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# **Human Resource Management in the Armed Forces**

## **Transition of a Soldier to a Second Career**

**Pardeep Sofat**

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**Transition of a Soldier  
to a Second Career**

**Pardeep Sofat**



**INSTITUTE FOR DEFENCE  
STUDIES & ANALYSES**

रक्षा अध्ययन एवं विश्लेषण संस्थान

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## **Introduction**

**The soldier is the Army. No army is better than its soldiers. The Soldier is also a citizen. In fact, the highest obligation and privilege of citizenship is that of bearing arms for one's country.**

**- George S. Patton Jr**

India has the world's third largest armed forces, which is staunchly apolitical and has proven its mettle in all eventualities, both in war and peace. Manpower intensive, it is the man behind the machine, the soldier (term includes servicemen from all three services of the armed forces), who is the epitome of a nation's pride due to his resilience and adaptation to the dynamics of modern warfare. The Indian soldier has a long legacy of participating in campaigns under the British flag. The Indian Army's valiant performance in the two World Wars was praised by one and all with Indian soldiers having won a record 39 Victoria Crosses. The profession of soldiering, nurtured by the British and some independent kingdoms, was a 'tradition and honour' that was followed by clans and martial races. After independence, the British left a legacy of a socially deep-rooted and well-settled military establishment, where the three services of the armed forces were based on the principle of commissioned officers as 'leaders' and the recruited or enlisted men as the 'followers'.<sup>1</sup> The system has worked well and its adaptation was proved in the 1948 conflict with Pakistan where, still in the nascent stages of settling and reorganizing and with limited knowledge of

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<sup>1</sup> Athawale Yogesh, "Challenges for Military Leaders of Future due to Changing Socio-economic Norms", available at <http://www.usiofindia.org/Article/Print/?pub=Journal&pubno=579&ano=702> (accessed 21 August 2015).

terrain, the Indian Army inflicted a decisive defeat on the Pakistan-backed offensive, living up to its reputation of a professional army. The soldier stood out as a seasoned warrior as he conquered the nefarious designs of the enemy with his sheer grit and valour.

The armed forces have evolved since then, and are increasingly being perceived as the last bastion. The soldier has always been its strength and the nation looks up to the soldier with hope and respect; exemplified by the dictum “institutions do not transform—its people do; platforms and organisations do not defend the country—people do; and units and formations do not sacrifice and take risks for the nation—people do!”<sup>2</sup> With an approximate strength of 1.3 million, the armed forces are one of the largest employers of human resource and in such a massive and unique organization, where a “soldier” remains the key player, issues related to human resource management assume great significance.

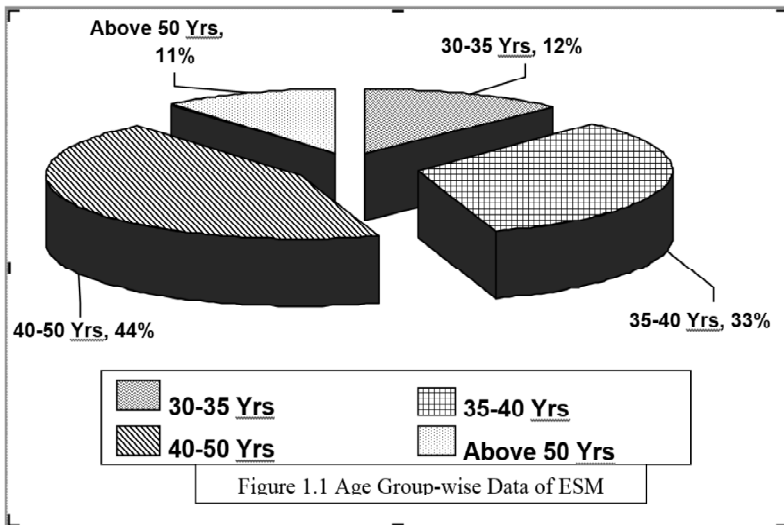
The armed forces are a volunteer service with people joining at their own will, knowing fully well about their early exit. Besides 1.3 million serving personnel, the armed forces also have approximately 24 lakh ex-servicemen (ESM), with around 60,000 retiring soldiers joining these veterans every year. A bulk of these soldiers retire very young. The enormity of this can be gauged from the age group-wise data of manpower given in Figure 1.1, which is a reflection of the age profile of retiring soldiers. It is clear from the chart that the number of ESM retiring/available for jobs between 30–50 years aggregates to 89 percent.<sup>3</sup>

This pool of trained and disciplined manpower is a national asset. How does retiring at a young age, when he is at the peak of his abilities and responsibilities, with no assurance of a second career, impact the soldier? This important issue is a challenge which stares policy makers in the face.

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<sup>2</sup> Mukesh Sabharwal, “Challenges of Human Resource Management in the Indian Army”, *Defence and Security Alert*, January 2013, available at <http://www.dsalert.org/land-power-india/544-challenges-of-human-resource-management-in-the-indian-army> (accessed 15 October 2015).

<sup>3</sup> ‘DGR-Corporate Conclave 2014’, *Sainik Punarwas*, Special Edition.

**Figure 1.1 Age Group-wise Data of ESM**

The Indian Army, which is the largest of the three armed forces, retires the maximum soldiers, followed by the Indian Air Force (IAF) and the Indian Navy (IN). Out of 60,000 retirees, army retirees are approximately 90 percent, with the balance being from IAF/IN. Personnel from IAF and IN work on technology-oriented platforms and have better employability vis-à-vis army soldiers, especially from non-technical arms and services. Shouldn't the early exit of these soldiers be perceived as a loss to the nation?

Continued neglect of veterans over the years is actually costing the country doubly, as on one hand valuable trained manpower is being lost and on the other, impecunious soldiers are joining the ranks of the unemployed or under-employed, exacerbating the current high levels of country-wide discontent.<sup>4</sup>

<sup>4</sup> S.G. Vombatkere, "Is the 'Babu' Scared of Veterans' Skills?", *Indian Defence Review*, 31 May 2015, available at <http://www.indiandefencereview.com/is-the-bab-scared-of-veterans-skills/> (accessed 02 September 2015).



As per a report of the Institute of Applied Research in Manpower Analysis, the age expectancy of soldiers (officers, 67 years; Junior Commissioned Officers [JCOs], 72.5 years; and soldiers, 59.5–64 years) is much less when compared to other employees (civil, 77 years; railway, 78 years).<sup>5</sup> The comparison raises serious questions, and no job after retirement with increasing responsibilities is surely a contributor.

Two major arguments with respect to ESM which confront the nation thus emerge and need thoughtful deliberation:

- *Utilization of Human Resource (ESM) in Nation Building.* Is the trained, motivated and disciplined human resource, which is so well nurtured in the defence services and has many useful productive years left post-early retirement, being optimally utilized for a national cause?
- *Efficient Transition Mechanism.* Do we have enough structures and policies in place to ensure that a soldier can work up to 60 years of age, and is equipped to meet the challenges of a smooth transition to a second career without psychologically and financially impacting him?

Transition entails training/skilling, psychological conditioning and creating opportunities for officers and other ranks. This monograph will endeavour to analyze the issues related to other ranks who constitute a bulk of the forces (out of a total strength of 1.3 million, there are approximately 68,000 officers and the balance 1.24 million are other ranks), retire young, are potential aspirants for jobs, but their resettlement poses a multitude of challenges. Officers, barring Short Service Commission (SSC) officers, are better placed in comparison as they can serve till 54 years of age with an additional four years on re-employment.

The arguments raised here and many more affect the soldier while in service and post retirement. The monograph endeavours to highlight

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<sup>5</sup> Harwant Singh, "Defence Forces of the Nation Persistently Wronged", *Indian Defence Review*, December 2013, available at <http://www.indiandefencereview.com/defence-forces-of-the-nation-persistently-wronged/> (accessed 02 September 2015).

the present status of transition of soldiers and implementable steps which can be initiated to address this important issue. These aspects are analyzed in detail in the following chapters.

Chapter 2, “Contextualizing a Soldiers’ Early Retirement and Transition”, covering the key drivers which impact a soldier during his service, opportunities on offer, and agencies to available address transition to a second career.

Chapter 3, “Challenges and Concerns”, outlines the status of transition within present policy initiatives, an aspirational analysis through a survey, and the challenges which impede transition.

Chapter 4, “Veteran Affairs in Foreign Armies”, focusing on analyzing the veteran affairs in some of the major armies in the world to identify best practices which can be emulated in our context.

Chapter 5, “Opportunities and the Way Forward”, outlines pragmatic recommendations to achieve desirable transition of soldiers.

## **Contextualizing a Soldiers' Early Retirement and Transition**

A soldier has traditionally been referred to as a “Jawan” in India, owing to the tremendous strength and grit this term wields, as the nation demanded aggressive, young warriors having brutal power to thwart external challenges. Soldiering was a chosen and respected profession in the pre-independence era. Even post 1947, the armed forces remained the preferred profession for able-bodied males from rural agrarian societies. With the defence services offering reasonable terms and conditions to fulfil the basic needs, the men joined the armed forces as a matter of pride, as a means of self-actualization.<sup>1</sup> The financial benefits and social status were better than many other professions and the uniform guaranteed respect in the largely feudal society, even post retirement. In 1965, Lal Bahadur Shastri, the then Prime Minister of India, echoed a sentiment of “Jai Jawan Jai Kissan” to the nation to recognize the role of the “young” in the country's security and prosperity, and also to applaud the soldiers' heroism in the war. It further elevated a soldier's prestige and the dictum became folklore. Keeping the forces young has thus been the nation's compulsion and priority.

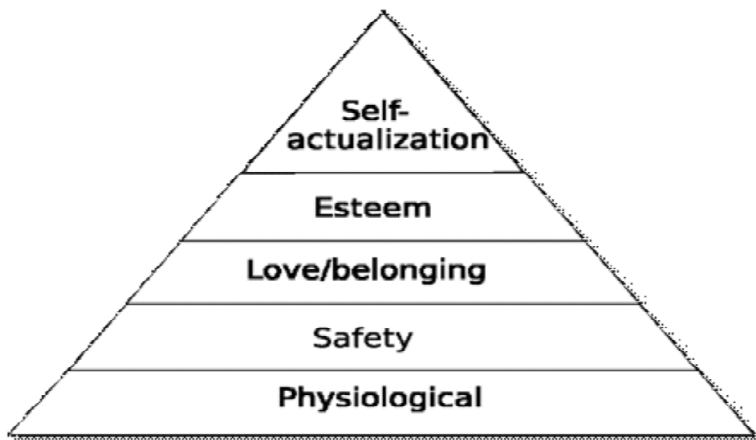
The transforming society has however changed the paradigm, and a soldier who comes from the same society is influenced by it and has desires leading to a yearning for a secure career. Maslow's Theory of Hierarchy of Needs of an individual, ranging from physiological to self-actualization (Figure 2.1), can be templated to depict the hierarchy of needs of a soldier. In this model, Maslow has propagated that higher-order needs can be realized only after lower-level needs are fulfilled. Though not everyone subscribes to the views of Maslow, it is a fact that safety, which entails job security, is one of the most essential

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<sup>1</sup> G. Nitin, “Changing Socio-economic Norms and its Impact on India's Armed Forces”, available at <http://nitinagokhale.blogspot.in/2013/04/changing-socio-economic-norms-and-its.html> (accessed 21 August 2015).

components of needs after an individual's physiological requirements are met; and this, in a way, leads to other higher levels of satisfaction.<sup>2</sup>

**Figure 2.1 Maslow's Theory of Hierarchy of Needs**



### **A Soldier's Personae**

Before analyzing the issue further, it will be prudent to understand the behaviour pattern of a soldier after a prolonged stint in uniform and how it influences his growth. Service life, with no parallels in civilian life, inculcates peculiar traits and provides a very honourable career to soldiers. It is, in fact, a way of life and right from his recruitment, a soldier is groomed to adapt and grow in an established system of functioning. Besides instilling qualities like honesty, integrity and dedication, a soldier learns to follow orders and is tuned to receiving directions. He follows a charted routine/set of activities, with little deviation, which is at total variance to the behaviour expected from a person in civilian life.<sup>3</sup> Having been professionally trained for his job,

<sup>2</sup> Saul Macleod, "Maslow's Hierarchy of Needs", 2007 (2014), available at <http://www.simplypsychology.org/maslow.html> (accessed 04 April 2016).

<sup>3</sup> R.K. Sharma, "Resettling Soldiers: A Nation's Social Responsibility", *Indian Defence Review*, Vol. 30, No. 2, April–June 2015, available at <http://www.indiandefencereview.com/news/resettling-soldiers-a-nations-social-responsibility/> (accessed 31 July 2015).

he leads a busy life while serving in an insulated environment. Even when posted in extremely tough conditions, a soldier draws comfort and security from the bonhomie and sense of belonging to his unit/company/squadron. He actually reflects about his transition only closer to retirement, looking forward to a respectable exit. However, retirement pronounces insecurity and financial crunch, thereby placing him outside his comfort zone. Not finding himself aptly qualified for, or suited to, a civilian way of life often becomes a stumbling block for his transition (as argued earlier, personnel from the IAF and the IN are better placed to get second careers due to their job content, exposure and abilities, which is not the case for the bulk of army soldiers. The data/arguments will thus focus more on the army being the most affected.). Can the expected change in a soldier be achieved automatically on retirement or do we need to orchestrate the change in behaviour by timely counselling/skilling and reorientation? The argument therefore veers to the following:

- Do we acknowledge the problem of early retirement of a soldier?
- Are we doing enough to address it?
- Is his growth, while in service, efficiently managed to give him post-retirement opportunities/options?
- Are we psychologically preparing a soldier for early exit?
- Is his skilling before or after retirement commensurate to requirements of civilian life?

The above-mentioned dilemmas call for comprehensive policy initiatives to address and orchestrate a second career for a soldier in a government/corporate/Central Armed Police Forces (CAPFs) job or as an entrepreneur. Taking a possible cue from the aspects debated here and duly analyzing suitability of a soldier for a second career, the Sixth Pay Commission holistically examined the issue and gave comprehensive recommendations and showed the way forward for lateral induction of a soldier to CAPFs.<sup>4</sup> Though aptly suited, there has

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<sup>4</sup> Government of India, *Report of the Sixth Central Pay Commission*, March 2008, Chapter 2.4.

been no positive progress on the thought process, and implementation is a farfetched reality. These recommendations are discussed in length in the later part of the chapter. When a soldier is professionally competent and motivated, why is he not wanted in other sectors contributing to the national cause? Do the defence services care for a soldiers' desires post retirement or does the nature of service life precludes efforts to train him for a second career?

This brings the focus to a core issue of who actually is responsible for his transition. There is no clear delineation here. Veteran affairs or resettlement is certainly a government responsibility and they are accountable, but the defence services have a huge role in ensuring that a soldier is ready for a second stint of his life and is accordingly skilled. Informal interaction with soldiers reveal that though they get benefits like medical, pension and insurance post retirement, they have some seemingly very justifiable aspirations from the environment, which are mild and humane:<sup>5</sup>

- Respect and dignity in the society as a veteran (social acceptability).
- A suitable second career to sustain his family.
- Training/skills to meet the requirements of civilian employers.
- Stay closer home to look after parents, property and family concerns.
- Be a role model and act as a motivator to younger generations.

The key drivers which guide a soldier's journey during service at a very fast pace and accentuate the problem are: the terms of engagement of service with a pyramid structure offering limited career progression opportunities; the operating environment which demands the soldier's continuous focus on professional tasks; and the socio-economic changes which have increased his responsibilities towards a family with higher aspirations.

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<sup>5</sup> Interaction with JCOs, non-commissioned officers (NCOs) and other ranks (OR).

## Terms and Conditions of Service

The defence services have their respective terms and conditions for soldiers to suit their operational environment and accordingly, recruitment ages, education standards and retirements are fixed. The army, being the largest service, comprises of a number of arms and services which have a similar rank structure, but different types of entries and terms of engagement. These have evolved over the years. With a host of categories of soldiers in the army (general duty [GD]/semi-skilled/skilled/technical/specialist/tradesmen), their selection, training and career management is a challenging proposition. A soldier joins the service at a young age between 17<sup>1/2</sup> and 21 years, but service criteria linked with rank structure make him retire young. Tables 2.1 to 2.3 elucidate retirement ages as per ranks:<sup>6</sup>

**Table 2.1 Terms and Conditions for Sepoys**

Rank	Present Criteria
GD Categories/ Semi-skilled Categories: Sepoy–Group I	17 years of service with colours, extendable by two years by screening and two years in reserve or till attainment of 42 years of age, whichever is earlier.
Skilled/Tech Categories/Specialist Categories and Tradesmen: Sepoy–Group II	20 years of service with colours, extendable by two years by screening and three years in reserve or till attainment of 48 years of age, whichever is earlier.

**Source:** Refer AI1/S/76 as amended and Ministry of Defence (MoD) Letter No. F.14 (3)/98/D(AG), dated 03 September 1998.

<sup>6</sup> Indian Army, “Terms and Conditions: JCOs/OR”, available at <http://indianarmy.nic.in/writereaddata/documents/psdte311212.pdf> (accessed 12 October 2015).

**Table 2.2 Terms and Conditions for Non-Commissioned Officers (NCOs)**

<b>Ranks</b>	<b>Present Criteria</b>
Naik	On completion of 22 years of service with colours, extendable by two years by screening or 49 years of age, whichever is earlier.
Dafadar/Havildar	On completion of 24 years of service with colours extendable by two years by screening or 49 years of age, whichever is earlier.

**Source:** Refer to MoD Letter No. F.14(3)/98/D(AG), dated 03 September 1998.

*Note:* Reserve liability of all NCOs is up to 51 years of age or two years after retirement, whichever is earlier.

**Table 2.3 Terms and Conditions for JCOs**

<b>Ranks</b>	<b>Present Criteria</b>
Naib Risaldar/ Naib Subedar	26 years of pensionable service, extendable by two years by screening or 52 years of age, whichever is earlier.
Risaldar/Subedar	28 years of pensionable service, extendable by two years by screening or 52 years of age, whichever is earlier.
Risaldar Major/ Subedar Major	32 years of pensionable service, extendable by two years by screening or four year tenure or 54 years of age, whichever is earlier.

**Source:** Refer to MoD Letter No. F.14(3)/98/D(AG), dated 03 September 1998.

*Note:* Reserve liability of all JCOs is up to 54 years of age or five years after retirement, whichever is earlier.



It is clear from the tables that a soldier can serve for a period of 17–24 years (except JCOs) depending on his rank and will retire between the age of around 35–37 years for a soldier to 42–44 years for a Havildar. The recruitment ages for personnel joining IAF and IN are generally the same, but a majority of personnel (65–70 percent) take premature retirement: IAF normally after 20 years of service (around 40 years of age) and IN between 15–20 years (around 35–40 years of age). The terms of engagement of IAF give an opportunity to sergeants and above to serve up to 57 years of age (with extensions), provided they meet service conditions.<sup>7</sup>

## Pyramid Structure

Like other professions, a person joining the armed forces desires to excel in his career and reach the highest rank possible. Is it attainable? The promotions of personnel are within their categories and are based on vacancies, service profile, annual confidential reports and medical fitness. Even though many soldiers achieve the desired standards, the hierarchical and pyramid structure of promotions within the services lends itself to a large number of supersessions, with a corresponding loss of motivation and morale. The impact (based on army rank structure) would be clear from the following:

- Inputs obtained during interaction with ESM (including JCOs and clerks) and some training centres show that around 75–78 percent soldiers are likely to retire in the ranks up to Naik; around 15–17 percent may retire as Havildars; and the balance rise to become JCOs (premature retirements do impact percentages of promotions).<sup>8</sup>
- When viewed in the overall army perspective, this reflects that more than 90 percent personnel are likely to retire very early (up to Havildar) as there are no vacancies beyond a level and also, to maintain a young profile which is an operational imperative. Figure

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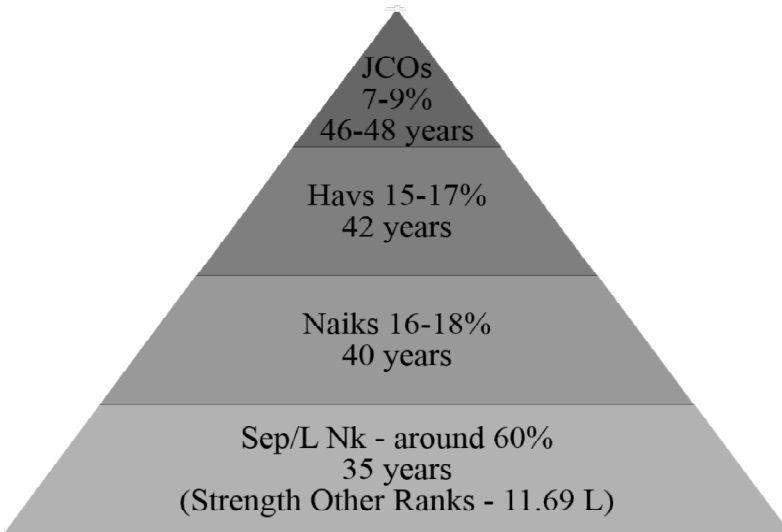
<sup>7</sup> Interaction with IAF and IN placement organizations.

