



REPORT NO.

214

PARLIAMENT OF INDIA
RAJYA SABHA

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE
ON HOME AFFAIRS

TWO HUNDRED FOURTEENTH REPORT

WORKING CONDITIONS IN BORDER GUARDING FORCES
(ASSAM RIFLES, SASHASTRA SEEMA BAL, INDO-TIBETAN BORDER POLICE
AND BORDER SECURITY FORCE)

(PRESENTED TO RAJYA SABHA ON 12th DECEMBER, 2018)

(LAID ON THE TABLE OF LOK SABHA ON 12th DECEMBER, 2018)



Rajya Sabha Secretariat, New Delhi
December, 2018/Agrahayana, 1940 (Saka)

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C O N T E N T S		
1.	COMPOSITION OF THE COMMITTEE	(i) - (ii)
2.	INTRODUCTION	(iii)
3.	ACRONYMS	(iv) - (viii)
4.	REPORT	1 - 114
	Chapter - I INTRODUCTION	1 - 3
	Chapter - II ASSAM RIFLES	4 - 25
	Chapter - III SASHASTRA SEEMA BAL	26 - 49
	Chapter -IV INDO-TIBETAN BORDER POLICE	50 - 71
	Chapter -V BORDER SECURITY FORCE	72 - 100
	Chapter -VI ISSUES COMMON TO THE BORDER GUARDING FORCES	101 - 114
5.	OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE – AT A GLANCE	115 - 145
6.	*RELEVANT MINUTES OF THE MEETINGS OF THE COMMITTEE	

*to be appended at the printing stage

**COMPOSITION OF THE COMMITTEE
(re-constituted w.e.f. 1st September, 2017)**

1. **Shri P. Chidambaram** - **Chairman**
RAJYA SABHA

2. Shri Pratap Keshari Deb
3. # Dr. Abhishek Manu Singhvi
4. Dr. V. Maitreyan
5. Shri Shamsher Singh Manhas
6. @Shri Manas Ranjan Bhunia
7. Shri Neeraj Shekhar
8. Shri K. Bhabananda Singh
9. % Vacant
10. Shri R.K. Sinha

LOK SABHA

11. Dr. Sanjeev Balyan
12. Shri S. Selvakumarachinnayan
13. Shri Adhir Ranjan Chowdhury
14. Dr. (Shrimati) Kakoli Ghosh Dastidar
15. Shri Ramen Deka
16. Shri Prataprao Ganpatrao Jadhav
17. Shri Mallikarjun Kharge
18. Shrimati Kirron Kher
19. Shri Ram Mohan Naidu Kinjarapu
20. Shri Kaushal Kishore
21. Shri Ashwini Kumar
22. Shri P. Nagarajan
23. *Dr. Prasanna Kumar Patasani
24. Shri Dilip Patel
25. Shri Lalubhai Babubhai Patel
26. Shri Natubhai Gomanbhai Patel
27. Shri Bheemrao B. Patil
28. Shri Mohammed Faizal PP
29. Shri Bishnu Pada Ray
30. Shri Prem Singh Chandumajra
31. \$ Vacant

SECRETARIAT

Dr. P.P.K. Ramacharyulu, Secretary
Shri Rohtas, Joint Secretary
Shri Vimal Kumar, Director
Dr. (Smt.) Subhashree Panigrahi, Additional Director
Shri Bhupendra Bhaskar, Additional Director
Shri Pritam Kumar, Under Secretary

* Dr. Prasanna Kumar Patasani, MP, Lok Sabha nominated w.e.f. 6th April, 2018 to fill the vacancy caused by shifting of Shri Baijayant "Jay" Panda, MP, Lok Sabha to Committee on Industry

Dr. Abhishek Manu Singhvi nominated w.e.f. 2nd June 2018 consequent upon the vacancy arose on the expiration of term of Shri K. Rahman Khan from the membership of Rajya Sabha on 2nd April, 2018

\$ Vacant consequent upon resignation of Shri B. Sriramulu from Lok Sabha Seat (i.e., Bellary Parliamentary Constituency of Karnataka) w.e.f. 18th May, 2018.

% Shri Ram Chandra Prasad Singh, Member, Rajya Sabha resigned from the Membership of DRSC on Home Affairs w.e.f. 2nd June, 2018
@Shri Manas Ranjan Bhunia, Member, Rajya nominated w.e.f. 9th July, 2018 in place of Shri Derek O'Brien

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1. **Shri P. Chidambaram** - **Chairman**

RAJYA SABHA

2. Shri Manas Ranjan Bhunia
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4. Dr. V. Maitreyan
5. Shri Shamsheer Singh Manhas
6. Shri Neeraj Shekhar
7. Dr. Abhishek Manu Singhvi
8. Shri R.K. Sinha
9. Shri Prabhakar Reddy Vemireddy
10. Vacant

LOK SABHA

11. Dr. Sanjeev Kumar Balyan
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16. Shri Prataprao Jadhav
17. Shri Mallikarjun Kharge
18. Shrimati Kirron Anupam Kher
19. Shri Ashwini Kumar
20. Shri Harish Chandra Meena
21. Shri Faizal P.P. Mohammed
22. Shri Kinjarapu Ram Mohan Naidu
23. Shri Nagarajan P.
24. Shri Jagdambika Pal
25. Dr. (Prof.) Prasanna Kumar Patasani
26. Shri Dilip M. Patel
27. Shri Lalubhai Babubhai Patel
28. Shri Bheemrao Baswanthrao Patil
29. Shri Ashok Gajapathi Raju Pusapati
30. Shri Bishnu Pada Ray
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Shri Vimal Kumar, Director
Dr. (Smt.) Subhashree Panigrahi, Additional Director
Shri Bhupendra Bhaskar, Additional Director
Shri Pritam Kumar, Under Secretary

INTRODUCTION

I, the Chairman of the Department-related Parliamentary Standing Committee on Home Affairs, having been authorized by the Committee to submit the Report on its behalf, do hereby present this Two Hundred Fourteenth Report on 'Working Conditions in Border Guarding Forces (Assam Rifles, Sashastra Seema Bal, Indo-Tibetan Border Police and Border Security Force)'.

2. The Committee, in its meeting held on 24th October, 2017 decided to examine the subject 'Working conditions in Central Armed Police Forces' and in its meetings held on 18th January, 21st May and 26th June, 2018 heard the views of the representatives of MHA and Directors General of various CAPFs, including Assam Rifles, SSB, ITBP and BSF. The Committee decided to give two reports on the subject; one on the Working Conditions in Border Guarding Forces *viz.* Assam Rifles, SSB, ITBP and BSF; and another on the Working Conditions in the remaining forces *viz.* NSG, CRPF and CISF.

3. The Committee, while making its observations/recommendations, has mainly relied upon the following documents:-

- (i) Background Notes furnished by the Ministry for various meetings;
- (ii) Presentations made by Home Secretary, DGs of respective CAPFs and other officials during various meetings of the Committee;
- (iii) Replies received from the Ministry of Home Affairs to the questionnaires on the subject sent by the Secretariat; and
- (iv) Replies to the queries/comments/suggestions of the Members, raised during the Committee's meetings, as furnished by the Ministry of Home Affairs.

4. The Committee considered the draft Report in its sitting held on 25th October, 2018 and adopted the same.

5. For the facility of reference and convenience, observations and recommendations of the Committee have been printed in bold letters in the body of the Report. For further convenience, abbreviations used in the report have been compiled in a table under the Acronyms section.

