was completed in 1956. Since then, certain areas declared surplus to Defence requirements have also been excised from Agra, Varanasi, Jhansi, Allahabad and Ahmednagar.

FURTHER DEMOCRATISATION OF CANTONMENT ADMINISTRATION

Steps were also taken to democratize further the administration in Cantonments. Section 27 of the Cantonments Act, 1924, was amended by the Cantonments Laws (Extension and Amendment) Act, 1950 to provide for adult franchise and also to reduce the residence qualification from 12 months to 6 months in consonance with the provisions for elections to Parliament and the State Legislatures. It was decided in May 1954 that the powers of the Cantonment Boards should be delegated to the Civil Area Committees in respect of the civil areas (formerly known as bazar areas) in regard to building plans and trade licences. The Civil Area Committees can now exercise these powers independently of the Cantonment Boards to a great extent. Further that the funds collected from the civil areas should, as far as possible, be spent for the benefit of the residents of those areas. Cantonment Boards have been advised that the majority of members on the Assessment Committees should be non-officials and that the Vice-President of the Board should be the Chairman of the Assessment Committee. This ensures that the representative(s) of the electorate are associated with the authentication of the Assessment lists which indicate the amount of tax payable. The Vice-President, if he be a member of any Committee appointed by the Cantonment, is *ipso facto* the Chairman of that Committee. He also presides over meetings of the Cantonment Board during the temporary absence upto 30 days of the Officer Commanding the Station.

The Cantonments have now been divided into wards and where warranted by their population strength, seats have also been reserved on the Cantonment Boards for Scheduled Castes/Tribes. The manner of holding elections to Cantonment Boards has been brought mostly in line with the elections held for State Legislatures/Lok Sabha. Parity between the elected and nominated members on the Cantonment Boards has been established in all Class I and II Cantonments since August 1957.

Fifty-two of the 62 cantonments are not financially self-supporting and consequently the Government of India have to give adequate grants-in-aid to sustain them. It has already been decided that no ceiling should be fixed in the matter of financial assistance and that Government should be prepared to consider requests for funds for really genuine and inescapable purposes from Cantonment Boards under the Five Year Plan programme. Financial assistance in the shape of (a) ordinary grants to maintain the financial equilibrium of Cantonment Boards and (b) special grants for financing welfare schemes in cantonments during the Third Five Year Plan period was given to various Cantonment Boards.

During 1964-65, a sum of over Rs. 65 lakhs was paid by Government for the aforesaid purposes. During 1965-66 the amount is

likely to be about Rs. 70 lakhs. A special grant has also been sanctioned by Government for meeting Civil Defence requirements in Cantonments.

The accounts of the Cantonments were being audited formerly by the Accountant General of the State in whose territory a particular cantonment was situated. With effect from 1st April 1951, this responsibility was transferred from the Indian Audit and Accounts Department to the Military (now Defence) Accounts Department and the Cantonment Funds are now audited by the Controller/Joint Controller of Defence Accounts concerned.

In accordance with the recommendations of the Central Committee, the Cantonments Act of 1924 was amended by the Cantonments (Amendment) Act, 1953 (No. 2 of 1954). It is now obligatory for the Central Government to consult the State Government concerned before declaring its intention to include within a Cantonment any local area situated in the vicinity thereof or to exclude from a cantonment any local area comprised therein. State Governments were in fact always being consulted before taking such action but it was not previously obligatory for the Central Government to do so.

A member of any other local authority is not any longer qualified for election or nomination as a member of the Cantonment Board. The term "bazar areas" has been substituted by "civil areas" as it was considered derogatory to public sentiment.

EXTENSION OF "CIVIL AREAS"

For some time past, the Central Government had been contemplating the expansion of Civil areas in Cantonments with a view to providing amenities to the residents of these areas. *Ad hoc* Committees were accordingly constituted in all the cantonments in which there were notified civil areas to make recommendations for expansion of the areas. Of the 62 cantonments, there are no notified civil areas in 26. In six of the remaining 36 cantonments, the *ad hoc* Committees did not recommend any extension of civil areas. Extension of civil areas was thus recommended in 27 cantonments (three are recently constituted cantonments) and action in respect of the majority of these has been finalised.

LAND POLICY IN CANTONMENTS

Lands are held by private persons in Cantonments under a variety of tenures. There are what are known as 'Old Grant' sites. These are held under rules, regulations and orders issued from time to time by the Governments of the Presidencies of Bengal, Madras and Bombay between the years 1789 to 1899. Then there are leases granted under the Cantonment Codes of 1899 and 1912, and under the

Cantonment Land Administration Rules, 1925 and 1937. Taking into account the changed circumstances in the country, the land policy in cantonments is under review by Government.

FORMATION OF THE L.H. & D. SERVICE

Lands, Hirings and Disposals

Before the war, the hiring of lands and buildings required by the Armed Forces was primarily the responsibility of the Military Engineer Services while acquisition work was done by the Cantonments Department (now Military Lands and Cantonments Service). During the war, till 1944, the MES continued to hire lands and buildings. Requisition or acquisition of properties under the Defence of India Act, 1939 was done by the Military Lands and Cantonments Service. As the war progressed, the demand for properties for locating various Defence units increased enormously with the result that it was found essential to constitute a Lands and Hirings Service in December 1944 under the control of the QMG's Branch, Army Headquarters. (With the cessation of hostilities in 1945, it became the Lands Hirings and Disposals Service). The LH&D Service was responsible for all hirings, requisitions (as well as surrenders and derequisitions) of lands and buildings required by (or surplus to the requirements of) the Defence Services within the territorial limits of India and for payment of claims of all types arising therefrom. The Lands Hirings & Disposals Service dealt directly with the local civil authorities and wherever necessary, availed of the advice and assistance of the MES and the ML&C Service.

Though formed with a handful of officers in the first instance, the LH&D Service expanded into considerable dimensions and reached its peak establishment in January 1945. In addition to a Director General and two Directors at the Headquarters, there was at each of the four Army Commands a Deputy Director, in each Area an Assistant Director, in each Sub-Area a Deputy Assistant Director and in each District or important station an Area Lands Hirings & Disposals Officer. At the peak period, there were over 17,000 hired or requisitioned buildings and lands with an annual rental liability of about Rs. 645 lakhs. After the war, most of the properties became surplus to requirements in quick succession and they were returned to the original owners as speedily as possible. The post of Director General, as also that of one of the Directors, was abolished in the Headquarters and the Directorate came under the charge of a Director.

On 15th August 1947, the LH&D Service became a joint Defence Establishment under the control of the Supreme Commander and remained so until 15th November 1947. On the latter date, the Directorate of LH&D, which was hitherto a part of the QMG's Branch, was transferred to the Ministry of Defence and the Director, Military

Lands and Cantonments, became in addition the Director Lands, Hirings and Disposals. Energetic steps were taken to surrender the surplus properties and to reduce the financial liability of Government. The work relating to hired buildings which could not be released up to 30th September 1947 was transferred to MES. But the settlement of terminal compensation (that is, the amount of compensation, other than rent, payable on the termination of the period of requisition) in respect of hired buildings released up to 30th September 1947 was done by the LH&D Service until the cases were finally settled. In the middle of 1948 MES were also made responsible for fresh hirings of lands and buildings. Similarly, fresh requisition and acquisition became the responsibility of the ML&C Service. In December 1949 the separate designation of Director, LH&D was merged with that of Director, ML&C. The work of LH&D Service at the Commands was taken over by the Deputy Directors, ML&C, in addition to their own duties, and that in various Areas and Sub Areas by the Military Estates Officers.

With the quick release of surplus lands and buildings, innumerable cases of compensation payable for occupation of such properties cropped up and special steps had to be taken for their expeditious settlement. The number was very large in West Bengal due to its proximity to the eastern theatre of operations. An *ad hoc* committee was set up in that State to settle by mutual negotiations the terminal compensation claims for buildings for which offers had been made but not accepted by the claimants and where the parties agreed to withdraw cases from arbitration. In other States the various Governments were requested to arrange expeditious payments and appoint Arbitrators in cases where the owners did not accept the Collector's award. The *ad hoc* Committee set up in West Bengal was replaced on 16th May 1955 by a Standing Committee consisting of representatives of the Ministries of Defence and Finance (Defence) and the Directorate of LH&D for the speedy settlement of outstanding compensation claims. The Committee was later entrusted also with the settlement of claims in the States of Bihar, Orissa and Assam. This Standing Committee was also wound up on 31st May 1956 when the major portion of the work entrusted to it had been completed. For dealing with the small residual load of work relating to compensation claims, the *ad hoc* committee was revived. To settle speedily the cases referred to arbitration in respect of requisitioned, hired or acquired lands, two whole-time arbitrators, one at Alipore and the other at Burdwan, were appointed.

WINDING UP OF LH&D SERVICE

With the clearance of the bulk of the work, it was decided to wind up the LH&D Organisation in April 1957, and to distribute the residual work among the ML&C Service, the QMG's Branch and the E-in-C's Branch. However, in April 1962, the residual work which

had been transferred to the QMG's Branch and the E-in-C's Branch was entrusted to the ML&C Service. At present, about 350 lands and buildings which had been hired or requisitioned during the last World War are still held on charge by the Defence Services.

Since the declaration of emergency in October 1962, keeping in view its specialised experience, the ML&C Organisation was made responsible for executive duties connected with hiring and requisitioning of immovable properties required for the use of the Defence Services. In March 1966, 286 post-war hired lands, till then held on MES charge, were also transferred to the ML&C Organisation.

The properties held on hire or requisition are constantly reviewed by the QMG's Inter-Services Committee which makes recommendations to Government for further retention or release of these properties.

In addition, a special team has been set up to collect and collate data relating to all Defence-owned, hired and requisitioned properties with the ultimate object of enabling Government to decide which of those properties are to be retained permanently and which should be released.

MILITARY LANDS AND CANTONMENTS SERVICE

Till 1937, there was the Cantonments Department which was re-organised from 1st April into a Lands Branch and a Cantonment Executive Officers Service. Officers serving in the Lands Branch were military officers in civil employ and constituted a Central Service. Recruitment to the Cantonment Executive Officers Service was made through the Federal Public Service Commission. After the aforesaid reorganisation, no further recruitment was made to the Lands Branch and all further vacancies were filled by selection from officers of the Cantonment Executive Officers Service.

Early in 1947, there were 13 British and 13 Indian officers in the Lands Branch. All senior appointments were held by British officers. In the Cantonment Executive Officers Service, 65 out of 67 appointments were, however, held by Indian officers.

The matter came up for review before the Armed Forces Nationalisation Committee in 1947 and as a result the two Services were amalgamated into a unified Service. The composite Service was designated as Military Lands and Cantonments Service. On the recommendations of the Committee, it was also decided in 1947 that the Military Lands and Cantonments Service should be nationalised immediately and that all future entrants to the Service should be civilians.

Rules for the new service known as Military Lands and Cantonments Service (Class I and Class II) Rules, 1951 came into force with effect from 17th February 1951. In accordance with these

Rules, direct recruitment to the service is made on the results of the combined Central Services examination conducted by the Union Public Service Commission, as for other Central Services.

SECTION 2: ARMED FORCES MEDICAL SERVICES

Along with technical training, health is an equally important factor for the efficiency of the Armed Forces. The health problems and the standard of health required of these forces are, however, different from those of people in civil life. That is why the Armed Forces of all countries have a separately organised military medical service.

The Army in India had accordingly its own Medical Service called "Indian Medical Service" (I.M.S.), started in 1763. With the expansion of the Army, including its complement of Indian sepoys, the Medical Service had to be expanded. Indians were for the first time taken in the IMS in 1890, and in 1922 the proportion of one Indian to two Europeans in the service was laid down. A subsidiary service called the Indian Medical Department was also created with a British cadre and an Indian cadre, the former to serve in hospitals for British officers and other ranks and the latter in hospitals for Indian troops. The families of Indian soldiers were not eligible for medical treatment.

In addition to officers of the I.M.S., officers of the Royal Army Medical Corps were also serving with the Army in India on a tenure basis. They looked after the medical requirements of British troops and their families. There were also officers of the Royal Army Dental Corps and Queen Alexandra's Imperial Military Nursing Service, other Ranks of the Royal Army Medical Corps and the Royal Army Dental Corps for looking after the British officers, other ranks and their families in various hospitals.

There were separate British and Indian Military hospitals and in most stations, the buildings, etc. of the former were better than those of the latter. The IMS was a combined service for civil and military requirements. Officers were first commissioned in the Military Wing and after confirmation in that Wing were allowed to opt for the Civil Wing. Even while serving in the Civil Wing, they had liability to serve in the forces when called up for such service.

Before the Second World War, there were no separate medical Services for the Royal Indian Navy or the Indian Air Force. A few IMS officers and some members of the Indian Medical Department were attached to the Navy for medical duties and these postings were done by the Director of Medical Services in India. The Air Force in India had no IMS officers attached to it but was looked after by medical officers of the Royal Air Force (British Service). With the outbreak of the war, and the expansion of the Air Force, IMS officers were seconded to the Air Force according to requirements.

In 1941 when the demand for medical officers far exceeded the available man-power in the IMS, Civil doctors under 40 years of age and officers of the British Cadre of the I.M.D. were made eligible for the grant of emergency commission in the Indian Medical Service. Even so the requirements of Medical officers for the forces could not be met in full and hence a new Indian Army Medical Corps (I.A.M.C.) had to be created in 1943. All the officers of the IMS were granted superimposed commissions in the I.A.M.C. and the Indian Emergency Commissioned Officers in the IMS were seconded to the IAMC. Emergency commissions in the IAMC were also thrown open to civilian medical practitioners. Thus after 1943, all medical officers were commissioned in the Indian Army Medical Corps and seconded for service with the Navy and the Air Force as required. In a way, therefore, a sort of unified medical service came into existence, though the three Services were looking after their medical requirements independently. At the end of the war, there was the Principal Medical Officer, R.I.N., to advise the Flag Officer Commanding, R.I.N., and the Principal Medical Officer (Air HQrs) to advise the Air Marshal Commanding, R.I.A.F. The Director of Medical Services continued to look after the needs of the Army.

After the Second World War, surplus officers were released and permanent commissions were granted in the IAMC to selected officers who held emergency commissions.

On 15th August 1947 the Indian Medical Service was wound up. The officers of this Service serving in the Armed Forces were transferred to the Indian Army Medical Corps while those serving in civil posts were given the option either to revert to military service and get transferred to the IAMC or stay on permanently in civil posts to be employed at the discretion of the Central and State Governments. The I.M.S. officers in military employ were deemed to be regular officers of the Indian Army Medical Corps. The IAMC was completely Indianized, all the British officers and other ranks having left on pension or gratuity.

ROY COMMITTEE

After the war, when the organisation of the Army in peace-conditions was being considered, the suggestion was made that the Medical Services of the Armed Forces should be integrated. In February 1947 Government set up the Armed Forces Medical Services and Research Integration Committee with Dr. B. C. Roy as Chairman*.

*The Committee had three non-official members, namely Dr. A. S. Eruekar, Col. Sir Ramnath Chopra and Capt. P. B. Mukerjee; and six official members, namely, the Director of Medical Services in India (Army), the Director General, Indian Medical Service, the Principal Medical Officer, Royal Indian Navy, the Principal Medical Officer, Air Headquarters (India) and the Deputy Director of Medical Services, Indian Army, who was a senior Indian IMS officer, Lt. Colonel S. P. Bhatia, IMS/IAMC was the Secretary of the Committee.

to consider and report on the desirability and feasibility of establishing an integrated Medical Service for the Armed Forces in India and of integrating Medical research in the three Services and also to report on the general form which the integrated Medical Service for the Armed Forces should take. The Committee submitted its final report early in August 1947.

The Committee recommended the integration of the Medical Services of the Army, the Navy and the Air Force and the establishment of an integrated Medical Service for the Armed Forces as a whole. It was of the view that medical research for the Armed Forces should also be integrated and conducted in one centralised place where there was an atmosphere for research in allied sciences. As a matter of fact, till then there was practically no machinery in India worth the name for carrying out research on medical problems of the Armed Forces.

The Committee also recommended that there should be three Branches of the Armed Forces Medical Service, namely, Army, Navy and Air Force. A Medical Officer soon after his recruitment into the service should have training for a short period at a centralised institution to get basic training common to all the three Services. After completing this training, he should be drafted to one of the three Services—taking into account the requirements of the particular Service and the wishes of the individual—where he would serve for a number of years. During that service, he would be attached to the other two Services one after the other at convenient intervals for short periods so that by the time he becomes senior enough, he would have gained experience of the working and the medical aspects of all the three Services. After a certain period of service, a Medical Officer should choose between the professional and research branches of the Service or the purely administrative branch. The Medical Officers who chose to remain on the professional side would act as consultants and specialists in the bigger combined hospitals where patients suffering from different types of diseases found in the Army, the Navy and the Air Force would be admitted for treatment. It was also considered desirable that specialists from the three Services should operate in the same area so that they would be able to consult and exchange ideas as often as necessary.

The Committee was further of the opinion that there should be a Director General of the Armed Forces Medical Services in India to advise the Defence Minister, or the Supreme Commander controlling the Armed Forces as the case might be, regarding the medical needs of the Armed Forces. He would be the administrative head of the Armed Forces Medical Services in India. An Advisory Committee consisting of the heads of the three Branches of the Armed Forces Medical Service (both administrative and professional) should be set up to assist and advise the Director General.

As recommended by the Committee, a Sub-Committee of Service Members, namely, the Director of Medical Services, Army, the Principal Medical Officer, Royal Indian Navy and the Principal Medical Officer, Air Headquarters (India) was constituted to work out the details of the organisation and administration of the integrated Medical Service.