<sup>8</sup> Break up of data based on interaction with JCOs/ORs retiring shortly and ESM.

2.2 summarizes the impact, substantiated by a Standing Committee report which elucidates the issue:

The jawans' problem is that since we have a narrow top, 80 percent or more than 80 percent of the PBOR [personnel below officer rank] go home after 17 years of service when their ages are between 35 and 40. Now, they suffer in two ways. Firstly because they have put in lesser years of service, and, therefore, their salary is low and, therefore, the pension will be low. Secondly, they are left in the street at a time when their financial commitments are high. Their children are going to school, their sisters are to be married or they have old parents to look after. I am talking of ex-servicemen.<sup>9</sup>

**Figure 2.2 Impact of Pyramid Structure on Ranks**



*Note:* Strength of other ranks is 11,69,854.<sup>10</sup> This is likely to have increased but percentages are generally the same.

<sup>9</sup> Standing Committee on Defence, 14th Lok Sabha, *Human Resource Planning, Shortage of Manpower, Infusion of Hi-tech Training and Infrastructure for the Armed Forces*, 2008–09.

<sup>10</sup> Standing Committee on Defence, 16th Lok Sabha, *Demands for Grants, 2015–16*, p. 20

The situation is compounded by a not-so-modern system of career planning, placement and human resource development, wherein the early exits are not factored by identifying and augmenting the strengths of a soldier. Early retirement is inevitable, but the aspirations can be structured while in service, making for more holistic adjustments on retirement. The steeper pyramid thus accentuates the problem, resulting in the early exit of soldiers in their prime without preparing them for a second career. Though the structure is relevant to keep the armed forces young and an optimal pyramid is a myth, it impacts the aspirations of the youth, who are reeling under the societal pressures with an urge to earn well.

## **Operating Environment**

The spectrum of warfare today ranges from sub-conventional at the lower ebb to an all-out war against a nuclear backdrop, and a soldier is expected to adapt quickly and train in evolving concepts of war fighting and deliver. The operating environment has changed, especially in the last three decades or so, with a soldier getting actively involved in counter-insurgency operations within the country. The deployment along the borders has increased manifold, thereby impacting the field/peace profiles and resulting in shorter peace tenures. Added to this is the role of humanitarian assistance and disaster relief (HADR), for which the armed forces need to be ready at all times. The operational environment and the associated commitments of the armed forces are likely to be on the increase due to geopolitics and continuously evolving capabilities of adversaries, thus demanding greater proficiency and inspiration of the human resource. A soldier endures all this with élan, with relatively no time to ponder over his approaching retirement or transition.

## **Impact of Socio-economic Changes**

The armed forces are no longer restricted to secluded cantonments and their visibility has increased due to expansion, advent of electronic media and involvement in counter-insurgency operations. A soldier is drawn from the society, and the evolving environment directly impacts him. The defence services, which were traditionally the only preferred option of employment for youth in rural India, are no longer an attractive career option. Although recruitment rallies draw large crowds, the reason is no longer “pride” in donning the uniform, but massive

unemployment, resulting in a “lower rung of mediocre” workforce joining the military.<sup>11</sup> The best potential aspirants from some of the states which traditionally contributed to the defence services now prefer police, railways, CAPFs or corporate jobs. Interaction with ESM and representatives of some training centres reflects the decline in enthusiasm of the best youth opting for the army as a first choice. Recruitment and retention of the best talent is thus an ongoing challenge for the armed forces and will remain so in the years ahead, if not addressed.

There are numerous reasons, stemming out of the changing socio-economic environment, which impact the soldier and drive his aspirations to earn well, thus compelling him to seek work beyond retirement. Some of the important reasons are highlighted next.

- *Nuclear Families*: The family is the most important institution in India that has survived through the ages. The system of the joint family, rampant till the 1960s and 1970s, permitted young male members to join the armed forces without any family-related stress. Urbanization, industrialization, opening of the economy, education and proliferation of mass media have slowly eroded this age-old tradition. Also, shrinking agricultural land has forced people to move out of rural areas and look for alternate avenues of living, thus giving rise to the phenomenon of nuclear families.<sup>12</sup> The concept of nuclear families, though with merit in today's world, has adversely impacted the psychology of a soldier who remains concerned about his kith and kin and needs to explore possibilities to work after retirement.
- *Higher Aspirations*: Urbanization has enhanced the awareness levels and the growing economic environment has raised the aspirations of the youth. Though alluring, civil jobs are not easy to get due to excessive competition. Recruitment in the defence services appears

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<sup>11</sup> Vijay Oberoi, “Take Turbulence in the Ranks Seriously”, *DNA*, 23 August 2012, available at <http://www.dnaindia.com/analysis/column-take-turbulence-in-the-ranks-seriously-1731500> (accessed 16 October 2015).

<sup>12</sup> Shelly Shah, “Joint Family Culture in India: Meaning, Characteristics, Merits, Demerits”, available at <http://www.sociologydiscussion.com/family/joint-family-culture-in-india-meaning-characteristics-merits-demerits/2256> (accessed 21 October 2015).

easy but has stiff yardsticks and heavy competition, with one in 150–200 aspirants only (on an average) making it. Growth of some of his peers in civil jobs at times bewilders the soldier and his aspirations grow with time, relating to faster promotions, opportunities for higher education, post-retirement prospects, acquisition of technical skills, safety and security of his family and respect in society.<sup>13</sup> The services structure, however, permits only the selected few to get promoted. Though the selection system is fair and most personnel do have a sense of pride in whichever rank they attain, some of those not making the grade do feel discontented due to perceived disparities.

- *Stability*: The IAF and IN have relatively long tenures at better stations, but the army traditionally has had alternate field and peace tenures for units/soldiers and the commitments have increasingly multiplied. Deployments in counter-insurgency operations/field areas/high altitude have constricted the peace tenures. A soldier looks for stability, with a desire to stay with his family and educate his children, but limited family accommodation and busy training and administrative routine in peace stations do not allow him quality time for his collective responsibilities (as per survey [details in Chapter 3], only 28 percent respondents feel they get enough time with their families during service).
- *Responsibilities vis-à-vis Retiring Young*: Retirement at an age of around 40 years, when a soldier is burdened with the responsibilities of children's education, ageing parents, housing and settling down, is the most worrisome part of service life. With no assurance of jobs and inadequate expertise for self-employment, he is left to fend for himself with a meagre pension. The concern is how to prolong the career beyond service, to enable him to be a breadwinner for the next 18–20 years (the results of the survey [details in Chapter 3] show that 96 percent soldiers want to work beyond service in the army).

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<sup>13</sup> Prabhakar Gupta, "A National Effort towards Human Resource Management of the Armed Forces", *Defence info.com*, 06 November 2012, available at <http://www.defenceinfo.com/a-national-effort-towards-human-resource-management-armed-forces> (accessed 16 October 2015).

The views expressed by Standing Committee on Defence echo similar sentiment:

It is an acknowledged fact that the best youth today is not joining the armed forces. The old values of patriotic feelings, family tradition and adventurous life which drove hordes of youth to join the armed forces earlier giving ways to the values of a materialistic world and other environment factors.<sup>14</sup>

In spite of the hardships of service and socio-economic changes, the armed forces, over the years, have made endeavours to address the critical hygiene factors and ensure professionalism and a high level of motivation in its ranks. Assured transition, however, still belies hope.

### **Military Training/Courses**

Transition and skills are interrelated, as skills drive the jobs in today's world, with the corporates even preferring multi-skilling as a way of economizing. A soldier is a soldier and the training he gets while in uniform is operationally oriented to meet service peculiarities. Barring a few technical trades, he acquires very little in terms of skills which are compatible in the civilian world. The "qualitative requirement" of "skill level" for jobs thus often becomes a stumbling block when a career after retirement is considered.

On joining a unit, a lot of emphasis is given for selection of a soldier for a particular role and accordingly, training/career progression is planned. Most of the training is on the job and only selected personnel, with the right aptitude, undergo military courses. On an average, approximately 18,700 other ranks from the army, 2,320 sailors from IN and 7,200 airmen from IAF undergo various types of training courses in a year, as per existing capacity, and there is seemingly a shortfall in training desired numbers.<sup>15</sup> Even if an optimum level of course vacancies is achieved, these are not likely to empower a soldier, barring

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<sup>14</sup> Standing Committee on Defence, 14th Lok Sabha, *Human Resource Planning, Shortage of Manpower, Infusion of Hi-tech Training and Infrastructure for the Armed Forces*, 2008–09.

<sup>15</sup> Ibid.

a few, to undertake suitable civil jobs, as a majority of courses focus on professional training. Whether these can be oriented to achieve dual benefits of “service requirements” and “skills for civil jobs” needs to be deliberated.

A skill is experience plus certification. Is the soldier skilled? The answer could be “yes”, he is multi-skilled. He is a hands-on worker, a trainer, an accessor, a security professional, a leader-cum-manager, and hones many more such abilities. Besides, many possess special skills like driving, mechanical repairs, storekeeping, data entry and housekeeping. Is he competent for similar jobs in the civil world with valid certification? The answer for a majority of soldiers (GD) seeking jobs today will not be yes, which could be due to a lack of enterprise, reorientation, will or psychological attunement (survey indicates 84 percent respondents [details in Chapter 3] seeking additional skills/training for civil jobs). Suffice to say, military courses give limited “skills of value” for transition, especially to a soldier (GD), whose options for jobs in civil life remain restricted.

### **Intangibles: An Important Parameter**

The degree of expertise among soldiers varies depending on their arm/service/trade, but equally or more significant are the intangibles like teamwork, dedication to the organization, trainability, respect for procedure, adaptability to a changing situation and the aspect of subordination of “will of individual to that of the group”—ingrained in them due to enormous experience. These are very difficult to quantify. At short notice, you can see a soldier move to a flood-affected area, giving assistance to the civilians without caring for his personal safety or comfort, and the next instant he may be seen in the camp fully engrossed in his unit’s football match. This capacity to “do his best in any circumstance” catapults him to a different league and makes him competent for any assignment in organizations/agencies involved in nation building.

The aspects deliberated here place the argument in a conundrum (refer Figure 2.3), wherein “retiring young being a service compulsion is a reality” and “transition being aspirational is a necessity”.

**Figure 2.3 Impact of Service Peculiarities**

Terms of Engagement Pyramid Structure	➔	Retiring early
Operating Environment Military Training	➔	Committed round the year—no time for post-retirement planning
Socio-economic Structure	➔	Raises responsibilities and aspirations
Intangibles	➔	Ethos engrained during services; difficult to quantify

It is apparent that the soldiers do acquire skills while in service but these need to be reoriented/remodelled, and when supplemented by the intangible qualities, will certainly meet the transition parameters. A sample survey of 790 serving personnel likely to retire in the next two to three years was undertaken in the form of a questionnaire (refer Annexure I) and personal interaction. The sample target belonged to different arms and services, serving in peace/field and the maximum respondents were from arms where a soldier is not technically trained/qualified and is a GD soldier. The survey indicates (Table 2.4) that existing skilling opportunities for a second career are not adequate and imparting additional skills for preparing for jobs is a definite compulsion.

**Table 2.4 Survey on Training/Skilling in Army**

Question	For	Against	Undecided
Service career provides counselling and opportunities for skilling needed for second career	49%	35%	16%
Additional skills needed for civil jobs	84%	12%	04%
Resettlement course suited for jobs*	56%	33%	11%
Inadequate facilities for preparation of tests for government/PSU jobs	76%	19%	05%

- Notes:**
- \* only 13 percent of respondents had actually done a resettlement course.
  - PSU: public sector undertaking.



Having seen the service peculiarities leading to soldiers retiring young, we will look now at the job opportunities on offer. Policies outlining reservations for ESM in certain government jobs/PSUs/banks and organizations to execute/monitor the same are in place. Are these acting as enablers? What all has been accomplished so far is a matter of contemplation.

## **Reservations: Employment Opportunities for ESM**

Reservations to the retiring soldiers are available in terms of the ESM (Re-employment in Central Civil Services and Posts) Rules, 1979, as amended from time to time. Details are as follows:<sup>16</sup>

- Reservation in government jobs (10 percent in Group C and 20 percent in Group D posts, with 4.5 percent for widows and disabled to be filled by direct recruitment in any year). Majority of the jobs for ESM were in Group “D” which is now merged with Group “C”.
- In PSUs/banks (14.5 percent in Group “C” and 24.5 percent in Group “D” posts).
- CAPFs—on requirement basis (10 percent up to rank of assistant commandant).
- Defence Security Corps (DSC)—100 percent.
- Corporate/private organizations.
- Priority in government jobs for Group “A” and “B”.
- Self-entrepreneurship schemes.

Besides, there are benefits of age for ESM, amplified in a government order as follows:

ESM are entitled to get age relaxation for appointment to any vacancy in Central civil services/posts, whether reserved or not. Those ESM who have already secured employment under Central Government are also entitled to the benefit of age

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<sup>16</sup> Government of India Compendium on Reservation, Concessions and Relaxations for Ex-servicemen in Central Government Services.

relaxation, as prescribed, for securing another job in a higher grade/cadre. Some provisions regarding relaxation/exemption of educational qualifications also exist. A compendium of instructions on reservation issued on 05 February, 2014 is available in the public domain: [www.persmin.gov.in](http://www.persmin.gov.in) > DOPT > OMs & Orders > Estt. (Reservation) > Ex-servicemen.<sup>17</sup>

The reservations listed here result in a finite number of vacancies for employment which need a monitoring mechanism to identify the appointments, seek resultant 'qualitative requirements' and guide the ESM as per abilities/preference to compete for the jobs. Besides, there are numerous avenues in corporate, entrepreneurship and self-employment schemes. A broad framework of agencies/departments which are mandated to coordinate welfare and transition of veterans are discussed next.

## **Agencies Involved in Soldiers' Welfare, including Transition**

### **Department of Ex-Servicemen Welfare (DESW)**

Welfare of service personnel being the government responsibility, DESW was set up in September 2004, to formulate policies and programmes for ESM. It has two divisions, namely, Resettlement and Pension, and three attached offices, namely, Kendriya Sainik Board (KSB), Directorate General Resettlement (DGR) and Central Organisation and Ex-Servicemen Contributory Health Scheme (ECHS). The DGR, KSB and Rajya/Zila Sainik Boards are directly involved in exploring avenues for employment of ESM.<sup>18</sup>

The resettlement/rehabilitation of ESM is sought to be achieved through the following modalities:

- Upgrading skills by imparting necessary training for new assignments/jobs.
- Provide employment opportunities in government/quasi-government/public sector organizations.

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<sup>17</sup> Ministry of Personnel, Public Grievances and Pensions, *Annual Report, 2014–15*, p. 56.

<sup>18</sup> DESW website, available at [http://www.desw.gov.in/about\\_us](http://www.desw.gov.in/about_us) (accessed 16 October 2015).

- Proactive action to facilitate re-employment in corporates.
- Jobs through schemes for self-employment.
- Assist in entrepreneurial ventures.

### **Directorate General of Resettlement (DGR)**

The DGR is an inter-service organization functioning directly under the MoD and is organized in directorates for employment, self-employment, training, entrepreneurship and loans. It facilitates reorientation training of retired/retiring personnel to enhance their qualifications/skills in order to facilitate their resettlement through a second career. The DGR is assisted in its task by five Directorates of Resettlement Zone (DRZs) at headquarter (HQ) commands.<sup>19</sup> Regimental centres play an active role as training hubs to conduct some of the courses on behalf of DGR. Though there are a large number of resettlement courses and job opportunities on offer, these fall well short of meeting the aspirations of the soldiers, who are exiting young, in terms of jobs. The DGR also has a website which lists out jobs for ESM, the forms to be filled and linkages to the army, navy and air force sites.

### **Kendriya Sainik Board (KSB)**

The KSB is the apex body of the Government of India whose main role is to ensure implementation of government policies for the welfare of ESM and their families. It operates various welfare schemes with assistance from 32 Rajya Sainik Boards (RSBs) and 385 Zila Sainik Boards (ZSBs), which are under the administrative control of the respective state governments/union territory administrations. The board has the Defence Minister as its President; Minister of State for Defence as its Vice President; and other members include Chief Ministers of the states/union territories, ministers from other central/state government departments and the three service Chiefs.<sup>20</sup> Though not

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<sup>19</sup> Ministry of Defence, Government of India, *Annual Report*, 2014–15, p. 11.17.

<sup>20</sup> DGR website, available at <http://www.dgrindia.com/directorate/kbs2.html> (accessed 07 April 2015).

directly involved in transition of soldiers, KSB functions in close coordination with the RSBs/ZSBs and monitors welfare activities.

### **Rajya Sainik Board (RSB)**

Though the welfare of the ESM and their dependents is the joint responsibility of the centre and states, a majority of the problems need to be resolved at the state level due to jurisdiction issues and easy proximity. To assist the state government in this regard, RSBs have been constituted, which are advisory bodies in respect of policy formulation with regard to resettlement and welfare of ESM residing in the states. The implementation of various resettlement and welfare schemes, however, is carried out through the Department of Sainik Welfare in the states and Zila Sainik Welfare Offices at the district level. Manned by political appointees, these can play a key role in resettling soldiers as they have close liaison with the states' political and bureaucratic hierarchy.

### **Services Placement Organizations**

Though agencies under the MoD (DESW/DGR) were created to handle ESM affairs so that the services could focus on their respective organizational issues, a strong necessity of having an in-house facility to address resettlement was felt due to a mismatch in ambitions and deliverables. The same led to creation of their respective placements agencies by the three services. In the army, the requirement was appreciated way back in 1995 and after due deliberations, the Army Placement Agency (APA) was raised under the aegis of Adjutant General's (AG) Branch in May 1999, as a welfare and non-profitable organization for providing jobs to veterans, *veer naris* and their wards.<sup>21</sup> Renamed as Army Welfare Placement Organization (AWPO), it has an all-India reach with 12 Army Welfare Placement Nodes (AWPNs) and 47 Army Welfare Placement Satellite Nodes (AWPSNs), and has an exclusive web portal, "exarmyplacement.com". Similar placement

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<sup>21</sup> Army Welfare Placement Organisation (AWPO), available at <http://indianarmy.nic.in/WriteReadData/Documents/AWPO060812.pdf> (accessed 01 September 2015).

organizations have been formed by the IAF (IAF Placement Cell) and the IN (IN Placement Agency) to meet second career requirements of their retirees.

### **Directorate of Indian Army Veterans (DIAV)**

The army raised a veteran cell in 2014 as part of AG's Branch to address the grievances of ESM. Indian Army Veterans Portal offers a unique platform to the veterans, widows and dependents on a wide range of issues, with an inbuilt feature of addressing the grievance directly to the concerned respondent(s).<sup>22</sup> The same has been upgraded to a directorate in January 2016 to encompass all issues pertaining to veterans, including their skilling in sync with National Skill Development Council (NSDC) and transition.

Having seen the subject in context of terms and conditions of service, promotion prospects and operating environment, it is apparent that soldiers exiting young is a reality dictated by service/professional compulsions. However, keeping pressures of the socio-economic environment in mind, there is a need to devise means to add longevity to a soldier's working years. With a host of reservations and agencies to plan transition in place, the moot question remains whether these agencies are delivering to meet their objective of addressing the aspirations of ESM in particular, and the organization at large?

The next chapter will highlight the challenges which retard transition, while analyzing the aspirations of soldiers through a survey, and ponder on the following aspects:

- Have we achieved tangible outputs with existing opportunities?
- What is the resultant implementation of reservations by centre and states?
- Are efficient mechanisms in place with a "will to accomplish", or the systems lack resolve, retarding desired evolution towards achieving optimum prospects for ESM?

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<sup>22</sup> Indian Army Veterans Portal, available at <http://indianarmyveterans.gov.in/index1.php?lang=1&level=0&linkid=14&lid=16> (accessed 20 October 2015).