25th October, 2018
New Delhi
3 Kartika, 1940 (Saka)

P. Chidambaram
Chairman
Department-related Parliamentary
Standing Committee on Home Affairs

ACRONYMS

2 I/C	Second-in-Command
AR	Assam Rifles
AOR	Areas of Responsibility
ARGIS	Assam Rifles Group Insurance Scheme
ACP	Ambush cum Patrol
AMC	Army Medical Corps
APAR	Annual Performance Assessment Report
AWO	Assistant Welfare officer
ARMC	Assam Rifle Medical Corps
ARD	Automatic Rescue Device
ARTC&S	Assam Rifles Training Centre & School
ARBF	Assam Rifle Benevolent Fund
ADG	Additional Director General
ASI	Assistant Sub-Inspector
ANO	Anti Naxal Operations
AC	Assistant Commandant
BSF	Border Security Force
BGFs	Border Guarding Forces
BP	Border Pillar
BADPs	Border Area Development Programmes
BTC	Basic Training Centre
BOO	Build, Own, Operate
BOP	Border Out Posts
BPRD	Bureau of Police Research and Development
CI/CT	Counter-Insurgency/Counter-Terrorism
CAPF	Central Armed Police Force
CMO	Chief Medical Officer
COB	Company Operating Base
CIJW	Counter Insurgency and Jungle Warfare
CPWD	Central Public Works Department
CSMT	Central School of Motor Transport
CPFs	Central Police Forces
CGHS	Central Government Health Scheme
CRPF	Central Reserve Police Force
CPMF	Central Para-Military force
COS	Committee of Secretaries
CPOs	Central Police Organisations
CSD	Canteen Stores Department
CCS	Central Civil Service
CPC	Central Police Canteen
CPMF	Central Para Military Force
CIBMS	Comprehensive Integrated Border Management System
CAPs	Civic Action Programmes
CDO	Chief District Officer
CISF	Central Industrial Security Force

CWO	Central Welfare Officers
CSG	China Study Group
CGEGIS	Central Government Employees Group Insurance Scheme
CT	Constable
CAO	Chief Administrative Officer
CPGRMS	Centralized Public Grievance Redress and Monitoring System
DC	Deputy Commandant
DPCs	Departmental Promotion Committee
DWO	District Welfare Officers
DoPT	Department of Promotion and Training
DFMD	Door Frame Metal Detectors
DSMD	Deep Search Metal Detectors
DIG	Deputy Inspector General
DGAR	Directorate General of Assam Rifles
DSPT	Digital Satellite Phone Terminal
DIPAS	Defence Institute of Physiology and Allied Sciences
DTH	Direct-to-Home
DRDO	Defence Research Development Organisation
DACP	Dynamic Assured Career Program
ECHS	Ex-servicemen Contributory Health Scheme
E-TAS	E-Transfer Application System
ED	Explosive Detective
EHA	Extreme Hard Area
EGoM	Empowered Group of Ministers
ECC &E	Extreme Cold Clothing and Equipment
EPIS	Employee Personnel Information System
ESC	Education & Stress Counsellor
FSSAI	Food Safety and Standards Authority of India
FHQ	Frontier Headquarters
FRP	Fibre Reinforced Plastic
GRF	General Reserve Engineer Force
FDLs	Forward Defense Location
GD	General Duty
GDMO	General Duty Medical Officers
GJSPKK	Golden Jubilee Seema Prahari Kalyan Kawach
GoM	Group of Ministers
GO	Gazetted Officer
GPS	Global Positioning System
HSCL	Hidustan Steelworks Construction Limited
HIV	Human Immunodeficiency Virus
HQ	Head Quarter
HRA	House Rent Allowance
HAPO	High-Altitude Pulmonary Edema
HAG	Higher Administrative Grade

HLEC	High Level Empowered Committee
HAMTS	High Altitude Medical Training School
HR	Human Resources
HHTI	Hand Held Thermal Imager
HC	Head Constable
HA	Hard Area
IGAR	Inspector General Assam Rifles
IEDs	Improvised Explosive Device
IPS	Indian Police Service
IIGs	Indian Insurgent Groups
IMB	Indian-Myanmar Border
IGR	Inspector General of Registration
IIT	Indian Institute of Technology
ICMR	India Council of Medical Research
IT	Information Technology
IFD	Internal Finance Division
IPS	Indian Police Service
IPP	Intranet Prahari Project
IBB	India Bangladesh Border
ITBP	Indo-Tibetan Border Police
JAKLI	Jammu and Kashmir Light Infantry
JEB	Junior Establishment Board
KLP	Key Location Positions
LWE/IS	Left Wing Extremism/Internal Security
LAC	Line of Actual Control
LPTA	Long Platform Truck with All Wheel Drive
LATCs	Light Armoured Troop Carrier
LORROS	Long-Range Reconnaissance and Observation System
LoC	Line of Control
L&O	Law & Order
LPA	Liberalized Pensionary Awards
LDC	Limited Departmental Competitive
LIA	Lead Intelligence Agency
LRPs	Long Range Patrols
LRF	Long range forecasting
MO	Medical Officer
MT	Motor Transport
MHA	Ministry of Home Affairs
MoU	Memorandum of Understanding
MoD	Ministry of Defence
MoF	Ministry of Finance
MSP	Military Service Pay
M&SI	Mountaineering and Skiing Institute
MPVs	Mine Protected Vehicles
MOSB	Medical Officers Selection Board

MPV/LATC	Mine Protected Vehicles/Light Armoured Troop Carriers
MACP	Modified Assured Career Progression
NCR	National Capital Region
NSG	National Security Guard
NSCN-K	Nationalist Socialist Council of Nagaland-Khaplang
NDRF	National Disaster Response Force
NBCC	National Building Construction Corporation
NLJD	Non Linear Junction Detector
NPS	New Pension Scheme
NCC	National Coordination Committee
NABL	National Accreditation Board for Laboratories
NTCD	National Training Centre for Dogs
NGOs	Non Gazetted Officers
NOK	Next of Kin
NVDs	Night Vision Device
OBC	Other Backward Classes
ORs	Other Ranks
OFC	Optical Fiber Cable
PICB	Permanent Integrated Composite Building
PMFs	Para Military Forces
PMSP	Para-military Service Pay
PBOR	Personnel Below Officers' Rank
RTC	Road Transport Corporation
RVC	Remount and Veterinary Corps
RR	Recruitment Rules
RMP	Recruitable Male Population
RDA	Recommended Dietary Allowance
RMA	Ration Money Allowance
RCC	Reinforced Cement Concrete
RCIEDs	Radio-Controlled Improvised Explosive Device
RO	Reverse Osmosis
SC	Scheduled Castes
ST	Scheduled Tribes
SDG	Special Director General
SFF	Special Frontier Force
SSB	Sashastra Seema Bal
SSC	Staff Selection Commission
SOP	Standard Operating Procedure
SEB	Senior Establishment Board
SOs	Subordinate Officers
SI	Sub Inspector
SSG	Special Security Group
SMS	Short Messaging Service
SCME	Special clothing and mountaineering equipments
SMO	Senior Medical Officer

SUVs	Sport Utility Vehicles
SWO	State Welfare Officers
SA	Soft Area
SCME	Special Clothing and Mountaineering Equipments
SoP	Standard Operational Procedure
UPSC	Union Public Service Commission
UAVs	Unmanned aerial vehicles
UVSM	Under Vehicle Search Mirror
VVIP/VIP	Very Very Important Person/Very Important Person
VRS	Voluntary Retirement Scheme
VPN	Virtual Private Network
VIS	Vehicle Information System
VIP	Very Important Person
WAN	Wide Area Network
WARB	Welfare and Rehabilitation Board

CHAPTER - I

INTRODUCTION

1.1 Background

1.1.1 India, like many other countries, is facing a host of unconventional security threats and challenges. Many of the internal security challenges such as terrorism, Left-Wing Extremism (LWE), and insurgency have serious external dimensions. The state police forces alone are unable to tackle these challenges because of the lack of advanced equipments and arms, inadequate training of personnel and the inability of the State Governments to modernize their police forces. This is happening primarily due to the fact that most of the States are facing a financial crunch and are thus unable to give due priority to the modernization of their police forces. Moreover, there is an external dimension to the country's security scenario which limits the role of the state police forces and this necessitates the intervention of the Central Government. These challenges are primarily a matter of internal security, but because of their external dimensions the role of the Central Armed Police Forces (CAPFs) comes to the fore.