Early in 1948, Government considered the report and generally accepted its recommendations. Orders creating the appointment of Director General of Armed Forces Medical Services in the rank of Lieut. General and sanctioning nucleus staff for the Directorate were issued in August 1948. The designations of the Principal Medical Officer, Royal Indian Navy, and the Principal Medical Officer, Air Headquarters (India) were changed to Director of Medical Services, RIN and Director of Medical Services, R.I.A.F. respectively. The Director General was to be the head of the Armed Forces Medical Services and to advise Government on the overall medical policy for the Armed Forces. The respective Directors of Medical Services, Army, Navy and Air Force would be advisers to the respective Commanders-in-Chief (now Chiefs of Staff) on medical problems concerning their Service. On important matters they were required to keep the Director General informed of developments. The Director General was also required to consult the Directors on matters of policy and planning. A Committee called the Medical Services Advisory Committee consisting of the Director General as Chairman and the three Directors of Medical Services as members was also constituted. This Advisory Committee is a forum for the exchange of views and discussion on all important matters affecting the medical organisation and the medical treatment and health of the troops.

The Director General is responsible for the recruitment of officers to the integrated Medical Service as also their release or retirement; and also for the provision of medical stores for the three Services. He maintains an up-to-date technical library and provides medical journals and periodicals for all the three Services. In addition, in consultation with the three Directors of Medical Services, he nominates officers for inter-service postings, and also co-ordinates planning, direction and development of research in all aspects of service medicine, including preventive medicine, for all the three Services.

Although the Roy Committee had recommended the constitution of a separate and integrated Armed Forces Medical Service, due to legal and technical difficulties this recommendation could not be implemented. Instead medical officers continued to be commissioned in the Army Medical Corps and seconded to the other two Services. Officers seconded to the Navy and the Air Force are granted a super-imposed temporary commission during the period of such service; hold corresponding ranks in the Navy and the Air Force and wear

the uniform of the respective Service. Just before retirement, however, they are reverted back to the corresponding Army rank in the Army Medical Corps.

As a result of integration, the names of Army Medical Training Centre (Poona) and of the Medical Stores Depots were changed to Armed Forces Medical College and Armed Forces Medical Stores Depots respectively.

The working of the integrated Medical Service was reviewed in the light of experience gained and a revised charter of duties and responsibilities of the Director General, Armed Forces Medical Services, was issued in 1954. The revised charter provides for more consultation by the Director General with the three Directors of Medical Services so that all matters which have an inter-service bearing are discussed in the Medical Services Advisory Committee, the minutes of which are now referred to the Chiefs of Staff for approval before proposals are submitted to the Defence Ministry for consideration.

The system of selection for grant of permanent Commissions in the Army Medical Corps has been slightly modified. Since the War, recruitment to the Corps had been in the form of Short Service Commissions and Permanent Commissions and candidates could appear before the Selection Board direct. In 1956 the system of granting a certain number of permanent commissions on the basis of a competitive examination held by the Union Public Service Commission, followed by tests and interviews by the AMC Selection Board, was introduced. The first batch of 25 candidates so recruited joined in July 1956.

As already mentioned, before 15th August 1947, Government provided medical treatment to the families of British troops but not to the families of Indian soldiers. After Independence the families of Junior Commissioned Officers and other ranks and their equivalents in the Navy and the Air Force are entitled to medical treatment.

An artificial limb centre was established during the war for supplying artificial limbs to the Armed Forces personnel who were wounded or had sustained injuries during the war. In 1951 this facility was extended to civilians also on payment and the Centre was taken over by the Director General, Armed Forces Medical Services, from Director of Medical Services (Army). Besides providing facilities for the manufacture and repair of artificial limbs, the Centre has a large convalescent wing which provides indoor treatment. The Centre also treats orthopaedic disabilities and deformities.

The Armed Forces Medical College, Poona, which is under the administrative control of the Director General, Armed Forces Medical Services, was established on 1st May 1948 to impart post-graduate

training to medical officers of the three services, to conduct technical training of para-medical personnel and to carry out research. In July 1962, a Graduate Wing was started to prepare students for the MBBS degree of Poona University. In 1964, a College of Nursing was also set up to prepare students for B.Sc. (Nursing) course. The Armed Forces Medical College is affiliated to Poona University for a number of post-graduate degree or diploma examinations. It is now housed in a spacious building.

Formerly Indian troops were not eligible for dental treatment. At the beginning of the war the need for dental treatment was recognised and a nucleus of the Indian Army Dental Corps was formed. The Corps gradually grew in strength. As in the Army Medical Corps, emergency commissions were granted in the Indian Army Dental Corps also. There is a Dental Training Wing in the Armed Forces Medical College for conducting various courses and for training personnel of the Army Dental Corps as Dental Hygienists. The families of Junior Commissioned Officers and Other Ranks and their equivalents in the Navy and Air Force were also made eligible for free dental treatment (excluding the provision of free dentures) at the Armed Forces Dental Centres.

On the declaration of emergency in October 1962, Emergency Commissions in the Army Medical Corps were introduced with liberalized terms of antedate of commission. A scheme for the secondment of State Government doctors to the Corps was also introduced. To meet the increasing requirements of medical officers, final year MBBS students were also selected and granted Short Service Commission (on probation) under the University Entry Scheme. They were granted the rank of 2/Lt with a consolidated pay of Rs. 400 p.m. during the last 12 months of their studies subject to the condition that on passing their final MBBS examination they would serve for 5 years as Short Service Commission officers.

To attract more recruits to the service and to remove the block in promotion in higher ranks, Government sanctioned certain improvements in the terms and conditions of service of AMC officers from 1st January 1966. These were (a) the grant of non-practising allowance at 25% of basic pay for the first 7 years of service, 33½% from the 8th to the 15th year and 50% beyond the 15th year, subject to a maximum of Rs. 600 p.m. in all cases; (b) an increase in the rates of Specialist pay admissible to officers up to the rank of Brigadier; (c) an acceleration of time scale promotion up to the rank of Lt. Colonel. With the sanction of non-practising allowance, officers of the Army Medical Corps are not allowed private practice from 1st January 1966. In fact there is hardly any scope for such practice in forward areas. Government have also upgraded the ranks of certain appointments, e.g. the Director of Medical Services

(Army) from Major General to Lt. General; the Director of Medical Services (Air) from Air Commodore to Air Vice Marshal; the Deputy Director General, Armed Forces Medical Services, the Consultant (Surgery), Consultant (Medicine) and the Director of Medical Research from Brigadier to Major General.

SECTION 3 : DIRECTORATE OF MILITARY REGULATIONS & FORMS

Soon after the First World War a small section was created in the Army Department for the revision of the rules, regulations and forms of the Army, which had become out of date. This Section later came to be known as the Central Revision Section and in 1931, the head of this Section was designated as Director of Military Regulations & Forms. At that time this officer performed in addition the duties of Establishment Officer in the Army Department.

In 1939, the responsibility for the revision and maintenance of basic regulations of a financial nature was transferred to the Military Finance Department; while the work connected with the administrative regulations, as well as the printing and distribution of military forms, remained in the Central Revision Section which was renamed in 1943 as Publications, Forms & Stationery Section. There were also two other Sections in the Directorate, viz., the Medal Section, and the Army List Section. These three Sections together functioned as a separate entity in the Defence Department upto 1946 after which the staff was brought on to the common roster of the Department.

The Publications, Forms and Stationery Section is responsible for the printing of rules and regulations of the Defence Services, procurement of publications wherever necessary from abroad, supply of all items of stationery for Units of the Defence Services; printing and provision of Army, Navy and Air Force forms, etc. Since 1951 this Directorate was again made responsible for the issue of Army, Navy and Air Force Instructions, separately for each Service. (Government orders of an unclassified nature requiring wide circulation are printed and issued every week in the form of these Instructions). The work was originally being done by the Army List Section. In 1942, when the Office of D.M.R.&F. was shifted to Simla, the work was entrusted to a Section in Delhi to avoid delay in the issue of these Instructions which were being printed in Delhi.

The Medal Section is responsible for the issue of medals and decorations to the eligible members of the Armed Forces, and for keeping stock of medals, decorations and ribbons for future issues. After the last war, the Medal Section had a stupendous task: as many as 60 lakhs of medals had to be distributed. In order to expedite the distribution, the office was moved to Calcutta in 1946 so as to be close to the Government of India Mint in Calcutta which

manufactured these medals. After this work of distribution was completed, the Medal Section was shifted back to Delhi.

The Army List Section is responsible for the compilation of the Army List which gives information regarding officers serving in the Army. This Section was originally under the Military Secretary's Branch of Army Headquarters and was transferred to the Army Department in 1920-21 at the suggestion of the India Office. (The compilation of the Navy List and the Air Force List, however, continues to be the responsibility of Naval and Air Headquarters respectively).

After partition, the Army List had to be practically rewritten as a result of the transfer or retirement of a very large number of officers.

After the Second World War and more so after the transfer of power, the Regulations of the Army, the Navy and the Air Force became totally out-of-date and had to be completely re-written. The Printing, Forms & Stationery Section which was responsible for issuing amendments to the basic regulations on the basis of revised orders issued, could not cope up with a task of this kind. Accordingly, a Deputy Secretary (Regulations) was appointed in the Defence Ministry in 1951 to revise all the basic regulations. (Later he was given other assignments also). There was a large number of regulations requiring revision and the completion of this complicated work was bound to take time. To assist the Deputy Secretary (Regulations) in finalising the revised form of regulations, a separate regulation cell was created in Army, Naval and Air Headquarters. The D.M.R.&F. continues to be responsible for printing and distributing the revised regulations when ready. The revision of the basic regulations has been completed by now.

Till April 1947, the post of Director, Military Regulations & Forms, was held by Service officers and thereafter by a civilian officer of the Defence Department. The Office which had been shifted to Simla in 1946 was brought back to Delhi in 1951. In December 1952 the Office was placed under the administrative control of the Chief Administrative Officer (an *ex-Officio* Deputy Secretary in the Defence Ministry). In November 1956 it was decided to transfer this Office back to the Secretariat.

SECTION 4: THE SOLDIERS', SAILORS' AND AIRMEN'S BOARD

The primary function of the organisation is to look after the welfare of ex-Servicemen and the families of serving and deceased members of the Armed Forces.

In February 1919, after the First World War, Government constituted the Indian Soldiers' Board in place of the Central

Recruitment Board to advise on matters affecting the interests of serving, discharged and deceased Indian soldiers and non-combatants and also to render all possible assistance to servicemen, ex-servicemen and their dependants. The Board was affiliated to the Army Department. On the suggestion of the Central Government, Provincial Governments and Administrations also set up Soldiers' Boards as it largely rested on them to take action for the welfare of demobilised soldiers and the families of deceased soldiers. The Indian Soldiers' Board Fund was constituted in December 1922, from a sum of Rs.10 lakhs received from the Imperial Indian Relief Fund, and expenditure on schemes for safeguarding the interests of Indian soldiers was met from this Fund.

Before the outbreak of the last World War, there were 87 District Soldiers' Boards which had honorary workers as Secretaries. With the rapid expansion of the Army during the war, the work of the Boards greatly increased. It was decided in 1943 to have paid workers as Secretaries with adequate staff to assist them. The financial effect of the proposal was in the neighbourhood of Rs. 6 to 7 lakhs per annum. Owing to the urgency the whole of it was met from the Defence Services Estimates. It was decided that from 1st April 1947 the expenditure on the maintenance of the Boards should be shared equally between the Central Government and the Provincial (now State) Governments.

With the expansion of the Navy and the Air Force during the war, the need was felt to extend the activities of the Board to these two Services also and the Indian Soldiers' Board was reconstituted as the Indian Sailors', Soldiers' and Airmen's Board from 1st April 1944. Later, in 1950, with the change in the order of precedence among the Services, the Board was renamed as the Indian Soldiers', Sailors' and Airmen's Board. The Board was reconstituted in 1963 with enlarged representation from States and from ex-servicemen.

The Board is the Central organisation with a State Board at the headquarters of States and District (S.S.A.) Boards at important district headquarters. The Central Board lays down the general policy with regard to matters affecting the welfare of ex-servicemen and families of serving and deceased personnel. It also coordinates the work of the State Boards and exercises over-all supervision and budgetary control over the District Boards.

The Central Board is presided over by the Defence Minister; the State Board by the State Governor or Chief Minister or a Minister nominated by the Chief Minister; and the District Board by the District Officer. Adequate representation at all the three levels is given to ex-servicemen. Besides the Central Board, the organisation at present consists of 16 State Boards, 4 Boards at the headquarters

of Union Territories and 196 District Boards at the District headquarters.

Prior to 1955, the Central Government wielded almost complete administrative and financial control. The problems of ex-servicemen generally relate to their home affairs and resettlement in civil life. As these problems are mainly local, the Governments of the States are in the best position to help them. For this reason, in 1955, a large measure of the financial control of the District Boards was transferred to the Governments of the States.

Till 1949, an Under Secretary of the Defence Department (later Ministry of Defence) used to function as the Secretary of the Indian Soldiers', Sailors' & Airmen's Board in addition to other work. With the expansion of the organisation and the need for better supervision over the working of the Boards, the appointment of Secretary, I.S.S.&A. Board, was made full-time in 1949.

In November 1954, the Indian Soldiers', Sailors' & Airmen's Board became a Member of the World Veterans Federation, which is an international organisation composed of 135 ex-Servicemen's associations from 35 countries, formed with the main objective of promoting the interests of war-veterans and war-victims in all countries.

There are certain welfare funds for ex-servicemen and serving members of the Armed Forces. The primary object of the Armed Forces Benevolent Fund is to relieve economic distress amongst present and past members of the Indian Armed Forces and their dependants. The Armed Forces Reconstruction Fund is utilised for the provision of amenities to serving members of the Armed Forces. Grants are also made from the Fund for the collective care of the disabled and for resettlement schemes for ex-servicemen. The Flag Day Fund is raised by donations and the sale of flags every year (6th December) for the alleviation of distress amongst ex-servicemen and their dependants and for the provision of amenities to serving personnel. The St. Dunstan's (India) Fund is utilised for the vocational training and subsequent resettlement and rehabilitation of blinded servicemen. All these funds are administered by committees which are presided over by the Defence Minister.

The Indian Gorkha Ex-Servicemen's Welfare Fund is administered by a Committee with the Defence Secretary as Chairman.

The Secretary, I.S.S.&A. Board, functions as the Secretary for all these Funds.

SECTION 5 : DIRECTORATE GENERAL OF RESETTLEMENT

During the last World War, the problem of resettlement and welfare of ex-servicemen assumed great importance and a large

organisation was created to deal with it. The Directorate General, Resettlement and Employment, Ministry of Labour, was then responsible for resettlement and the Welfare General's Branch in Army Headquarters for the welfare of ex-servicemen. After Independence, an organisation was set up in the Defence Ministry to rehabilitate Defence Services personnel as well as ex-servicemen uprooted from East and West Pakistan consequent on partition. This organisation worked in close liaison with the Ministry of Rehabilitation.

By 1951 the Rehabilitation Ministry was wound up and the residual work relating to Defence personnel was entrusted to the Resettlement Section which was then set up in the Ministry of Defence. The Resettlement Section was also responsible for formulating in collaboration with the Central Ministries, State Governments and other official and non-official organisations, schemes for the rehabilitation of ex-service personnel in the public and private sector undertakings, land colonies, vocational/technical trades, transport services, small scale industries, etc.

The Resettlement Section initiated and established 13 Land Colonies at Mahabalipur, Karnal and Banur in Punjab; Afzalgarh and Manu Nagar in U.P.; Ammaguda and Fateh Nagar in Andhra Pradesh; Jambuvanodai in Madras; Ratnapura in Mysore; Rani and Vettilapara in Kerala and Keolajhir and Bamawad-Badagaon in Madhya Pradesh. A total of about 3,000 ex-servicemen were settled in these Colonies.

In addition to these Land Colonies, a number of Cooperative (Land) Societies of ex-servicemen were also established with financial assistance from the State Post War Reconstruction Fund.

The Resettlement Section, however, proved to be inadequate to deal with the problems of resettlement and welfare of ex-servicemen. Consequently, in 1959, the Section was converted into a Directorate under a Director General.

In view of the pressing need to provide housing facilities for serving and ex-service personnel, a Sainik Cooperative House Building Society was formed with an apex Society at Delhi, with the intention of building Defence Colonies in 60 stations all over India. This society now deals with the establishment of colonies at Delhi and its adjoining towns like Ghaziabad. The establishment of colonies in other places in this country is being coordinated by local Station Commanders.

Ex-servicemen are accorded priority III by Employment Exchanges in the matter of submission of their names against Central Government vacancies. By virtue of their training and experience in the Armed Forces, ex-servicemen are given preference in filling up vacancies in the Police, Home Guards, Watch and Ward of the Railways, Transport

Services, Armed Constabulary etc. For recruitment to Central Government Services, ex-servicemen are granted relaxation in the prescribed upper age limit corresponding to the period of their service in the Armed Forces plus an additional three years. The minimum educational qualifications have also been relaxed in their favour for certain Central Government posts.

In order to help ex-servicemen to obtain gainful employment in industrial concerns or in setting up independent business of their own, five vacancies have been reserved in all the Industrial Training Institutes in the country for the training of ex-servicemen in Engineering and non-Engineering trades. Every ex-serviceman undergoing training in these Industrial Training Institutes is given a stipend of Rs. 35 per month by the Central Government.