## **Challenges and Concerns**

The ESM, who are a well-trained, motivated and dedicated workforce, are a nation's obligation and all countries endeavour to ensure their welfare once they hang up their uniform. They are in no way dependent, but need clear policy directives for their well-being as they retire young and, being in the prime years of their lives, seek avenues to rehabilitate themselves in a second career.<sup>1</sup> In the United States (US), First Lady Michelle Obama had launched "Joining Forces", a nationwide initiative in 2011, calling all Americans to rally around service members, veterans and their families to support them through wellness, education and employment opportunities.<sup>2</sup> Late Prime Minister Indira Gandhi had made an observation on our duty towards ESM in the Lok Sabha on 9 April 1981:

Finding alternative occupation for them (ex-servicemen) is our national responsibility. We do treat this question with a sense of urgency. A series of measures have been taken for the welfare and rehabilitation of ex-servicemen. The State Government and Private Sector Industries have been urged to keep this constantly in mind. Our ex-servicemen are disciplined and trained. Therefore, there is no reason as to why many of them cannot be gainfully employed in various developmental activities.<sup>3</sup>

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<sup>1</sup> AWPO website, available at <http://indianarmy.nic.in/WriteReadData/Documents/AWPO060812.pdf> (accessed 01 September 2015).

<sup>2</sup> "Joining Forces", available at <https://www.whitehouse.gov/joiningforces/about> (accessed 16 October 2015).

<sup>3</sup> "Welfare and Resettlement of Ex-Servicemen in Maharashtra", available at <http://mahasainik.com/Pages/Ex-Servicemen.aspx> (accessed 03 September 2015).

The Prime Minister's statement 35 years ago echoed a sentiment which is equally applicable today, and reflects how little things have changed on ground for ESM, for whom gainful employment is a necessity but appears a distant reality.

## Aspirational Analysis

To gauge the aspirations of soldiers, understand challenges in meeting those aspirations and identify a way forward, a survey of approximately 790 soldiers likely to retire in the next two to three years was undertaken. Analysis of data is given at Table 3.1.

**Table 3.1 Survey on Aspirational Aspects of Soldiers in the Army**

Question	For	Against	Undecided
Want a second career after army	96%	3%	1%
Prepared to move away from home for a job	25%	75%	
Training in courses run by DGR enough to get a job	56%	33%	11%
Self-employment preferable to a job	37%	50%	13%
Prefer lateral induction to work till 60 years (CAPFs/government jobs /PSUs)	69%	27%	04%
Assurance of second career will be a great motivator for new entrants	82%	16%	02%
Present system of transition not suitable	74%	26%	
Get enough time with family during service	28%	43%	29%

The survey highlights the following important facts (refer Annexure II):

- 96 percent soldiers desire to have a second job (may appear skewed, most respondents being soldier [GD]), which reflects the dire necessity a soldier feels to work to sustain his family at a time when his children are growing up.

- 75 percent are unwilling to take up a job away from home. This is reflective of the very little opportunity a soldier gets to stay with his family during service. It is his endeavour to stay at his native place to look after his parents and property and thus, he prefers a job closer to home.
- Own business/self-employment drew a mixed response with only 37 percent preferring it, while 13 percent remained undecided. It is mainly due to a lack of expertise, finances/loans and risks involved.
- 69 percent want a job by lateral induction with CAPFs/PSUs/government, as they can work till 60 years of age, but interaction revealed the majority preferring a government job to that with the CAPFs.

### **Potential Job Seekers**

Around 60,000 soldiers retire every year and results of surveys notwithstanding, there is a popular perception that about 20 percent of these are not likely to opt for a second career due to family compulsions or health reasons. About 18–20 percent are likely to be semi-skilled or technically qualified (including IAF and IN) and generally get jobs based on their experience. This prunes down the number of personnel actually seeking/wanting jobs to approximately 35,000–40,000 every year.<sup>4</sup> The figures appear to be manageable given the opportunities offered through reservations, but current initiatives/efforts have failed to achieve desired placements due to a variety of reasons, which are discussed later in this chapter. Let us take a look now at the employment generated by various agencies with the existing initiatives.

### **Sixth Report of Standing Committee on Defence (2014–15)**

The DESW compiles an annual report on courses and employment generation, based on data given by DGR/KSB, which is presented to

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<sup>4</sup> R.K. Sharma, "Resettling Soldiers: A Nation's Social Responsibility", *Indian Defence Review*, Vol. 30, No. 2, April–June 2015, available at <http://www.indiandefencereview.com/news/resettling-soldiers-a-nations-social-responsibility/> (accessed 31 July 2015).



the Lok Sabha. The statistics presented under the Sixth Report of Standing Committee on Defence (2014–15) to the Lok Sabha in April 2015 are given in Tables 3.2, 3.3 and 3.3:<sup>5</sup>

**Table 3.2 Number of Soldiers/ESM Trained by DGR**

Category	2012–13	2013–14	2014–15(as on 28 Feb 2015)
Officers	748	562	596
JCOs/ORs	20,730	21,339	24,928
ESM	155	175	41
Total	21,633	22,076	25,565

**Source:** Standing Committee on Defence, 15th Lok Sabha, *Demands for Grants 2015–16*.

**Table 3.3 Employment Generated by DGR**

Scheme	2013	2014	2015(January–February)
Security agency empanelled	314	382	62
Number of ESM sponsored	39,018	41,764	5,963
Number of ESM (O) sponsored in coal scheme/ESM coal companies sponsored	03/01	30/06	05/01
Widows/disabled ESM coal companies sponsored	58	96	39
Management of CNG station in NCR	70	63	04

<sup>5</sup> Standing Committee on Defence, 15th Lok Sabha, *Demands for Grants 2015–16*, pp. 61–62.

ESM (O) sponsored for COCO scheme (BPCL/IOCL)	741	499	83
Issue of eligibility certificate for allotment of oil product agencies	130	65	-
Mother Dairy milk booth/ Safal booth	227	211	49
Gopaljee diary	58	07	-
ESM placement by DGR	1,353	4,957	123

**Source:** Standing Committee on Defence, 15th Lok Sabha, *Demands for Grants 2015–16*.

**Table 3.4 Employment Generated by Other Agencies**

Year	2011	2012	2013	2014
DSC	4,149	4,220	4,901	4,498
RSB	12,775	12,711	12,077	12,426
AWPO	12,882	8,577	9,017	8,320

**Source:** Standing Committee on Defence, 15th Lok Sabha, *Demands for Grants 2015–16*.

The figures reflected in the above-mentioned report are not very encouraging and the data echo the following facts:

- **Training:** DGR trains approximately 35–40 percent of serving JCOs/ORs likely to retire in a year, but the number of ESM trained is extremely low, as only a few register/volunteer for post-retirement training. The numbers trained on courses conceived to boost skills and certification for jobs is less than desirable and there are no data to authenticate how many of those trained actually have got a job.

- *Employment:* Study of details on employment generation by DGR/RSB/AWPO and interaction with DGR/AWPO reflects the following:<sup>6</sup>
  - Approximately 20,000–25,000 ESM, who are likely to be placed by various agencies in a year, generally fall in the category of casual/contractual appointments (mostly security related), and no figures on permanent/semi-permanent jobs and type of job/establishments are available. Authentic data on number of ESM sponsored and who got a job are also not maintained by agencies.
  - 4,000–4,500 ESM get placed in DSC every year, which is the preferred choice of many.
  - 500–600 ESM benefit from self-employment schemes through DGR, but the scope is limited to NCR.

Interaction with ESM, DGR and placement agencies under the aegis of service HQs reveals that barring employment in DSC and very few jobs in government/PSUs which are of a permanent nature (no data are maintained), the bulk of other assignments for ESM are contractual/temporary, taken due to sheer frustration. There are no data with any agency to suggest the duration of such temporary jobs, as ESM very rarely report after quitting a job. The very idea of “second career for a soldier”, and associated initiatives, thus does not appear to be transformational and needs critical scrutiny to articulate the way forward.

## **Challenges Impeding Transition**

The arguments so far illustrate that the policy directives for aiding transition seem to be in place, but there is a clear lack of strategy supported by implementable plans at the national level outlining a soldiers’ transition/resettlement. Aptly put by General Oberoi:

The authorities need to understand that the policy of ignoring those who have served the nation, sacrificing their all, will be a

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<sup>6</sup> Interaction with officials of DGR and services placement organizations, September –December 2016, New Delhi.

disaster in the long run and future generations will not heed the call of the bugle when they see neither respect nor adequate financial benefits being given to the veterans.<sup>7</sup>

What Kautilya said centuries ago will always be true:

See to it, on your own, that the soldier continuously gets his due in every form and respect, be they his needs or his wants, for he is not likely to ask for them himself. The day a soldier has to demand his dues it will be a sad day for nation.

### ***Lack of Authentic Planning Data on ESM***

The armed forces have an estimated 24 lakh ESM, but there is no collated central database and every ESM detail is not registered. How can ESM welfare, or action on their transition/monitoring, be taken by agencies/service HQs without requisite data? The following questions thus need reasonable answers:

- What is the exact strength of ESM, preferably in different age groups?
- How many of those are employed—through DGR or otherwise?
- Details of ESM still seeking employment.
- Do we have a single nominated agency to collate the data at national/state/service level?
- Are the current lot of retiring soldiers getting registered?
- Is there a common software or networking of agencies (data portal) dealing with ESM welfare?

The answers to the above-mentioned issues raise more questions. Due to a lack of clear directives and synergy, a soldier is required to register at a number of places, that is, regimental centre, DGR, service

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<sup>7</sup> Vijay Oberoi, "Take Turbulence in the Ranks Seriously", *DNA*, August 2012, available at <http://www.dnaindia.com/analysis/column-take-turbulence-in-the-ranks-seriously-1731500> (accessed 16 October 2015).

placement agencies, RSB/ZSB, and he is not in a position to check the status of his employment from one source. Although the data are recorded with regimental centres from where the soldiers exit, collated at manpower directorates and ought to be available with RSBs/ZSBs where the soldiers visit post retirement, it is evident that no single establishment is solely responsible to ensure the creation of a statistical base and share it with other agencies. With a lack of centralized control, no agency takes the onus, thus creating huge information gaps. The resultant impact is that retirees do not register, and the void continues.

Networking is the next important aspect. With no common software and data links amongst stakeholders, networking is not planned, and this renders it difficult for service HQs, DGR or any other placement/monitoring agency to analyze data, identify potential job aspirants and their preferences and assess satisfaction levels. In the absence of complete or correct data, it is hard to predict the accurate employment status of ESM and plan ahead.

### ***Poor Reservation Implementation: Central and State***

Converting the reservations offered in government/other jobs into number of vacancies available in each department/organization is a cumbersome process, and the exact data are not available even with the departments. The irony is that the data on total number of central government employees/posts, which are the basis for calculating reservations, is also not sacrosanct (as observed by the Seventh Pay Commission), which in turn impacts reserved vacancies.<sup>8</sup>

### ***Current Utilization and Shortfall***

To ensure follow up in filling the reserved vacancies, DESW/DGR seek details of reserved appointments authorized and held, from concerned departments. Interaction with environment, DGR and other

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<sup>8</sup> "No. of Govt. Employees? Nobody Knows", *The Times of India*, 20 November 2015, available at <http://timesofindia.indiatimes.com/india/No-of-govt-employees-Nobody-knows/articleshow/49853122.cms> (accessed 20 November 2015).

agencies involved in transition reflects that after a lot of persuasion, data (on authorized and filled posts) against reservations are collated and made available only by 20–25 percent establishments. Within these departments, there is seemingly a shortfall of around 62 percent (vacancies not subscribed by ESM), which is likely to go up once details from remaining departments are compiled and analyzed.<sup>9</sup> Even the *Annual Report* for 2014–15 of Ministry of Personnel, Public Grievances and Pensions, Government of India, reflected details of vacancies utilized for Scheduled Caste (SC)/Scheduled Tribe (ST)/Other Backward Class (OBC)/persons with disabilities under respective reservations by various ministries, but was silent on similar data on ESM reservations.<sup>10</sup> The reasons for this are bewildering. A report of the Standing Committee on Defence also depicts discouraging status (data) received from departments (shared by only 14%) and resultant employment generation (only 20 percent) in 2013.

There are approximately 55 lakh Central Government Employees including in Banks, PSUs & Para Military Forces. Out of above, based on reservation policy for ESM, at least 12–15 lakh jobs should have been reserved for ESM. However, based on approximately 14% reports received for 2013, only about 2 lakh ESM are employed in Government jobs reserved for them. In 2013 alone, based on above 14% reports, while 15908 ESM should have been employed on reserved jobs, however only 3231 were actually employed. If the Central Government and States reservation policies are implemented, ESM will not have to look for jobs outside.<sup>11</sup>

There is a huge statistical gap as data are not provided by all departments; and shortfall in reserved vacancies, which is a derivative of total employees (central government, banks, CAPFs and PSUs), will be very

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<sup>9</sup> Data based on interaction with placement organizations and government officials on conditions of anonymity.

<sup>10</sup> Ministry of Personnel, Public Grievances and Pensions, *Annual Report, 2014–15*, p. 54.

<sup>11</sup> Standing Committee on Defence, 16th Lok Sabha, Report No. 14, p. 80.

high. The shortfalls are also corroborated by the figures cited by the Standing Committee on Defence, 14th Lok Sabha:

The Committee are surprised to note that out of approximately 60,000 defence personnel retiring every year, merely 30 per cent are absorbed in Government jobs and public Sector Undertakings despite the fact that DoP&T has exclusively issued instructions to ensure reservations for ex-servicemen in Group "C" and "D" posts. The Committee notes the efforts of DGR in regard to their placement and feels that the outcome of these efforts was unsatisfactory. The Committee feels that there is need to improve the working of this organization and monitor it closely.<sup>12</sup>

It is evident that even after years of promulgation of policies, the procedures are not streamlined to have access to department-wise data on reserved vacancies and their implementation, which portrays lack of vision/will and apathy towards this important welfare issue. Lack of inputs and inadequacy of data retards planning, adversely affecting employment generation. Interaction reveals that existing appointment of ESM against reservations notwithstanding, annually around 25,000–30,000 vacancies still get created for ESM, against routine/voluntary retirements (3–4 percent exit annually) and raising of new establishments.<sup>13</sup>

### ***State Reservations: No Uniformity***

The armed forces afford employment opportunities to personnel from all states, and the states in turn must afford reservations in employment to ESM. Though existing in some form in most states, the reservations are not coherent and need to be restructured to bring them to a common platform. While most of the states are providing reservation in Groups

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<sup>12</sup> Standing Committee on Defence, 14th Lok Sabha, *Human Resource Planning, Shortage of Manpower, Infusion of Hi-tech Training and Infrastructure for the Armed Forces*, 2008–09.

<sup>13</sup> Author's interaction with officials of DGR and services placement organizations, September–December 2016, New Delhi.

“C” and “D” jobs from 2–10 percent (some states have an even higher percentage), they are not providing any reservations in Groups “A” and “B” posts (refer Annexure III). Some states (Bihar, Jharkhand, Kerala and Meghalaya) do not have any reservations. Also, jobs have not been provided against reserved vacancies as the subject of reservation of ESM does not have statutory backing. A ban on fresh recruitments by the states is another cause.<sup>14</sup> Interaction with DGR/KSB and analysis of available data shows that the number of unfilled vacancies against ESM reservation in all states combined is almost similar to that of the central government, and annually 20,000–25,000 vacancies are likely to be available against wastages/retirements.

Even with fixed reservations in some states, the utilization is very poor. As an example, Punjab has 13 percent vacancies reserved for ESM in Groups A, B, C and D posts. A monitoring cell also exists in the Directorate of Sainik Welfare, Punjab, to ensure implementation of the policy, but as on date just about 3 percent of the reserved vacancies have been utilized. The reasons for underutilization are:<sup>15</sup>

- 13 percent reservation is sub-divided into General (7 percent), SC (4 percent) and Backward Class (BC) (2 percent) categories. The composition of armed forces being on a non-caste basis, sufficient number of candidates are not available to fill the posts and consequently, vacancies get merged with the main pool of reservation quota of the SC/BC.
- Mismatch between the qualitative requirements of the posts vis-à-vis availability of ESM with the requisite qualifications. Bulk of the ESM being from other arms (infantry/artillery/armed corps), they do not fit the bill for the technical posts.

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<sup>14</sup> Kendriya Sainik Board, “Comparative Analysis of Concessions and Benefits Provided by States/UTs”, available at [http://indianairforce.nic.in/RTI/benefitsanalysis\\_stategov2005.pdf](http://indianairforce.nic.in/RTI/benefitsanalysis_stategov2005.pdf) (accessed 27 April 2016).

<sup>15</sup> Department of Sainik Welfare Punjab website, available at <http://www.defenceserviceswelfarepunjab.org/reservations.php> (accessed 30 March 2016).



### ***Realigning Reserved Vacancies***

The Sixth Pay Commission had recommended upgradation of Group “D” after retraining/multi-skilling to Group “C”, but reservations followed in some departments are still as per earlier norms, which causes status problems. With the upgradation of Group “D” to Group “C”, there is an urgent requirement to review and realign the vacancies for ESM to assist planning. The same exercise needs to be undertaken by the states as well.

### ***Protection of Vacancies***

The reservations for ESM are at present horizontal and not vertical as in case of SCs/STs/OBCs. Horizontal reservation cuts across vertical reservation (in what is called interlocking reservation) and persons selected against the quota, namely, SC/ST/OBC/General candidates, have to be placed depending upon the category to which they belong. Concern, however, is that the ESM vacancies are not protected under statutory provisions as for SCs/STs/OBCs, which outlines that when sufficient number of candidates belonging to SC/ST/OBC are not available to fill up the vacancies reserved for them in direct recruitment, the vacancies should not be filled by candidates not belonging to these communities, and a second attempt should be made for recruiting suitable candidates. If the required number of candidates are not available even then, the vacancies shall remain unfilled until the next recruitment year and treated as backlog vacancies. Backlog and unfilled vacancies in the following recruitment year will be carried forward as backlog vacancies for subsequent recruitment year(s) as long as these are not filled by SC/ST/OBC candidates.<sup>16</sup> Similar provisions need to be mandated for veterans.

### ***Entrance Tests***

The jobs under various reserved categories in central government/banks/PSUs/CAPFs and states have a mandatory entrance test/interview, passing which is difficult due to lack of preparation and

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<sup>16</sup> “Filling up Reserved Vacancies”, available at [http://persmin.gov.in/DOPT/Brochure\\_Reservation\\_SCSTBackward/Ch-06\\_2014.pdf](http://persmin.gov.in/DOPT/Brochure_Reservation_SCSTBackward/Ch-06_2014.pdf) (accessed 18 March 2016).

focus, leading to very little vacancy utilization. Prime Minister Modi, during his Independence Day speech on 15 August 2015, had suggested that the practice of holding interviews for recruitment at lower levels in government jobs (non-gazetted) could be done away with from 1 January 2016. This has been promulgated and will ease the problem to some extent.<sup>17</sup> The departments, however, have their separate processes for exams and selection. The army, in particular, is suffering on this clause of tests as most of the personnel lack awareness, whereas servicemen in IAF and IN are better placed and qualified to exploit these opportunities. Interaction reveals a popular perception in the army of a soldier being very busy till his last days in service, and not spared for preparation for jobs after retirement/transition. In-service preparation for passing these tests is thus lacking, thereby not capitalizing on existing favourable policy parameters:

- A soldier can appear for any government reserved vacancy exam in the last year of his service. If selected, the vacancy will be retained till his retirement.
- A soldier can appear in multiple exams and has the option to switch to a better job. "It has now been decided that if an ESM applies for various vacancies before joining any civil employment, he can avail of the benefit of reservation as an ESM for any subsequent employment," according to a Department of Personnel and Training (DoPT) order.<sup>18</sup>
- Upper age relaxation of length of service plus three years.

### ***Declining Status of a Veteran***

The steady decline of the status of military ranks in relation to their civil counterparts in the last five decades equally impacts veterans. What

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<sup>17</sup> "No Interview for Non-gazetted Govt Jobs from January 1: PM Modi", *The Indian Express*, 25 October 2015, available at <http://indianexpress.com/article/india/india-news-india/no-interview-for-non-gazetted-govt-jobs-from-january-1-pm-modi/> (accessed 22 February 2016).

<sup>18</sup> "Government Relaxes Reservation Rules for Jobs to Ex-servicemen", *The Indian Express*, 17 August 2014, available at <http://indianexpress.com/article/india/india-others/government-relaxes-reservation-rules-for-jobs-to-ex-servicemen/> (accessed 08 February 2016).