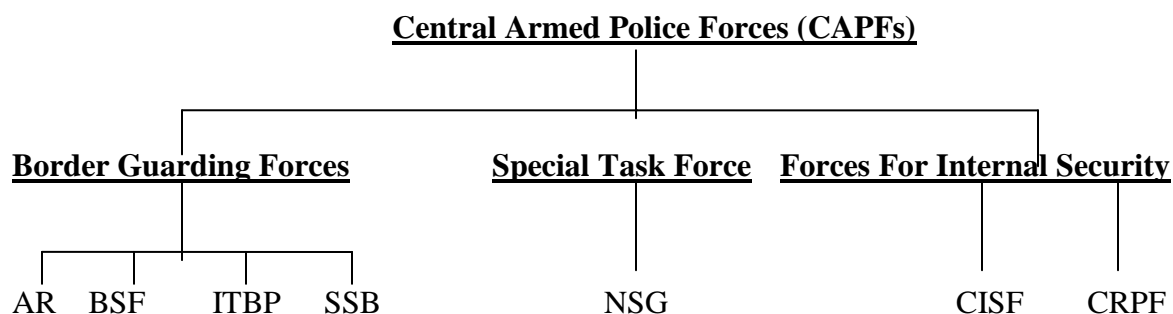
1.1.2 India has seven Central-level Armed Police Forces under the Ministry of Home Affairs (MHA) that constitute the CAPFs. These Forces were raised and declared as the Armed Forces of the Union through different Acts of Parliament.

1.2 Working Conditions in CAPFs

1.2.1 The MHA through its background note and in the various meetings held to discuss the working conditions of the CAPFs, apprised the Committee on several structural and functional issues pertaining to various aspects that have a direct impact on the working conditions in CAPFs. These aspects are mostly relating to deployment in difficult geographical and climatic conditions, personnel management, pay and pension, stagnation and attrition across various ranks, the structural and psychological disconnect across the ranks, training and capacity building, inadequate infrastructure, lack of basic amenities and medical facilities, grievance redressal mechanism, coordination between the state police forces and CAPFs, and the procurement of arms, ammunitions and combat-ready equipments.

1.2.2 Thus, the Committee decided to examine these and other related issues affecting the working conditions in the CAPFs. To streamline the examination of this subject, the Committee decided to submit two reports on this subject. In this report, issues pertaining to the working conditions in the four border guarding forces have been covered.

1.2.3 Out of these seven CAPFs, four CAPFs namely Assam Rifles (AR), Border Security Force (BSF), Indo-Tibetan Border Police (ITBP) and Sashastra Seema Bal (SSB) are the 'Border Guarding Forces (BGFs)'. This report is about these four BGFs.



1.2.4 The AR are deployed in the North Eastern region to tackle insurgency and guard the India-Myanmar border; the BSF is deployed on the India-Bangladesh and India-Pakistan borders; the ITBP is deployed on the India-China border; and the SSB is deployed on the India-Nepal and India-Bhutan borders.

1.3 Assam Rifles (AR)

1.3.1 The AR has a sanctioned strength of 66,412 personnel split into 46 battalions. The AR has been deployed in the North-Eastern States in a counter-insurgency role and also guards the India-Myanmar border, which is spread over a length of 1,631 kms.

1.4 Border Security Force (BSF)

1.4.1 The BSF has a sanctioned strength of 2,43,161 personnel. The BSF is spread along 6,386.36 kms of the international borders along Pakistan and Bangladesh. It is also deployed on the Line of Control (LoC) in J&K under the operational control of the Army. In the last few years the BSF, in addition to its regular duties, has been deployed for counter insurgency and internal security duties.

1.5 Indo-Tibetan Border Police (ITBP)

1.5.1 ITBP guards 3,488 kms of the Indo-China border and has a sanctioned strength of 89,433 personnel and 60 battalions. It has been deployed primarily to safeguard the security of the Indo-China border, to promote a sense of security among the people living in the border areas, and to prevent trans-border crimes, smuggling and unauthorized entry into or from the territory of India.

1.6 Sashastra Seema Bal (SSB)

1.6.1 Following the Kargil intrusion and on the recommendations given by a Group of Ministers on 19th June 2001, the Special Service Bureau was mandated to guard 1751 kms of the India-Nepal border. The Special Service Bureau was re-christened as the Sashastra Seema Bal and designated as a border guarding force. Later, in March 2004, the SSB was further mandated to guard the 699 kms long India-Bhutan border. The SSB has also been declared as the Lead Intelligence Agency (LIA)

along the India-Nepal and India-Bhutan borders. Currently it has a sanctioned strength of 97,014 personnel and has 73 battalions.

CHAPTER-II

ASSAM RIFLES (AR)

2.1 Historical Background

2.1.1 The AR is the oldest paramilitary force in India. It was raised as the 'Cachar Levy' in 1835 to guard the alluvial plains of Assam. The Force was designated by different names from time to time and was given the name 'The Assam Rifles' in 1917.

2.2 Genesis of Deployment

2.2.1 After India gained its independence, the AR was placed under the command of the Ministry of External Affairs as part of the North Eastern Frontier Agency. The grave threat posed by the insurgency in the North Eastern States necessitated the expansion of the AR. The force was once again engaged in a combat role in 1959 when the Chinese annexed Tibet. The Force was placed under the administrative control of the MHA while the operational control remained with the Army.

2.2.2 The Committee has been given to understand that the terrain along the Indian-Myanmar border is mountainous, rugged, underdeveloped and covered with dense jungles. The weather is inclement for over eight months in a year with nullahs and rivulets in full spate during the monsoons. Surface communication and road infrastructure are very poor. The terrain necessitates the deployment of BGFs along India-Myanmar border on a pattern similar to the operational deployment pattern adopted along LoC with Pakistan in Jammu & Kashmir and along the Line of Actual Control (LAC) with China.

2.2.3 The MHA pointed out that as the security situation in the States along the India-Myanmar border is fragile, the security forces are deployed for Counter-Insurgency/Counter-Terrorism (CI/CT) operations as and when the exigency arises. There are a number of camps of the Indian Insurgent Groups (IIGs) on both sides of the border with Myanmar. The modus operandi of the IIGs is to infiltrate from the camps across the border, strike against the Security Forces along the India-Myanmar border as well as in the hinterlands and thereafter exfiltrate to the safe havens across the border. Moreover, given that the option of fencing the India-Myanmar border being implausible, the deployment cannot be along similar lines as the one existing along the Gujarat/Rajasthan/Punjab border. The deployment has to be operational, seamless and grid-based, incorporating areas along the India-Myanmar border as well as in the hinterlands.

2.2.4 Due to mountainous, rugged and underdeveloped terrain, no fence exists. As the population along the India-Myanmar border has similar ethnicity, there exists a 'Free Movement Regime' that permits movement upto 16 kms on either side of the India-Myanmar border. The population also has a soft corner for IIGs due to their shared ethnicity. Due to the threat of IIGs on the movement of troops and stores which can be from behind as well as the front, there is a requirement of

deployment in a grid pattern to secure the lines of communication. The task of border guarding is further complicated due to the lack of special powers being given to the AR.