A Defence Services Liaison Organisation was set up in 1956 for the civil employment of retired or released officers of the Armed Forces under the Central and State Governments and public and private sector enterprises. In 1963 the Director General of Resettlement was also designated as the Defence Services Liaison Officer, Planning Commission. The Defence Services Liaison Organisation has been able to place a number of ex-service officers in the employment of public and private enterprises. Business Management Courses have been conducted for Service Officers to make them fit for employment, after retirement, in managerial posts in public and private enterprises.

A special Resettlement Cell has been created for the rehabilitation in civil life of disabled personnel. Rehabilitation is arranged either by providing direct employment commensurate with the residual capability of the disabled personnel or after training, as necessary, to fit them for gainful employment. The expenditure on such training is borne by State Governments or the Central Government.

To pay better attention to the resettlement and welfare of ex-servicemen and families of serving soldiers, a Command Liaison Officer has been appointed at each of the four Army Command Headquarters.

The rehabilitation of ex-servicemen has assumed national importance. To deal with this on a systematic basis, Government have created a Special Services Fund with an initial contribution of rupees 5 crores from the National Defence Fund and an annual contribution initially for a period of three years of rupees one crore from the Defence budget commencing from 1965-66. Eighty per cent of the total amount is to be distributed to the States and Union Territories on the basis of the strength of the recruits. Payment out of the contribution from the Defence Budget will be subject to matching contribution by the State Governments and Union Territories. The Fund will be utilised for the welfare and resettlement of ex-servicemen and their dependants.

SECTION 6 : DIRECTORATE OF PUBLIC RELATIONS

Before the transfer of power, the Armed Forces Headquarters had a Directorate of Public Relations directly under the Commander-in-Chief. It had a two-fold function, namely, to give publicity to the Forces through journals specially produced for circulation among members of the Armed Forces and secondly to give publicity about the Forces to the general public through the medium of newspapers which were supplied with photographs and news items about the Forces, and by the production of illustrated books and booklets giving popular accounts about the achievements of India's fighting men.

The journal specifically produced for circulation among the members of the Armed Forces with news and views of military interest was the weekly "Fauji Akhbar". It first appeared in Urdu on 2nd January 1909. It was published from Allahabad though the editorial office was in Simla. In addition to Urdu, five more editions of "Fauji Akhbar" were added to from time to time : Hindi (5th June 1909), Gurmukhi (2nd October 1909), English (3rd February 1923), Roman Urdu (April 1926) and Tamil (27th March 1945). During the Second World War, the journal had more pages and also carried a number of pictures, with additional popular features such as information regarding concessions available to members of the Armed Forces, awards for gallantry, etc. The office of the Journal was also moved to Delhi.

Shortly after the outbreak of the Second World War, a two-page bi-weekly supplement containing war news was published and made available to readers of the "Fauji Akhbar" free of charge. In October 1940, the supplement was replaced by a four-page paper called "Jang ki Khabren" which was published in English, Urdu, Hindi, Roman Urdu, Gurmukhi, Tamil, Telugu, Marathi and later Gorkhali also. In September 1945, this paper was renamed as "Jawan".

A.F.I.O.'S OFFICE UNDER THE MINISTRY

After 15th August 1947, with the appointment of separate Chiefs for the three Services, the Public Relations Office was appropriately placed directly under the Ministry of Defence. In September 1947, it was decided that the Ministry of Information & Broadcasting which was (and continues to be) responsible for all Government publicity, should also be responsible for publicity regarding the Defence Services. Accordingly, the post of Armed Forces Information Officer, with the status of a Joint Principal Information Officer, was created by the Information & Broadcasting Ministry. This Officer would thus be a civilian, with considerable knowledge of the working of the Press, appointed by and under the administrative control of that Ministry but working from day to day under the Ministry of Defence and in close contact with the Armed Forces Headquarters.

There is a separate Public Relations Officer for each of the three Services who maintains daily contact with the Services Headquarters. These officers form part of the A.F.I.O.'s organisation. The first A.F.I.O. assumed charge on 15th November 1947. In June 1965, the Armed Forces Information Office was redesignated as 'Directorate of Public Relations'.

This Organisation is known on the Press side as Press Information Bureau (Defence Wing), though all the officers, other than the A.F.I.O. (now D.P.R.) and an Information Officer, are appointed and controlled by the Ministry of Defence. The organisation's set-up is thus slightly different from that obtaining in other Ministries of the Government of India.

P.R.O.s IN COMMANDS AND IN J&K

The three Public Relations Officers for the three Services Headquarters were formerly in the rank of Major for the Army, Lt. Comdr. for the Navy and Sqn. Ldr. for the Air Force. In addition, on 1st December 1947 there was also a Public Relations Officer posted at each of the three Army Commands. In December 1949, however, the publicity work was centralised in Delhi and Public Relations Officers ceased to function at the Commands. Later, experience showed that it would be desirable to have regional officers at Bombay and Calcutta. These were sanctioned on 1st March 1951. A third regional office was also established at Jullundur from 1st October 1955. This was subsequently shifted to Ambala and is at present in Chandigarh. With the formation of the Central Command of the Army, a Public Relations unit was raised for this Command in Lucknow. These four P.R.O.s serve the four Army Commands and also the corresponding formations of the other two Services. They function under the Director of Public Relations in regard to all matters of publicity.

On the commencement of the Kashmir operations in 1947, special Public Relations Staff was stationed at Srinagar and Jammu to cover the activities of the Armed Forces in that area. At present there is a P.R.O. at Srinagar and an A.P.R.O. at Jammu. In December 1960, a P.R.O. was positioned at Shillong to serve the eastern sector and Nagaland.

Due to difficulties arising out of the partition of the country and the migration of the entire Muslim staff as well as the printers, the publication of "Fauji Akhbar" and "Jawan" had to be suspended temporarily. The journals made their appearance again in September 1948 from the office of the Armed Forces Information Officer.

CLOSURE OF "JAWAN" AND IMPROVEMENT OF "FAUJI AKHBAR"

In the altered circumstances, the "Jawan" ceased to fulfil its purpose as a news-sheet for the troops. With the return to normal

peace-time conditions, members of the Forces could have access to the daily news-papers like other citizens. In any case the news contained in the "Jawan" was somewhat out of date by the time it reached the troops. The publication of "Jawan" was, therefore, discontinued from March 22, 1950. Simultaneously, it was also decided to increase the number of pages of "Fauji Akhbar" from 28 to 36 in the English edition and from 28 to 32 pages in other editions. It was then printed in nine languages, namely, English, Hindi, Urdu, Roman Hindustani, Punjabi, Marathi, Gorkhali, Tamil and Telugu. On 4th April 1954, the name of "Fauji Akhbar" was changed to "Sainik Samachar". In 1963 the Roman Hindustani edition was discontinued and in January 1964 a Malayalam edition was added.

The journal is a priced publication. It is now copiously illustrated and the quality of its contents and the get-up have greatly improved during recent years.

The "Sainik Samachar" serves a very useful purpose as it gives information about the activities of the troops which cannot be found in the ordinary newspapers. It gives prominence to the sports and other activities of the troops which are not reported in any great detail in the ordinary newspapers. A most valuable feature is the answering of questions raised by members of the Armed Forces. The Gorkhali edition is particularly valuable to the Gurkha troops as there is no newspaper in Gorkhali otherwise available.

The Directorate of Public Relations conducts a special forces' programme in Hindi daily from the Delhi Station of All India Radio. A number of informative pamphlets about the three Services have also been published for the benefit of the public.

During the Indo-Chinese operations in 1962, two new P.R. units, each headed by a Chief P.R.O. in the rank of Lt. Col., were raised for NEFA and Ladakh and positioned at Tezpur and Srinagar respectively. Since then, to meet the growing requirements of publicity for troops stationed in the border areas as also to conduct Press parties to those areas, six small field P.R. units have been raised.

The publicity activities of the Directorate also extend beyond the limits of India when Indian troops are sent abroad. Public relations work with Indian troops was thus arranged in Korea, Gaza and the Congo.

In June 1965, the Armed Forces Information Office was raised formally to the status of a Directorate and put under the charge of a Director. The Director has to be a senior officer of the Central Information Service, but he is given the rank of Brigadier, should he choose to opt for being an army officer. As against one post of Deputy A.F.I.O. in 1963, two posts of Deputy A.F.I.O.s, (now Deputy

Directors of Public Relations), were created, one of which is held by an officer of the rank of Colonel in the Army and the other by an Air Force Officer with the rank of Group Captain. In addition two posts of Assistant Directors of Public Relations in the rank of Lt. Col. were created at the Headquarters.

SECTION 6 : OFFICE OF THE CHIEF ADMINISTRATIVE OFFICER

The General Headquarters, (as the Army Headquarters was then known) the Naval Headquarters and the Air Headquarters expanded a great deal during the last World War. To meet their increasing requirements in regard to accommodation, civilian personnel etc. the office of the Chief Administrative Officer was created in 1942.

The Chief Administrative Officer is now responsible for (a) all matters relating to the civilian gazetted and non-gazetted staff of Armed Forces Headquarters and Inter-Service Organisations and (b) office accommodation for the Defence Headquarters and residential accommodation for Service Officers employed in the Armed Forces Headquarters and Inter-Service Organisations.

SECTION 7 : HISTORICAL SECTION

Soon after the end of the Second World War, a Historical Section had been set up to compile a detailed history of the War with particular reference to the operations in which the armed forces of undivided India took a prominent part. After partition this office continued as a joint organisation of India and Pakistan and was known as the Combined Inter-Services Historical Section (India and Pakistan).

The scheme provided for a series of 24 volumes, including 7 on the medical aspects of the War. 23 volumes were published during the years 1947 to 1963, and the last volume in the series was published in 1966. The Combined Historical Section was wound up in 1963.

A separate section designated as Historical Section (India) was set up in 1953 for compiling the history of post-partition military operations of the Indian Armed Forces. This Section also supplies information on military history and allied subjects to the Ministry and the three Services and *inter alia* advises them in the selection of designs and mottos for flags, crests, emblems etc. for the Services.

Work has been started on the histories of the Hyderabad Police Action (1948) and the liberation of Goa (1961). A volume is also proposed to be written on the work of the Indian Forces in international assignments in Korea, Indo-China, Lebanon, Gaza and the Congo.

SECTION 8 : JOINT CIPHER BUREAU

This is another important organisation which was given a reorientation after independence.

All signal communications of a secret nature between formations of the Defence Services as also between the various offices of the Central Government in India and abroad have necessarily to be in codes—otherwise known as ciphers. It is hardly necessary to emphasise the importance of a reliable cipher system for Government; in a military operation it is a *sine qua non*. One of the first urgent and vital tasks of the Government of India immediately after partition was the setting up of a completely Indianized organisation for the production of ciphers.

Before the last war almost all the cryptographic documents used by the Departments of the Government of India, both Civil and Military, were supplied by the U. K. Government. The documents supplied by the War Office were distributed through the General Headquarters, India, while those supplied by U.K. Civil Departments, including India Office, were distributed through the Foreign & Political Department of the Government of India. Beyond distributing and accounting for these documents, hardly any production and printing of ciphers was done in India. Documents in bulk were received from U.K. in a section of the Military Intelligence Directorate of Army Headquarters and distributed through this Section to Armed Forces in India.

After the outbreak of the last war and especially after its extension to East Asia, it was decided that the cipher equipment for the Eastern theatre of war should be distributed centrally through India and not directly from U.K. When the shipping accommodation became progressively scarce, it became necessary in the latter half of 1942 to print an increasing number of cipher documents in India but the basic material was still supplied from U.K.

All the cipher documents required by the Royal Indian Navy and the Royal Navy operating in the Eastern theatre were supplied by the Admiralty, and the Air Ministry supplied the documents to the Air Force in India.

The actual experience of the war demonstrated that it was unwise for India to depend on outside sources for her cipher requirements. Towards the end of the war, the Defence Services in India recommended the creation of an organisation for the production, distribution and accounting of all cryptographic documents required by India. This resulted in the formation of the Joint Cipher Bureau in November 1945 with the nucleus of the existing Army Production Centre of the Military Intelligence Directorate. The Bureau was charged with the duty of liaising with the Cipher Policy Board in U.K.

Before the new organisation could be fully operative, far-reaching political reforms became imminent. This led to this Inter-Service Organisation being enlarged into an Inter-Service and Inter-Departmental Organisation to serve the requirements of the Civil Departments

well. The difficulties inherent in the new undertaking may be appreciated from the fact that till then no Indian was associated with this organisation. With the new political developments it was decided that recruitment should be thrown open to Indians and a beginning was made by the appointment for the first time of three Indian Service officers in this Organisation in April-May 1947 and 17 men in July-December 1947.

With the partition of the country the personnel of J.C.B. were divided, leaving India with one European Service Officer who had agreed to stay on until March 1948 as Officer-in-Charge, one European civilian Officer on a yearly contract and the three Indian Officers who had joined only a few months earlier. One of the Indian officers took his release very soon thereafter.

On 15th August 1947 both the J.C.B. India and J.C.B. Pakistan came under the control of Supreme Commander's Headquarters and remained so until the Headquarters was wound up. The Supreme Command supervised the allocation of the assets and personnel between the two Bureaux of India and Pakistan.

The tremendous responsibility that devolved on the newly-born Indian organisation on the sudden outbreak of operations in Kashmir can well be imagined. Unfortunately India was forced to continue to share, for some time, documents which were held in common with Pakistan while Pakistan was at liberty to use some of the reserve documents that had been allotted to her and were held exclusively by India. A determined effort was made but even so the first change was effected only on 11th November 1947 after the Kashmir operations had passed through their most crucial stage for over a fortnight and even then too, not in respect of all the essential documents some of which had to be continued in common use with Pakistan for a longer period, mostly for lack of reserves.

Early in February 1948, an Indian Officer was selected to replace the European Officer in charge who was due to leave in March 1948. This Officer had considerable cipher experience but like others had no production experience. By this time certain other appointments had also been filled through the Public Service Commission when a few Service Officers with adequate cipher background were selected by the Commission for appointment in a civilian capacity. At that time, India was faced with cipher production problems far beyond her manpower, experience and the limited printing capacity. *Ad hoc* arrangements for getting over this most difficult period were made and for the whole of 1948 and part of 1949 there was more or less a day-to-day existence in the matter of production and supply of cipher documents. But as a result of unstinted co-operation, great team work and proper guidance, the achievement of this stupendous task was made possible.

Cipher production is a highly specialised job and needs great technical skill. Methods of production have to be kept constantly under review with the dual object of providing improved security and increasing rapidity and facility in their use. An unending battle is waged between the producers and the users of ciphers and those trying to break them. The compilers have, therefore, to be constantly devising ways and means to improve their cyphers and also test their vulnerability against organised crypto-analytical attack. The Bureau did its best and the immensity of the job and its responsibility almost broke its back in the early stages.

In 1949 the J.C.B. was reorganised to meet its growing commitments and responsibilities. Several new Sections, essential for its proper functioning, were formed. Printing capacity was increased and more staff recruited. By the end of 1949 the position had slightly improved and as years passed by, despite set-backs now and again, the position became more and more satisfactory. The Bureau is now in a fairly strong position as far as the production and reserve of documents is concerned.

The security of the country depends on the security of its communications and, therefore, the security of the ciphers used has to be constantly kept under the strictest vigil. Maximum effort and efficiency has, therefore, to be the watchword of this organisation.

In October 1954 the post of Officer-in-Charge, J.C.B., was redesignated as Director, Joint Cypher Bureau. The names of other posts in the organisation were also modified.

SECTION 9 : SCHOOL OF FOREIGN LANGUAGES

The School of Foreign Languages is an entirely new organisation, set up after independence, for providing facilities for the teaching of foreign languages primarily to Service personnel. It is the usual practice in all countries to attach military officers to their diplomatic missions in foreign countries. Indian Army, Naval and Air Force Officers are also posted as Military, Naval and Air Attaches (or as Military, Naval or Air Advisers, as they are called, in Commonwealth countries) on the staff of certain important missions abroad where their presence, it is considered, would be most useful. It is very necessary for these officers to have competent knowledge of some foreign languages in order to perform their duties efficiently. Sufficient facilities for the teaching of foreign languages did not exist in the country before 1948. It was, therefore, decided to start a School of Foreign Languages under the Ministry of Defence and an eminent linguist was appointed Director of the School on 20th October 1948. Subsequently, other members of the staff were appointed and the School commenced working on 1st February 1949, providing preliminary instruction in French, Persian,

Chinese, Arabic, Russian and German with 214 students on the rolls for the first session. Advanced courses in French, German and Russian were started in August 1950, in Chinese in August 1952 and in Persian in August 1953. From August 1954, teaching has also been provided in Japanese, Burmese and Tibetan and from 1961 in Spanish. Steps are also being taken for introducing Malay and Bahasa Indonesia.

Though established primarily to meet the needs of the Armed Forces, the School was thrown open also to civilian gazetted officers working in various Ministries and later on to members of the non-gazetted staff. Subject to the availability of seats, a limited number of dependant relations of Government servants and others are also admitted.

The students of the School are either sponsored or non-sponsored. The School conducts three types of courses, namely, Preliminary, Advanced and Interpretership. The first two are part-time courses open to civilians and Service Officers, both sponsored and non-sponsored, while the Interpretership Course is a whole-time one open to sponsored officers specially deputed for training as interpreters. The Preliminary course is of one year's duration, the Advanced Course of 18 months' duration and the Interpretership Course is of 18 to 26 months' duration depending on the languages.

For sponsored students, the Ministry or Department concerned pays the tuition fee @ Rs. 40 p.m. per language. The rate of tuition fee for non-sponsored candidates varies with the income*. The prescribed rate of tuition fee for outsiders is Rs. 15 p.m. The rate of tuition fee for the dependant relation of a Government servant is, however, the same as that payable by the Government servant himself.