Shashi Tharoor said echoes the views of many: “The changes to the Order of Precedence and the growing disparity in salary suggests that we have commemorated their sacrifice and rewarded their efforts with a harsh and unconscionable gift of declined dignity.”<sup>19</sup> What then is the status of a soldier after he sheds his uniform? Is there a law or a statutory provision specifying the benefits applicable to him? While in service he is under the central list; then why does he become a subject of state post retirement despite his pension and resettlement remaining central responsibility? How does being a centre and a state subject impact the reservations and his resettlement? These are some basic questions with no easy answers, but hidden in the answer is the obligation of the state and the story of a veteran's suffering due to its apathy. The ambiguous status leads to an indifferent and at times rigid attitude on part of the policy managers, and there is a perceived mindset not according easy entry to ESM in civil jobs. This is unfortunate to say the least. What else could be the reason for a not-so-encouraging response towards veterans' genuine resettlement problem? Most of the concerns related to welfare or transition stem from this one mindset issue.

### ***In-service Conditioning of a Soldier***

Transition to a second career for service personnel is not easy as attitudes and working ethos are totally divergent. Do we have an institutional mechanism in place to condition a soldier about his exit when he is in the prime of age and responsibilities? Life in the defence services is so fast paced and professionally demanding for a soldier (especially in the army) that there is no time for his personal “post-retirement career management”. There is also very little “evident intellectual progression” for a soldier during service. There are no organized sessions for briefing and perceptually preparing a soldier for his early exit, wherein the options available for transition are explained, preferences obtained, counselling undertaken and skills infused. Who is responsible to do it in an organization as big as the army, with specified roles of various

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<sup>19</sup> “Shashi Tharoor on the Declining Status of the Indian Armed Forces”, *thequint.com*, 21 April 2016, available at <http://www.thequint.com/opinion/2016/04/21/shashi-tharoor-on-the-declining-status-of-the-indian-armed-forces> (accessed 26 April 2016).

directorates, is another issue to be pondered. In the absence of a structured conditioning/transition phase with full institutional support to spare, guide and prepare him, the soldier cannot be expected to crack an entrance exam for a reserved government job, compete with scarce jobs in the corporates or start a self-employment venture.

Talking about retirement/exit in the formative years of a soldier's career is actually perceived as demotivating, weaning his attention away from the main task, which is far from reality and reflects a lack of understanding of this important issue. Detailing on a resettlement course (at times done to address an individual's personal problem along with the course) or discharge drill formalities at the regimental centre near his retirement are in no way close to psychologically and skillfully preparing a soldier for transition, which otherwise is a service obligation. Thus, an all-encompassing "exit policy", articulating the "systems", is non-existent.

### ***Incompatible Skills and Lack of Certification***

Skills and certifications, as per requirements of the government agencies/banks/PSUs/corporates, remain a major shortcoming for placements, as military training has a limited match in the civil job market, barring some commonalities with CAPFs. Personnel in IAF/IN have better skill sets being technical and computer savvy. They often acquire additional certifications demanded in the civil job market for placements. Interaction with IAF and IN placement agencies reveals that most technical personnel (around 60–70 percent), who can easily qualify for reserved jobs, prefer to opt for corporate jobs due to better pay packages. The challenge is mainly for army soldiers who lack skills. Even a security supervisor today needs to operate closed-circuit television (CCTV) cameras/security machines, manage crowds, use Internet or webpage, for which a soldier is not adapted/trained. With plenty of educated unemployed youth available for such jobs, he loses even on this front. There is seemingly very limited effort during service to hone a soldier's skills or better his educational standards. The jobs on offer in certain sectors given next require a person to possess expertise, which is wanting:

- automotive;
- telecommunications;

- tourism and hospitality;
- logistics management;
- operating heavy equipment like cranes and drilling machines;
- corporate security; and
- accountancy.

The views of Tom Tarantino, Chief Policy Officer for Iraq and Afghanistan Veterans of America, representing sentiment on skilling in the US, reflect that service members leave with unrealistic visions and expectations, not just in terms of salaries but also work–life balance, work environment and type of employee services. Tarantino reiterates: “That tells me we don’t do a good job of training people leaving the military to look for work. We need to do a better job to set them up for success.”<sup>20</sup> He reiterates, “the civilian business community does not understand military service skills and how to translate them”.<sup>21</sup> The sentiments expressed here prevail in India as well, and policy makers need to take a cue from this while preparing a road map for skilling soldiers.

### ***Certifications***

There is no equivalence for army courses/training/experience with skills in civil, which prohibits selection, and if shortlisted, grant of appropriate benefits in status and emoluments to ESM. Related to this is the issue of possessing a skill certification for jobs in PSUs or corporates. Unless it is planned during service, with choices of individuals obtained and skilling with certification from a recognized institution or National Skill Development Corporation (NSDC) done, a soldier cannot get a desirable job. Equivalence of army trades with civil jobs is another essential for corporates or the civil job market to accept experienced

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<sup>20</sup> Derek Turner, “Vets Facing Unexpectedly Difficult Transition to Civilian Jobs”, *Stars and Stripes*, 16 August 2012, available at <http://www.stripes.com/news/vets-facing-unexpectedly-difficult-transition-to-civilian-jobs-survey-finds-1.185930> (accessed 19 October 2015).

<sup>21</sup> Ibid.

soldiers in jobs. Though every soldier who has passed Class 10/12 and renders a 15 year service is given an “Army Graduation Certificate”, and is considered a graduate for reserved vacancies (refer to DoPT Circular No 15012/8/82, dated 12 February 1986), the certification is not readily honoured by agencies/organizations in civil on grounds of its authority or relevance. It also does not enable a soldier to be eligible to appear for all the tests for reserved vacancies. Unless a certificate is issued by a recognized institution, it will not get acceptance.

### ***Communication Skills***

Though an able administrator with proven man management abilities, a soldier lacks communication skills to interact and explain his viewpoint on civil/business matters during personal interviews or interactions. This stems from limited exposure outside his trade/service, and is seen as a weakness. Longer postings at better stations with opportunities to enhance qualification and awareness have resulted in IAF and IN personnel overcoming this weakness, and their record in transition after retirement is much better.

### ***Flair for Self-employment-***

A soldier rarely comes from a business background and remains secluded from any such activity during service life. Inadequate experience in handling financial issues independently, lack of funds and risk-taking ability, unavailability of easy loans without hidden clauses and no encouragement/guidance in entrepreneurship result in very few soldiers considering self-employment as an option.

### ***Lack of Coordination amongst Agencies***

As deliberated earlier, there are a host of agencies/organizations dealing with ESM welfare including transition, with no common chain of reporting, thus precluding accountability. These are:

- National level—DESW supported by DGR, KSB, ECHS.
- Defence services—personnel branches dealing with human resource development, placement agencies and regimental centres (for army) reporting to respective service HQs.
- States—RSBs/ZSBs: have political appointees under no direct control of DGR or service HQs.

- State-level ESM organizations.

There is a perceived disconnect between DGR, service placement agencies and the environment, and seemingly very little coordination with all working independently. The DESW has to coordinate a plethora of welfare activities of ESM, and transition is one of the important subsets which has not got the attention it deserves. Services placement agencies are not in sync with DESW/DGR and there is very little or no sharing of information/data, leading to erratic job creation and defeating the very purpose of creating these establishments. The transition of a soldier needs to be the responsibility of one agency or a mechanism needs to be established to ensure accountability with desired results.

## **Constraints of DGR**

The DGR, mandated to envision, plan and execute the onerous task of settling veterans, is far from its committed charter of skilling and ensuring their employment. The contours of action plan and charted course have not harmonized aspirations, and the glaring mismatch in jobs required and achieved necessitates policy review and course correction. The major issues of concern are:

- *Staffing:* Execution of its charter demands a competent, qualified and committed staff. Reaching out to the veterans to ascertain their requirements and concerns with a humane touch, and finding acceptable solutions, is a duty and not a favour. Staffing, at present, is not commensurate to the challenge in hand, and continuity of planners/performance audit is a stumbling block.
- *Control:* DGR does not exercise direct control over RSBs/ZSBs, thereby losing touch with the perceptions of ESM on ground. It does not get any inputs on registration/placements from placement agencies controlled by the three services, which creates ambiguity and multiple accounting.
- *Funding:* An initiative to resettle retiring soldiers needs funds for skill development, courses and financial assistance for self-employment, or hiring experts for grooming, communication skills or preparation for qualifying exams. Funds need to be routed through channels which deal directly with transition.

- *Ad hoc engagements:* The onus on DGR is to resettle a soldier in a suitable job, where he can work, preferably till attaining retirement age. A bulk of ESM shown as placed in jobs (earlier) are in temporary/ad hoc/contractual appointments (where job content and duration is not sacrosanct), lacking job satisfaction and security (as also he can be removed at a short notice).

### ***Training under DGR: Inept Choice of Resettlement Courses***

Though not a part of military training, DGR does organize a number of courses to skill soldiers/ESM for resettlement. The courses, for a duration of up to six months, are in varied fields, conducted at reputed institutes, and cater for computer training, mechanical repairs, book keeping, supply chain management, fire and industrial safety, tourism, personality development, etc., to name a few. An average of 30–35 percent soldiers in retirement zone undergo these courses. Though these are allotted based on choice of individuals, their efficacy and relevance as far as personal skill enhancement, certification and job placement is considered is questionable, and processes have remained “inefficient” to say the least. Some important issues related to this are:

- Selection of courses does not show application to envision, plan and address growing needs in the civil job market, in sync with industry.
- Most servicemen take the facility as an extended leave instead of an opportunity to empower themselves.
- A large time gap between attending the course and retiring, thus reducing the ability to enforce placement assurance on the training institute.
- No selection process for these courses, thus denying the institute any scope of undertaking an aptitude test.
- No payment taken from JCOs/ORs, making it a welfare measure, resulting in a lack of involvement.
- Lack of accountability of institutes about correct skilling as they pass everyone since payment is linked to passing candidates.



### ***Lateral Absorption in CAPFs: No Headway***

The need for lateral induction of armed forces personnel in CAPFs has been debated for long and the Pay Commissions, in succession, have recommended it owing to advantages in transition. The Fifth Pay Commission had recommended an increase in percentage of posts reserved for the retired service personnel in Groups “C” and “D” in Central Police Organizations (CPOs) to 25 percent, which were to be filled by their lateral transfer. The Sixth Pay Commission recommendations on lateral induction of armed forces personnel were also very elaborate. The salient aspects of the report reiterating the stance are discussed in Annexure IV.<sup>22</sup> There has been no progress on this account, largely due to perception differences and protection of turfs. No thought is likely to have been given with the national perspective in mind. The Sixth Pay Commission had estimated net savings of Rs 7,800 crore (at a constant price index) per year if the proposal is implemented, as besides savings on training costs, the government will have to pay pension to retiring defence forces personnel only after 30–33 years of service. The Seventh Pay Commission has also endorsed earlier recommendations and proposed a revised formulation for lateral entry/resettlement of defence forces personnel, keeping in view the specific requirements of the recipient organization. The key highlights of the recommendations are available in Annexure V.<sup>23</sup> This needs a time-bound implementation in national interest.

### ***Intake in DSC, Defence Establishments***

A related issue, though not linked to lateral induction, is employment in DSC and defence establishments. Most soldiers prefer DSC (especially from hill regions) as the job profile is akin to the service environment, does not involve acquiring additional skills and offers a second pension after 15 years. The intakes, however, are limited to the government-

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<sup>22</sup> Government of India, *Report of the Sixth Central Pay Commission*, March 2008, Chapter 2.4.

<sup>23</sup> Government of India, *Report of Seventh Central Pay Commission*, November 2015, p. 136, para 6.2.134.

sanctioned posts and the scope needs to be enlarged. Also, the government policies reflect reserved vacancies for ESM in various defence establishments, but their implementation leaves much to be desired, and existing deficiencies are more than 50 percent in Group "C" and Group "D".<sup>24</sup>

### ***Working Away from Home***

Lack of willingness of a majority of soldiers to take up jobs away from their place of residence, since they have stayed separated from their family for maximum service life, is another reason for getting limited good offers. Awareness on self-employment options closer home, and associated soft loans and entrepreneurial skills, has been lacking. The survey elucidates that 75 percent of respondents were not keen to take a job away from home. This is a mindset issue which can interfere with good offers or government jobs.

### ***Hiring by Corporates***

Corporate houses, though generating good business from the three services in many fields, do not adequately contribute in generating employment for ESM as there are no binding clauses. Though seminars and job fairs help in better understanding of the strengths of ESM by corporates, any worthwhile job creation is yet to be visible. Also, the result-oriented corporate culture perceives a soldier to be less flexible or pliable, even if a better worker; and these mindsets need to be reshaped. Attrition due to a distinct work culture and environment in civil jobs is another worrisome aspect. The agencies involved in transition must draw lessons from a Harvard study which concludes that bad hiring in corporates costs 24 times the basic component, that is, the cost of hiring, training, laying off (loss of revenue), re-hiring and training, and may also result in loss of business/opportunity.<sup>25</sup>

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<sup>24</sup> Author's interaction with officials of DGR, September–December 2016, New Delhi.

<sup>25</sup> R.K. Sharma, "Resettling Soldiers: A Nation's Social Responsibility", *Indian Defence Review*, Vol. 30, No. 2, April–June 2015, available at <http://www.indiandefencereview.com/news/resettling-soldiers-a-nations-social-responsibility/> (accessed 31 July 2015).

ESM in India face a strange situation when they seek a second career in the civil job market. On one hand, ESM are too experienced and matured to seek entry level jobs and on the other hand, they find it difficult to equate their service experience with requirements of middle and senior level jobs. Social marketing, therefore, needs to be initiated emphasizing the versatile experiences of ESM to ensure awareness and acceptability by stakeholders.<sup>26</sup>

Having examined the avenues offered by reservations, government skilling initiatives, the role played by agencies involved in resettlement and the challenges which impede worthwhile progress, it will be prudent to infer that soldiers' resettlement is not an important "National Agenda". When seen globally, most of the developed countries have well-established, top-driven policies and structures in place, to ensure transition of soldiers.

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<sup>26</sup> Maharanjan Kari and B. Subramani, "A Distinctive Analysis on the Avenues of Resettlement for Air Force Ex-Servicemen in India", available at [http://www.academia.edu/9545291/A\\_Distinctive\\_Analysis\\_on\\_the\\_Avenues\\_of\\_Resettlement\\_for\\_Air\\_Force\\_Ex-Servicemen\\_in\\_India](http://www.academia.edu/9545291/A_Distinctive_Analysis_on_the_Avenues_of_Resettlement_for_Air_Force_Ex-Servicemen_in_India) (accessed 05 January 2016).

## **Veteran Affairs in Foreign Armies**

In most developed countries, society in general holds the veterans in very high esteem, and the sacrifices of the veterans are recognized, with government, businesses and other private players supplementing the efforts of the state, ensuring an easy access, acceptability and transition for a second career. Though socio-economic and statistical contexts of Indian armed forces are at a total variance with that of most developed countries, it will be in order to broadly analyze their perspective on this important issue, before outlining the way forward for transition of our soldiers.

### **The US Armed Forces**

The US has the most comprehensive system of assistance for veterans, which got reformed with every engagement and evolved with time. Most significant action followed the World War II, when Congress enacted a large number of new benefits for war veterans, the most significant being the World War II GI Bill, signed into law on 22 June 1944. It is said that the GI Bill not only led to assured veterans' welfare, but had more significant impact on the American way of life than any other law. The systems have transformed manifold since then, with veteran affairs (VA) remaining the nation's priority.

The US Constitution names the President of the US as the Commander-in-Chief of the US armed forces. Though previous service in the military is not a prerequisite for the position of President, it is interesting to note that 32 Presidents have so far been from the uniformed services. The focus on veterans is obvious.

The US has a completely separate Department of Veterans Affairs under a Secretary (the department has cabinet-level status) who is a part of the President's cabinet and deals with all aspects of ESM, from disbursing pensions to providing health care, and from organizing skill development to facilitating job and business opportunities, to assist

them in getting back into being productive members of civil society. The mission statement of VA reads: "To fulfil President Lincoln's promise 'To care for him who shall have borne the battle, and for his widow, and his orphan' by serving and honouring the men and women who are America's veterans."<sup>1</sup> The administration has created resources to help veterans translate their military skills for the civilian workforce, built new online tools to aid their search for jobs and partnered with the Chamber of Commerce and the private sector to make it easier to connect veterans with companies that want to hire them.

A Pew Research Center survey of 1,853 veterans undertaken in 2011 shows that while more than seven in 10 veterans (72 percent) report they had an easy time readjusting to civilian life, 27 percent say re-entry was difficult for them—a proportion that swells to 44 percent among veterans who served in the 10 years since the 11 September 2001 terrorist attacks.<sup>2</sup> Aiming at making the transition without being surprised, in July 2012, the Obama administration announced an overhaul of the military's Transition Assistance Program and creation of a reverse boot camp, a mandatory 5–7 day programme to educate departing troops on job skills, veterans' benefits and personal finances. About 300,000 troops were expected to go through Transition Goals, Planning, Success annually, once it was fully implemented. "We'll provide the training they need to find that job, or pursue that education, or start that business," Obama said, adding, "And just as they've maintained their military readiness, we'll have new standards of career readiness."<sup>3</sup> The administration has also launched several veterans' welfare and job initiatives which are listed next:

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<sup>1</sup> US Department of Veterans Affairs website, available at [http://www.va.gov/landing2\\_about.htm](http://www.va.gov/landing2_about.htm) (accessed 08 March 2016).

<sup>2</sup> Rich Morin, "The Difficult Transition from Military to Civilian Life", Pew Research Center, 08 December 2011, available at <http://www.pewsocialtrends.org/2011/12/08/the-difficult-transition-from-military-to-civilian-life/> (accessed 19 October 2015).

<sup>3</sup> "Obama Announces 'Reverse Boot Camp' for Veterans", *NBC News*, 23 July 2012, available at [http://usnews.nbcnews.com/\\_news/2012/07/23/12909367-obama-announces-reverse-bootcamp-for-veterans](http://usnews.nbcnews.com/_news/2012/07/23/12909367-obama-announces-reverse-bootcamp-for-veterans) (accessed 09 March 2016).

- Tax credits to businesses that hire veterans, “Vow to Hire Heroes Act of 2011” and initiatives like “Joining Forces, Hiring our Heroes”.
- Raised the VA budget from \$100 billion in 2009 to \$163.9 billion for 2014.
- Army Career and Alumni Program Center to help soldiers prepare for futures after the army.
- VA’s education and career counselling programme offers a great opportunity for defence service members and veterans to get personalized counselling, craft résumés, network with employers and determine post-army careers that best utilize the skills learned as a soldier.
- Vocational Rehabilitation and Employment (VR&E) services help with job training, employment accommodations, résumé development and job-seeking skills coaching.
- Other services are provided to assist veterans in starting their own businesses, or provide independent living services for those who are severely disabled and unable to work in traditional employment.
- The Partnership for Youth Success (PaYS) Program, a partnership between the US Army and a cross-section of American corporations and public sector agencies, provides an opportunity to serve the country while simultaneously preparing for the future.

Though there are no reservations, veterans do get extra points (veteran points) which increase their chances of fitting in a job.<sup>4</sup>

## **British Armed Forces**

The United Kingdom (UK) veteran transition system is similar to the US, but is under the British MoD, as a separate agency. Transition is considered more than what has traditionally been called resettlement, and is a thorough career offer of guidance and education to prepare soldiers for their eventual return to civilian life. It requires a degree of

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<sup>4</sup> Interaction with Defence Attaché, US Embassy, New Delhi.

planning and preparation to be successful, which cannot be done effectively in the months just before retirement. The pillars of successful transition in the British armed forces are: employment, education, housing, health and welfare. If a soldier is well prepared in these areas, transition to civilian life will be much smoother.<sup>5</sup>

Career Transition Partnership (CTP) is the official provider of armed forces resettlement in the UK, and is a partnering agreement between the MoD and Right Management (global career development and outplacement specialists) to provide resettlement support. This support assists personnel leaving the armed forces to prepare for entering the civilian job market and to make a successful transition to employment, or achieve the wider vocational outcome they seek. The CTP administers a high-quality, free recruitment service for employers seeking the best job, which includes an online vacancy database called Right Job, employment fairs around the UK and a team of employer relations managers who are available to advise and assist with employer's recruitment needs.

The CTP is unique in that it offers a training programme delivered under the MoD contract, which consists of a range of courses that are prepaid by MoD, and only cost the service leaver their time. Courses fall into four broad categories of management, electrical engineering, building trades and information technology (IT), with the intention of preparing service leavers for employment by offering commercially recognized qualifications. Others give courses on life skills and suit those going into retirement or self-employment. Although primarily focused on helping service leavers to find suitable employment in a second career, the resettlement provision also includes preparations for civilian life for those who are planning to retire or going into full-time education. Provision of resettlement starts up to two years before an individual is due to leave the armed forces and continues for up to two years post discharge.<sup>6</sup>

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<sup>5</sup> "Transition to Civilian Life", UK Army, available at <http://www.army.mod.uk/structure/33041.aspx> (accessed 09 March 2016).