2.3 Organizational Structure, Administrative Issues, and Dual Control System

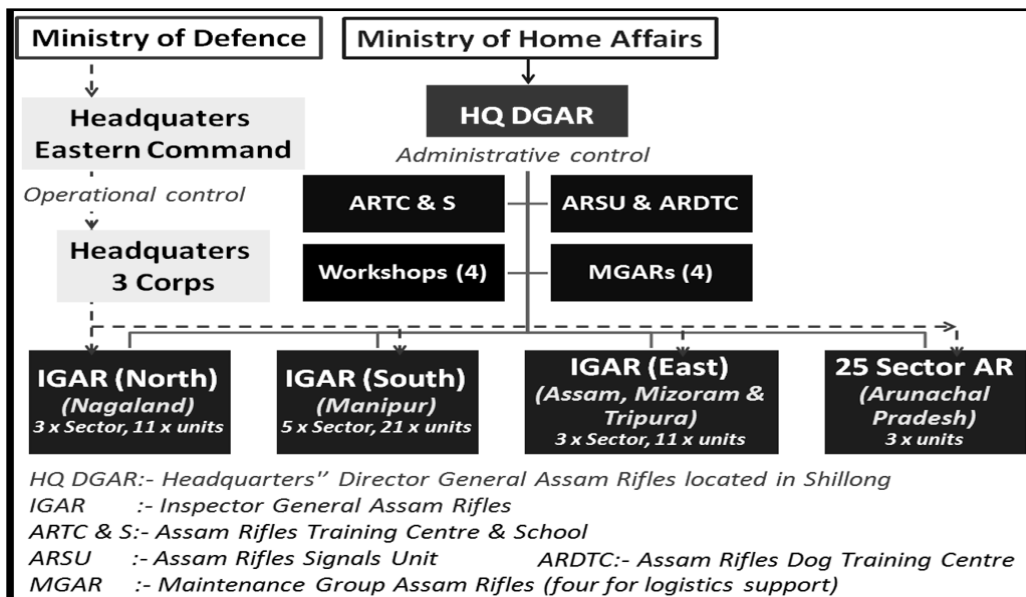
2.3.1 At present, the AR works under the operational control of the Ministry of Defence (Indian Army) and the administrative control of the MHA. Almost 80 percent of the officers in the AR are on deputation from the Indian Army.

2.3.2 Regarding the organizational structure, the Committee was apprised that the Force is commanded by an officer of the rank of Lieutenant General of the Army. The Headquarters of the Force, known as HQ Directorate General of Assam Rifles (DGAR), is located at Shillong. The AR area region-specific force with their operational role in the North East and therefore the HQ, DGAR is also located in the North East, unlike the headquarters of other CAPFs that are located in Delhi. The HQ Inspector General Assam Rifles (IGAR) is next in the chain of command after HQ DGAR. HQ IGAR is commanded by an officer of the rank of Major General from the Army and exercises command and control over the Sector HQs.

2.3.3 The Sector Headquarters are commanded by officers of the rank of Brigadier from the Indian Army. The Sector Headquarters exercises direct command and control over the AR battalions deployed in their respective Areas of Responsibility (AOR). A graphical representation depicting the organizational structure of the AR is given below:



2.3.4 The AR are under the operational control of the Army. This is exercised through the Inspector General (IGARs) and Sector HQs that are operationally placed under the Headquarters of the Eastern Command of the Indian Army. The command and control of the Force, in all matters other than the operational ones, vests with the DGAR.



2.4 Recruitment, Promotional Avenues and Stagnation

2.4.1 In the background note of the MHA it has been stated that the AR began conducting their own recruitment drives with effect from the year 1982. After 1985, recruitment drives were carried out on an all-India basis.

2.4.2 As per the current scheme for recruitment in Central Paramilitary Forces, 60 per cent of the vacancies are allotted to the States/Union Territories on the basis of 'Recruitable Male Population' (RMP) while 20 per cent of the vacancies in the BGFs are allotted to the border districts, which fall within the responsibility of the Force and 20 per cent of vacancies in BGFs are allotted to the areas that are affected by militancy and Naxalism. Reservations for the persons belonging to the Scheduled Castes (SC), the Scheduled Tribes (ST), the Other Backward Classes (OBC), ex-servicemen and other reserved categories are in accordance with the instructions issued by the Government of India from time to time.

2.4.3 The MHA, in its background note on the subject, also informed the Committee that it has ensured that all the personnel get their promotion on time and the personnel, who are superseded due to lack of qualifications, are motivated to acquire the requisite qualification for further promotion. However, there is a challenge of stagnation at the entry level of Rifleman (General Duty). In an effort to offset this challenge, the Ministry approved the upgradation of the post of Constable (Rifleman) as Head Constable (Havildar) in each Section, thereby reducing residential service from 22-23 years to approximately 17 years. The Ministry submitted the details pertaining to the authorized strength, posted strength (as on 31stDecember 2017) and residential service required at various ranks as follows:

Rank	Feeder (Authorized Strength)	Posted Strength	Length of Service	
DG/Lieutenant General	01	01	-	
SDG	-	-	-	
ADG/Major General	01	01	-	
IG/Major General	03	03	-	
DIG/Brigadier	22 (Include 20 Brig of Indian Army and 02 DIG (Med Cadre of CAPF))	21 (Include 19 Brig of Indian Army and 02 DIG (Medical Cadre of CAPF)).	-	
Commandant/ Colonel/ CMO(NFSG)	92 (Include 74 Col of Indian Army and 18 Commandant of Assam Rifles)	176 (MO to CMO)	129 (Include 76 Col of Indian Army, 18 Commandants of Assam Rifles Cadre, 35 (CMO) NFSG of Assam Rifles Medical Cadre)	15 Years Commissioned Service
2IC/ Lieutenant Colonel/ CMO	86 (Include 40 Lt Col of Indian Army and 46 2IC of Assam Rifles)		193 (Include 123 Lieutenant Colonel of Indian Army, 46 2IC of Assam Rifles Cadre, 23 CMO of Assam Rifles Medical Cadre and 01 on deputation to ARGIS)	11 Years Commissioned Service
Deputy Commandant/ Major/SMO	514 (Include 382 Major of Indian Army, 80 Deputy Commandant and 52 Major of AMC.)	363 [Include 254 Major of Indian Army, 77 Deputy Commandant of Assam Rifles Cadre, 30 (Senior Medical Officer) of Assam Rifles Medical Cadre and 02 on deputation with NSG]	6 Years Commissioned Service	
Assistant Commandant/ Captain/ MO	370 (Include 292 Capt of Indian Army, 75 Asst Commandant of Assam Rifles and 03 Capt of AMC)	396 (Include 314 Captain of Indian Army, 52 Assistant Commandant of Assam Rifles Cadre, 27 (Medical Officer) of Assam Rifles Medical Cadre and 03 on deputation with NSG)	Minimum 13 Years of Service as Other Rank	
Other ranks	01*		*01 x Civil VO	
Subedar Major and equivalent	By promotion	200	30-35	
Subedar and equivalent	By promotion	1180	25-30	
Naib Subedar and equivalent	By direct recruitment / Promotion/ Deputation	2821	18-25	
Warrant Officer and equivalent	By Direct recruitment/ Promotion	3539	15-25	

Havildar and equivalent	By direct recruitment/	15312	-
	By promotion		8-19
Rifleman and equivalent	By direct recruitment	39640	-

2.4.4 The Ministry also submitted the rank-wise details of stagnation at various ranks as follows:

S.No.	Rank	Residential Service	Remarks
(i)	Rifleman to Havildar	17-18 years	Average residual service based on various trade/category.
(ii)	Havildar to Warrant Officer	6 - 8 years	
(iii)	Warrant Officer to Naib Subedar	8 - 10 years	
(iv)	Naib Subedar to Subedar	4 - 5 years	

2.4.5 The Committee was also informed that personnel belonging to the Other Ranks (ORs) can avail of promotion upto the rank of Subedar Major as per the hierarchy of the particular trade/category. However, some isolated trades also exist in the Force, where there are no promotional avenues beyond Rifleman. Promotional avenues to become Group-A Officer (Assistant Commandant) is also available for ORs after completion of 13 years of service and fulfillment of eligibility criteria.

2.4.6 The Ministry also informed the Committee that the personnel, who do not get promoted due to the pyramidal structure of the force, are entitled to 1st, 2nd and 3rd Modified Assured Career Progression at intervals of 10, 20 and 30 years of service which came into effect from 1st September, 2008. These are granted to personnel of the AR as and when they fulfill the qualitative requirement.

2.4.7 The DGAR, in his oral submissions before the Committee, explained that every constable gets his first promotion as Havildar after 18 years of service. After that there is a provision of 1/3 vacancies, which means out of 100 Havildars, 33 will get the promotion of warrant officers and of that 33 per cent will get the promotion of Naib Subedar, and again 33 per cent thereof will get the promotion of Subedar and 1/5 of that i.e. 20 per cent will become Subedar Major. This leads to a situation where 66 per cent of the constables retire as Havildars.