In order to give encouragement to students studying foreign languages in the School, two free and four half-free studentships are granted to deserving non-gazetted non-sponsored students of both the Preliminary and Advanced Courses every year. Students of the School standing first with distinction at the Preliminary and Advanced examinations in all the languages taught at the School are eligible for awards on the following basis: (a) Preliminary Course—non-sponsored paying students Rs. 200; Sponsored students and recipients of free studentships Rs. 100 (b) Advanced Course—non-sponsored paying students Rs. 300; Sponsored students and recipients of free studentships Rs. 150. At least 50% of the award is in the form of books in the language for which it is made.

*Those drawing less than Rs. 500 are charged Rs. 10 p.m., those drawing between Rs. 500 and Rs. 2,000 are charged Rs. 15 p.m., and those drawing over Rs. 2,000 are charged Rs. 25 p.m.

A separate Board of Examiners was set up in 1950 with the Director of the School as ex-officio Chairman for conducting examinations in Indian languages (for Service Officers only) as well as in foreign languages. The examinations in foreign languages are conducted for the students of the School of Foreign Languages; Service Officers, other ranks and cadets of the National Defence Academy and the Indian Military Academy; members of the Indian Foreign Service and the Indian Information Service; the staff of the Intelligence Organisations of the States; the students of the Indian School of Mines and Applied Geology, Dhanbad; and candidates sponsored by State Governments.

The number of candidates who have passed the various examinations in foreign languages since the inception of the School till 1965 is as follows:—

Language	Preliminary	Advanced
Arabic	38	12
Burmese	20	4
Chinese	217	55
French	582	99
German	349	43
Japanese	66	5
Persian	73	24
Russian	464	159
Spanish	52	16
Tibetan	36	5
	1,897	422

Certificates for the Preliminary examination and Diplomas for the Advanced and Interpretership examinations are awarded to successful candidates.

The School of Foreign Languages was placed on a permanent footing in August 1954. The number of students on the rolls of the School has increased from 214 in 1948-49 to 517 in 1965-66.

A small board of translators to translate documents from foreign languages into English was set up in February 1954 for the benefit of the various Ministries and Departments of the Government of India. The work is assigned to translators from a panel consisting of qualified linguists, official and non-official, maintained by the School. These translators are paid for the work done by them.

SECTION 10 : ARMED FORCES FILM AND PHOTO DIVISION

This Division was formed on 15th July 1954 as an Inter-Service Organisation directly under the Ministry of Defence to cater to the film and photographic needs of the three Services mainly for training and record purposes.

During the last War, a Directorate of Services Kinematography was established for the production, procurement and distribution of training, instructional and recruiting films and filmstrips for the three Services. It was also responsible for screening entertainment films for the various Indian units wherever they were stationed. This Directorate was disbanded on 31st March 1947 and a small organisation known as the Film and Photo Section was formed under the Director of Military Training, Army Headquarters, for the film and photographic requirements of the Army for training and record purposes. The Navy and the Air Force did not then have a separate similar organisation; the work relating to the procurement and distribution of films and filmstrips was attended to by their respective Directorates of Equipment and Training.

With the ever-growing importance of visual aids for training purposes in all the three Services, the need was felt for a central film organisation to avoid duplication of effort in the Services Headquarters. Moreover, the requirements of the Navy and the Air Force would not have justified separate similar organisations of their own, consistent with economy or even efficiency. An inter-service organisation directly under the Ministry could ensure proper co-ordination and better control. The decision to form such an Inter-Service Section was taken in principle in August 1952, when the future of the Film and Photo Sub-Section of the Historical Section, which had a large stock of war time films, came up for decision. After finalising various administrative details, orders were issued in July 1954 for establishing the Armed Forces Film and Photo Division by the merger of (a) the Film and Photo Section of the Directorate of Military Training (b) the Film and Photo Sub-Section of the Historical Section and (c) a portion of the Ordnance Depot, Bombay, which stored and supplied training films to units. Some economy too resulted by the fusion of these three offices. In December 1956, the Armed Forces Film and Photo Division was made a permanent organisation.

This Division under a Film Officer is broadly responsible for the production, procurement, storage and distribution of all kinds of training films, filmstrips and photographs for the three Services and the provision of projection machines for Army Units. It is not concerned with films or photographs required for information, publicity or recruitment purposes, which are the concern of the Director of Public Relations nor with aerial photography which is the responsibility of Air Headquarters.

The Armed Forces Film and Photo Division arranges courses in photography for Junior Commissioned Officers and Non-Commissioned Officers through the Director of Military Training. The Mobile Cinema Unit, which was formerly under the control of the Director of Public

Relations, was taken over by the Film and Photo Division on 1st March 1956. The Cinema Unit arranges screening of documentary films and newsreels in various Service establishments in Delhi and also in the local educational institutions.

The production of films for training purposes is being done by the Films Division of the Ministry of Information and Broadcasting, under the technical supervision of the Armed Forces Film and Photo Division.

SECTION 11 : SERVICES SPORTS CONTROL BOARD

The Services Sports Control Board as an Inter-Service Organisation was formed on 15th July 1954. The Board organises and coordinates the sports activities of personnel of the three Services.

Each Service has a separate Sports Control Board. The Inter-Service Board consists of a President, (who is one of the Principal Staff Officers), a member from each of the three Services, a Secretary and an Assistant Secretary. The Secretary and the Assistant Secretary are whole-time officers of the Board, while the President and the members hold specific appointments in the Services Headquarters. The President, the Secretary and the Assistant Secretary are drawn from each Service by rotation after every four years.

The main functions of the Board are to organise and conduct the Services championships; to regulate the participation of Services teams in civil tournaments, particularly the National Sports Championships and other All India sports tournaments; to negotiate and organise tours of foreign services teams in India etc. When foreign civil teams come to India, their fixtures against Services teams are also organised by the Board. The Board also maintains liaison with the Indian Olympic Association and the National Sports Federations on all matters concerning the participation of Service personnel or Service teams in national and international tournaments.

CHAPTER XIII

TRAINING IN CITIZENSHIP

SECTION I : TERRITORIAL ARMY

Even before Independence there was a wide-spread demand in India that suitable facilities should be made available for the civilian population to have military training. After August 1947, this demand became more insistent. It was not as if the nation had become military minded and wanted the country to be militarized. Centuries of foreign domination had played havoc with national morale, bringing in its train an apathy in public affairs and a loss in personal dignity. With the awakening of a national consciousness, it was felt that something akin to military discipline alone could shake the people out of their inertia, restore their personal dignity and give them self-confidence to become worthy citizens of a resurgent nation. That was the rationale of the demand for military training. Government met this demand by organising the Territorial Army and the National Cadet Corps.

TERRITORIAL FORCE

Before 1947, there was a territorial force constituted by the Indian Territorial Force Act 1920 (Act XLVIII of 1920). The Force was ostensibly created with a view to giving the people of India greater opportunities for military service. At first there were eight Provincial battalions and the number was gradually increased to twenty. During the last War these battalions were embodied and, after a while, absorbed in the regular army. The Indian Territorial Force was composed then of Provincial Units, the Medical Branch, the Urban Units and the University Training Corps Units.

But the Territorial Force as then organized had a strictly limited scope and something more was needed to appeal to the popular imagination. Soon after 15th August 1947, however, there was an acute shortage of trained officers. Moreover a comprehensive scheme of military training for the whole country would have meant a colossal expenditure even assuming that the requisite military personnel and equipment could be found for the purpose.

CONSTITUTION OF THE TERRITORIAL ARMY

In spite of difficulties, Government decided on larger considerations that a Territorial Army should be constituted. Early in 1948, an officer of the rank of Brigadier was appointed to be the Director of the Territorial Army in the General Staff Branch of Army Headquarters. The

details of the scheme were then worked out and the Bill constituting the Territorial Army was introduced in the Constituent Assembly (Legislative) on 23rd August 1948 and passed on 1st September 1948. On 10th September 1948, the Territorial Army Act came into force and the Indian Territorial Force Act, 1920 was repealed.

The Territorial Army as constituted is a citizens' force which offers the people an opportunity for receiving military training without having to join the regular army. The Territorial Army serves as a second line of defence to the regular Army in a national emergency. Its role is to take up internal defence duties when required and thereby relieve the regular army of this responsibility; to be responsible for anti-aircraft defence; and also to provide units for the regular army, if so required. But no member of the Territorial Army is required to perform military duty beyond the limits of India except under a general or special order of the Central Government. (In 1962, in view of the emergency, the liability was so extended). When Territorial Army Units are embodied, the personnel of the units are assigned duties as in the regular Army. Units are embodied or disembodied from time to time according to requirements.

After completing the necessary arrangements, the first units of the Territorial Army were raised in August 1949. When the formal inauguration ceremony was held in most of the State capitals in October 1949, it evoked a great deal of enthusiasm. The four battalions of the Indian Territorial Force which were still in existence on 10th September 1948, were constituted into Territorial Army Infantry Battalions. Former Territorial Force personnel who volunteered to serve in the Territorial Army were also absorbed.

For enrolment in the Territorial Army a person should be between the age limits of 18 and 35 but this age limit may be relaxed for ex-servicemen and civilians with technical qualifications. Under the Act women are also eligible to join the Territorial Army, but to start with only women employees of the Posts and Telegraphs Department are enrolled in P.&T. Signal Units. The period of enrolment is 7 years in the Territorial Army and 8 years in the Territorial Army Reserve. As the training is a part-time one, any one joining the Territorial Army can carry on with his normal civil avocation.

The Territorial Army consists of Urban and Provincial units of all arms and services as in the regular Army. There are thus Territorial Army units of the Corps of Artillery including Anti-Aircraft Units, the Corps of Engineers including Inland Water Transport, Ports & Docks and Railway units, the Corps of Signals including Posts and Telegraphs Units, the Infantry, the Army Medical Corps and the Corps of Electrical and Mechanical Engineers.

Recruitment to Provincial Units is made from rural areas while urban units are raised in large cities and towns. The Provincial Units are given continuous training for two months in the non-harvesting season, besides recruit-training for one month in the first year of recruitment. The Urban Units receive training throughout the year, outside normal working hours and on Sundays and holidays. Every four hours of training is treated as equivalent to one day. In the first year of recruitment every member of an Urban Unit has to undergo training for 128 hours, of which four to fourteen days have to be spent in a camp. A minimum training of 120 hours or 30 days and a maximum of 240 hours or 60 days has been prescribed for the subsequent years, inclusive of four to fourteen days to be spent in a camp. Everyone has to be in camp for a minimum period of four days; at the option of the trainee this period can be extended upto fourteen days, but only with the written consent of his employer.

Recruitment is open to all Indian nationals of Indian domicile irrespective of class or community. The country has been divided into zones for recruitment purposes. Each zone comprises a certain number of States.

The employees of the Central Government are at present eligible to join Urban units only, where they can have their training without detriment to their normal civil duties, as the training in these units is only part-time except during the annual camp of four to fourteen days' duration. But this arrangement is not entirely suitable for the Railways and the Posts and Telegraphs units. It was therefore decided that the personnel of the Railways and the Posts and Telegraphs Department who alone are eligible to join these units should receive training in camp for a continuous period of one month in a year.

Members of the Territorial Army are governed by the Army Act 1950 and the rules made thereunder. Earlier they were governed by the Indian Army Act 1911. In the beginning it was necessary to post regular Army officers for the raising and training of the units, but gradually officers and other ranks of the Territorial Army took over the administrative and instructional duties.

While under training, members of Provincial units are entitled to military rates of pay and allowances appropriate to their rank. In the case of Urban units while under part-time training, Government servants continue to receive their civil rates of pay and allowances in addition to the military rates of pay and allowances appropriate to their rank in the Territorial Army. When Territorial Army units (both Urban and Provincial) are embodied for service, members thereof are entitled to pay, allowances, etc., at the same rates as for corresponding ranks of

the regular Army. Where, however, these emoluments are less than those in their former civil employment, the difference is generally made good by the employers, whether Government or private.

In order to provide an incentive to the Territorial Army personnel, 2½ per cent of the actual vacancies available at the Military College, or the Military Wing of the National Defence Academy, is reserved for them, and on successful completion of the course there regular Commissions will be granted to them.

ADVISORY COMMITTEE

To advise the Government of India on matters relating to the constitution and development of the Territorial Army, a Central Advisory Committee was constituted in March 1953 under the Chairmanship of the Minister of Defence. This Committee has on it Members of Parliament, prominent public men and representatives of employers and labour in addition to the Defence Secretary, the Chief of the Army staff, the Financial Adviser (Defence), the Secretary, Department of Communications and the Chairman of the Railway Board. Advisory Committees were also set up in the various States to promote recruitment to the Territorial Army.

The Territorial Army Act 1948 did not contain any provision affording protection in civil employment to those who joined the Territorial Army with the result that some private employers did not allow their employees to retain a lien on their appointments while on duty with the Territorial Army. As a result of the experience gained in 1951-52, the Territorial Army (Amendment) Act 1952 was enacted by Parliament to impose a liability on employers to reinstate their employees under conditions not less favourable than those which would have been applicable to them had their employment not been interrupted as a result of their having joined the Territorial Army. It was laid down that in the event of the employer refusing to reinstate such an employee or denying his liability to do so or advancing reasons to show that reinstatement was impracticable, the matter could be referred to arbitration by either the employer or the employee. The District and Sessions Judge of the District where the employee resides has been prescribed under this Act as the authority to arbitrate in a dispute of the nature referred to above. Military service, for purposes of this Act, includes the training period also. It is now, therefore, legally obligatory on the employer to reinstate Territorial Army personnel, after their training, in their former employment.

In the beginning there was some reluctance on the part of employers to permit their employees to join the Territorial Army apparently under the fear that when there is an emergency the employees

who join the Territorial Army will be called up for service and therefore the employers would lose them at a time when their own requirements may be even greater than formerly. But the utility of the training imparted in the Territorial Army was soon appreciated by all concerned and the Territorial Army made steady progress.

In due course, in addition to compulsory training, Territorial Army personnel were also invited to volunteer for training with regular army units and for courses at the Army Schools of instruction to bring their professional knowledge up to date.

While recruitment to the Provincial units of the Territorial Army was quite satisfactory, recruitment to the Urban units particularly in the technical trades was not so satisfactory in the earlier days: there were substantial deficiencies in the authorized strength of the Technical Units. The Central Advisory Committee at its meeting held on 8th May 1953 recommended that certain categories of employees should be liable for compulsory enrolment in the Territorial Army between the age groups of 20 and 40 years. The categories selected for this compulsory liability were all government servants and all employees of specified public utility concerns. The Central Government was in consultation with the State Governments in regard to the categories of employees of public utility concerns to be brought within the purview of the proposed legislation to permit compulsory enrolment. The Territorial Army Act (Amendment) Bill was accordingly introduced in Parliament on 21st May 1954 to provide for the compulsory service in the Territorial Army of all government servants and employees of public utility concerns between the age limits of 20 and 40 but the Bill did not come up for discussion till the autumn of 1956.

In the meantime, although recruitment to the Territorial Army had considerably improved, it was felt necessary that Government should have some power to enforce recruitment in the Territorial Army with a view to filling up the existing vacancies and facilitating its expansion in an emergency. The Territorial Army (Amendment) Act 1956 was passed by Parliament in December 1956. It is not however intended to compel all government servants and employees of public utility concerns to join the Territorial Army. The reason for including public utility concerns in the compulsory enrolment scheme is to ensure that essential services continue to function in an emergency. Public utility concerns are those undertakings which supply power, light, gas or water to the public, public transport, public conservancy or sanitation which are so declared by notification in the official gazette. Before issuing any such notification, the Central Government has to satisfy itself that persons employed in such public utility concerns should in the public interest be made compulsorily liable for service in the Territorial Army.

Women, non-Indian citizens and other persons exempted by the Central Government are not liable for compulsory service under the Act.

SECTION 2 : NATIONAL CADET CORPS

It has been mentioned earlier that a University Training Corps was constituted as a part of the Indian Territorial Force. The object of the training in the University Training Corps was stated to be 'the inculcation of the principles and practice of military service, instruction in the leadership of men, the spirit of patriotism and sense of discipline, the improvement of physique and the formation of a training ground for the officers, non-commissioned officers and men of the I.T.F.'. On ceasing to belong to a University, a member of the corps was discharged. The University Training Corps battalions had no liability to render military service.

The system of training in the University Training Corps was undoubtedly not very satisfactory. The cadets were commanded and given hardly any opportunity to command and they were certainly not trained on practical lines. In 1941 the Commander-in-Chief emphasised the need for raising the status and standard of training in the University Training Corps so that it might be in a position to produce officers. Accordingly the designation of the Corps was changed to University Officers Training Corps. But the standard of efficiency did not improve and the new title proved to be a misnomer.

During the last war difficulty was experienced in finding a sufficient number of suitably qualified young men for the Officer ranks of the Armed Forces. On 15th July 1946 Government set up a Committee to consider and make recommendations for the establishment of a nation-wide cadet corps organisation comprising both schools and Universities. The announcement said: "Although a large number of applicants for commissions came forward (during the war) the greater proportion were lacking in the necessary qualities of initiative and self-confidence and a sense of responsibility. These essential ingredients of leadership, which are as necessary in an officer as physical courage and bodily fitness, do not necessarily develop naturally, nor is it always easy to develop them after a man's character has formed. They have usually to be brought out by training during the impressionable years of a man's life. Their absence in so many candidates would seem to point therefore to some defect in the present system of education. It is believed that the institution throughout India of a National Cadet Corps might go far towards putting this right". The Committee was originally constituted with a Joint Secretary in the Defence Department as Chairman, four official members representing the Royal Indian Navy, the Indian Army and the Royal Indian Air Force and the Education Department of the Government of India, four non-official members and two members from the Princely Indian States.