<sup>6</sup> "Career Transition Partnership", *Gov.UK*, 12 December 2012, available at <https://www.gov.uk/guidance/career-transition-partnership#page-navigation> (accessed 09 March 2016).

A veterans' transition review report under Lord Ashcroft, KCMG PC, clearly outlines that society and the state certainly have a responsibility to those who have served, and ensuring a good transition is more than a matter of meeting our obligations to a series of individuals. It can help to promote the core functions of our armed forces, and consequently should not be thought of as a fringe activity. This is because good transition can make a difference to four important components of services, that is, recruitment, retention, reputation and the reserves.<sup>7</sup>

## **Canadian Armed Forces (CAF)**

Veterans Affairs Canada is mandated by the Government of Canada to help and manage VA. It has developed a comprehensive employment strategy to support veterans through Canadian Armed Forces Transition Services, which assists members of the CAF who have been or will be released in making the transition. The programme encourages prospective employers, including private and public sector organizations, to provide employment opportunities to the releasing members, and all serving or former members who have been honourably released and qualified in their occupation are eligible.<sup>8</sup> The Military Employment Transition programme is one such programme to help veterans find jobs after they leave the military, through a partnership between Canada Company, the CAF and Veterans Affairs Canada.

### ***Rehabilitation Services and Vocational Assistance***

Depending on a soldier's needs and goals, the rehabilitation plan funds one or more of the following services:

- *Medical rehabilitation:* Health care experts work with you to stabilize and restore your health to the fullest extent possible.
- *Psychosocial rehabilitation:* Health or rehabilitation professionals help you develop skills to support independence and adjust to living

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<sup>7</sup> Lord Ashcroft, "Veterans Transition Review", available at <http://www.veteranstransition.co.uk/vtrreport.pdf> (accessed 12 October 2015).

<sup>8</sup> "Canadian Armed Forces Transition Services", available at <http://www.forces.gc.ca/en/caf-community-support-services/caf-transition-services.page> (accessed 07 September 2015).



with your health problem or disability. This can include life skills training, pain management strategies and more.

- *Vocational rehabilitation*: Vocational professionals work with you to help transfer your skills and education to build a rewarding civilian career. Vocational rehabilitation or vocational assistance may include:
  - o help to identify a suitable job;
  - o career finding services (such as résumé writing and interview skills); and
  - o financial support for training and related costs (such as tuition and books).

Each year, in November, hundreds of commemorative ceremonies and events take place across the country to observe Veterans' Week and Remembrance Day. These are opportunities for all Canadians to recognize the contribution veterans have made and to honour those who made the ultimate sacrifice on behalf of Canada.

## **Australian Defence Force (ADF)**

The Department of Veterans' Affairs (DVA) is a department of the Government of Australia, established in 1976, and is the primary service delivery agency for developing and implementing programmes to assist the veterans. Planning early is the key, and Defence Community Organisation (DCO), staff at ADF Transition Centres and Career Transition Assistance Scheme (CTAS) National Office help link veterans to defence and Australian government support services. These support services are tailored to ensure a successful transition to civilian life and include personalized assistance to prepare for transition, referrals, help with administration and support for training/civilian employment. The window of opportunity to access benefits is 12 months prior to and up to 12 months post separation.

The role of the DVA has changed substantially in the past 10 years, following the transformation of its client base demographics. As the number of overseas deployments of the ADF has increased in the past decade, the DVA has seen the age composition of its clients change from mainly war widows and veterans of older conflicts, to younger age groups. As the client base has become younger, the focus on

rehabilitation points towards education, as the younger veterans have many years of potential working life ahead of them. A project, “Younger Veterans Transition to Civilian Occupations: The Role of Further Education”, was undertaken to analyze the educational choices made by ADF veterans and to provide them information on their future prospects, arising from investments in education through Vocational Education and Training (VET).<sup>9</sup> The VET system provides skills and knowledge for work through a nationally consistent training system, which consists of a network of government, industry and training providers. Students can choose to study an individual module or a full course that leads to a formal VET qualification.<sup>10</sup>

The ADF also conducts transition seminars nationally, throughout the year, to equip ADF members and their families with the resources and information they need to successfully plan their transition. The nation commemorates 11 November each year as “Remembrance Day”, to remember the sacrifices of those who have served in the country’s uniform during times of war and conflict.

### **Japan: Self-Defense Forces (SDF)**

An early retirement system and a fixed-term service system are in place in Japan for SDF uniformed personnel, in order to maintain the strength of the forces. Unlike civilian government employees, many SDF uniformed personnel retire by their mid-fifties (personnel serving under the early retirement system) or their twenties (most uniformed personnel serving under the fixed-term service system), and need to find another job after retirement in order to secure their livelihoods.<sup>11</sup> Transition is

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<sup>9</sup> “Younger Veterans’ Transitions to Civilian Occupations: The Role of Further Education”, available at <http://www.dva.gov.au/health-and-wellbeing/research-and-development/social-research/younger-veterans%E2%80%99-transitions-civilian> (accessed 13 October 2015).

<sup>10</sup> “Younger Veterans’ Transitions to Civilian Occupations: The Role of Further Education: Final Report”, available at [http://www.dva.gov.au/sites/default/files/files/publications/health/nils\\_dva\\_report\\_feb2013.pdf](http://www.dva.gov.au/sites/default/files/files/publications/health/nils_dva_report_feb2013.pdf) (accessed 10 March 2016)

<sup>11</sup> “Chapter 2: Relationship between the Japanese People and the Ministry of Defense and the SDF”, in *Defence of Japan 2014*, p. 354, available at [http://www.mod.go.jp/e/publ/w\\_paper/pdf/2014/DOJ2014\\_4-2-1\\_web\\_1031.pdf](http://www.mod.go.jp/e/publ/w_paper/pdf/2014/DOJ2014_4-2-1_web_1031.pdf) (accessed 13 October 2015).

perceived important to resolve concerns which serving personnel might have about their future. It is also essential for boosting their morale and supporting training measures helpful for re-employment to serve the society with their skills, and in turn securing high-quality human resource for recruitment.

Supporting re-employment of SDF personnel is the responsibility of the nation as the employer, and Japan has a separate organization under the Japanese MoD to handle these affairs. As the MoD is not authorized to work on its own as an intermediary between the job seeker and the prospective employer, the SDF Personnel Support Association provides free job consultation to retired personnel with permission from the Minister of Health, Labour and Welfare and the Ministry of Land, Infrastructure, Transport and Tourism. Each retired uniformed personnel possesses abilities for planning, leadership and cooperativeness through a wide-ranging experience in jobs/occupational fields, for which he has acquired qualifications and licences. This enables them to be active in a broad range of sectors like manufacturing and service industries, in addition to finance, insurance, real estate and construction. These personnel are also employed by local governments as staff charged with risk management and disaster prevention.<sup>12</sup>

Transitions above Colonel are coordinated directly by the government and the rest are handled by the MoD/armed forces. A week-long seminar is generally held by corporates or associations for personnel, 10 years before they retire, to prepare them for life after retirement and to understand options. The same is repeated three years before retirement. Acceptability in both public and private sectors is good, and personnel with special skills do find jobs in police, intelligence or in the field of education. Furthermore, the MoD has a reappointment system which enables SDF personnel to be appointed for -fixed terms (up to three years before the age of 60 for SDF administration officials and up to one year for others).<sup>13</sup>

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<sup>12</sup> Ibid.

<sup>13</sup> Author's interaction with Defence Attaché of Japan, New Delhi.

## Highlights

Having studied the transition initiatives for veterans in the armies of some developed countries, it is evident that VA gets utmost priority at the national level and policies/programmes are in place. Most countries respect and honour their veterans as a tradition and commemorate Veterans' Day or Remembrance Day. Certainly beyond lip service, the implementation processes are diligently steered by the indulgent government agencies, in sync with a vibrant and cooperative corporate sector. It does face challenges in terms of desired jobs, remuneration, housing and health, but with initiatives from the top hierarchy and public support, VA has retained an edge in most nations to achieve desired satisfaction levels of transition/skilling. Some of the key takeaways are:

- Transition is well orchestrated by planning well in advance, giving adequate time and opportunities to soldiers.
- Tax credits to businessmen who hire veterans.
- Adequacy of funds for veteran programmes.
- Education and career counselling, including networking with employers.
- Partnerships with corporates, facilitating preparedness for future while still serving.
- Agreements with career development and placement specialists for transition.

Since reservations in jobs, financial assistance, honing of skills or psychological preparation of soldiers are important factors for transition, only prioritization of soldiers' affairs and monitoring at the apex level will drive this agenda on a positive course. Having seen concerns in the Indian Army, and transition in some of the foreign armies, what are the opportunities which need to be tapped and steps needed to be taken by the organization to empower soldiers to achieve transition on better terms?

## **Opportunities and the Way Forward**

Soldiers are a national asset and nations thrive, prosper and follow their strategic objectives in the backdrop of the strengths of their armed forces. While addressing the Combined Commander's Conference in October 2014, Prime Minister Modi stated: "The nation's trust was the biggest strength of our Armed Forces."<sup>1</sup> History is replete with examples, wherein nations and armies have honoured, respected and valued contributions of their soldiers and veterans, during and after hostilities. The veterans in the armed forces of the US and the UK always get a special honour in the society just at a mention of the word "veteran". We need to take a cue from the words of Prime Minister Modi, "I attach highest priority to the welfare of Armed Forces personnel, both during and after their service careers",<sup>2</sup> and strategize the way forward. The usual chatter that a soldier retiring young at least gets a pension and we need to create opportunities for unemployed youth holds no ground. The nation has identified the inevitability of a soldier exiting early, in the overall national interest of keeping the armed forces young, and has partially provisioned for it by way of sanctioning reservations. We need to honour it.

Policies, proposals and organizations for transition do exist, but the problem lies with implementation, as in some other areas of governance. The ideal condition is that a soldier walks out with an appointment letter on his retirement, but a lot needs to be done to achieve that. Pragmatic recommendations to address this concern are outlined next.

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<sup>1</sup> "PM's Address at Combined Commanders Conference", 17 October 2014, available at <http://www.narendramodi.in/pms-address-at-the-combined-commanders-conference-6766> (accessed 20 October 2015).

<sup>2</sup> Ibid.

## Implementing Reservations

### *Identification and Forecast of Vacancies for ESM*

The reservations for ESM, as highlighted in the earlier chapter, can to a great extent address the problem of transition if the same are executed on ground. With the society in general striving for reservations in government jobs, it is an irony that the armed forces have erred in exploiting opportunities provided to their soldiers through reservations, with the current utilization hovering around just 30 percent. The vacancies not subscribed are merged in the general pool, and the onus clearly rests on the planning agencies/policy makers. The following steps merit serious consideration to address this important issue:

- The first step is to compile data on number of reserved ESM vacancies authorized and actually held, to establish voids in placements. Service HQs (especially army, as its soldiers are affected the most) and DGR need to be proactive and raise the issue with DoPT through the MoD, to get this data for forecasting and planning.
- Since reservations for ESM have lagged so far, with huge deficiencies in each department, a cycle of creation of vacancies needs to be predicted on yearly basis and integrated in transition. The specific posts likely to fall vacant under reserved category (based on envisaged wastages) need to be identified and a plan presented to fill these in a time-bound manner.
- On examining the yearly wastage due to retirements in reserved vacancies, it is envisaged that approximately 25,000–30,000 vacancies for ESM are likely to be available every year in central government, PSUs, banks and CAPFs, and another 20,000–25,000 in the states. These vacancies are sufficient to meet the requirement of soldiers retiring every year by adjusting in permanent jobs, enabling them to serve till 58/60 years of age.
- Schedule of qualifying exams and essential qualitative requirements (QRs) based on forecast of vacancies, and documents required, must be shared by DGR with the environment immediately on publication of notification, to plan and prepare candidates. Service HQs must evolve procedures “to reach the last post” for soldiers to benefit.

- Filling up of the vacancies by ESM to be steered and monitored at the highest levels of governance (National Veteran Commission [when established], DoPT, MoD and service HQs), with timely mid-course corrections.
- Since vacancies not subscribed by ESM earlier were merged in other pools, the vacancies arising now must be protected through a statute, for a period till complete (or two-third) authorised reserved vacancies are filled. The high-level committee set up under the chairmanship of the Minister of State for Defence in 1984 had also recommended that the reserved vacancies of ESM be kept vacant and carried forward for at least one year before these are de-reserved and filled by others.<sup>3</sup> This needs a serious push.
- The issue of amalgamation of Group “D” vacancies with either Group “B” or Group “C” must be undertaken at the earliest, and fresh reservation percentages for ESM promulgated to realign vacancies for assisting planning and preparation.
- Onus of filling authorized reserved posts by ESM as per laid down policies must rest with the departments and processes must be made user friendly in conjunction with service HQs and DGR. A strong directive is the need of the hour.

### ***Uniformity of Reservations: Centre and State***

Besides reservations by central government, state governments have an equal and important role in giving opportunities and implementing reservations for ESM who are their domiciles. At present, there is no uniformity of reservations amongst states; and with some states (Bihar, Jharkhand, Kerala and Meghalaya) strangely having no reservations, streamlining on the lines of the central government is a priority. There is a need to consider placing ESM affairs on the concurrent list as a way forward for streamlining vacancies. Service HQs (through HQ Commands) must liaise with states to identify ESM vacancies occurring

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<sup>3</sup> Kendriya Sainik Board, “Comparative Analysis of Concessions and Benefits provided by States/UTs”, available at [http://indianairforce.nic.in/RTI/benefitsanalysis\\_statgov2005.pdf](http://indianairforce.nic.in/RTI/benefitsanalysis_statgov2005.pdf) (accessed 27 April 2016).

annually and plan utilization in sync with Department of Sainik Welfare. Prospects exist in state police forces, corporations, industrial units, state transport and education departments, to list a few, and the states need to notify reservations. Some states have taken key initiatives in this regard. As an illustration, Government of Maharashtra has extended benefit of 15 percent horizontal reservation in Class III and Class IV posts in the government service for ESM on permanent basis. This benefit is also extended to the zila parishads, corporations, boards, industrial units under the administrative control of government, local bodies like municipal councils and municipal corporations. Though reservations exist, for a number of reasons the percentage of ESM actually employed in various jobs is well below the expected percentage. In a survey, it was found that only 1.25 percent and 3.09 percent of total posts of Class III and Class IV respectively were filled through the ESM.<sup>4</sup> Rationalization is needed on a war footing to benefit transition, as states have a greater responsibility towards its soldiers and a large number of reserved vacancies created every year (20,000–25,000) remain unutilized.

### **Proactive Role of Service HQs**

As DESW and DGR have been endowed with the responsibility of transition of soldiers, it has led to the defence services taking a back seat in this very important welfare issue. Since the desired results have not been forthcoming, and DGR does not work under service HQs, services need to assume a significant role in this matter and be proactive to give impetus to transition of soldiers. It is a Command function and services need to work on “what we can do”. Annually, 45,000–55,000 vacancies are likely generated in central and state government departments, which are sufficient to meet the requirements of ESM. Though services placement agencies are in place, achieving some degree of placements in corporates, these are casual/contractual appointments (though convertible to semi-permanent/permanent with individual performance and continuity), and a lot is yet to be achieved. Focus on

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<sup>4</sup> “Welfare and Resettlement of Ex-Servicemen in Maharashtra”, available at <http://www.mahasainik.com/pages/ex-servicemen.aspx> (accessed 08 February 2016).



utilization of reserved vacancies by seeking posts, preparing candidates and skilling soldiers in sync with corporates/NSDC is imperative. Towards this, the three services also need to harmonize efforts by exploiting their strengths in assisting transition of personnel of other services. The army, in particular, must plan to enhance awareness of its soldiers in key areas (given next) and raise educational standards (through correspondence courses or individual initiatives):

- communication skills;
- computer literacy;
- basic English speaking and writing;
- financial management;
- 10th pass must complete 10+2;
- 10+2 pass to enrol for graduation; and
- graduates to undertake BEd or tech certification.

### ***Focus on Qualifying Soldiers on Tests***

Reservations notwithstanding, a crucial component for transition is the ability of a soldier to qualify the tests and make the grade. If we can “prepare our soldiers to clear this hurdle of qualifying tests”, the problem will get addressed to a great extent. It is doable and the following steps merit attention:

- Educational assistance/guidance to prepare desirous soldiers for entrance exam for government jobs should be identified as a “Key Result Area” and the preparation planned during service, preferably 2–3 years before retirement.
- Planning at macro level must be done at service HQs. For army, it can be under overall directions/coordination of AG Branch, with Army Education Corps (AEC) nominated as the nodal agency to prepare the master plan. It should be responsible for educating trainers, forecast of exams in various categories (in synergy with DGR), planning syllabi and study material, preparing candidates and monitoring results. All this should be undertaken in sync with education instructors posted at each echelon. A comprehensive,

structured study programme needs to be evolved and promulgated, to be built in the training calendar/curriculum.

- The onus of training should be with the formation (divisional/brigade HQ depending on geographical location of units, that is, peace/field), under overall coordination of education staff, wherein an individual is made to prepare at a study centre (Human Resource Development Centre [HRDC]) and appear in mock tests on the lines of the qualifying exam. Alternately, till AEC is energized and co-opted, study material on the subject exams and online sample question papers based on previous question banks must be shared by them with formations/units to start preparations (coordinated by DIAV).
- General Staff must monitor the functioning of study centres, including availability of desirous candidates by units, till the systems mature and positive results in transition are visible. This will entail no new organization/staff, but a little reorientation towards this important issue and a sustained focus. Education/library grants can be gainfully utilized to acquire material for libraries.
- Desirous candidates can even be allowed to attend crash courses in civil, as is done by some soldiers preparing for Services Selection Board interviews.
- Flexible discharge policy must enable a soldier to leave service immediately after qualification for a reserved post/on receipt of call letter. Towards this, a suitable amendment to Army Order (AO) 78/79, which pertains to Application for Civil Appointments–JCOs/OR, could be examined (relevant extract of AO from Delhi High Court order in the case *Nb Ris Ravinder Kumar Singh vs Union of India and Ors*, on 25 April 2013, is attached as Annexure VI).<sup>5</sup>

An interaction with the environment highlighted the problem of sparing the manpower for preparation for tests due to heavy peace/field

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<sup>5</sup> “*Nb Ris Ravinder Kumar Singh vs Union of India and Ors* on 25 April 2013”, available at <https://indiankanoon.org/doc/159830346/> (accessed 30 March 2016).

commitments. A broad calculation for sparing personnel for this genuine cause shows not much strain on resources:

- Annual retirees—60,000.
- Army retirees—52,000.
- Major units—800–900 (approximate).
- Annual retirees (approximate) per unit—60 (five or six in a month.)
- Taking options for resettlement from soldiers who range from not interested, DSC, CAPFs, government job, self-employment to corporate, only a limited number in a six month cycle will actually be required to go for classes. This will also assist in making individual data sheets, helpful in detailing personnel on courses for skilling. Classes for these qualifying exams for government job can even be held on weekends.

### ***Combined Test for Civil Jobs***

The government, on its part, needs to streamline the entrance tests. At present, an individual has to apply, prepare and take separate tests for each department (central government, PSUs, banks, railways, etc.), though vacancies may be with similar job content in Groups “B” or “C”. A combined test will ease the process, or else the score of one test could be made applicable for other establishments for a given period, within their respective cut-offs. Prime Minister Modi has announced a proposal for tests of PSUs to be applicable to private sector jobs, enabling job seekers to write fewer exams.<sup>6</sup> A similar approach for soldiers will reduce pressures and improve intakes.

### ***Psychological Conditioning of the Soldier***

A significant facet for an effective transition is the psychological mapping of the soldier, to prepare and apprise him about life after retirement.

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<sup>6</sup> “Now, Test at a PSU Can Get You a Private Sector Job too”, *The Times of India*, 29 March, 2016, available at <http://timesofindia.indiatimes.com/india/Now-test-at-a-PSU-can-get-you-a-private-sector-job-too/articleshow/51592085.cms> (accessed 29 March 2016).