2.4.8 The Committee notes that the AR holds direct recruitment for inducting personnel at four different ranks viz. Naib Subedar, Warrant Officer, Havildar, and Rifleman. When the Committee enquired about the reasons for this the MHA informed that the recruitment is done as per the Recruitment Rules (RR) duly approved by the Department of Personnel and Training. The RR are in consonance with the government policies and related equivalence of rank amongst various CAPFs and the AR. Based on the charter of responsibility and further mandatory qualifications, the recruitment is carried out at various entry levels. The Ministry further stated that status quo be maintained, as of now, in view of the fact that the Force Cadre review is under consideration and any changes will be initiated subsequent thereto.

2.4.9 The Committee takes note of the stagnation at the ranks of Rifleman, Havildar and Warrant Officer and feels that requisite measures need be taken to increase the number of posts in the ranks of Warrant Officers, Subedar and Subedar Major to enhance the promotional avenues and reduce the time period for getting first promotion to the rank of Havildar.

2.4.10 The Committee is of the view that the reply furnished by the Ministry is not sufficient justification for not reducing the levels of direct recruitment. The Committee feels that conducting direct recruitment at four levels *viz.* Naib Subedar, Warrant Officer, Havildar, and Rifleman can justifiably be reduced to two levels to increase the promotional avenues. The Committee is aware that direct recruitment for General Duty posts in most of the other CAPFs takes place at three ranks *viz.* Constable, Sub-Inspector and Assistant Commandant. The Committee is also aware that there is at least one intermediate rank in between two levels of direct recruitment. The Committee thus feels that the scheme of direct recruitment at all four of the lowermost ranks in the AR is not justified. The Committee, therefore, recommends that suitable structural changes must be brought about in the recruitment mechanism of the AR to conduct direct recruitment only at three stages *viz.* Rifleman, Warrant Officer, and Subedar. The Committee strongly recommends that conducting direct recruitment at any two ranks that are consecutive in the hierarchy may be avoided as this gives rise to stagnation and depressed promotional avenues for its personnel.

2.4.11 The Committee also observes an anomalous situation at the rank of Subedar-Major, where there are only 200 posts as compared to the 370 posts in the rank of Captain/Assistant Commandant above it and 1180 posts in the rank of Subedar below it. This defies the pyramidal structure of the force. The Committee fails to understand the reasons for this anomaly and feels that such an anomaly would restrict the promotional avenues of the lower ranks substantially. The Committee, therefore, recommends that the number of posts in the rank of Subedar-Major should be enhanced adequately.

2.4.12 The number of officers belonging to the AR cadre or other CAPFs is 316 as against 791 officers belonging to the Indian Army. The Committee also sought to know whether this ratio is optimal or skewed. The Ministry, in its reply, submitted that the ratio of Army & AR Cadre Officers is 80:20 as per the MHA letter No I.45028/11/95-Pers.II dated 8thFeb 1996. The present state is as under:

S/No	Category	Authorized Strength	Posted
(a)	Army Officers	812	754
(b)	AR Cadre Officers	219	192
(c)	AMC, ARMC, ARD & RVC etc.	235	177

2.4.13 The Ministry also informed that a restructuring has been proposed in the cadre review proposal of the Force which, if approved, will result in the change of ratio to 65.74: 33.76.

2.4.14 The Committee feels that at 80:20, the ratio of officers belonging to the Indian Army and the officers belonging to the Assam Rifles cadre is heavily skewed against AR Cadre officers. The Committee takes note of the proposal to rationalise this ratio by bringing it down to 65.74: 33.76. The Committee is of the view that the proposed measure of rationalizing the ratio is necessary to maintain a balance in the composition of the Force at the officer ranks. The Committee, therefore, strongly recommends that this proposal to enhance the strength AR Cadre officers should be considered at the earliest to strike a balance between the officers of the Indian Army and the Assam Rifles Cadre.

2.4.15 The Committee also takes note of the submission of the MHA that the Cadre review for the Assam Rifles is presently under consideration. The Committee recommends that the recommendations made by this Committee in this regard may be brought to the notice of the Cadre Review Committee so that it may be considered while finalizing its recommendation.

2.5 Working Hours

2.5.1 The Ministry informed the Committee that due to the deployment in a counter-insurgency environment, fixed working hours are not feasible in the AR. However, there is a schedule of working hours and a mechanism that is undertaken by the Force to ensure adequate rest and recoupment for the personnel. At the Sector/IG/DG headquarters, the working hours are fixed as per MHA Guidelines. HQ DGAR works for five days a week from 0900 hr to 1730 hr. The routine of working at IG and Sector HQ is six days a week from 0800 hr to 1330 hr. However, being operationally active (24x7), the working hours vary depending on existing operational situation. In the battalions/Minor Units, normally a set unit routine (with minor variations) is followed as under:

- (a) 0600hr- 0645 hr : Morning Physical Training.
- (b) 0800hr – 1330 hr : Training/Maintenance and Office Work.
- (c) 1330 hr – 1600 hr : Lunch and Rest.
- (d) 1600 hr - 1700 hr : Evening Parade/Games.
- (e) 1900 hr - 2000 hr : Evening Roll Call.
- (f) Night Training Parade once a week.

2.5.2 However, the units deployed in operations might not be able to adhere to the set timings depending on the situation on ground. Long Range Patrols (LRPs) of 5-6 days and Border Pillar (BP) verification patrols of 2-3 days are also periodically sent by units. Personnel involved in such operations are compensated by being given adequate time off for rest and recoupment on the termination of operations.

2.5.3 The Committee takes note of the submission of the Ministry of Home Affairs regarding the stern working hours of the Assam Rifles personnel and feels that the jawans may require adequate rest after long range patrols and Border Pillar (BP) verification patrols that are usually conducted in tough geographical and climatic conditions. The Committee, while taking note of the Ministry's submission that such operations are compensated for by giving adequate time off, is of the view that the time-off given after such patrols must be sufficient and without any exception. The Committee recommends that the MHA may constantly review the actual situation on the ground and that the stipulated rest time is available to all personnel without exception.

2.6 Basic amenities - Food

2.6.1 The Committee was informed that the Force has the concept of providing nutritious meal to every personnel deployed even in the most remote locations. Nutritious and good quality dry and fresh ration is requisitioned and provided with complete user satisfaction. To ensure adequate stocking and proper storage of food items during the long monsoon period in the North-Eastern region, contracts for delivery of fresh ration at unit location are given on a yearly basis. Fresh ration is issued to the units directly by the contractors based on the requirement and demand of the user units. Twenty four days of tinned rations (vegetable tinned, fruit tinned, meat tinned and fish tinned) are also held with units for consumption in case of break in supply of fresh ration. Additionally, dry ration for 105 days is stocked with the units before the start of the monsoon season every year.

2.6.2 The Committee was informed in the meeting held on 18th January, 2018 that the quality checks are being conducted on a daily basis and officers eat with jawans every day and there had never been a complaint regarding food in the AR. The only time that the Force has had a problem is during the six-month monsoon period. Though it is tried that all stocking be done at the post, during the monsoon lock-in period the jawans might have to rely on tinned ration.

2.6.3 The Committee is apprehensive that consuming the tinned food for extremely long monsoon period of upto six months may have adverse impact on the health of the personnel. The Committee feels that to alleviate the problem of shortage of fresh food, the option of constructing cold storage facilities must be explored. These facilities could be of optimal size taking note of the number of personnel deployed in the area. The Committee, therefore, recommends that the Ministry of Home Affairs may devise a plan to make available optimal sized cold storage facilities at the posts that remain cutoff during the monsoon and are unable to stock enough ration to meet the requirements. The Committee hopes that such an arrangement would prove beneficial for providing nutritious food.

2.7 Basic amenities–Drinking Water

2.7.1 The Committee was informed in the meeting that since the AR are posted in the North-Eastern region they do not have a problem of water, as it is found in abundance. However, clean

drinking water is a continuous challenge in the region. The Force has ensured provision of clean drinking water by way of providing RO water purifier. Water supply schemes for Company Operating Bases (COBs) are also being augmented.