On 29th September 1946, after the Interim Government had assumed office, the constitution of the Committee was greatly changed.*

Sub-Committees of this Committee toured the various Provinces of India and one Sub-Committee also toured England during February to March 1947 to study the Cadet Organizations of the Navy, the Army and the Air Force in particular and youth movements in general. The Committee submitted its report to Government in March 1947, in which they observed that the Cadets of the University Officers' Training Corps were lacking in self-confidence and there was even lack of discipline among them and, therefore, it was necessary to overhaul the Corps thoroughly. Soon after the report was received, important political changes were imminent and the scheme for establishing the National Cadet Corps was not then actively pursued.

After Independence, in spite of various other pre-occupations Government started initiating action on the Committee's Report. Provincial Governments were addressed in December 1947 as they were responsible for the administration of the educational institutions and the success of the scheme would depend to a large extent on their active interest. After receiving their replies, a Bill to constitute the Corps was introduced in the Constituent Assembly (Legislative) on 29th March 1948 and passed on 8th April 1948. It came into force from 16th April 1948.

A Directorate of National Cadet Corps was formed in the Ministry of Defence in April 1948 with an Army Officer of the rank of Colonel as Director. (In 1954 with the expansion of the Corps the rank of the post was upgraded to Brigadier). The aims of the National Cadet Corps in brief are: to develop character, comradeship, the ideal of service and capacity for leadership in the youth of the country; to stimulate interest in the defence of the country by providing Service training to youth and to build up a reserve of manpower to enable the Armed Forces to expand rapidly in a national emergency. Though the National Cadet Corps was primarily intended for students in Schools and Colleges, section 7 of the National Cadet Corps Act provides for the raising of additional "Open" units to which recruitment could be made from amongst boys and young men earning a livelihood.

*Pandit H. N. Kunzru, then a Member of the Council of State, was appointed Chairman of the Committee, and Lt. Colonel Iskander Mirza, Joint Secretary of the Defence Department, as Vice-Chairman; it had as official members Commander H. M. S. Choudri, of the Royal Indian Navy, Lt. Colonel Altaf Qadir, Indian Army, Group Captain A. M. Engineer, Royal Indian Air Force, Colonel G. W. S. Burton, Directorate of Military Training and Lt. Colonel B. K. Byram, Education Department. The non-official Members were Dr. A. Lakshmanaswami Mudaliar, Dr. Amarnatha Jha, Flight Lieutenant Rupchand, Major-General E. L. Edroos, Lt. Colonel M. Haider, Dr. Sanjiva Rao, and Dr. G. S. Mahajani; Lt. Colonel L. P. Sen was the Secretary of the Committee.

The National Cadet Corps consists of three Divisions: Junior Division for School boys; Senior Division for students of Universities, of Intermediate and Degree Colleges and of Technical institutions of Collegiate status; and Girls' Division, originally confined only to girl students of Colleges and Universities, but since 1954 with also a Junior Wing of the Girls Division for girls reading in High Schools.

To be eligible for enrolment in the Junior Division, the boys and girls should be between 13 and 18½ years of age; for enrolment in the Senior Division and the Senior Wing of the Girls Division, students of Universities and Colleges should be under 26 years of age. The period of engagement in the Junior Division is limited to two years and in the Senior Division to three years.

Each officer and Cadet of the Senior Division and the Girls' Division (Senior Wing) is required to attend at least one social service and Cadre camp during the period of service in the N.C.C.

The Corps is officered by selected members of the staff of Colleges and Schools. At the time of selection, Officers have to be within prescribed age-limits and they hold the commission in the NCC until they reach the age of 45 years which may be extended to 50 years.

Sixty to 80 periods of training in service subjects every year, with 10 days for Junior Division or 14 days for Senior Division spent in camps under the supervision of regular Service Personnel, form part of the training. The training year corresponds to the academic year of Schools and Colleges.

Training is so arranged as not to interfere with academic studies. The Cadets in the first year of the Junior Division are trained up to A-1 certificate and in the second year of the training up to A-2 certificate level. In the Senior Division, the Cadets are trained up to B certificate in the first and for C certificate in the second and third years of training. The training imparted to girl cadets lays greater emphasis on First Aid, Elementary Nursing, Wireless and Telephone communications and Civil Defence. Those who qualify for these certificates are entitled to wear proficiency stars in white, red, green or blue according to the certificate.

Officers commissioned in the National Cadet Corps and posted to a unit of the Senior Division are entitled to pay of rank as for corresponding ranks of the Armed Forces for the period actually spent in the annual training camp and also while attending authorized courses of instruction in the Army schools and with Army Units. Officers of the Junior Division are entitled to prescribed rates of pay for periods of actual attendance at various courses of instruction in Army Schools and with Army Units and also to an honorarium at the various rates at the end of the training year provided they have attended the annual training camp during the year.

Cadets are not entitled to any pay. They are however, given an allowance for every day of actual attendance in training camp provided they live, mess and sleep in the camp. Both officers and cadets are entitled to free conveyance from the College or School to the site of the annual training camp and also to the Army School or Unit where course of instruction or further military training is given.

Officers of the Senior Division are first Commissioned in the rank of Second Lieutenant and its equivalents in the Navy and the Air Force, and thereafter are eligible for promotion to the rank of Lieutenant, Captain and Major and their equivalents after completing the prescribed number of years of commissioned service. Similarly in the Junior Division, officers first commissioned in the rank of Third Officer are eligible for promotion as Second Officer, First Officer and Chief Officer after completing the specified number of years of commissioned service.

Officers of the Senior Division wear the same badges of rank as Regular army officers with the shoulder title N.C.C. in black lettering. Officers of the Junior Division wear the following badges with a shoulder title N.C.C. in yellow lettering: Third Officer—One Star; Second Officer—two Stars; First Officer—three Stars and Chief Officer—Three Ashoka Lions. Officers and Cadets are allowed to wear uniform only for parades, during training and any authorized ceremonial occasion. The appointment of Officers of both the Senior and Junior Divisions is notified in the Gazette of India.

With the publication of the National Cadet Corps Rules, steps were taken to start the Corps. By two notifications of 11th and 12th June 1948 units of the Junior Division and Senior Division of the National Cadet Corps were constituted in the various Provinces with effect from 15th July 1948. The Units of the University Officers Training Corps were disbanded by a notification published under the Indian Territorial Force Act on 12th June 1948.

In the first instance only the Army Wing was started in the units of Senior and Junior Divisions. In the first year stress was laid on raising Infantry units. In 1949 more emphasis was given to the raising of technical units, such as, Artillery, Engineer, Signal, Electrical and Mechanical Engineer, and Medical Units.

In July 1949 three units of the Girls' Division were formed at Calcutta, Nagpur and Ludhiana. This was the first time in India that an attempt was made to provide training for girls under military arrangements.

In 1950 two units of the Air Wing of the Senior Division were raised in Bombay and Calcutta and a third one at Madras in 1951. In 1952 the Naval Wing was inaugurated with the raising of two Senior

Division Naval units at Bombay and Cochin. A unit of the Senior Division (Air Wing) was also raised at Delhi, Kanpur and Patna. In 1953 a Senior Division (Naval Wing) unit was raised in Calcutta, and a Unit of the Senior Division (Air Wing) was raised at Nagpur and another at Jullundur. Gliding was introduced in 1953 in the second year of training for the cadets of the Senior Division (Air Wing).

Army, Navy and Air Force wings were also raised in the Junior Division, corresponding to similar units in the Senior Division.

A Central Advisory Committee was constituted, as provided in the National Cadet Corps Act, for advising the Central Government on all matters of policy connected with the constitution and administration of the Corps. The first meeting was held on 5th February, 1949. The Committee has the Defence Minister as Chairman and as members, the Defence Secretary, the Education Secretary, Financial Adviser (Defence), the three Service Chiefs, two members elected by Parliament and five members nominated by Government.

Advisory Committees were also constituted in every State for advising the State Government on the administration and improvement of the National Cadet Corps units in the respective State.

The National Cadet Corps Directorate consists of staff drawn from all the three Services. The rank of the head of the organisation (known as Director NCC) was upgraded to Major General in 1961. In 1962 the post was designated as Director General NCC. There are 16 Directors of NCC in various States in the rank of Brigadier/Colonel or equivalent.

The expenditure on the National Cadet Corps is shared between the Central Government and the States broadly in the ratio of 2 : 1. The Central Government in the Ministry of Defence bears all expenditure on pay and allowances of the permanent training staff (Armed Forces personnel), unit equipment, mechanical transport and its maintenance, uniform for cadets, annual practice ammunition and 50% of camp expenditure. The State Governments bear expenditure on pay and allowances of civilian employees in NCC units, office expenditure, outfit allowance and honorarium for NCC officers, allowances to cadets and 50% of the camp expenditure.

In order to give special encouragement to cadets desirous of joining the Commissioned Ranks of the Armed Forces, a special scheme was drawn up in 1951. Cadets of the Senior Division (Army Wing) who had three years' service in the N.C.C. and who possessed a University Degree and had secured Certificate 'C' of the N.C.C. were made eligible for a regular Commission in the Army without having to take the written examination of the Union Public Service Commission. Cadets with the necessary qualifications had to appear only before the

Services Selection Boards and, if selected, had to undergo only one year's training (subsequently raised to 18 months) at the Indian Military Academy, instead of the usual two years for direct entry cadets through the U.P.S.C. Ten per cent of the vacancies in the Commissioned Ranks were first reserved for N.C.C. cadets. The reservation was subsequently raised to 15%, but was discontinued in July, 1963, after the introduction of the Officers Training Units (NCC).

The Officers Training Units were started in August 1959 to train specially selected cadets who wanted to join the Armed Forces. Under this scheme the yearly intake in OTU is 250, the total strength of the units being 750. Originally the scheme envisaged the enrolment of Non-Technical and Technical (Engineer and Medical) Students. The enrolment of Technical students was stopped in 1963.

The selected cadets are sent to the OTUs and given training through annual training camps of 6 weeks' duration during the summer vacations for three years. These cadets are thus given higher and more intensive training than what is imparted to senior division NCC cadets. The OTU cadets have to take the certificate 'D' examination. Only those who possess this certificate and an academic degree are eligible for admission to the I.M.A. The first batch of OTU cadets became eligible for admission to the I.M.A., in the course which commenced in July 1962.

Prior to the emergency 15% of the seats at the Indian Military Academy were reserved for the OTU Cadets. Subsequently 80 vacancies each year were reserved for the grant of permanent commissions to the OTU cadets. This number has been reduced to 30 with effect from August, 1966.

The National Cadet Corps Scheme is mainly of educational and nation-building character. The officers and cadets have no liability for active Military Service. The N.C.C. is thus different from the Territorial Army which is designed to serve as a second line of defence. Unlike the Territorial Army which is under the Army Headquarters, the National Cadet Corps Organisation is directly under the Ministry of Defence.

A very important aspect of the National Cadet Corps Scheme is that a certain portion of the training period available to cadets has been set apart for carrying out social service work, the objects in view being (i) to teach the cadets the dignity of labour, (ii) to create in them an interest in constructive work which will be of use to the community, (iii) to set an example of selfless work, (iv) create team spirit and (v) to give a lead in organized work with a view to utilising to the maximum possible extent the spare time, energy and other resources of the people and to direct them into various fields of social and economic activity. Constructive work is also undertaken during

annual camps in different parts of the country, such as construction of unmetalled roads, village tracks, small bridges, culverts, canals for irrigation purposes and for the disposal of rain and flood water, improvement of tanks and wells for irrigation and drinking purposes, construction of school buildings, adult education drive and medical relief in outlying villages.

To provide for military training to students on a substantially larger scale, it was decided in 1959 to raise the NCC Rifles on the analogy of Rifles regiments of the Infantry. Enrolment to these units was open to college students (both boys and girls) of about 16 years and above. Enrolment to N.C.C. Rifles commenced during the next year. Subsequently this scheme merged with the compulsory N.C.C. training introduced in 1963.

As already stated, entry into the NCC was entirely voluntary. The expansion of the scheme was related to the resources provided by each State under the Five Year Plans. From the academic session which commenced in July-August 1963, N.C.C. training was made compulsory for all able-bodied male college students. This was done with the support of the academic authorities who issued ordinances for the purpose. Post-graduate students and a few other categories are exempted from this compulsory training. Under the scheme every cadet is to undergo training for a total period of four hours on two days in a week.

SECTION 3: AUXILIARY CADET CORPS AND LOK SAHAYAK SENA

Due to financial difficulties, it was not possible to meet the ever-increasing demand from educational institutions for a large scale expansion of the National Cadet Corps. In order to provide an inexpensive supplement to the National Cadet Corps, the Auxiliary Cadet Corps Scheme was introduced in schools in 1954 with "Service to the Country (Desha Seva)" as its motto, and with the following objects: to build up the youth mentally, morally and physically and to make them good and disciplined citizens by developing their character and capacity for leadership; to develop in students a sense of patriotism; to develop team spirit, corporate life and self confidence and train them for social service and to teach them the dignity of labour.

All students in secondary schools, boys and girls, between the ages of 13 and 16 were eligible for admission to the Auxiliary Cadet Corps.

The basic training consisted of physical training, team games, elementary first aid, sanitation and hygiene, social service, field craft and manual labour. This training was provided during normal school hours, by setting apart one school-period of 40 minutes on all working days except Saturdays. Supplementary training intended to encourage hobbies, arts and crafts and cultural activities was to be conducted

outside normal school hours on week-ends and during vacations according to the local facilities available. A simple uniform was prescribed for the A.C.C. Labour and social service camps were run in Community Development areas and National Extension Service Blocks for the cadets to realise the dignity of labour.

In addition to the Auxiliary Cadet Corps, there was in schools the National Discipline Scheme sponsored by the Ministry of Education, besides Boy Scouts or Girl Guides. The Ministry of Education set up a committee to make recommendations for an integrated scheme appropriate for schools. As a result a new integrated programme called the National Fitness Corps has been started in Schools by the Ministry of Education. From 1965-66 the Auxiliary Cadet Corps has ceased to exist in schools where it was possible to replace it by the new scheme. The Auxiliary Cadet Corps as a separate scheme is thus being wound up.

LOK SAHAYAK SENA

The Territorial Army, the National Cadet Corps and the Auxiliary Cadet Corps schemes left uncovered the bulk of the adult population in villages. There were financial limitations to any great expansion of the Territorial Army training scheme.

In November 1953, the Auxiliary Territorial Army, designated as the Auxiliary Territorial Force in February 1954, was inaugurated on an experimental basis to impart elementary military training to as large a number of people as possible, primarily with the object of inculcating a sense of discipline and self-confidence. The training consisted of musketry and firing of .22 rifles, elementary field engineering, drill, physical training, first aid and hygiene. All able bodied male citizens, except ex-Servicemen and ex-cadets of the National Cadet Corps, between the ages of 18 and 40 were eligible to join this Force. There was no liability for compulsory military service. In May 1954, the Auxiliary Territorial Force Bill was introduced in Parliament to provide a legal basis for the scheme and for the exercise of disciplinary control over the trainees.

During 1953-54, rural and urban camps were set up in convenient places. In the rural camps, there was continuous training for seven days, later increased to ten days; while in urban camps training was for three hours a day for fourteen working days. Trainees in rural camps were provided with free rations, tented accommodation and uniform. They were also paid an allowance at the end of the training. In urban camps, the trainees were not required to stay in the camps.

When the camps were held, it became clear that people were keen on getting the training and that if the training was to be effective, its duration had to be extended. In November 1954, the Central Advisory

Committee for the Territorial Army reviewed the scheme and recommended that the camps should be held for a minimum period of one month and also that a very much larger number of persons should be covered by the scheme. It was accordingly decided to train about one lakh persons every year in the next five years, under a new scheme called the National Volunteer Force which was inaugurated on 1st May 1955. The object of the scheme continued to be to impart military training to the members of the public with a view to inculcating in them a sense of discipline, security and self-reliance and creating interest in national service. The period of training was extended to thirty days. All able-bodied men, who were Indian citizens and were not ex-Servicemen or former N.C.C. cadets, and were between the ages of 18 and 40, were eligible to join the scheme.

The Central Advisory Committee for the Territorial Army, set up in 1953, was reconstituted in August 1955 into a Joint Central Advisory Committee for the Territorial Army and the National Volunteer Force with the Minister of Defence as Chairman. The Joint Committee included the Administrator of Community Projects and later a representative of the Ministry of Community Development, when that Ministry was set up in September 1956. This emphasized the association between the Community Projects and this training scheme. At its first meeting held on 29th September 1955, the Joint Central Advisory Committee decided to rename the National Volunteer Force as the Lok Sahayak Sena.

Under the Lok Sahayak Sena Scheme, about 200 camps were set up throughout the country at different times each year, suited to the weather conditions in each area and the convenience of the local population from the point of view of harvesting etc. The selected camp sites were generally in close proximity to the Community Project areas and National Extension Service Blocks, so that in addition to military training, the trainees could have an opportunity of practical knowledge in constructive national work. Each camp consisted of a maximum number of 500 trainees at any one time and the duration of each camp was 30 days. Every person who volunteered to join the Lok Sahayak Sena was liable to undergo continuous training for 30 days. While under training, he was not subject to the Army Act, nor was he liable to be called up for any form of military service on completion of training. While in camps, trainees were provided with free rations and free medical treatment. Clothing and other necessary articles (which had to be returned at the end of the camp) were also issued to them. At the end of the training, each trainee received an out-of-pocket allowance.