A transition phase (last 2–3 years of service) thus needs to be orchestrated to absorb the dynamics of transition. Planning and preparation, as under, are essential and packaged information about the opportunities is the key:

- An individual must be made to understand the exit policy (as per terms and conditions of service) and options available for transition/second career/lateral induction after 10 years of service (5–7 years before retirement). The benefits of getting skilled and landing a job with government/bank/PSU/corporate must be driven home.
- Each unit has around five to six soldiers exiting in a month and units need to prepare computer-generated data sheets for each retiring personnel, outlining important details required by placement agencies/DGR or regimental centres. These must include the individual's skill sets, courses, preferred job, inclination for self-employment, suitable resettlement course under DGR as per aptitude/potential and whether willing to relocate to a place other than his home town.
- Individual data sheets must be compiled by regimental centres (through online process) and shared with line directorates/DIAV/ placement agencies/DGR for planning skilling and courses.
- He must be detailed for resettlement courses, skilling or preparation for tests for reserved vacancies in the last 2–3 years of service based on his choice/preference for transition. This will give a fair amount of time to a soldier to plan what he wants post retirement, and for the planning agencies to look for avenues for skilling/ training linked with placement.
- Perceptions about a veteran in the society, and how to manage those should be deliberated during transition phase. Professional counsellors must be co-opted in training the trainers in this regard under the aegis of AG's Branch.
- Interaction of retiring soldiers with veterans, who have settled well post their retirement (with assistance from various agencies or own initiative), will be a great enabler and motivator, and provide an insight into processes and viable courses of action for transition.

- The spectrum of activities during the transition phase must be formalized and promulgated by DIAV through line directorates and undertaken by units, coordinated by “Transition Cells” created at regimental centres (within the establishment).

## **DIAV**

For the army, the DIAV has been instrumental in highlighting a number of welfare issues related to ESM and pushing them towards viable resolutions. The scope, however, needs to be enlarged, to address the issue of transition and co-opt an institutional mechanism to skill them for jobs. There is a need to energize the “Transition Cell” to coordinate and monitor activities related to transition between various agencies. The broad charter must encompass formulation of concepts related to skill development, lateral induction, creation and updating of database of ESM, self-employment avenues, etc., and their implementation in sync with line directorates (regimental centres) and DGR. The cell must act as a nodal agency for all issues related to transition of soldiers/employment of ESM, and represent a single point control under the AG. The DIAV must be empowered to coordinate the following:

- Awareness amongst soldiers about opportunities.
- Monitor training for jobs through reservations.
- Ensure skilling in coordination with NSDC and as per demand of industry. Act as a bridge between the army and the industry.
- Outlining and monitoring of activities during transition phase.
- Initiate actions for a consolidated database for ESM.
- Formulate and implement exit policy.
- Collaborate with educational institutes to recognize service training of soldiers to offer degrees.

An arrangement for award of degrees to sailors has been worked out by the IN, as is clear from the following quote:

The Indian Navy personnel can now pursue undergraduate, postgraduate and PhD degrees from Jamia Millia Islamia (JMI) this academic year onwards. The navy has collaborated with JMI to provide recognition to the in-service training that sailors

receive by giving them degrees. The eligible naval personnel would enrol through the Centre for Distance and Open Learning that will lead to award of degrees on fulfilment of statutory requirements starting July, 2016.<sup>7</sup>

## **Enhanced Role of Regimental Centres (Line Directorates)**

A soldier has a very deep connection with his regimental centre, as his association starts from his recruit training and ends with final retirement formalities at the centre. An initiative to ensure that every soldier who completes basic military training is awarded 10+2 certificate by a recognized educational board or National Institute of Open Schools (NIOS) must be taken by the centres, in sync with DIAV. This will give a basic qualification to every soldier, to then pursue his graduation through correspondence well before retirement. This institution must also play a vital role in forming a link between serving soldiers, ESM, DGR and KSB/ZSB. The onus of updating soldiers about employment opportunities and dispensations applicable in age/educational qualifications through regimental publications/Sainik Sammelans lies with them. Interaction with retiring soldiers revealed that the majority were not aware of avenues in government jobs, and how to attain them. A transition cell which can take guidance and policy directions from DIAV needs to be established forthwith for coordinating and facilitating transition. The centres must also maintain an updated databank of its own ESM by collating data of retiring personnel and assigning responsibility of managing segments of recruitment bases of the regiment, to different battalions.

## **Registration of ESM and Data Networking**

The ESM retire from their respective regimental centres, visit DGR/RSB/ZSB for registration for jobs, draw pension through Principal Controller of Defence Accounts (PCDA), enrol in ECHS for health

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<sup>7</sup> "Navy Students", *The Times of India*, 18 April 2016, available at <http://epaperbeta.timesofindia.com//Article.aspx?eid=31808&articlexml=NAVY-STUDENTS-18042016161018> (accessed 26 April 2016).

care and all these establishments maintain a database. Do we have an integrated network for ESM data? The answer is negative and we need to make a beginning in this respect. The following can be considered:

- As a first step, data pertaining to all ESM must be the responsibility of the respective service HQs through regimental centres/personnel branches. At a click of a mouse, placement cells/DGR should be able to access complete details of an ESM, including employability status.
- A retiring soldier should be required to register only once in the regimental centre/equivalent establishment in IN/IAF and details should be all encompassing; needed for his pension, health, transition or other welfare-related activities. Registration must have his qualifications, experience, skills, preferences for a job, etc., ideally collated from individual retirement data sheet prepared by his unit.
- Availability of a Central Data Portal on ESM is an essential component of ESM welfare, and all dealing agencies (DGR, placement cells, DIAV, KSBs/RSBs, PCDA and ECHS) should be networked to utilize this database, to have a clear picture of employed/employable veterans.
- As it is a humongous task, the same needs to be outsourced to a professional agency, controlled/coordinated by the respective service HQs, who need to ensure data compilation under respective line directorates. A simple and suitable “app” could be ideal for registering, information sharing or advising ESM.

## **Veteran Affairs: A Nation’s Responsibility**

A soldier, even when retired, remains a nation’s obligation, and the onus of resettling him in a second career ought to be recognized as a national agenda. Currently, a soldier is just a statistic after he retires, and there are no laws or provisions with statutory powers outlining his stature and the states’ responsibility towards his settlement. There is a lack of uniformity amongst centre and various state governments and it is worth consideration to include ESM affairs (including transition/resettlement) in the concurrent list for a coordinated approach and uniform promulgation/implementation of policies. The mindset of

policy makers, corporates, PSUs, and the public in general, needs to evolve, attaching the highest priority to this sensitive subject.

The lowering of status and remuneration of the Indian armed forces is an attack on the very insurance that guarantees the liberties endowed to all citizens of India. We must empower our officers and soldiers and grant them the position of prominence they deserve. Revising the errors in the 7th Pay Commission decisions and in the Order of Precedence would be a good place to start.<sup>8</sup>

Formulation of “National Commission on ESM”, planned to be set up to address welfare issues like expediting rehabilitation and resolving grievances of retired soldiers, martyrs and their families, is the step in right direction.<sup>9</sup> The early setting up of the commission will reform ESM welfare, besides yielding statutory powers for enactment of policy provisions to implement reservations/protection of vacancies. In June 2014, the President of India had made a statement regarding the government’s decision to appoint a Veteran Commission in the joint session of the Parliament and accordingly, a National Commission for ESM Bill, 2015 had been drafted. The comments of the Department of Legislative Affairs have been obtained on the bill, and the follow-up action is expected in accordance with guidelines/procedures laid down for legislative proposals to set up such bodies.<sup>10</sup> The same needs to be put on fast track.

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<sup>8</sup> “Shashi Tharoor on the Declining Status of the Indian Armed Forces”, *thequint.com*, 21 April 2016, available at <http://www.thequint.com/opinion/2016/04/21/shashi-tharoor-on-the-declining-status-of-the-indian-armed-forces> (accessed on 26 April 2016).

<sup>9</sup> “Indian Military”, available at <http://www.indianmilitary.info/2008/07/national-commission-for-ex-servicemen.html> (accessed 03 September 2015).

<sup>10</sup> “Setting up of Veterans Commission”, *Business Standard*, 24 February 2015, available at [http://www.business-standard.com/article/government-press-release/setting-up-of-veterans-commission-115022400967\\_1.html](http://www.business-standard.com/article/government-press-release/setting-up-of-veterans-commission-115022400967_1.html) (accessed 03 September 2015).



## Restructure DGR: Harmonize Agencies Involved in Transition

The organizational structure plays a key role in delivering on its objectives, and a focused set-up with a single-minded approach is the need of the hour. To execute their mandate professionally, there is a requirement to harmonize efforts of agencies, fix accountability and reorient DGR.

- DESW, dealing with the welfare of around 24 lakh veterans, has no services representation and is bereft of professional advice, which is not desirable. Even tenures of the Secretary, DESW, lack continuity, resulting in delay in following up of important decisions:

The Committee is dismayed to learn that approximately six years, eight Secretaries have moved in and out of the Department, which obviously not only affected the long-term planning and strategy but conveyed the lack of seriousness of Government with which it takes the welfare of Ex-servicemen.<sup>11</sup>

Though DGR, a two-star General is part of the directorate (DESW), he has his own vast charter of duties, and a serving officer (one star) posted with DESW will ensure coordination and harmonize functioning of welfare agencies, facilitating transition. An officer in DESW needs to be mandated to provide valuable inputs to the ministry.

- The directorates within DGR (employment, self-employment, training, entrepreneur and loans) need to be reorganized and staffed to cater for dynamic requirements of each service, as the strength, terms and conditions of enrolment, operating conditions, technical orientation and number of retirees, to name a few, are totally at variance and a single “fit-all-size” solution is not yielding results. (As an example, army has 47 regimental centres where pension drills are undertaken, whereas the navy has only one in Mumbai. Accordingly, the inputs, data management and planning for transition are impacted.)

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<sup>11</sup> Standing Committee on Defence, 16th Lok Sabha, Report No. 14, p. 81.

- Competent and dedicated staff with vision, commitment, adequately long tenures and a flair for selling the idea to prospective employers within policy parameters (personnel, preferably qualified at National Defence College, Higher Command and Defence Services Staff College, should be considered for posting to DGR for two to three tenures to energize the system) must be posted to DGR. Selection of officers with interest in human resource management, volunteering for the job, should be undertaken post a panel interview to ensure responsibility with accountability. Technical officers who better understand nuances of skilling and corporate culture will give a positive boost to this effort.
- RSBs/ZSBs, which are directly in contact with ESM, must be reinvigorated and made accountable to DGR, to complete the loop of ESM transition. They need to be proactive in reaching out to stakeholders for implementation of reservations in states, and must be audited for performance in terms of employment generation, and held accountable.

The Commission, therefore, recommends that the Department of Sainik Welfare and Zila Sainik Welfare offices should be functionally and administratively integrated with and controlled by the Department of Ex-Servicemen Welfare, Ministry of Defence. The integrated administrative mechanism will ensure that all activities related with the welfare of ESM are controlled by the Central Government instead of leaving it to State Governments. The Commission further recommends that these institutions/offices should be manned by ESM only. It will be their responsibility to liaise with the concerned agencies of the State Governments to secure the benefits extended by the latter towards the welfare of ESM.<sup>12</sup>

- Modicum of funds for courses and outsourcing of some key functions, like forecasting/evaluating projected requirement of

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<sup>12</sup> Government of India, *Report of Seventh Central Pay Commission*, November 2015, p. 136, para 6.2.134.

skilled manpower by corporates, counselling, preparation of CV and communication/soft skills training, is essential.

## Opportunities for Self-Employment

The DGR offers a host of self-employment programmes, like company-owned/company-operated schemes (CNG in NCR) and sponsorship for allotment of Mother Dairy/Safal outlets, which are in great demand. The availability, however, is much less, with applicability restricted to NCR. There is a requirement to expand the scope and counsel, train and encourage interested ESM to undertake self-employment projects by forming cooperatives and offering soft loans.

- Scope of providing wholesale dealership in agro-based products (cattle feed, dairy), fertilizers, ayurveda or trainers for yoga and gym, popular in rural/semi-urban areas, needs to be explored.
- Option of exploring avenues with insurance companies like LIC, National Insurance or rural banks will give numerous opportunities for resettling soldiers, as these companies regularly seek development officers and insurance agents for their growing clientele. The LIC, as an illustration, has 10,81,495 agents across the country.<sup>13</sup> With around five percent exiting annually due to wastages/expansion, around 50,000 are likely to be enrolled. The ESM in semi-urban areas will be ideally suited (after a brief training/orientation) to operate closer to their native place and earn well.

Expertise in the form of short courses on entrepreneurship development will be an encouraging step in this direction, and a study is recommended to be undertaken for formulating an entrepreneurship model for ESM. Services also must plan to equip/assist each soldier with the following “assets” before retirement:

- *A civil driving licence:* With an envisaged economic growth combined with infrastructure development and urbanization, the cab hiring

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<sup>13</sup> Life Insurance Corporation of India, 58th Annual Report, 2014–15, available at [http://www.licindia.in/pages/LIC\\_ANNUAL\\_REPORT\\_2014\\_15.pdf](http://www.licindia.in/pages/LIC_ANNUAL_REPORT_2014_15.pdf) (accessed 05 April 2016).

business is going to boom. Civil driving licence and experience will be of great help in securing jobs in India and abroad. An establishment/private firm running cab service will like to enrol ESM drivers, who are disciplined, reliable and courteous. Also, they can own a car with a soft loan and undertake independent driving assignments, thereby earning well. There is a plan, over a period of one year, to invest about Rs 5,000 crore, which could add another 1 lakh cabs to the Ola fleet by 2016.<sup>14</sup> Ola has extended the opportunity for ESM to turn entrepreneurs: “we at Ola are honoured to have hundreds of thousands of our country’s heroes coming onboard with us in the time ahead,” said Yugantar Saikia, Senior Vice-President, Ola.<sup>15</sup> There is a huge opportunity for ESM in such ventures, as drivers with clean backgrounds is what ensures their success; but the moot question is implementation (getting drivers enrolled with companies), which needs to be pursued, and many more such avenues explored.

- *Gun licence (preferable)*: Interaction with AWPO reveals a great demand of gun licence holders for security-related jobs in corporates, banks, hotels and institutes, and the requirement is likely to grow over a period of time.
- *Passport*: Gives more avenues for employment, especially to technical trades. A case in point is a requirement received by AWPO to train 10 welders in the UK, to be subsequently employed in Maharashtra. Similar avenues are also available for non-technical personnel in security jobs abroad/on ships.

The survey had indicated that 37 percent ESM are willing to consider the option of self-employment; which is mainly due to a lack of awareness, risk-taking ability, long delays in granting sanctions for

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<sup>14</sup> “Auto Cos. Eye Stake in Ola’s Cab Leasing Biz”, *The Times of India*, 15 September 2015, available at <http://timesofindia.indiatimes.com/business/india-business/Auto-cos-eye-stake-in-Olas-cab-leasing-biz/articleshow/48965059.cms> (accessed 18 September 2015).

<sup>15</sup> “Ola Sainik to enrol 1 lakh Ex-servicemen” *The Hindu*, 16 August, 2015, available at <http://www.thehindubusinessline.com/news/ola-sainik-to-enroll-1-lakh-exservicemen/article7547009.ece> (accessed on 15 October, 2015).

projects/loans and issues related to corruption. Even this number is significant. The self-employment option needs impetus, as success achieved by a few will guide/motivate others to venture in this field, and can be maximized with professional guidance through DGR/ placement agencies.

### **Lateral Absorption: A Pilot Project**

The monograph has earlier argued that CAPFs, being uniformed establishments (total strength around 9 lakh), come closest to the army's way of working and need minimum training/orientation or honing of skills when compared to any other job in civil. Prime Minister Modi had also reiterated the issue when he asked his office to work on the proposal of lateral induction of soldiers in CAPFs, since the jawans retire early and still have many productive years of their life remaining. "This productive period can be fruitfully utilized by the nation", the PM had said.<sup>16</sup> The possibility of lateral induction has been scrutinized and recommended by successive Pay Commissions due to overall advantages in the national interest, and must be implemented. The following issues merit consideration in this regard:

- Lateral induction while in service (10 years or so) will utilize expertise of soldiers for another 25–30 years (till 60 years of age). Soldiers will get ESM status and gratuity after 10 years; whereas pension will be earned from the next organization which will ensure integration and a sense of belonging. A percentage of the total strength of the force can be planned to be inducted laterally (say 25 percent) and the balance recruited directly.
- Organizations like Indo-Tibetan Border Police (ITBP), Central Industrial Security Force (CISF), Border Security Force (BSF), Sashastra Seema Bal (SSB) and National Disaster Response Force (NDRF) will benefit immensely, keeping their job content in mind.

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<sup>16</sup> "PM Modi Makes the Case for Hiring Ex-Servicemen in Central Armed Police Forces", *The Times of India*, 11 September 2015, available at <http://timesofindia.indiatimes.com/india/TOI-exclusive-PM-Modi-makes-the-case-for-hiring-ex-servicemen-in-central-armed-police-forces/articleshow/48912822.cms> (accessed 31 May 2016).

It would enhance the image and effectiveness of these forces because of the sterling qualities of discipline and integrity these personnel will bring with them.<sup>17</sup>

- Formulae to protect pay/seniority of ESM to be worked out in the interest of the donor and acceptant. In case of specific conditions formulated to protect promotional interests of acceptant establishments, consent of volunteer soldiers/ESM can be obtained before lateral induction.
- Recommended to be tried as a pilot project for five years in select services like CISF and NDRF. Separate battalions comprising ESM can be raised first to absorb new systems and then, slowly amalgamated. Implementable, as it involves establishments which are directly under government control. A process of deputation for three to five years can also be tried, leading to permanent absorption in due course.
- Induction needs to be implemented in a phased manner and the QRs for joining need to be tailored to suit the ESM and not reject them.
- Services must not be sceptical in shedding trained personal to CAPFs as, in the long run, the organization will reduce ESM seeking transition by 8,000–9,000 annually:
  - o Strength of CAPFs—around 9 lakh.
  - o Annual wastages (around 4 percent)—36,000.
  - o 25 percent contribution from army—9,000.
  - o Major training centres (15–20 units)—40.
  - o Broad annual contribution by a centre—225.
  - o Likely annual contribution by a unit—10.
  - o Is doable and can be planned in advance as recruitments take place once or twice a year.

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<sup>17</sup> Ajay Shukla, "The Bitter Truth about OROP", *Hill Post*, 17 August 2015, available at <http://hillpost.in/2015/08/the-bitter-truth-about-orop/104013/> (accessed 19 October 2015).

## Enlarge Scope of DSC

With an overall strength of approximately 60,000 personnel, the role of the DSC is to provide security cover to defence installations of the three services and civil establishments of the MoD (sanctioned by the Government of India). The contribution of the three services towards DSC recruitment is 75 percent ex-army, 1 percent ex-navy/air force and 24 percent ex-Territorial Army.<sup>18</sup> The DSC is doing a commendable job and absorbs approximately 4,000–5,000 retired soldiers every year. The scope of employment of the force needs to be enhanced in coordination with the Ministry of Home Affairs, and security of some of the key installations of national importance, like power plants, hydel projects and airports, can be assigned to them. Some of the selected DSC personnel with a young profile can also be laterally inducted into corporate houses managing their own security, and this need to be tapped. The organization should aim at achieving a yearly induction of up to 10,000 soldiers, out of which around 25 percent can be planned for lateral induction to the corporates. This is an achievable target as it involves in-house deliberations within ministries and with corporates. No additional skills are required besides reorientation, as this is closest to the duties performed by the soldiers.<sup>19</sup>

## Compulsory Intake in Defence Establishments

The MoD controls a number of defence establishments like ordnance factories, defence public sector undertakings (DPSUs), Defence Research and Development Organization (DRDO), Directorate General of Quality Assurance (DGQA), Canteen Stores Department (CSD), ordnance depots and base workshops, which have considerable civilian employees. Despite reservations, there is no reason why these are not subscribed by ESM, who are experienced and suited for the

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<sup>18</sup> Available at <http://joinindianarmy.nic.in/bravo/defence-service-corps.htm> (accessed 12 October 2015).

<sup>19</sup> R.K. Sharma, "Resettling Soldiers: A Nation's Social Responsibility", *Indian Defence Review*, Vol. 30, No. 2, April–June 2015, available at <http://www.indiandefencereview.com/news/resettling-soldiers-a-nations-social-responsibility/> (accessed 31 July 2015).

task. To start with, filling up of at least 50 percent vacancies in Groups “C” and “D” (till merged and new percentage promulgated) by ESM must be undertaken.

## **Corporate Initiatives**

Corporate India requires trained and disciplined manpower and the ex-servicemen provide a big pool of such people. Their commitment to work is paramount, their discipline is very high and they have worked in difficult conditions.<sup>20</sup>

India is developing at a fast pace, and the corporate sector steers the growth, with the government’s vision and initiatives. It has a major responsibility in creating jobs for citizens and has an equitable obligation towards a soldier, who is an instrument in ensuring peace and stability and is essential for the nation’s economic development/growth.<sup>21</sup> “Hiring veterans isn’t just the patriotic thing to do—it’s good for business” is what a US website prominently propagates about transitioning service members.<sup>22</sup> There are examples of certain corporate houses hiring ESM for specific ventures or security tasks, but numbers are limited and DGR/placement agencies need to take a lead, skill and showcase the talent pool with the armed forces to the corporates for better prospects.