2.7.2 The Committee was also informed that the Force was also trying to buy bottles with some kind of purification-capability so that the soldiers have the access to clean drinking water, when they are operating on foot and patrolling.

2.7.3 The Committee takes note of the Ministry's submission that providing clean drinking water to all the personnel in the entire North-East is a challenge. The Committee is of the considered view that providing clean and purified drinking water to every single personnel must be the top priority of the Assam Rifles Establishment. Moreover, ensuring a continuous supply of water at all the company-operating bases that presently is sourced from natural sources is also a challenge that needs to be addressed at the earliest. The Committee, therefore, recommends that every effort must be made to ensure provision of purified drinking water to all the personnel and establishing a functional water supply system at all the Company Operating Bases (COBs). The Committee also recommends that the COBs may be asked to tap the abundant rainfall by harvesting the rainwater and storing it in sufficient quantities for its utilization at the time of need.

2.8 Medical facilities

2.8.1 The Committee was apprised that the present medical set up in the force comprises of a 30-bedded hospital at the battalion level with adequate medical staff. The military hospital facility is authorized to Force personnel as they are operationally under the Army. Speedy air evacuation is resorted to on need basis. Adequate specialist medical care for the Assam Rifles personnel and their dependents is available in the Area of Responsibility of the Force. Apart from this, at present there are seven Central Government Health Scheme (CGHS)empanelled hospitals available in the entire North East Region.

2.8.2 The Committee observes that all the CGHS-empanelled hospitals in the North-East are located only at Guwahati. The Committee feels that this restricted coverage of medical care for the Assam Rifles personnel may have adverse consequences on their health. The Committee recommends that the Government should increase its efforts to expand the coverage of medical facilities by empanelling more hospitals in the capital city of North-East States. The Committee further recommends that the Assam Rifles should further strengthen the existing medical division so as to provide immediate medical attention to the injured personnel at the site itself as the area being covered mostly with dense forest and inaccessible by road.

2.9 Housing and Accommodation

2.9.1 The Ministry in its background note informed the Committee that as the Assam Rifles is a North-East centric Force, which is forever in operations, adequate infrastructure has been catered down till the Company Operating Bases to include pre-fabricated shelters at far flung locations of deployment. With limited opportunities for deputation, a majority of Assam Rifles personnel maintain their families at their home town or at battalion/Sector/IGAR Headquarters locations, most of which are in the remote localities, however, adequate family accommodation has been created and is being fully subscribed.

2.9.2 The Committee was informed that the Assam Rifles has a peculiar problem regarding housing due to the fact that the entire Force is based in the North East. The housing earlier used to be based on the posts where the soldiers were serving. This was causing a vulnerability problem because keeping the families at the posts made them vulnerable to the insurgent attacks. So, now the housing has been shifted to certain secure areas. Five to six places have been earmarked where the Assam Rifles is planning to build houses for the soldiers. These housing complexes will also have schools, security, hospitals etc. All these places are on important communication centers where the force has pre-existing land. Over the next five years, the housing situation in the Assam Rifles will improve.

2.9.3 The Ministry also informed the Committee that there are four stages of accommodation in the Assam Rifles:

- (i) The first point of accommodation is the company-operating base on the India-Myanmar border. There are no roads on the India-Myanmar border. So, this is the first stage. Earlier, this accommodation used to be self-help. That self-help has been changed now to pre-fabricated structures and, in some places, concrete buildings. So, accommodation for unmarried soldiers is 100 per cent, whether it is self-help, pre-fabricated or concrete.
- (ii) The next stage is where the unit headquarters is situated. Here, the Force had tried to provide family accommodation in the past. But, since the units operate in places where counter insurgency is going on, 90 per cent of families do not go there. Families do not go there also due to a constant danger of Improvised Explosive Device (IEDs) and the absence of schools. Here, the men have 100 per cent accommodation but the family accommodation has been removed and the Force has identified six or seven places where they intend to have buildings so that these families can be accommodated there.
- (iii) The third stage of accommodation is at the sector headquarters. Every sector has a concrete building and efforts are being made to build a hospital. In the Army it is called 'Key Location Plan' where the army has been able to construct sector head quarter. However, at some of the places, like Jwalamukhi, which is on the national highway between Kohima and Imphal, almost 250 houses lie vacant as the families that stayed there no longer trust the security situation because of the abrogation of ceasefire by the NSCN-K group. Other than this, all the sector headquarters are connected by road and have concrete buildings/pre-fabricated structure. The condition of the accommodation is fairly satisfactory.

- (iv) The next stage of accommodation is at the force headquarters level. IGR (South) in Imphal and IGR (North) in Kohima have an excellent accommodation. Accommodation is being built at IGR (East) at Shrikona in Silchar because this is a new Force and was created only five years ago. Shillong has a well set cantonment and there are almost 650 houses.

2.9.4 The Chairman of the Committee pointed out that the Assam Rifles have an advantage to built rapidly which other Forces do not have, as the entire force is in the North-East only whereas the other Forces such as BSF, CRPF keep moving. The force headquarters, sector headquarters and the (KLPs) the DG, Assam Rifles while agreeing to the suggestion stated that as and when the insurgency moves from one place to the second place, the second point becomes vulnerable as well. When it makes the second place vulnerable, whatever accommodation may have been built at that place, which was earlier secure, becomes insecure.

2.9.5 The Committee also sought the data regarding the housing satisfaction level in the Assam Rifles. The Ministry submitted the following details:

Sanctioned strength of the force	Total No of dwelling units authorized	Total No of dwelling units available	Shortfall of dwelling units	% of satisfaction against authorized dwelling units	No of dwelling units under construction of current projects	Satisfaction level after completion of current construction projects	% of satisfaction of dwelling units available against sanctioned strength	% of satisfaction level after completion of current construction projects against sanctioned strength
66412	25480	12790	12690	50.19	1908	57.68	19.25	22.13

2.9.6 The Committee was also informed that in 2013, the Government had approved construction of 1467 houses for Assam Rifles out of which 970 have been constructed while 497 are under construction. Further, a proposal for construction of 384 houses till 2020 is under consideration of the Ministry.

2.9.7 The Committee takes note of the fact that the construction of 497 houses out of the approved 1467 is still pending even after five years. The Committee also understands the constraints in the North Eastern region that can delay the construction process. Nonetheless, the Committee feels that the period of five years is more than sufficient for completing the construction of all the approved houses. The Committee, therefore, recommends that the construction of the remaining houses must be expedited and completed within a year.

2.9.8 The Committee also takes note of the proposal of construction of 384 additional houses by 2020 that is still under the consideration of the Ministry of Home Affairs. The Committee feels that the project needs to be expedited if it has to be completed by its stipulated deadline. The Committee, therefore, recommends that an early decision may be taken to grant approval

to this proposal within the next three months and the construction may be started at the earliest during this calendar year itself.

2.9.9 The Committee also exhorts the AR to explore the possibility of monetizing its existing land so that their dependence on Home Ministry for funds to build houses may be reduced.

2.10 Grievance Redressal

2.10.1 The Committee was informed that grievances are received in writing from the pensioners or through VVIP/VIP, MHA, Centralized Public Grievance Redress and Monitoring System and RTI. The Ministry assured that the action on redressal of grievances is ensured on a priority basis. A tab has been added on Assam Rifles web site to provide a Grievance Portal to the personnel for uploading their grievances. Development of an Assam Rifles Grievance Application is presently under way.

2.10.2 The Committee feels that being in the Armed Forces, its personnel desist from expressing their grievances. The Committee feels that an option to submit their grievances anonymously via application or website must be provided to encourage them to express their grievances of general nature. This would enable the commanding officers to get an honest feedback and allow the personnel to raise their grievances without any fear of punitive action.