A Certificate of Merit was awarded to the best trainee in each camp. As a measure of further encouragement, the winners of Certificate

of Merit from all the camps held during the preceding year were invited to take part in the Republic Day Parade and celebrations in Delhi. The first contingent took part in the 1956 Parade.

Though the Lok Sahayak Sena Scheme did not impose any liability for military service, each trainee was invited to sign a pledge volunteering to serve the Nation in an emergency like earthquake, floods etc.

As the concept of the original scheme had somewhat changed, the Auxiliary Territorial Force Bill introduced in Parliament in May 1954 was withdrawn. Parliament passed the revised Lok Sahayak Sena Bill in September 1956.

The Lok Sahayak Sena Scheme was reorganised from 1st January 1961 according to which the duration of the training camps in border areas was increased to sixty days. In other areas the period continued to be thirty days.

After the declaration of emergency in October 1962, the Lok Sahayak Sena Scheme was suspended so as to make its equipment and manpower available to the regular Army. Subsequently, keeping in view the situation on the borders, 17 out of the 29 Lok Sahayak Sena teams were revived and deployed in the border States to give rifle training to civilians in 15 day camps. However, it was noticed that in the altered circumstances, the general enthusiasm for the Lok Sahayak Sena scheme was slowly tapering off and consequently the number of volunteers in some States was not adequate. Eleven of the seventeen teams were, therefore, withdrawn.

Moreover, after the onset of the Emergency, the Home Guards organisation was expanded and re-organised in the States. Other organisations like Gram Raksha Dal, to train village people in self-defence, were also set up. The original object of the Lok Sahayak Sena scheme was now found to be served adequately by these organisations. The Lok Sahayak Sena was thus rendered superfluous and all its remaining teams were also disbanded in 1964. The Lok Sahayak Sena Act 1956, however, continues in the Statute Book so that the scheme could be resuscitated if and when necessary.

CHAPTER XIV

DEFENCE EXPENDITURE AND THE DEFENCE PLAN

The budget estimates of a country are no longer of local interest to the members of its Legislature and its public alone, but are also of general interest to other nations. These estimates, if analysed carefully over a period of years, can indicate the country's economic strength and war potential.

In India, before the War, there was a system of "Contract" Budget for the Defence Services by which Defence expenditure was pegged to a sum of Rs. 55 crores a year. This meant that whatever might be the nature of unforeseen requirements, no additional funds in excess of this figure would normally be available in peace time. It was indeed difficult in those days to justify the provision of a sum in excess of Rs. 55 crores which was itself more than half the revenues of the Central Government, when the role of the Defence Forces was restricted to ensuring the security of the Northwest Frontier and the prevention of internal disorder. The fixing of this ceiling naturally implied that any savings, within the limit, could be carried forward to subsequent years instead of being allowed to lapse, as at present. It was thus that the "Defence Reserve Fund" was created in the year 1928-29 in order to build up the Fund out of which urgent measures of re-equipment of the Armed Forces could be financed, without Government being called upon to find money every year in excess of the "Contract" amount of Rs. 55 crores. This helped to stabilize the Defence Services budget estimates. The savings effected by the Armed Forces, year after year, in pursuance of an economy campaign to reduce the level of standing charges were transferred to this Fund. Before the War, expenditure was not debited to a Capital head and the Defence Reserve Fund was drawn upon mainly to finance measures of re-equipment. At the end of the year 1936-37 the Defence Reserve Fund stood at Rs. 3.46 crores.

From 1st April 1939 to 31st March 1947, expenditure on Defence Services was allocated between the Government of India and His Majesty's Government in the United Kingdom in accordance with the financial agreement concluded between the two Governments soon after the outbreak of the War. During the currency of this agreement, it was not permissible to transfer any amount to or from the Defence Reserve Fund. This agreement ceased on 31st March 1947. The balance in the Defence Reserve Fund on 4th August 1947 was Rs. 1.05 crores only which was merged in the accounts of the undivided Government of India.

In April 1947, the Interim Government of India decided to reintroduce for a period of five years the pre-war system of "Contract" Budget for the Defence Services earmarking from the financial year 1949-50 a sum of Rs. 102.5 crores for the Indian Armed Forces. The expenditure for the year 1947-48 was then estimated at Rs. 189 crores; it was hoped that this sum could be reduced by Rs. 86.5 crores in the course of the next two years. Circumstances however changed completely thereafter. Present day budgetary problems are too complex to allow of the creation of any Reserve Fund even if it were to be built out of genuine economies.

FINANCIAL COMMITMENTS AFTER INDEPENDENCE

After transfer of power, the responsibility for the defence of the State rested entirely on India and the expenditure had to be financed entirely out of her own resources. As a result of partition, India's land frontiers lengthened considerably which meant increased defence commitments. The Army Units had to be mechanized to bring them up to modern standards. The Navy and the Air Force, even to meet the minimum requirements, had to be built up almost from scratch. This meant the purchase of ships, aircraft and mechanized equipment which had to be paid for in full.

Accommodation for the Defence Forces of India before partition was mostly located in the area which now forms part of Pakistan. After the division of the Armed Forces, though India's share was two-thirds of the Forces, she had only about a third of the available accommodation located in her area. Expenditure has had to be incurred for providing even the minimum essential accommodation needed for the housing of the Defence Forces. Some Training Institutions for the Forces formerly located in the Pakistan area had to be built afresh in India. Other training institutions which did not formerly exist were also set up to make India, as far as possible, self-sufficient in the matter of the training of her Defence Forces.

Again after the war, there has been a considerable rise in the cost of living. A correspondingly larger sum of money was now needed for the supply of rations, clothing and other essential supplies needed for the Defence Forces. The pay and allowances of the Defence personnel were also revised to maintain parity with the pay and allowances of civilian personnel employed by Government. New organizations like the Territorial Army, the National Cadet Corps, the Defence Research Organization, etc., were created. The cost of imported stores and equipment has also gone up manifold over their pre-war price levels. The vital Defence industries set up in the country since independence involved enormous capital outlay and added to the recurring expenditure. All these factors cumulatively could only tend to raise the expenditure in maintaining even the minimum defence forces in India after the transfer of power.

Considerable expenditure, as mentioned earlier, had to be incurred for setting up certain Training Institutions for the Defence Forces and for providing the minimum essential accommodation for the units and formations and also for the acquisition of new ships and aircraft which may be regarded as tangible assets. Such expenditure could have been charged to a Capital head, as was done during the war years in accordance with the general practice of Government. But this practice was discontinued when the estimates for 1947-48 were presented by the Interim Government and all such expenditure was charged to revenue estimates. The position was reviewed next year when it was decided that expenditure incurred in creating fixed and tangible assets should be charged to Capital, and the head "Defence Capital Expenditure" was reopened in 1948-49 to accommodate such expenditure.

Another important change in the form of estimates and accounts was introduced in the year 1949-50 by providing for inter-Service adjustments for the cost of stores and equipment supplied by one Service to the others. Thus the cost of rations, petrol, aviation spirit, common user vehicles and equipment when supplied by the Army to the Navy or the Air Force was debited to the accounts of the latter two Services and credited to the relevant Army accounts. A similar adjustment was made for the cost of stores supplied by the Navy or the Air Force to either of the other two Services. This change in accounting made the estimates of the three Services self-contained to a large extent and made it possible for a closer and more efficient control to be exercised over the expenditure in their Services by the respective Service authorities.

In accordance with the arrangement introduced in 1948-49, expenditure on the purchase of aircraft was charged to Capital. But from the very nature of the risks to which they are exposed, aeroplanes cannot be expected to remain as assets over an estimated average period of life, as in the case of buildings or ships. It was therefore felt that the expenditure on the purchase of aeroplanes should more appropriately be charged to Revenue. This change was introduced with effect from the estimates for 1951-52. From 1st April 1951, only the items of expenditure relating to major works projects, acquisition of land, purchase of plants and machinery for factories etc., purchase of capital ships for the Navy and stock pile of essential materials for factories have been allotted to Defence Capital Expenditure. Subsequently investments in the share capital of Public Sector Undertakings, under the administrative control of the Ministry of Defence, were also provided in the capital budget.

Despite all the increased commitments requiring considerable financial outlay, the Defence expenditure did not exceed about Rs. 300 crores per annum for nearly fifteen years after independence. The reason was that during this period, very little emphasis was placed on

building up the country's defence forces. On attaining independence after years of foreign domination, all the attention was concentrated on the economic betterment of the people. Since 1951 India has had three Five-Year Plans which are purely development plans. Their objective has been to promote a rapid rise in the standard of living of the people by the efficient exploitation of the country's resources, to increase production and to offer opportunities to all for employment in the service of the community. It may be noted that none of these Plans contained a defence sector. India adopted the policy of non-alignment and earnestly proclaimed the policy of peace and co-existence with other nations and actively fostered the maintenance of friendly relations with all countries. With these sincere objectives as the cornerstone of her policy, India expected other nations to leave her alone to pursue her programme of economic development. The country's resources were accordingly committed fully for the implementation of the development plans.

Even after the cease-fire on 1st January 1949, Pakistan continued to maintain tension all along the cease-fire line in Kashmir. The eastern borders too were constantly kept disturbed. Pakistan joined military alliances and started receiving substantial military aid since 1954. Pakistan's military build-up and increasingly aggressive posture did not still drive India into an arms race. In fact with the real desire to decrease military expenditure, the strength of the Armed Forces was reduced on more than one occasion. The country was so much wedded to peace and economic development that it was assumed that Pakistan would not embark on a military adventure against India. The total strength of the Armed Forces was not however disclosed at any time. Any increase or decrease in strength, if made known, would have led the people, not having the opportunity to know fully the various implications, to draw exaggerated inferences which would have only damaged the larger interests of the nation. In a country like India, having only conventional weapons, the strength of the armed forces would be directly indicative of the fighting potential. In the case of advanced countries possessing and constantly improving their sophisticated and unmanned weapons, whose capabilities are not disclosed, the publication of details regarding the total strength of armed personnel would not give out their real military potential.

In fact with the ardent desire for peace and economic development, there even developed a tendency among some people in India to look upon defence expenditure as unproductive and as a corollary, to think of methods by which the inevitable minimum strength of the Army could be utilised for nation building activities. Even when it became clear in 1960 that China's intentions towards India were not those of peaceful co-existence, it was still thought that a peaceful settlement of the boundary issues would be possible.

The unprovoked Chinese aggression of October 1962 demonstrated that the country's territorial integrity could not be taken for granted and that peace could not be maintained unilaterally. A new defence consciousness was roused in the nation and the need was realised for maintaining adequate armed forces to resist any external aggression.

An efficient fighting force cannot however be materialised out of the blue. The efficiency of the forces can be maintained only by the provision of adequate weapons and constant training. Members of the fighting forces require technical knowledge and experience as for any other technical profession like engineering or medicine. When there is no war, it is not as if the soldiers idle away their time. In fact an officer or a soldier is under training throughout his career in the armed forces to meet eventualities. In addition to courses of instruction, various exercises are conducted from time to time to test the combat-readiness of troops.

Defence potential cannot be built up in a matter of weeks or months. Moreover real defence capability depends, in the ultimate analysis, on the economic and industrial base existing in the country.

After the nation had recovered from the initial shock and the nature of the long-term threat became clear, Government could set about organising defence preparedness in a more systematic manner as opposed to *ad hoc* decisions taken earlier under pressure of events.

The task of re-equipping and modernising our Armed Forces is a stupendous one. In order to ensure a systematic development of our defence potential in the light of the threat facing the country, a five-year Defence Plan was prepared early in 1964 taking into account the resources available in the country and the assistance that could be expected from friendly countries. Broadly, the Plan involves an outlay of Rs. 5,000 crores and envisages :—

- (a) the building up and maintenance of a well-equipped army with a strength of 8,25,000 men ;
- (b) maintenance of a 45-squadron Air Force including programmes of re-equipment and replacement of the older aircraft like Vampire, Toofani and Mystere by more modern aircraft and improvement of the air defence radar and communication facilities ;
- (c) a phased programme for replacement of over-age ships of the Navy ;
- (d) improvement of road communications in the border areas ;
- (e) strengthening the defence production base to eventually meet the requirements of arms and ammunition of our armed forces; and

- (f) improving the organisational arrangements in the fields of provisioning and procurement, storage, training, etc. to ensure the most economical utilisation of funds allotted for Defence.

To work out our requirements is no doubt the first step but the major task is the production or procurement of the arms, equipment, ships, aircraft etc. as envisaged therein. Since some of these items are not produced in this country at all or in adequate numbers, they will have to be procured from friendly countries. Here again as already mentioned in an earlier chapter, items of military hardware are not available for purchase across the counter. Governments are guided by political considerations in this matter and military equipment can be procured only on a Government-to-Government basis. It was to secure assistance for the implementation of the Defence Plan that the Defence Minister paid visits to the USA, the USSR and the UK in 1964.

As the Army will be required to operate in high altitude mountainous terrain, a number of Divisions will be mountain divisions with equipment and vehicles suited to operations in mountainous areas. The requirements of arms of various types, vehicles and other equipment have been worked out. These are proposed to be matched with production in the factories in the country. The ordnance factories have been geared up to full capacity and new ones are being established.

Some of the aircraft procured during the past decade will be replaced partly by the HF-24 (now known as Marut) which has been fully developed to Mach I capability at the State-owned Hindustan Aircraft (now Hindustan Aeronautics) Limited. To meet immediate requirements, some squadrons of MIG-21 have been procured from the USSR. The production of this aircraft is also being established in the country with Soviet assistance.

War-ships are not yet under construction in this country. Fresh additions to the fleet can only be made by purchases from abroad. Even here the range of availability is very limited. In this context the British Government have agreed to provide economic credit for building three Leander-class frigates in the State-owned Mazagon Docks, Bombay. Further steps are also being taken to strengthen the Fleet. There is an important aspect in all this defence planning. It is not sufficient merely to recruit men, to produce arms in factories or to get them to the depots; what is equally important is to ensure that the arms, ammunition and other supplies reach the men at the right time and in the right place. India's northern borders are climatically very inhospitable. The altitudes are high and communications poor. However, with the setting up of the Border Roads Development Board in 1960 under the chairmanship of the Prime Minister, vigorous steps have been taken to construct roads near the frontiers so that the troops

can be kept well supplied. The bulk of these supplies were being sent by air, but this mode of transport has certain limitations. It has been estimated that to drop one ton of supplies, parachute equipment alone worth over Rs. 5,000 is needed. The cost of maintaining a soldier in the forward positions can well be imagined. Roads in our borders are, therefore, vital and there is a phased programme for this purpose. Supplies by air have progressively diminished with the opening of road communications.

DEFENCE AND DEVELOPMENT

From 1963-64, the total defence expenditure is over Rs. 800 crores each year. But it has been made clear that the defence build-up is not to be put through at the cost of the nation's economic development. The National Development Council, the country's highest planning body in the field of economic development, declared at its meeting on 5th November 1962 that the country's development plans were an integral part of national defence and that the successful and speedy implementation of these plans, with the necessary reorientation to meet the emergency, had become all the more necessary after the Chinese attack.

It is fully realised that defence and economic development must go hand in hand. Defence preparedness would indeed be incomplete without a strong economic base.

While judging the level of defence expenditure, it must be borne in mind that India is a federal Union and defence is the exclusive responsibility of the Union Government. To be realistic it must be assessed as a percentage of the national income. On this basis, for the year 1963-64 the percentage for India works out to 4·7; for the United States 10·6; United Kingdom 8·3; France 7·1; Canada 4·7; Pakistan 4·5 (excluding the massive military aid received); Australia 4·2; UAR 8·2; Yugoslavia 7·5 and Sweden 5·3. From this it will be seen that India is certainly not spending her resources disproportionately on defence to the detriment of economic development.

Pakistan's aggression in the Rann of Kutch in April 1965 and in the Jammu and Kashmir sector in September 1965 underlined the need for constant preparedness. The hostilities during September 1965 also proved that vital supplies expected from abroad would dry up in a real emergency. The Department of Defence Supplies was set up in November 1965 to make a vigorous drive towards self-reliance and self-sufficiency in defence supplies.

The ultimatum delivered by China to India during the fighting with Pakistan in September 1965 also emphasised the paramount need to harness our resources for defence and for the defence effort to derive full sustenance from the economic development plans. At its meeting

held in September 1965 the National Development Council authorised a review of the Development Plans so as to make adjustments therein to meet the emergent situation. A Planning Cell was created in the Defence Ministry in November 1965 to deal with all wider aspects of development planning which have an important bearing on the defence effort. Thus arrangements have been made for constant liaison with the Planning Commission and other Ministries to ensure that such of the constituents of the development plan as have a bearing on defence effort are given appropriate priorities.

DEFENCE A NATIONAL RESPONSIBILITY

While everything is done to train the Armed Forces efficiently and to equip them with the best possible weapons, it is now better recognised that war is not confined to the battle-field alone but that it has its impact in every town, village and home. The entire nation therefore requires to be mobilised to defend a country's freedom. Maintenance of orderliness, discipline and morale among the civilian population is of vital importance for the efficiency of the fighting forces. Defence is thus not the exclusive concern of the Armed Forces. Every man, woman and child is a soldier in the country's defence. None can conquer the indomitable will of a united nation.