### ***Bridging the Gap between ESM and Corporates***

Corporate houses are busy entities with economic gains as their main agenda. They generate employment, but value efficiency and expertise. Proactive efforts are required to educate the corporates about soldiers’ competencies, and an endeavour made to increase the channels of communication. The “people who matter” in the corporate sector need to be invited for interactions, discussions and briefings/seminars

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<sup>20</sup> Arun Jaitley, Speech at DGR Corporate Conclave—2014, 19 August 2014.

<sup>21</sup> “PM’s Address at Combined Commanders Conference”, 17 October 2014, available at <http://www.narendramodi.in/pms-address-at-the-combined-commanders-conference-6766> (accessed 20 October 2015).

<sup>22</sup> “Joining Forces: Employment”, available at 19 August 2015.



to help mutually understand the work culture/ethos between the employer (corporate) and the job seekers (ESM). The signing of a memorandum of understanding (MoU) between DGR and Confederation of Indian Industry (CII) in September 2014 and the organization of job fairs in concert with industry are steps in the right direction. The focus must remain to promote placements and absorption of retiring service personnel in the industry. Salient points of the MoU are at Annexure VII.<sup>23</sup>

### ***Business Generated from the Defence Services***

A host of private commercial companies and corporate houses do extensive business with the defence services, with resultant heavy profits due to the sheer size of the military establishment. As an example, more than 500 companies provide stores to CSD for use by service personnel and ESM, having an inventory of around 2,800 items.<sup>24</sup> For registering sales in the CSD, these corporates must absorb some ESM in their establishments to gain from their experience, and for better coordination, an agreement must be signed to that affect. Automobile giants like Tata and Maruti have been supplying vehicles to the services for long and must absorb technical as well as unskilled personnel in their manufacturing plants or in sales, marketing and floor management. Corporate players can even influence their dealers across the country to employ at least two to three ESM as a starting point and the ESM will draw more ESM (Maruti has around 799 dealers and 3,136 service stations across the country which can absorb technical and unskilled ESM closer home).<sup>25</sup> The oil companies who are permanent suppliers to the armed forces can be co-opted to take ESM in their petrol pumps and liquefied petroleum gas (LPG) agencies (there are 51,870 petrol pumps pan-India and 35,760 more are planned; the LPG outlets

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<sup>23</sup> Ibid.

<sup>24</sup> CSD, available at <http://csdindia.gov.in/content.aspx?id=5> (accessed 04 April 2016).

<sup>25</sup> Maruti Suzuki, "Service Network", available at <http://www.marutisuzuki.com/service-network.aspx> (accessed 05 April 2016).

are 13,896, with 35,668 likely to be commissioned soon).<sup>26</sup> An ESM as a supervisor or junior manager at every outlet will not only give employment to thousands closer home but add to the efficiency of the outlets. These employment opportunities can be worked out with the agencies and will be over and above the routine reserved allocations of agencies under DGR quota. Such initiatives need to be steered by service HQs, and if planned and executed professionally, will go a long way in creating additional jobs for ESM and an everlasting bond between the defence services and the business. On similar lines, suppliers of huge quantities of ordinance stores, engineer origin stores and supplies/provisions also need to be persuaded to employ ESM, as the inventory of such stores procured ex trade runs into lakhs.

### ***Corporate Social Responsibility (CSR)***

Corporate social responsibility is the commitment by business to contribute to economic development while improving the quality of life of its workforce, their families and society at large. Under the Companies Act, 2013, applicable from 1 April 2014, companies with a net worth of Rs 500 crore or more, or a turnover of Rs 1,000 crore or more, should mandatorily spend 2 percent of their net profits per fiscal on CSR activities to give impetus to focused development. This is slowly taking off and in the years ahead, the contribution for such social causes is going to multiply manifold. The ESM, with requisite orientation, can be productively utilized to assist corporates in planning and executing projects under CSR obligation. The role envisaged for ESM under CSR was deliberated during a DGR–Corporate Conclave and areas where corporates can manifest their responsibility identified:<sup>27</sup>

- Planning, administration and development of remote areas and environment.

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<sup>26</sup> “Oil Retailers to Open 35,600 New Outlets in Next Three Years”, *F.Business*, 20 January 2015, available at <http://www.firstpost.com/business/oil-retailers-open-35600-new-outlets-next-three-years-2056043.html> (accessed 07 April 2016).

<sup>27</sup> “Sainik Punarvas”, DGR–Corporate Conclave 2014, available at [http://media.dgrindia.com/downloads/DGRSpecialJournal\\_2.pdf](http://media.dgrindia.com/downloads/DGRSpecialJournal_2.pdf) (accessed 26 February 2016).

- Research, planning and implementation of rural area development, including water, sports, hygiene, sanitation, electrification, etc.
- Planning and providing succour to countrymen.
- Uplifting education and health conditions and vocational skills of the poor and underprivileged.
- Planning and provision of rescue operations at short notice.

A.K. Gupta, Secretary Defence Production, MoD, while delivering the Sixth Y.B. Chavan Memorial Lecture at IDSA on 7 December 2015, remarked that skilled ESM are not available for employment by DPSUs, and corporates need to consider skill training of ESM under their CSR. Placement agencies and DGR need to proactively tap and exploit this arrangement.

## **Remodel Resettlement Courses**

Besides reserved jobs, corporates are going to be the next-best employers for jobs in years ahead, and their requirements are typically at variance with the skill sets of a soldier, due to different job content/business models. The soldiers are however trainable, and with a little reorientation, will be a strength for any organization. The resettlement courses need to assist the soldiers in transformation. An urgent content and curriculum revision, in sync with current employment trends and norms accepted by various Sector Skill Councils (SSCs) under the NSDC, is long overdue for valid certifications and placements. The DGR must do the following:

- Map requirements of corporates under various categories of employment, by undertaking a market survey in concert with shortlisted civil training institutes, and add/modify courses for upgrading skills (infrastructure, tourism, logistics, health care, automotive, telecom and essential services like electricians, plumbers and refrigeration are some of the services in demand). The QR for intake must be specified by corporates and an endeavour to provide requisite skill sets either by the corporate itself or a professional agency must be made by placement agencies/DGR.
- Vacancies on courses must be allotted as per forecast of demand and individual's choice, gaps in his skills/expertise (available from

individual data sheet) duly linked with placements. Proper certification must be ensured.

- Tie up with reputed institutes to prepare selected/nominated candidates for qualifying exams for reserved vacancies in government jobs/banks/PSUs.
- Train qualified and desirous ESM as physical training or sports instructors for schools/academies which will prefer to engage them.
- Some of the courses being conducted by regimental centres need to be reoriented to concentrate on skills required for industries located closer to centres or their recruitment bases, for assured jobs.

Besides upgrading and refining the technical skills for non-technical soldiers, placement agencies/DGR need to identify institutes which can train them in some other job-oriented sectors which are in great demand and offer better chances of absorption:

- hospitality—housekeepers/wardens;
- supervisors/record keepers;
- driving heavy/specialist vehicles with a valid licence; and
- data entry—computers

Planning is the key to a successful business, and forecast of requirement or vacancies by industry will assist placement agencies/DGR in better scheduling resettlement courses, address skill gaps and open viable career options for ESM. The QRs for intake can be specified by industry, with an initiative to offer skill sets under their arrangements. If Larsen & Toubro requires 200 crane operators in 2017, the projection made 2–3 years in advance will enable DGR/agencies to identify aspirants, shortlist as per eligibility/willingness and train in coordination with the company. The company retains flexibility to pick the best out of the trainees.

### **Equation of Army Trades with Civil and Certification for Courses**

Soldiers undergo a number of courses in army establishments which need to be certified by recognized institutions so that those are honoured in civil life. There is a need to tie up with recognized universities which

can conduct relevant tests and issue certificates to successful candidates. The subjects can be a combination of military and individuals' choices, out of options given by the institutes, and course curriculum, where required, can be modified to suit the mandatory requirements of institutes. The armed forces also have a number of trades for soldiers, but their specifications/categorizations do not match with civil trades, irrespective of similar job content. It renders it difficult for an employment agency to sift candidates, even if eligible. Though an effort to equate a number of trades in the armed forces with its civil equivalents has been undertaken by DGR in recent years, and DIAV has commenced equivalence of army trades with civil job roles as defined by NSDC, its impact on acceptance by employment agencies and resultant job creation is yet to be seen. This needs to be a regular practice, in unison with civil counterparts and must lead to promulgation by government to all departments/agencies.

## Initiatives on Skilling

Skill development is the key to employment, especially when a soldier is competing with the rest in an already scarce job market, but the skill training must lead to assured absorption. In July 2015, while unveiling the government's massive Skill India Mission, Prime Minister Modi had echoed the idea of India emerging as the human resource capital of the world. "If China is like a 'manufacturing factory' of the world, India should become the 'human resource capital' of the world. That should be our target and we should lay emphasis on that."<sup>28</sup> The ESM, being a young, motivated and trainable lot, are perfectly suited to contribute to this idea. A survey computed from National Sample Survey (NSS) 66th Round in 2009–10 had shown that only 2.3 percent of the total workforce in India has undergone formal skill training as compared to 68 percent in the UK, 75 percent in Germany, 52 percent in the US, 80 percent in Japan and 96 percent in South Korea.<sup>29</sup> From

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<sup>28</sup> "Skill India to Fulfil People's Dreams: Modi", *Indiatoday.in*, available at <http://indiatoday.intoday.in/story/skill-india-to-fulfil-people-dreams-narendra-modi/1/451594.html> (accessed 12 October 2015).

<sup>29</sup> "Draft National Policy on Skill and Entrepreneurship Development 2015", Ministry of Skill Development and Entrepreneurship, Government of India, May 2015.

the point of view of job generation as well as global competitiveness, this is a huge lacuna crying out to be addressed.

To facilitate a strategic partnership on skill development and entrepreneurship, the MoD and Ministry of Skill Development and Entrepreneurship (MSDE) had signed an MoU to boost the employability of service personnel. Salient aspects of the MoU are in Annexure VIII. Post signing of the MoU, the army conducted an Indian Army Skills Symposium in collaboration with the NSDC as part of the 68th Army Day, 2016 celebrations. The aim was to build better understanding about national skilling initiatives among the army leadership, and possible opportunities to align prospective retirees to civilian job roles under a new NSDC policy framework.<sup>30</sup> The impact of initiatives is visible as the “necessity of skilling” has been accepted as an essential focus area for transition.

### ***Skilling with NSDC***

“Skilling during Service” is the mantra to offer suitable avenues to a soldier before his exit, and the government initiatives through NSDC have opened a sea of opportunities, wherein 39 SSCs have been created in numerous fields, each seeking training providers (around 120 in some cases). The SSC’s endeavour is to create a talent pipeline of individuals who are trained and certified on job-ready programmes. The focus is to build skills in individuals to be industry ready (foundation programmes) and job ready (specialized programmes).<sup>31</sup> The establishment has co-opted soldiers/ESM in this venture to craft accessors, trainers and supervisors.

- For skill enhancement, 19 centres have been identified as training partners of SSCs.
- Job roles have been identified as per demand of industry.

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<sup>30</sup> “Joint Army–NSDC Skill Symposium 2016 Held at Manekshaw Centre”, Press Information Bureau, Ministry of Defence, Government of India.

<sup>31</sup> “The National Skill Certification and Monetary Reward Scheme”, available at <http://nscsindia.org/ExploreSectorSkillCouncils.aspx> (accessed 18 January 2016).

- Training will be standardized as per projected requirement.
- Training of trainers will be under the master trainers detailed by industry.
- Certification will help get jobs in corporates/PSUs (against reservations).

The NSDC also has a process called recognition of prior learning (RPL) wherein the system will officially recognize prior skills and knowledge of individuals to enter or re-enter formal training institutions to enhance employability. The endeavour must be to provide certifications to skilled/semi-skilled soldiers 2–3 years before retirement, so that the period after certification can be counted towards their experience under RPL for jobs. Besides training in sync with NSDC, the army must reinvigorate its Industrial Training Institutes (ITI) and make best use of similar set-ups functioning under state governments closer to formations. These institutes train personnel in some of the basic trades like auto mechanic, electrician, blacksmith, computer hardware and printing, and aspirants must be briefed about the course structure and made to volunteer to obtain “skills with certification”.

A skill gap study conducted by the NSDC in 2014 had indicated the requirement of 11.92 crore skilled manpower in 24 key sectors by 2022.<sup>32</sup> It entails a yearly requirement of approximately 1.70 crore manpower. The armed forces have around 35,000–40,000 soldiers seeking resettlement every year, with some additional skills, and are merely 2 percent of this estimated annual requirement at national level. The opportunity needs to be exploited. Solar power (harnessing the power of the sun) is another such area where the government is planning to train around 50,000 people through ITIs under National Skill Development Mission, and promote this ambitious campaign through the Indian Army and central PSUs.<sup>33</sup>

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<sup>32</sup> “Draft National Policy on Skill and Entrepreneurship Development 2015”, Ministry of Skill Development and Entrepreneurship, Government of India, May 2015.

<sup>33</sup> “India Plans Solar Army to Train 50,000 People”, *Live Mint*, 19 November 2014, available at [http://www.livemint.com/Politics/1LRAZNOJRIF3Iya\\_3MrLERI/India-plans-solar-army-to-train-50000-people.html](http://www.livemint.com/Politics/1LRAZNOJRIF3Iya_3MrLERI/India-plans-solar-army-to-train-50000-people.html) (accessed 20 October 2015).

The skilling initiatives to empower soldiers are seemingly well conceptualized but yet to fully take off, and the results will only be visible in the years ahead. The IAF held Skill India's first-ever placement ceremony through skill certification under NSDC on 27 April 2016. Slowly taking off, it needs a "time-bound implementation strategy" by fine-tuning modalities of skilling in concert with stakeholders, to generate employment. On the eve of presentation of the budget for fiscal year (FY) 2016–17, a report on spending of the allotted budget by Skill Development Ministry in FY 2015–16 (up to December 2015) stands at 33 percent, which portrays the slow take off and need for requisite impetus this skilling initiative needs on all fronts.<sup>34</sup>

## Perception Management

Besides safeguarding the borders and operations in counter-insurgency areas, the general public knows a soldier for his significant role in eventualities like disaster relief during natural calamities and aid to civil authorities during floods/riots, through 24x7 reporting. When the task is over, the media glare shifts. It is essential for the public to know the qualities and strengths of a soldier when not in crisis, so as to value his rich experience and help translate it into viable opportunities. The armed forces specialize in areas like environment protection, ecology, afforestation and adventure, and steer projects of national importance. Contributions of national significance need to be projected in an organized manner for the citizens to "identify with a soldier", and understand that it is not war alone that makes them the most dedicated and disciplined arm of the nation.<sup>35</sup> The army's proposal to raise 40 eco-battalions to "rejuvenate the holy river" in keeping with the

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<sup>34</sup> "New Budget Here, but Old One's Funds Still Unspent", *The Times of India*, 29 February 2016, available at <http://timesofindia.indiatimes.com/budget-2016/union-budget-2016/New-Budget-here-but-old-ones-funds-still-unspent/articleshow/51182969.cms> (accessed 29 February 2016).

<sup>35</sup> Ashali Varma, "Little Known Strengths of Our Armed Forces", *TOI Blogs*, 26 July 2015, available at <http://blogs.timesofindia.indiatimes.com/no-free-lunch/little-known-strengths-of-our-armed-forces/> (accessed 19 October 2015).



government's clean Ganga plan was a step in the direction of ecological preservation. The proposal would have given employment to approximately 40,000 ESM. Raising of four battalions of Composite Ecological Task Force, named Ganga Task Force, has been accepted "in principle" and is awaiting formal approval.<sup>36</sup> The battalions, on the lines of existing eco-task force, will help restore the ecosystem along Ganga and act as a game changer in environment protection at a national level.

## **Human Resource Management Policy**

In corporate and established organizations the world over, human resource management is the key department which formulates policies and controls all important aspects of an employee, from recruitment, training, promotions, appraisals, transfer and leave, till his exit. Though service HQs have directorates/branches controlling and spearheading the welfare initiatives for ESM, we need an all-encompassing human resource policy for the armed forces (service specific) as a "vision document" outlining futuristic planning, decision making on human resource issues, coordination amongst stakeholders and responsibilities for execution. A well-articulated and comprehensive "exit policy", covering essential issues of transition of a soldier, needs to be evolved and promulgated.

## **Proposed Resettlement Vacancy Matrix**

Having seen the recommendations and way forward, a transition planning matrix (resettlement vacancy matrix) based on "current underutilization and potential for employment" is proposed in Table 5.1.

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<sup>36</sup> "Defence Ministry Approves Proposal for Raising of Ganga Task Force", *The Economics Times*, 2 March 2015, available at [http://articles.economictimes.indiatimes.com/2015-03-02/news/59683894\\_1\\_defence-ministry-ganga-rejuvenation-river-development](http://articles.economictimes.indiatimes.com/2015-03-02/news/59683894_1_defence-ministry-ganga-rejuvenation-river-development)(accessed 03 September 2015).

**Table 5.1: Proposed Vacancy Matrix**

<b>Department/ Avenue</b>	<b>Proposed Employment Generation (for around 35,000–40,000 ESM annually)</b>
Vacancies reserved in central government/PSUs/banks and state government jobs	15,000–20,000 (around 45,000–55,000 vacancies likely to be generated annually for ESM in a year against reservations based on wastages)
Defence Security Corps	10,000
Corporates/Private sector	6,000–8,000
Lateral absorption (CAPFs)—initially as a pilot project	2,500
Self-employment	5,000

*Source:* Author.

*Note:* The targets for employment generation are achievable over a period of 3–5 years. These will get further enhanced with a focused approach by service HQs and DGR on identifying reserved vacancies, preparing personnel for tests, skilling for corporate jobs and encouraging/assisting in self-entrepreneurship ventures.

## **Summary of Recommendations**

Table 5.2 summarizes the key recommendations with regard to actions for transitioning soldiers to a second career. It is strongly opined that the following actions, if monitored and implemented with a sense of purpose (by service HQs and DGR in concert with concerned ministries), can transform the soldiers' transition:

**Table 5.2: Summary of Recommendations**

Challenges/Concerns	Recommended Way Forward	Implementing Agency
Lack of authentic data on ESM.	Registration of ESM by only one agency in a service, followed by data networking.	DGR & DLAV (army) through regimental centres (line directorates); coordinated by personnel branches of IAF/IN.
Multiple agencies dealing with transition—lack of coordination.	Harmonize efforts of agencies, fix accountability and chain of reporting—agencies must work with singular aim of ensuring transition.	DESW/DGR/service HQs.
Constraints of DGR—staffing, funding, synergy with other agencies	Reorganize DGR to address dynamic requirements of each service by operating in close coordination with services HQs & placement organizations. Staff selection based on willingness & acumen; with longer tenures.	DESW/DGR/service HQs.
Inept resettlement courses.	Remodel courses as per industry's requirement. Soldiers be detailed, based on their choice, and must be linked to recognized certifications & placements.	DGR in sync with service HQs.
Poor reservation implementation in government jobs/banks/PSUs/CAPFs	Strict enforcement by identifying vacancies, timely release, adjudicate timelines for filling as per wastages, monitoring and protection of vacancies. Streamline reserved vacancies in states. Place ESM welfare on concurrent list. Services to identify training/preparing soldiers for entrance tests as a Key Result Area.	DGR/service HQs in concert with concerned ministries/departments.
Declining status of service personnel & no statutory provisions guiding welfare.	Veteran affairs must be identified as a national priority. Statutory provisions for ESM resettlement and welfare by formulation of National Commission for ESM.	MoD/DESW/service HQs.
No progress on lateral absorption to CAPFs.	Take it as a pilot project in CISE/NDRF for five years to elicit response. It is a workable plan, best suited in national interest. Increase intakes in DSC.	Service HQs/MoD in sync with Ministry of Home Affairs.
Reluctance for self-employment and working away from home.	Permanent jobs/option of working with insurance/oil companies closer home. Encouraging self-employment by easy loans on relaxed terms & courses on entrepreneurship. Empower a soldier with civil driving licence, gun licence, passport for more avenues.	DGR/placement agencies.
Changing the perceptions about a soldier in business world—hiring by corporates	Know your soldier campaigns, project value of intangibles which soldiers possess by being disciplined, trainable and motivated. Skilling in sync with requirements of corporate. Employment generation through corporate entities doing business with services.	Service HQs in sync with DGR.
In-service conditioning of a soldier, communication skills and adaptation in civil life.	Proactive role of service HQs as it is a Command function. Psychological conditioning of soldiers for life after retirement through awareness, counselling & briefings. Soft skill training and computer literacy essential.	Service HQs
Lack of skills for civil jobs.	Ensure skilling and certification by synergizing with NSDC, leading to assured intakes in corporates under "Make in India". Skilling while in service by reorienting courses and certification by ITIs.	DGR/placement agencies in concert with NSDC.
Policy on human resource management.	A well-articulated, all-encompassing, service-specific "exit policy".	Service HQs.