2.10.3 The Committee also feels that in order to ensure only genuine grievances are raised and addressed adequately, a system must be evolved so that the identity of personnel are not known to their commanding officers. To ensure this, the Committee recommends that for every battalion, a welfare officer may be designated, from amongst the officers of the rank of 2IC or Commandant, belonging to any other battalion in the same sector, to receive the grievances of personnel of that battalion. The Committee also recommends that every Welfare Officer may be instructed to forward a report on grievances directly to the Sector Headquarters, on a weekly basis, to ensure that the grievances are addressed expeditiously at the Sector Headquarters level.

2.11 Training Issues

2.11.1 The Ministry, in its background note on the subject, informed the Committee that all battalions of the AR are trained for both border guarding as well as counter-insurgency operations and are rotated every 3-5 years.

2.11.2 The Ministry informed the Committee that following specialized trainings are provided to the personnel:

- (i) Engineers: Engineers being a specialized trade, adequate emphasis is given on Combat Engineer Training on Improvised Explosive Devices (IED's) 'booby traps'. Training infrastructure like IED trails, IED nursery and IED museum have been created at Assam

Rifles Training Centre & School (ARTC&S) to train the troops IED. Also, refresher training capsule is conducted twice in a year for Army JEs posted to Assam Rifles and Assam Rifles JEs posted to higher headquarter and formations to acquaint them with the various procedures involved in projects to include planning, building siting, design and drawing, store management, power supply, demolition, maintenance, documentation, funds and accounting etc.

(ii) Signals: Assam Rifles has witnessed a quantum leap in the field of Communications and IT over the past two years with the installation and deployment of various advanced technological signal equipment in the Force.

(iii) Electronic and Mechanical Engineering: The Force has been provided with a plethora of 'state of the art' equipment to enhance operational, training and administrative efficiency. Training is organized with a view to update knowledge and acquaintance with the latest technology in vehicles and equipment that are being introduced in to the Force.

(iv) Medical: Since the Assam Rifles is deployed in remote areas, most of the locations are without major medical facilities. It is thus important to have well trained medical staff deployed along with these units. The training is imparted to the medical staff to keep them abreast with all the relevant contemporary medical aspects and developments in medical sciences. Limited availability of trained medical staff merits training general duty soldiers on medical issues for making them capable of administering first aid and management of casualties in operation.

(v) Legal: Training in law is conducted by the Law Branch for Subordinate Officers / Under Officer Clerks to ensure their smooth functioning under the Assam Rifles Act, 2006, as legal issues are not only sensitive in nature but also have serious implications if not handled promptly and skillfully.

(vi) Sports: Assam Rifles teams & individuals excel in all the sports events they participate in, including at national & international levels. Behind this success are dedicated efforts in imparting modern, focused & systematic training to the sports teams.

(vii) Adventure Activities: The Assam Rifles promotes adventure activities and encourages troops to participate in the same. In pursuit of excellence in adventure activities, the Assam Rifles has established Aero Node and Aqua Node to provide State of the Art training to the teams & individuals that are now competing in various adventure competitions.

2.11.3 The Committee is of the considered view that with the fast-paced advancements in technology, the induction of advanced weapons, equipment and vehicles, has become inevitable. Specialized training of personnel in various streams has a force multiplier effect. The Committee, therefore, recommends that the AR besides imparting training continuously

should also conduct a periodic review of the training modules and redesign them to suit the changed circumstances to ensure that its force is kept abreast with the advanced technologies and equipment.

2.11.4 DG, AR in his oral submissions before the Committee on 18th June, 2018 stated that AR has three excellent training centers in North East. AR has the ability to train upto 10,000 soldiers. Soldiers from other CAPFs and state police are trained there. Every fourth year, every company goes through a full training cycle and upto 69 companies are trained in a year. As a result of these training number of casualty during combat has reduced considerably. Capability of the force has enhanced to deal with IEDs, ambushes and other situations.

2.12 Attrition

2.12.1 The Ministry of Home Affairs, in its background note on the subject, gave the details of personnel who have taken voluntary retirement during the last three years. These details are given below:

Group	2015	2016	2017
Senior Officers	09	11	34
Other Ranks	85	146	591

2.12.2 The Ministry informed the Committee that the high rate of attrition in the Force is due to a number of reasons such as high level of stress and strain due to continuous deployment in counter-insurgency environment, separation from family, associated issues/problems linked to increased number of nuclear family structure, maintaining higher living standards, managing multiple households, children education, and related lifestyle diseases, etc.

2.12.3 The Committee observes the excessively high number of voluntary retirements in Assam Rifles during the past two years. Although the implementation of the Seventh Central Pay Commission could have been a reason for this unusually high number of voluntary retirements, the other factors that result in a high level of stress and strain may also cause the high level of attrition. The Committee feels that such a high level of attrition may indicate dissatisfaction with the working conditions in the Assam Rifles. The Committee, therefore, recommends that urgent measures may be taken to improve the working conditions significantly to motivate the personnel to stay, even when they are eligible for taking voluntary retirement, and thus stem this trend of attrition.

2.13 Deputation Opportunities

2.13.1 Assam Rifles is North East Centric Force and personnel are posted to North East region during their entire service. Thus, there is a necessity of providing adequate opportunity to Force

personnel to serve on deputation outside North East to ensure that the individuals can cater to challenges like medical, education of children and personnel exigencies. The Committee was informed that at present only 1.36 per cent of eligible Assam Rifles personnel are on deputation. However, deputation vacancies are utilized as and when extended by other forces/organisations.

2.13.2 The Committee is concerned to observe the lack of sufficient opportunities for the Assam Rifles personnel to go on deputation and feels that this may have adversely affected the ability to address issues relating to their personal lives. The Committee feels that the dual control regime is one of the reasons due to which the Assam Rifles personnel have very few deputation opportunities as they are unable to go on deputation either to the Armed Forces or to the Central Armed Police Forces. The Committee is of the view that the MHA should engage the Ministry of Defence to increase the deputation opportunities for AR personnel and also explore the opportunities to increase deputation of AR personnel to the CAPFs.

2.14 Road connectivity and Mobility

2.14.1 Movement of troops are being carried out in light & heavy vehicles, wherever roads are available, but only after a Road Opening Party has been laid. However, in the remote and forest areas, the movement is on foot. In areas where there is threat of IEDs, movement is in Mine Protected Vehicles- Light Armoured Troop Carriers (MPV/LATC). On an average, a soldier along with his battle loads & weapon travels around 8-10 kms on foot every day to carry out various operational and administrative tasks like patrolling, area domination patrols, ambush, etc.

2.14.2 The Committee was informed that to provide connectivity to the remote Company Operating Bases (COBs) a proposal to construct 4310.44 kms of roads. Consolidated cost estimates amounting to Rs. 9490.20 crore received from Assam Rifles was under examination in the Ministry.

2.14.3 The Committee is aware that several Company Operating Bases (COBs) are located in remote areas due to which the Assam Rifles personnel have to suffer various hardships. Thus, it is essential to connect every single COB with all-weather roads to improve the working conditions of the personnel. The Committee takes note of the plan to provide connectivity by constructing 4310.44 kms of roads at an estimated cost of Rs. 9490.20 Crore. The Committee recommends that this plan should be examined expeditiously and a decision on its implementation may be taken at the earliest. The Committee also recommends that the roads that are planned to be constructed must be all-weather roads that are able to withstand the harsh geographical and climatic conditions of the North Eastern region.

2.15 Casualties in Assam Rifles

2.15.1 The Committee sought to know the total rank-wise number of on-duty casualties suffered by the Assam Rifles. The Ministry provided the details as under:

S.No.	Year of Death	No. of Deaths	Age wise details	Reason for Cardiac deaths.
(a)	2015	36	20 to 30 yrs - Nil 31 to 40 yrs - 12 41 to 50 yrs - 20 50 to 60 yrs - 04	Personnel serve in Assam Rifles upto the age of 60 years. The majority of deaths have occurred of personnel above age of 40 years which is in line with the trend in the general population. Moreover, there has been a decline in the number of death due to cardiac causes, post 2015.
(b)	2016	08	20 to 30 yrs - Nil 31 to 40 yrs - 02 41 to 50 yrs - 05 50 to 60 yrs - 01	
(c)	2017	12	20 to 30 yrs - 01 31 to 40 yrs - Nil 41 to 50 yrs - 05 50 to 60 yrs - 06	

2.15.2 The Committee was informed that 164 soldiers in the Assam Rifles died of unnatural causes. Approximately 50 per cent of these died due to heart, liver and HIV related issues. There were approximately 24 HIV cases this year mainly because of its prevalence in the North-East. It was also informed that there were no deaths due to water-borne diseases.