APPENDIX I

SUBJECTS DEALT WITH IN THE MINISTRY OF DEFENCE INCLUDING DEPARTMENTS OF DEFENCE PRODUCTION AND DEFENCE SUPPLIES

MINISTRY OF DEFENCE

1. Defence of India and every part thereof including preparation for defence and all such acts as may be conducive in times of war to its prosecution, and after its termination to effective demobilisation.
2. The Armed Forces of the Union, namely, Army, Navy and Air Force.
3. The Reserves of the Army, Navy and Air Force.
4. The Territorial Army and the Auxiliary Air Force.
5. The National Cadet Corps.
6. Works relating to Army, Navy, Air Force and Ordnance Factories.
7. Remount, Veterinary and Farms Organisation.
8. Canteen Stores Department (India).
9. Civilian Services paid from Defence Estimates.
10. Hydrographic surveys and preparation of navigational charts.
11. Formation of Cantonments, delimitation/excision of Cantonment areas, local self-government in such areas, the constitution and powers within such areas of Cantonment Board and authorities and the regulation of house accommodation (including the control of rents) in such areas.
12. Acquisition, requisitioning, custody and relinquishment of land and property for defence purposes. Eviction of unauthorised occupants from defence land and property.
13. Matters relating to ex-servicemen including pensioners.

DEPARTMENT OF DEFENCE PRODUCTION

1. Directorate General of Ordnance Factories.
2. Directorate General of Inspection.
3. Directorate of Planning and Coordination.
4. Defence Research and Development Organisation.
5. Hindustan Aeronautics Limited.

6. Bharat Electronics Limited.
7. Mazagon Dock Limited, Bombay.
8. Garden Reach Workshops Limited, Calcutta.
9. Praga Tools Limited, Secunderabad.
10. Bharat Earth Movers Limited, Bangalore.

DEPARTMENT OF DEFENCE SUPPLIES

1. Planning for substitution of import requirements for defence purposes, particularly in the fields of electronics instrumentation, vehicles and ship-building, and the preparation of detailed schemes in this regard.
2. Implementation of such schemes through the utilisation of the industrial capacity in the country for research and development work and for manufacture.
3. Coordination of scientific and technological research and development within the country with the work of the Defence Research and Development Organisation.
4. Development of electronics and coordination amongst its various users.

APPENDIX II

LIST OF CURRENT CENTRAL ENACTMENTS CONCERNING THE MINISTRY OF DEFENCE

1. *The Foreign Recruiting Act, 1874* (4 of 1874) provides for control on recruiting in India for the service of Foreign States.
2. *The Municipal Taxation Act, 1881* (11 of 1881) provides for members of the Armed Forces being exempted from the levy of Municipal taxes.
3. *The Indian Reserve Forces Act, 1888* (4 of 1888) provides for the government, discipline and regulation of the Indian Reserve Forces.
4. *The Indian Tolls (Army and Air Force) Act, 1901* (2 of 1901), provides for exemption from tolls of persons and property belonging to the Army or Air Force.
5. *The Indian Works of Defence Act, 1903* (7 of 1903) provides for imposing restrictions upon the use and enjoyment of land in the vicinity of works of defence in order that such land may be kept free from buildings and other obstructions, and for determining the amount of compensation to be paid on account of such imposition.
6. *The Cantonments (House Accommodation) Act, 1923* (6 of 1923) provides for the provision of house-accommodation for military officers in cantonments.
7. *The Cantonments Act, 1924* (2 of 1924).
8. *The Indian Soldiers (Litigation) Act, 1925* (4 of 1925) provides for the special protection in respect of civil and revenue litigation of Indian soldiers serving under special conditions.
9. *The Manoeuvres, Field Firing and Artillery Practice Act, 1938* (5 of 1938) provides for facilities for carrying out military manoeuvres, field firing and artillery practices.
10. *The Criminal Law Amendment Act, 1938* (20 of 1938), supplements the criminal law by providing for the punishment of certain acts prejudicial to the recruitment of persons to serve in, and to the discipline of, the Armed Forces.
11. *The Armed Forces (Special Powers) Ordinance, 1942* (41 of 1942) confers certain special powers upon officers of the armed forces for protecting property.

12. *The Military Nursing Services Ordinance, 1943* (30 of 1943) for the raising and discipline of the Military Nursing Services.
13. *The Canteen Stores (Exemption from Local Taxation) Ordinance, 1946* (5 of 1946).
14. *The Armed Forces (Emergency Duties) Act, 1947* (15 of 1947) enables imposition of duties, in connection with vital services in an emergency, on the Armed Forces.
15. *The National Cadet Corps Act, 1948* (31 of 1948).
16. *The Territorial Army Act, 1948* (56 of 1948).
17. *The Seaward Artillery Practice Act, 1949* (8 of 1949) provides for facilities for carrying out seaward artillery practice.
18. *The Army and Air Force (Disposal of Private Property Act), 1950* (40 of 1950) provides for the disposal of the private property of persons subject to the Army Act, 1950 or the Air Force Act, 1950 who die or desert or are ascertained to be of unsound mind or while on active service are officially reported to be missing.
19. *The Air Force Act, 1950* (45 of 1950).
20. *The Army Act, 1950* (46 of 1950).
21. *The Reserve and Auxiliary Air Forces Act, 1952* (62 of 1952).
22. *The Commanders-in-Chief (Change in Designation) Act, 1955* (19 of 1955).
23. *The Lok Sahayak Sena Act, 1956* (53 of 1956) provides for imparting military training to citizens of India.
24. *The Cantonments (Extension of Rent Control Laws) Act, 1957* (46 of 1957) provides for the extension to cantonments of laws relating to the control of rent and regulation of house accommodation.
25. *The Navy Act, 1957* (62 of 1957).
26. *The Railways (Employment of Members of the Armed Forces) Act, 1965* (40 of 1965) makes certain provisions relating to the employment of members of the Armed Forces of the Union in the working and management of railways.

APPENDIX III

RELATIVE RANKS IN THE THREE SERVICES

ARMY	NAVY	AIR FORCE
OFFICERS		
Field Marshal	Admiral of the Fleet	Marshal of the Air Force
General	Admiral	Air Chief Marshal
Lt General	Vice Admiral	Air Marshal
Major General	Rear Admiral	Air Vice Marshal
Brigadier	Commodore	Air Commodore
Colonel	Captain	Group Captain
Lt Colonel	Commander	Wing Commander
Major	Lt Commander	Squadron Leader
Captain	Lieutenant	Flight Lieutenant
Lieutenant	Sub-Lieutenant	Flying Officer
2nd Lieutenant	Acting Sub-Lieutenant	Pilot Officer
(No equivalent)	Midshipman	(No equivalent)
JUNIOR COMMISSIONED OFFICERS		
Risaldar Major	No equivalent	Master Warrant Officer Master Signaller Master Engineer
Subedar Major		
Risaldar		
Risaldar CI I, RVC		
Subedar		
Naib Subedar		
Naib Risaldar		
WARRANT OFFICERS		
W.O., APS CI I	No equivalent	Warrant Officer
W.O., APS CI II	Chief Petty Officer	Flight Sergeant
NON-COMMISSIONED OFFICERS		
<i>Havildar/Dafadar</i>		
(a) Regimental Dafadar Major	Petty Officer	
Regimental Havildar Major		
Regimental QM Dafadar		
Regimental QM Havildar		
Battalion Havildar Major		
Battalion QM Havildar		
(b) Squadron Dafadar Major		
Squadron QM Dafadar		
Battery Havildar Major		
Battery QM Havildar		
Company Havildar Major		
Company QM Havildar		
(c) Dafadar	Sergeant	
Farrier Dafadar Major		
Farrier Dafadar		
Havildar		
Trumpet Major		
Drum Major		
Bugle Major		
Pipe Major		
Dafadar Dresser		

L/ Dafadar/Naik

Lance Havildar	}	Leading Seaman and equivalent ranks (but junior to Army ranks)	}	Corporal
Lance Dafadar				
Naik				
Farrier Lance Dafadar				

Men

Acting Lance Dafadar	}	Able Seaman Ordinary Seaman and equivalent rates	}	Leading Aircraftsman
Lance Naik				Aircraftsman 1st class
Rider				Aircraftsman 2nd class
Gunner				
Sapper				
Signalman				
Sepoy or rifleman				
Trumpeter				
Bugler				
Piper				
Drummer				
Bandsman				
Dresser/Rider RVC				
Craftsman				

APPENDIX IV

TERMS IN USE IN THE THREE SERVICES

ARMY TERMS

Platoon and Company

A platoon consists of a headquarters and three sections and has a strength of about 35 men. It is commanded by a Junior Commissioned Officer. Three such platoons constitute a company. A company is commanded by a Major.

Battalion

An Infantry Battalion, with about 900 men, Junior Commissioned Officers and Commissioned officers, is a self-contained unit and is commanded by a Lieutenant Colonel.

Infantry Regiment

An infantry regiment consists of several infantry battalions, recruited from a particular area, the number of battalions varying from five to fifteen, which may not necessarily be grouped together. A regiment has its Regimental Centre, commanded by a Colonel, where recruits are trained prior to their posting to the battalion as a combatant.

Brigade

An Infantry Brigade Group normally consists of a headquarters and three Infantry Battalions and certain support and administrative elements either attached or affiliated. A brigade, which has approximately 3,000 men, is commanded by a Brigadier.

Infantry Division

An Infantry Division is the basic formation employed in war. It is the lowest formation in the military ladder that combines under a single commander a force of all arms, integrated, maintained, trained and grouped to fight as a homogeneous whole. It consists of three Infantry Brigades and balanced elements of all arms and services. It is flexible and can have additional formations and units to meet varied situations. It is commanded by a Major General.

Corps and Army

Two or more divisions make a Corps and two or more Corps make an Army. Both the Corps and the Army are commanded by Lieutenant Generals.

Armoured Regiment

The Armoured Regiments are equipped with 45 armoured vehicles (tanks). These regiments are of three types, namely, Armoured Regiments, Reconnaissance Regiments and Divisional Regiments. An armoured regiment is characterised by its mobility and fire power.

Artillery

The function of the artillery is to support other arms by establishing such fire supremacy in the battle area that the enemy can neither interfere with our operation nor develop his own effectively. Artillery units are broadly classified into field branch, air defence and coast artillery.

Field Branch Artillery

The role of Field Regiments (including the Mountain Regiments) is to provide intimate artillery support to other arms. They are normally employed concentrated and give indirect fire. Medium and Heavy Regiments are employed to supplement Field Regiments in destruction and engagement of the enemy in depth because of their heavy shells and long ranges. These regiments are either towed or self-propelled.

Air Defence Regiments

The aim of Air Defence Regiments is to prevent, in cooperation with the air force, interference by hostile aircraft with our own preparations and to support close defence of vulnerable areas. These Regiments are of two types—Light, for low flying enemy aircraft, and Heavy, for medium altitudes.

They are radar equipped and can be used both during day and night.

Animal Transport Companies

Animals (mules and yaks) are used to carry all types of load in mountainous country where there are no roads and mechanical transport cannot be used.

Locating Regiment

This Regiment is employed to locate enemy guns to facilitate their destruction. It also produces survey data for the use of Field Artillery.

Air Observation Post Flight

An Air Observation Post Flight is used for observing and controlling artillery fire from the air. It is a mixed Army and Air Force unit.

Coast Artillery

The role of Coast Batteries is to protect the coastal waters from enemy vessels and deny their entry into own harbours.

Army Service Corps Battalions

An ASC battalion consists of a headquarters, two mechanical transport companies and one supply company. Battalions operating in mountains are attached with two animal transport companies.

Howitzer

Howitzer is a low velocity weapon; for its overall size it fires a heavy shell with a high curved trajectory.

Mortar

Mortar is a high trajectory weapon with a high rate of fire. It can give overhead fire support from behind steep cover and can engage targets which are themselves defiladed from flat trajectory weapons.

Light Machine Gun

The light machine gun can deliver a volume of accurate fire with the employment of a few men, normally one man to fire and one to help with ammunition supply. It is capable of firing single shots and also automatic.

Sten Machine Carbine

A very light automatic weapon for close range work. It can fire both single shot and automatic.

Mines

Land Service Mines are mainly of two types, Anti-Tank and Anti-Personnel. Anti-Tank Mine can incapacitate the heaviest tanks and hence check the advance of attacking vehicles. Anti-Personnel Mines are used to prevent infiltrations of enemy troops and to prevent removal of Anti-Tank Mines.

Grenades

There are two main types of grenades, the hand grenade which dates virtually from the discovery of explosives and the rifle grenades which are projected by means of rifle adapters. Smoke grenades are used for smoke screen work and coloured smoke grenades for signalling.

Medical

A divisional medical set up consists of a Medical Battalion and a Mobile Field Hospital. Mountain divisions are also authorised a Stretcher Bearer Company. Medical units collect, evacuate and treat the sick and the wounded.

Casualty Clearing Station

It is a corps medical unit and is the first medical unit in the line of evacuation from forward areas where elaborate facilities exist for examination, treatment, nursing and feeding of casualties.

EME Repair System

The role of the EME Battalion in a division is to ensure the operational fitness of electrical, mechanical, electronic and optical equipments. For this the repair system falls into three categories, viz.: (i) *Light repairs*—It consists of tradesmen from the unit or may be reinforced by EME personnel (ii) *Field repairs*—are carried out by the Field Workshop Companies. They are responsible to provide repair cover to vehicles, armaments, instruments, small arms and telecommunication equipment; this includes replacement of complete assemblies; (iii) *Base repairs*—are undertaken by Base Workshops which are static. They carry out complete overhauling of the equipment and vehicles and replacing of major assemblies.

Composite Pack Rations

These rations provide food of adequate variety and nutritive value which does not require cooking, and are packed in 5 men packs. This ration is consumed only when normal rations cannot be facilitated.

General Staff Reserve

Stocks of supplies are maintained in Supply Depots as reserves for an emergency.

Quarter Guard

Every Army Unit has a Quarter Guard commanded by a Havildar/Dafadar, and some times by a Naik. Numbers vary according to the size of the unit and duties of the Guard. A Quarter Guard is the Ceremonial Centre of the unit and consists of a guard which is responsible for the guard duties within the unit and for immediate action in case of alarm. The unit flag is centrally placed at the Quarter Guard. The Quarter Guard reflects the "personality" and efficiency of a unit, and a unit takes pride in the men on duty being exceptionally smart and well turned out.

NAVAL TERMS

Flotilla

A group of small warships, usually about eight, e.g., Destroyer Flotilla, Minesweeping Flotilla, M. L. Flotilla etc.

Squadron

A group of larger warships, usually about four, e.g., Aircraft Carrier Squadron, Cruiser Squadron, etc.

Combined Operations

Now called Amphibious Warfare which refers to landing operation on enemy coast in which the Navy carries an Army Force to a predetermined location and lands it in landing ship and craft with Naval and Air support.

Flag-Ship

A warship where there is an Operational and Administrative Headquarters of senior officer of the fleet who is of flag rank, (i.e., Rear-Admiral and above).

Shore Establishment

The term refers to Naval establishments on shore. These are Training Schools, Barracks and Naval Bases. Shore establishments are commissioned and named in the same manner as ships with the prefix "Indian Naval Ship" (I.N.S.).

Sailors (formerly ratings)

Enlisted men or "other ranks" of the Navy.

Ships Company

The crew, both officers and men, of a ship or a shore establishment.

Coxswain

One who steers a boat; a senior sailor in charge of a boat and crew.

Boatswain (with its corrupted form Bosun).

An officer (Chief Petty Officer/Petty Officer) who looks after ships, boats, rigging, flags, etc. His assistant boatswain calls the seamen to duty with a pipe (whistle).

Knot

Used in connection with speed and is sea mile per hour, one sea mile being equivalent to approximately 1-1/8 land miles.

Gangway

Any recognised enclosure to, or passage, way or traffic route within a ship. Also used as an order to make way for an officer.

Bridge

A narrow raised platform from where the Commanding Officer directs the ship.

Stern

The hind or rear part of a ship.

Quarter-Deck

The part of the upper deck of a ship which is more towards the rear of the ship.

Aircraft Carrier

Aircraft carriers vary in size from 10,000 to 85,000 tons and have a flat upper deck for take off and landing of aircraft. Propulsion is by conventional means or through nuclear power. These ships have a maximum speed of 20—38 knots and are capable of launching strategic bombers, fighters/strike aircraft etc., and have anti-aircraft weapons/missiles for close-range defence against air-attack.

Cruiser

These are general purpose fighting ships with great radius of action. They combine hitting power with speed and manoeuvrability. Capable of speed of 30—35 knots, and carry medium-sized guns (6" to 8") which can be used effectively in a variety of roles. These ships can also be armed with missiles.

Frigate

All vessels employed on close escort duties of ocean convoy are classified as frigates. The majority of these are of 2,000 to 3,000 tons. These ships provide both anti-submarine and anti-aircraft protection and have considerable endurance.

Destroyer

The original destroyers were small in size and were designed to destroy torpedo boats. The modern destroyers displacing more than 5,500 tons are primarily intended to destroy aircraft and are being made into floating bases for anti-aircraft guided weapons. These ships also have anti-submarine projectiles and anti-ship capabilities.

Submarine

Submarines are principally used for offensive operations against shipping and usually operate independently of other ships. They are also employed in an anti-submarine role. Modern concept for these craft is the nuclear-powered submarine of unlimited endurance. Nuclear submarines are fitted with guided weapons system like the Polaris Missile and introduce a new dimension to naval warfare. Conventional submarines may be of up to 2,500 tons with maximum submerged speeds of up to 17 knots and have torpedo as their main weapon.

NOTE.—The tonnage of a man-of-war (naval ship) is normally its displacement; which is the weight of water displaced by the ship and is equal to the weight of the ship and all that is in her. Displacement in tons is equal to volume of water displaced (in cubic ft.) divided by 35 in case of salt water and by 36 in case of fresh water.

AIR FORCE TERMS

Tactical Air Force

A Tactical Air Force is organised to operate in the field in conjunction with the associated Army formation (usually Corps).