Source: Author.

## Conclusion

Human resource management is one of the most important issues concerning the corporates, recruiting agencies and governments the world over. The armed forces are no exception, and it will not be harsh to say that we in India have faltered on many accounts—resettlement of soldiers' post early retirement being one such issue. It has remained dormant and not received the response it deserves, especially in a country having one of the largest armed forces in the world.

Unfortunately the extremely motivated, committed and disciplined resource is allowed to fade, violating the very principle of economy of effort. Until this issue is understood conceptually at the level of “decision makers”, very little will be gained from the effort of formulating policies for transitioning soldiers. It needs to be acknowledged that transition is important for the nation, the armed forces and the society as a whole, and not just for an individual. As an organization, the focus must remain on “what we can do” as “we need to do it”.

An effective and assured transition to a second career post retirement will have valuable pay offs:

- A trained, disciplined and motivated resource will be optimally utilized for nation building. Due to inherent experience in human resource management and leadership imbibed during military service, they will contribute immensely to the “Make in India” campaign by being the trainers/supervisors.
- The best talent from the country will be motivated to opt for military service due to an assured career post transition and the ability to work till 60 years of age. Environmental awareness will also help retention.
- Professionalism and performance during service will improve immensely as that will be the foundation/stepping stone for selection/graduation to a career post retirement.
- It will be a great motivator for enhancing educational qualifications/technical certification/skills, which will improve the overall standard

of services, will generate healthy competition for promotion within the service and offer better qualified soldiers as envisioned in Indian Army Doctrine (2004), "Human Resource Development is an essential command function and, in this context, it needs to be understood that the soldier of tomorrow has to be an innovator who can combine imagination and knowledge with action."<sup>37</sup> Qualified and skilled ESM for the corporate sector and the environment will be a natural outcome.

- It will be financially prudent as it will reduce the burden on revenue expenditure due to savings on pension bill (as alluded by the Sixth Pay Commission), with trained resource utilized till superannuation.

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<sup>37</sup> Mukesh Sabharwal, "Army: Management of Human Capital-I", *Indian Defence Review*, October–December 2011, available at <http://www.indiandefencereview.com/spotlights/army-management-of-human-capital-i/> (accessed 08 April 2016).

## Annexure 1

### Questionnaire: ESM/JCOs, ORs Retiring in Next 2–3 Years

“Ek soldier aam tor par 35 se 45 saal ki umar mein Army se retire ho jata hai, lekin woh aur 10 se 15 saal civil mein naukari karne ki kshamata rakhta hai. Iss questionnaire ka maksad aap logon (JCOs/Jawanon) se retirement ke baad dusri naukri pane/karne ke bare mein feedback aur sujhav lena hai.”

“Iss par naam ya regiment likhna jaruri nahi, lekin baki detail analysis ke liye jaruri hai.”

Arm/Service \_\_\_\_\_ Service in Yrs \_\_\_\_\_

Education Qualification \_\_\_\_\_ Rank \_\_\_\_\_

Date of Retirement \_\_\_\_\_ Present Job \_\_\_\_\_

Strongly Agree (SA) (Puri Tarah Sehmat)	Agree (A) (Sehmat)	Undecided (U) (Pata Nahi)	Disagree (D) (Sehmat Nahi)	Strongly Disagree (SD) (Bilkul Sehmat Nahi)
5	4	3	2	1

#### APNE JAWAB KO PEN SE CIRCLE KAREN

Ser No	Questions	SA	A	U	D	SD
a	Ek jawan ke liye kam umar mein retire hone ke baad dusri naukari karna jaruri hai.	5	4	3	2	1
b	Serving jawan ko retirement ke baad ki life ke bare mein brief kiya (counselling) jata hai aur civil mein naukari karne ke liye sikhlai ka mauka milta hai.	5	4	3	2	1
c	Civil mein naukri pane ke liye fauj ki training ke ilava aur skill/training ka hona jaruri hai.	5	4	3	2	1
d	Resettlement course civil mein achhi naukari dilane ke liye upyukat/kafi hain.	5	4	3	2	1
e	35 se 45 saal mein retire hone ki sachai aur family ki jimmewari ek jawan ke liye soch/chhinta ki wajah hai.	5	4	3	2	1

f	Retirement ke baad dusri naukari milne ke aashwasan se jawan ka manobal barega aur civil se aur acche recruit bharti ke live aenge.	5	4	3	2	1
g	Paramilitary/govt/civil mein retirement ke baad naukari milna aur 60 saal ki umar tak kaam karna ek jawan ke liye bara motivation hoga.	5	4	3	2	1
h	Service ke dauran apni family ke saath rahne aur unki dekhbhal ke liye kafi waqt milta hai.	5	4	3	2	1
j	Govt ya bank se loan lekar apna khud ka business karna behtar faisla hai.	5	4	3	2	1
k	Govt job mein ex-servicemen ke liye reservation hai lekin test pass karne ki sahulat kaam milti hai.	5	4	3	2	1

- Q1. Kya aap retirement ke baad koi bhi dusri naukri karna chahte hain? Yes/No
- Q2. Kya apne koi resettlement course kiya hai? Yes/No
- Q3. Kya dusri naukri dilane ka present system jawanon ki ashaon par pura uttarta hai? Yes/No
- Q4. Kya aap dusri naukari ke liye family/ghar se door jane ke liye tyar hein? Yes/No
- Q5. Kya aap retire hokar apne gaon mein kheti karna chahoge? Yes/No
- Q6. Apply karne ke baad DGR ya AWPO dwara job milne mein kitna samay lagta hai? \_\_\_\_\_
- Q7. Bina koi additional training kiye, aap civil mein kis naukri ke liye fit hain?
- a. \_\_\_\_\_ b. \_\_\_\_\_
- c. \_\_\_\_\_ d. \_\_\_\_\_
- Q8. Ek jawan ko civil mein naukri ke liye kis tarah ki (additional) kabliyat/skill jaruri hai?
- a. \_\_\_\_\_ b. \_\_\_\_\_

- c.
- d.

Q9. Retirement ke baad civil mein naukri milna assaan nahi. Aap ke mutabik Army ko aur kya kadam uthane chahiye ya sikhlai deni chahiye taki jyada ex-servicemen ko civil mein job mil saken?

- a.
- b.
- c.
- d.

Q10. Kya aapne retire hone ke baad apna khud ka kaam (business) karne ke bare mein sochha hai? Aapko apna kaam shuru karne ke liye govt se kis madad/aashwasan ki jarurat paregi?

- a.
- b.
- c.
- d.

Any Additional Recommendation



## **Conduct of Survey Report**

### **General**

A survey to gauge the views of cross-section of personnel directly affected for transition to second career post early retirement was undertaken to arrive at the challenges and workable way forward.

### **Aim**

The aim of the survey was to take first-hand inputs from service personal without fear or prejudice.

### **Methodology**

- Selection of Sample: Since the issue of transition affects all ranks in all arms/services, an endeavor was made to reach cross-section of soldiers who are retiring in near future and those likely to retire in next 2–3 years. Since technical entry soldiers have better avenues of employment post retirement, the sample was deliberately chosen to represent JCOs/ORs from non-technical arms/services.
- Data Collection: After due interaction with commandant, regimental centres, and brigade commanders commanding troops in field and peace stations, the questionnaire was sent to the establishments with detailed instructions on filing the same (Annexure I). Officer responsible for getting the questionnaire filled were explained the rationale and asked to communicate same to participants.
- Participants: 790 JCOs/ORs from four infantry brigades, seven regimental centres and two Category B establishments (training JCO/OR) participated.

### **Results of Survey**

The survey highlighted following important facts:

- 96 percent soldiers desire to have a second job, which reflects the dire necessity a soldier feels to sustain his family at a time when his children are growing and need school/college education.
- During service, a soldier gets very little or no opportunity to stay with his family other than leave. It is his endeavour to stay at native place to look after his parents and property and therefore, he prefers a job closer home. However, 25 percent are willing to take up jobs away from home.
- Own business/self-employment drew a mixed response, with only 37 percent preferring it and 13 percent remaining undecided. It is mainly due to lack of expertise, finances and risks involved.
- 69 percent want a job by lateral induction with CAPFs/PSUs/government, as they can work till 60 years of age, but interaction revealed less preference for CAPFs.
- 49 percent felt that they get requisite skills and counselling while in service, which is essential for transition.
- Regarding efficacy of resettlement courses, 56 percent opined that these help in getting jobs, whereas only 13 percent of respondents had actually done the course.
- 84 percent opined that they need to acquire additional skills for getting better opportunities/jobs in civil.
- 74 percent feel they do not get appropriate guidance/facilities for preparation of qualifying tests for government/PSU/bank jobs during service.

An informal interaction with soldiers also revealed that beside others, proficiency in computers and English is one of the main weak spots which needs to be addressed. Majority also felt that their potential and expertise is not fully considered when an offer of a job is made.

### **Limitations of Survey.**

Views of ESM could not be obtained on a questionnaire as contacting at a central place was difficult; however, same were attained during informal interactions.

### Annexure 3

## Status of Reservations—State Government Jobs

Ser No	States/UTs	Reservations (%)				Induction at Suitable Level in Police
		Gp "A"	Gp "B"	Gp "C"	Gp "D"	
1	Andhra Pradesh	0	0	2	2	Yes
2	Arunachal Pradesh	0	0	10	20	Yes
3	Assam	0	0	2	2	No
4	Bihar	0	0	0	0	Yes
5	Chhattisgarh	-	-	10	20	No
6	Delhi	0	0	10 14	20 24.5	Yes
7	Goa	0	0	2	2	Yes
8	Gujarat	01	01	10	20	No
9	Haryana	5	5	14	14	Yes
10	Himachal Pradesh	15	15	15	15	No
11	Jammu & Kashmir	0	0	6	6	No
12	Jharkhand	Nil	Nil	Nil	Nil	Nil
13	Karnataka	10	10	10	10	No
14	Kerala	0	0	0	0	No
15	Madhya Pradesh	-	-	10	20	Yes
16	Maharashtra	0	0	15	15	Yes
17	Manipur	0	2	3	5	No
18	Meghalaya	0	0	0	0	No
19	Mizoram	0	0	10	20	No
20	Nagaland	0	0	5	5	No (under 5% reservation only)
21	Orissa	0	3	3	3	Yes
22	Punjab	13	13	13	13	Yes
23	Rajasthan	0	0	12.5	15	Yes
24	Sikkim	0	0	2	2	Yes
25	Tamil Nadu	0	0	5	10	No
26	Tripura	Nil	Nil	2	2	Yes
27	Uttarakhand	8	8	5	5	Yes
28	Uttar Pradesh	0	0	5	5	Yes
29	West Bengal	0	0	5	10	Yes
30	Andaman & Nicobar	-	-	-	-	-
31	Chandigarh	13	13	13	13	Yes
32	Puducherry	0	0	10	20	Yes

## *Annexure 4*

### **Salient Aspects: Sixth Pay Commission Report**

- Common recruitment shall henceforth be made to all the posts in Defence Forces, CPOs and defence civilians in Ministry of Defence.
- The recruitment shall be made by Recruitment Boards in Defence Forces.
- All the successful candidates recruited by this Board will initially render minimum 7 years of service in the Defence Forces. The span could, however, be extended to 17 years depending upon the vacancy position in CPOs/defence civilian organisations as well as the requirement in Defence Forces.
- On completion of the tenure in the Defence Forces, the personnel shall be laterally shifted to an analogous post either in any of the CPOs or in one of the defence civilian organisation. The lateral shift to a specific CPO or a defence civilian organisation will depend on the availability of post as well as the choice and medical fitness of the concerned Defence Forces personnel.
- During the lateral shift the pay fixed in the pay band and the grade pay of the employee shall be protected. Once the lateral shift is made, the military special pay will no longer be payable. However, while fixing pay in the corresponding pay band and grade pay on the civilian side, the Military Service Pay will also be taken into account so that there is no drop in the salary.
- The lateral shift, whether in CPOs or in one of the defence civilian organisations, will be to a post carrying same pay band and grade pay as being drawn by the concerned person in the Defence Forces at the time of lateral shift.
- The Defence Forces personnel would have the option not to opt for the lateral shift. In such a scenario, the personnel shall retire at

the stipulated age prescribed for the rank held by him/her in the Defence Forces. Pension as per the normal pension rules will then be payable. Since life time appointment would be offered under the scheme, no special pensionary benefits that were being given to compensate for the short tenure in the Defence Forces would henceforth be available.

- The seniority of the concerned personnel on being laterally shifted to CPOs/defence civilian organisations will be determined on the basis of the date on which they were appointed in that specific pay band and grade pay in the Defence Forces. Thus, the seniority shall be fully protected during the lateral shift to POs/defence civilian organisations. In accordance with the extant rules, the Defence Forces personnel laterally shifted to the CPOs/defence civilian organisations will continue to be governed by the pension scheme which governed them during their tenure in the Defence Forces. Consequently, they will fall outside the purview of the New Pension Scheme.

## **Lateral Induction: Salient Aspects of Seventh Pay Commission Report**

### **For Central Armed Police Forces**

- The primary focus of the Government with regard to lateral entry as far as CAPFs are concerned should be on personnel retiring from the ranks of Sepoys (& their equivalents), as distinct from Officers and JCOs.
- Sepoys on completion of seven years service in the Services should be allowed to (i) continue in Services or (ii) laterally move into CAPFs. Such an option may be exercised in the sixth year of service. In case of the latter seniority and pay of the personnel should stand protected. While doing so the Military Service Pay shall also be taken into account so that there is no drop in salary. At the same time, on joining the CAPF he will not be entitled to Military Service Pay.
- For those exiting the Services in seven years and joining a CAPF, on par with SSC officers, the Commission recommends a onetime lump sum amount to be paid which is 10.5 times the last pay drawn. Once they opt into the CAPFs they shall continue upto the retirement age and be covered in so far as their pensionary benefits are concerned under the New Pension system.
- Effort of the Government should be to ensure that vacancies of Constables in the CAPFs is filled entirely from Sepoys exiting in seven years.

### **For Entities, Other than CAPFs**

- Delineation of core and non-core functions within the Services and lateral entry of defence forces personnel, to entities within the Services like the Administrative, Logistic and Accounts branches etc. of the Air Force; Logistics and Engineering Branches etc. of the Navy and in specialised cadres, logistics and maintenance and

Ex-Servicemen Contributory Health Scheme (ECHS) organisation in the Army.

This option should be available for all defence forces personnel, irrespective of the number of years of service.

- Lateral entry of retiring defence forces personnel to Defence Civilians organisations like Ordnance Factories, DRDO, Naval Dockyards, Military Engineering Service, Border Road Organisation, Base Repair Depots etc. This option should be available for all defence forces personnel, irrespective of the number of years of service.

### **Report of the Seventh CPC**

- Filling of reserved vacancies for Ex-Servicemen in Central Government Ministries/Departments, Central PSUs and Banks needs to be given a thrust. The percentages of reservation for Group C needs to be revised upwards in light of the fact that the Group D, which had a higher percentage of reservation has been merged with Group C.
- In case the Government raises new Special Forces which involves security/protection, retiring defence forces personnel should be accorded priority.
- Entities tasked with looking after ESM welfare and resettlement at the Central, State and District level should be manned by ESM.

## ***Annexure 6***

### **Relevant Extract of Delhi High Court in the Case Nb Ris Ravinder Kumar Singh vs Union of India and Ors. on 25 April 2013**

XXXXXXXXXXXX

Army Order 78 of 1979, which has been heavily relied on by the respondents to justify their action in saying that the petitioner was ineligible, reads inter alia, as follows:

**“ADJUTANT GENERAL’S BRANCH O-78/79 Application for Civil Appointments-JCOs/OR Category of JCOs/OR Eligible to Apply for Civil Appointments**

1. JCOs/OR serving on regular engagement can, if they so desire, apply for civil appointments in Govt. undertakings/organisations and public or private sector under the following circumstances:-
  - (a) Within one year of the date of retirement which includes the period of leave pending retirement.
  - (b) When placed in such a permanent low medical category as is unacceptable for further retention; within one year of completion of specified service. Those who have already completed the specified service, from the date of announcement of medical board proceedings to them.
  - (c) When placed in such a permanent low medical category which prevents detailing a person on promotion cadre/ course or debars him from further promotion in the Army, subject to the exigencies of service.

#### **Procedure for Submission of Applications**

2. The applications to the prospective employers will be routed through respective Os IC Records, duly recommended W.P.(C) 6311/2012 Page 15 by OsC Units.



3. The applications for personnel will be forwarded to the civil authorities, provided the manpower situation in that Regt/Corps is satisfactory. A reference to this Headquarters for the purpose is not necessary. Where it is intended to retain a JCO/or under Rule 10, he will be accordingly informed by the concerned OIC Records. „No objection certificate , where applicable, will be duly completed by OsIC Records.
4. Personnel who are selected for civil appointments before the expiry of their full terms of engagement or service limit, may, if they so desire, be allowed to proceed on discharge/retirement in order to enable them to join their new appointments during the last year of their colour service or retiring/prescribed service limits. The reasons for discharge to be entered in the discharge Certificate in such cases will be: “At his own request having been permitted to take up civil appointment.”

## *Annexure 7*

### **Salient Points: MoU between DGR and CII**

- Organizing awareness sessions on the availability of skilled ESM for suitable placements in the Industry.
- Conduct webinars to enhance the awareness about the skill sets required for absorption into the Industry.
- Conduct a National Annual Conclave on the subject in New Delhi.
- Circulate the information about the location specific availability of the ESM skilled manpower from DGR for the Industry.
- Support the Job Fairs/Career Facilitation Seminars organized by DGR.
- Institutionalising Award for Corporate
- Facilitate in formulating a web based DGR job portal.
- Support in specific skill requirement for the Industry and its development.
- Facilitate CSR mechanism.

## *Annexure 8*

### **Important Aspects: MoU between Ministry of Defence (MoD) and MSDE**

- The training programs initiated by the Director General Resettlement (DGR) will be aligned with the National Skills Qualifications Framework (NSQF) and industry defined standards developed by the Sector Skill Councils (SSCs) for the respective sectors.
- There is acute scarcity of trainers and assessors with experience and expertise for skill development in the country and ESM can be a great resource to fill this gap being disciplined, technically sound and have fair amount of employability skills. As per the NSDC Skill Gap Report of 2015, depending on the choice of ESM, they could be skilled to fill that gap across various sectors.
- The signed MoU, will also provide an opportunity for the Defence Public Sector Undertakings (DPSUs) and Ordnance Factories (OFs) to participate in skill development initiatives. As per Ministry of Human Resources Development Scheme in schools which are run by the Ministry (excluding Sainik Schools), it will also introduce vocational education in 9–12 classes in a phased manner.
- The MoU will train and provide gainful employment to approximately three lakh ESM/their family members in five years starting from this financial year.
- For the successful execution of the scheme, three separate implementation teams have been formed. While the DGR will head the ESM resettlement team, the DPSUs related components will be looked after by the Joint Secretary (ES), Department of Defence Production and respective education boards of Army, Navy and Air Force will lead their respective education component.

**H**uman Resource Management (HRM) in the Armed Forces is a vital issue because its strength has always been the soldier. This monograph analyses the challenges of HRM in the Armed Forces with specific focus on transition of soldiers to a second career, as service personal retire at a comparatively young age when their personal responsibilities are at the peak. The monograph first contextualises the key drivers which impact a soldiers' life while in service, his early exit and the issue of transition. Next, it examines the challenges which impede transition and why absorption in various government departments /PSUs/banks, etc., is not materialising in spite of reservations and agencies to monitor the same. It further analyses veteran affairs in a few foreign armies to identify takeaways suited in the Indian socio-economic environment. Finally, it outlines pragmatic recommendations for transition of soldiers to a suitable second career in the civil domain. The monograph is based on interaction with agencies dealing with ex-servicemen welfare; a survey through a questionnaire for servicing personnel retiring in the next 2-3 years; and various reports of Parliamentary Standing Committees.



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