Formation

A formation consists of one or more units grouped under a Headquarters Unit. For example, a Wing is a formation and consists of a Wing Headquarters and one or more Squadrons and may include other units as required.

Wing Headquarters

A formation controlling functionally and administratively one or more Squadrons grouped together on a flexible basis.

Station

A Station like a Wing is also a formation providing mainly administrative services to Units under its control.

Squadron

A Squadron is a flying unit consisting of a particular type and number of aircraft depending on the role. The role of the Squadrons may be Fighter, Bomber or both, Reconnaissance, Army Observation, Transport, Communication, Training, etc.

Flight

A Flight is the largest recognised component of a Squadron which can function independently. It may consist of four or more aircraft in two or more Sections.

Number Plate Basis

A unit is said to be placed on "Number Plate Basis" when owing to shortage of manpower, aircraft, etc., it may become necessary to suspend the activities of the Unit as a temporary measure and transfer its personnel, equipment, etc., to other units whose functioning is of greater importance.

Aeroplanes

Toofani (French—Ouragon)—A jet-propelled fighter aircraft used in ground attack role.

Canberra—A twin-jet bomber which can be used as a high altitude bomber or as a day and night interdicator aircraft.

Gnat—Jet-propelled fighter aircraft which can be used as interceptor or ground attack aircraft.

Mystere—Single-engine jet fighter aircraft used mainly in ground attack role; can also be used as interceptor.

Hunter—Single-engine fighter aircraft versatile in both ground attack and air defence roles.

Mig 21—Single-engine supersonic interceptor aircraft used in air defence role.

Transport Aircraft—Aircraft primarily meant for conveying troops and equipment from one place to another, casualty evacuation etc. (e.g., Packet, Caribou, AN. 12, Dakota).

Helicopters

(For communication duties, casualty evacuation, logistic support etc.).

Mi 4—Russian Helicopter—used mainly at medium altitudes.

Alouette—French Helicopter—used mainly at high altitudes.

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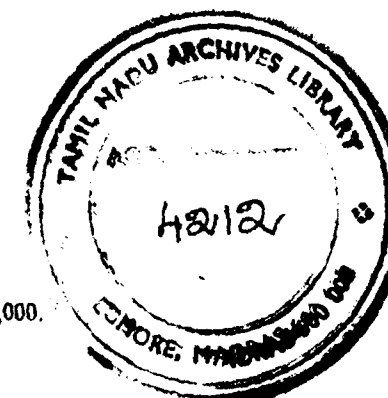
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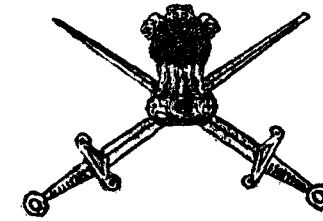
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CREST and BADGES INDIAN ARMY



CREST — ARMY

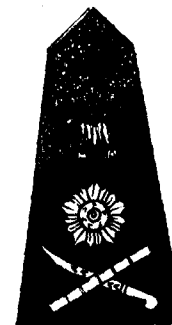


CAP BADGE
GENERAL
OFFICERS



CAP BADGE
COLONELS &
BRIGADIERS

BADGES OF RANK—OFFICERS



GENERAL (L)



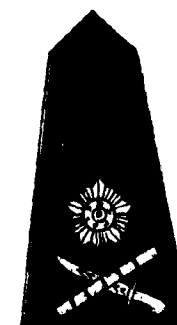
GENERAL (R)



LT GENERAL (L)



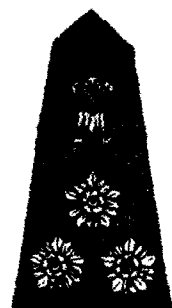
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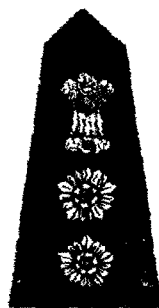
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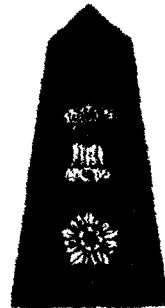
MAJ GENERAL (R)



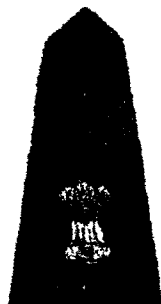
BRIGADIER



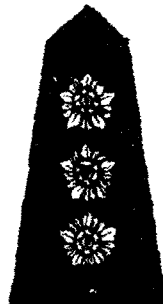
COLONEL



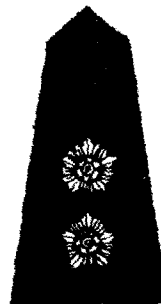
LT. COLONEL



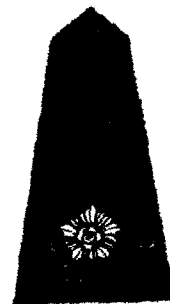
MAJOR



CAPTAIN



LIEUTENANT



2nd LIEUTENANT

JUNIOR COMMISSIONED OFFICERS



SUBEDAR
MAJOR



SUBEDAR



NAIB SUBEDAR

OTHER RANKS



HAVILDAR



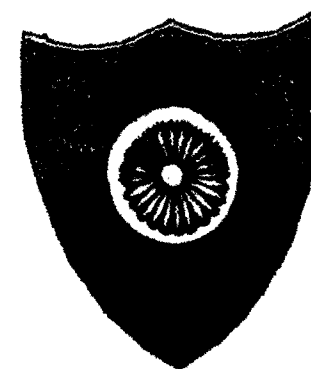
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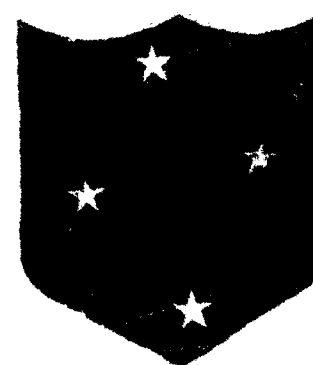
LANCE NAIK

FORMATION SIGNS

ARMY HEADQUARTERS



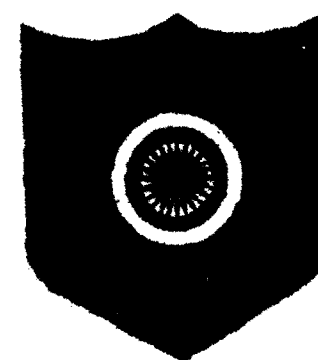
SOUTHERN COMMAND



EASTERN COMMAND

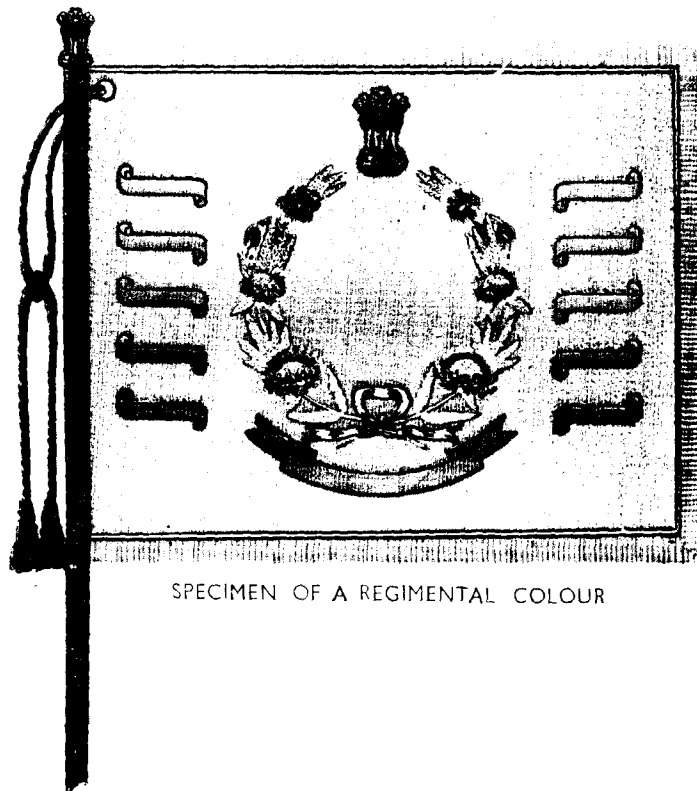


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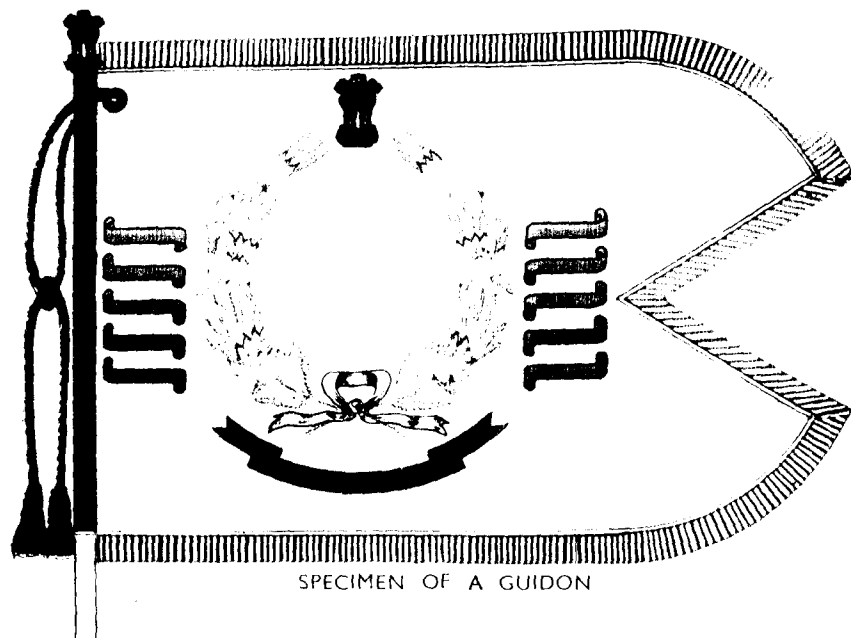


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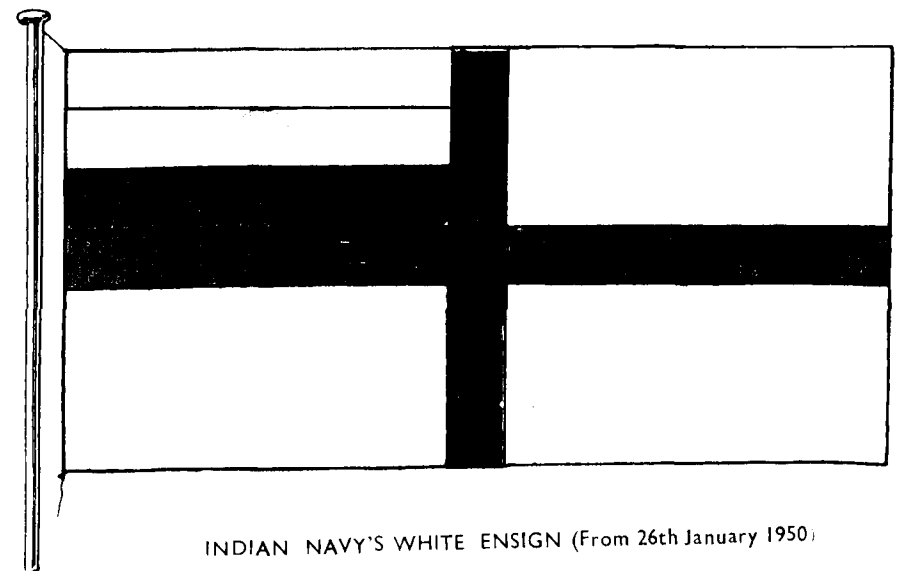




SPECIMEN OF A REGIMENTAL COLOUR



SPECIMEN OF A GUIDON



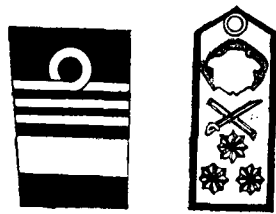
INDIAN NAVY'S WHITE ENSIGN (From 26th January 1950)

CREST AND BADGES INDIAN NAVY

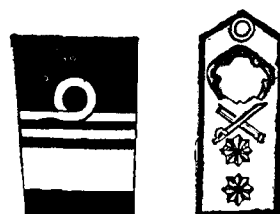
NAVAL CREST



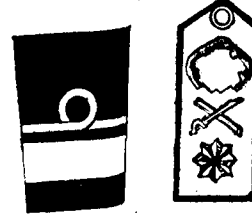
BADGES OF RANK



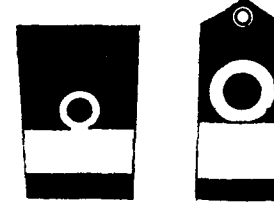
ADMIRAL



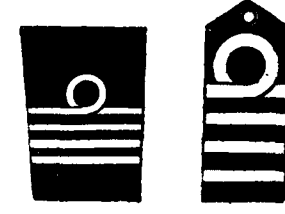
VICE-ADMIRAL



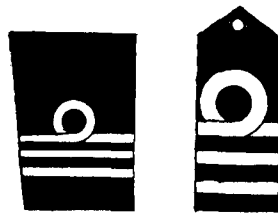
REAR ADMIRAL



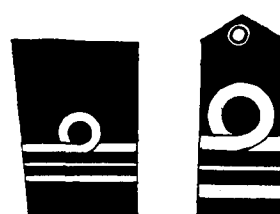
COMMODORE



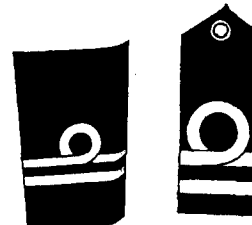
CAPTAIN



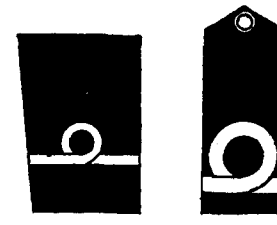
COMMANDER



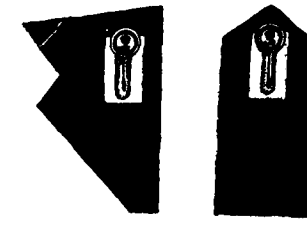
LIEUT-COMMANDER



LIEUTENANT



SUB-LIEUTENANT



MIDSHIPMAN



PETTY OFFICER
(ON SLEEVE)



CHIEF PETTY OFFICER



OFFICER



PETTY OFFICER



LEADING RATE
(ON SLEEVE)

CREST and BADGES
INDIAN AIR FORCE



AIR FORCE CREST



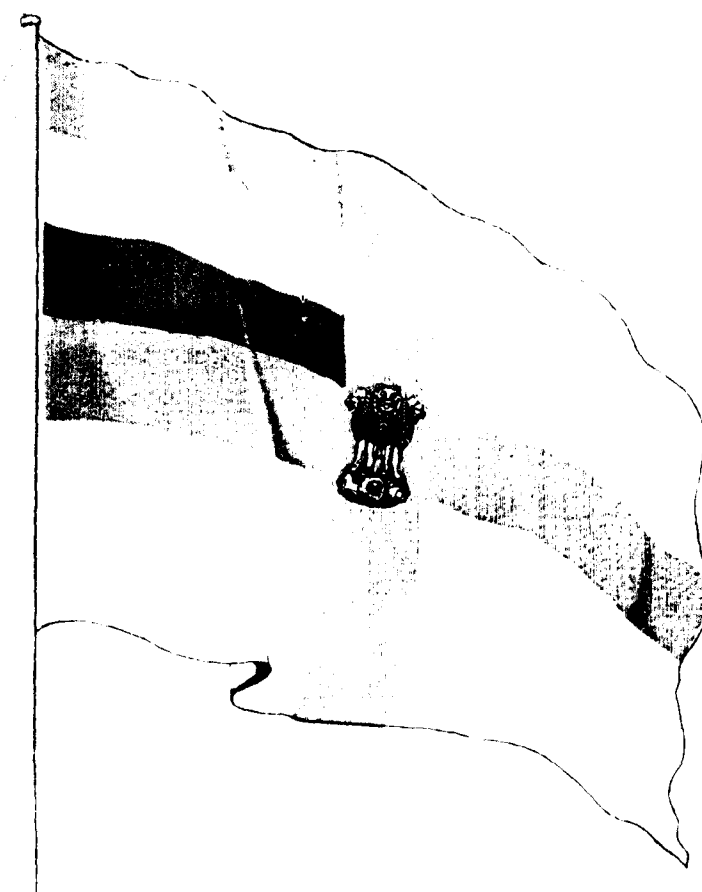
CAP BADGE
AIR OFFICERS



CAP BADGE
OTHER OFFICERS



FLYING BADGE -PILOT



PRESIDENT'S COLOUR
Presented to the Navy

BADGES OF RANK - AIR FORCE



AIR
CHIEF MARSHAL



AIR MARSHAL



AIR
VICE MARSHAL



AIR
COMMODORE



GROUP
CAPTAIN



WING
COMMANDER



SQUADRON
LEADER



FLIGHT
LIEUTENANT



FLYING
OFFICER



PILOT
OFFICER



MASTER
WARRANT OFFICER



WARRANT
OFFICER



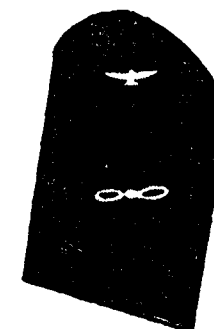
FLIGHT
SERGEANT



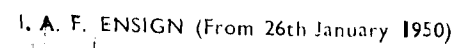
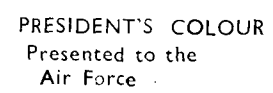
SERGEANT



CORPORAL



LEADING
AIRCRAFTMAN

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