2.15.3 The Committee is worried at the high rate of casualties due to heart, liver and HIV related problems. The Committee is of the view that the Ministry needs to identify the major factors that have caused these health issues. The Committee recommends that regular health checkups must be conducted for all the personnel and preventive measures like yoga/regular counseling etc., may be proactively implemented to keep their health issues in check.

2.15.4 The Committee also takes a serious view of the issue of high incidence of HIV in the Assam Rifles and recommends that the Ministry should conduct an intensive awareness campaign among the personnel of the Assam Rifles to inform them about the preventive measures that can be adopted/taken to obliterate HIV infection.

2.16 Welfare Schemes and Issues

2.16.1 Assam Rifles is a designated paramilitary force and is under the operational control of the Indian Army. However, administrative control is vested with the Ministry of Home Affairs. Hence, all policies on pension are applicable as promulgated by Government of India. Since New Pension Scheme has been introduced w.e.f 2004, Assam Rifles personnel are eligible for NPS only. Any change to the implementation on pension is reviewed at the level of the Government.

2.16.2 As per the Assam Rifles website, duties of the Assam Rifles are as under:

- (i) to conduct counter-insurgency operations, in the Northeast and other areas, where deemed necessary under control of the Indian Army;
- (ii) to ensure the security of India-China and India-Myanmar borders, during peace and 'Proxy War';
- (iii) rear area security in the Tactical Battle Area (TBA) during the war; and
- (iv) to act as a penultimate interventionist force of the Central Government in the internal security situation, under the control of Army, when the situation goes beyond the control of Central Paramilitary operations.

2.16.3 The Assam Rifles Ex-Servicemen Welfare Association (All India), in its representation to the Committee, requested for amendment of the Government of India Allocation of Business Rules, 1961 to end the dual control mechanism of Assam Rifles, because of which a lot of hardship is faced by the jawans of AR.

2.16.4 The Association, in its representation, stated that the Assam Rifles is categorised as 'Police' under the Department of Internal Security in the Ministry of Home Affairs as per the Government of India (Allocation of Business) Rules, 1961. The Association is of the view that existing system is inconsistent with the stated 'Role and Task of the Force'.

2.16.5 The representation also drew parallels with the case of 'Jammu and Kashmir Light Infantry', erstwhile 'J&K militia', which was also a paramilitary force under the dual control of MHA and MoD. In 1972, the J&K militia was converted into a full Army regiment under MoD. In 1976, the Regiment was renamed as the Jammu and Kashmir Light Infantry (JAKLI). Another such instance is of the General Reserve Engineer Force. With effect from 1st April 2015, all matters relating to Border Roads Development Board and Border Roads Organization, also known as General Reserve Engineer Force (GREF), were transferred from the Ministry of Road Transport and Highways to MoD. This organization was also under the dual control of two Ministries.

2.16.6 The Committee enquired from the Ministry about the administrative issues due to the dual control regime and the progress on the proposal to end the dual control mechanism of Assam Rifles. The Ministry of Home Affairs replied that all powers in respect of Assam Rifles are vested in DG, Assam Rifles. Only the operational aspect is coordinated at the highest level with Headquarters 3 Corps & Headquarters Eastern Command to ensure the conduct of synergized operations since IMB is a live border. Assam Rifles has performed exceptionally in operations as a result of the officer cadre from the Army which has provided excellent leadership to the Force.

2.16.7 The Committee sought to know, from the Ministry of Home Affairs, the status of the proposal for a dedicated India-Myanmar Border Force on the lines of other border guarding forces. The Committee was informed that the proposal for streamlining and strengthening of border guarding arrangements on India-Myanmar Border seeking the creation of India-Myanmar Border Force is under consideration of the Government.

2.16.8 The Committee notes that historically the Assam Rifles Force has performed the two primary roles of conducting counter-insurgency operations in the Northeast and guarding the India-Myanmar border. The Committee accepts the fact that the Assam Rifles is entirely different from the other border guarding Forces such as BSF, SSB, and ITBP in as much as that these Forces are situated right on the border as per the border-outpost based model, the Assam Rifles on the other has continued to follow the Company-operating-base model, wherein the companies of the force are located near but not at the border. The Committee is of the view that the dual role of the Assam Rifles must be performed by two separate forces specially trained for the purpose. The Committee, therefore, recommends that the Assam Rifles should be assigned a single specialized role of performing counter-insurgency operations in the North-East. The Committee also recommends that possibility of a separate Indo-Myanmar Border Force, under the control of the Ministry of Home Affairs, may be explored for the purpose of guarding the India-Myanmar border.

2.16.9 The Committee, in this connection, wishes to draw the attention of the Ministry towards the recommendation made in para 2.14.3 of its 203rd report on 'Border Security: Capacity Building and Institutions' and reiterate the said recommendation that an early decision should be taken by the Government on deployment of a dedicated border guarding force for guarding the India-Myanmar Border.

2.16.10 The Committee takes note of the representation that all the Assam Rifles battalions are deployed continuously, under the operational control of the Army, in the insurgency-infested areas of the NE Region. However, they do not get, proper peace stations, as are authorised for the Army battalions. Moreover, Assam Rifles works under Army as a frontline force but their pay and allowances are not as per the Army.

2.16.11 The issue has been raised in the said representation that AR jawans do not get post-retirement facilities, such as Ex-servicemen Contributory Health Scheme (ECHS), which are availed by the defence Ex-servicemen, in spite of working like the Army throughout their service. They have been granted CSD canteen facility but only till the time their own Central Police Canteen (CPC) facility is established. They are unable to enjoy a 'family life' and are unable to look after their children as they are deployed in operational areas throughout their service. These factors cause a lot of hardship for the jawans of AR and they have the tendency to get frustrated and demotivated. This is one of the reasons that a majority of AR jawans take voluntary premature retirement before reaching superannuation age.

2.16.12 The Assam Rifles Ex-Servicemen Welfare Association (All India), in its representation sent to the Committee, stated that in accordance with the principle of 'Equal Pay for Equal work', 3rd Central Pay Commission recommended pay structure of Assam Rifles personnel analogous to that of the Army, with nominal difference. This recommendation was subsequently accepted by the Government. Consequently during the period of 3rd CPC i.e. from 01.01.1973 to 31.12.1985, Assam Rifles personnel had no grievance whatsoever.

2.16.13 However, the representation stated that the present anomaly was created in consequence of improper and irrational recommendation by 4th CPC w.e.f 1st January, 1986 under which the Assam Rifles was placed at par with the Central Police Organizations. Implementation of the recommendation without carrying out spadework to bring about required structural changes in the Force made the whole exercise complicated. Serving personnel took legal recourse and got trade-based (Clerical/Signal ORL/RM/Pharmacists, etc.) recommendations implemented through court orders only after years of legal battle.

2.16.14 The representation also contended that the Special Frontier Force (SFF), a CAPF, like the Assam Rifles, under the dual control of the Cabinet Secretariat and Ministry of Defence, enjoy 'Equal Pay for Equal Work' with the Indian Army. *Vide* Cabinet Secretariat Order dated 16.10.2009, pension & pensionary benefits to SFF personnel "at par with Indian Army Group 'Y' 'Personnel Below Officer Rank' PBORs" had been sanctioned w.e.f 1.1.2009. In W.P.(C)1335/2012, the Delhi High Court asked the Central Government to restore service pension to SFF veterans who had retired before January 2009. The representation stated that the same yardstick should be applicable to Assam Rifles personnel as well.

2.16.15 The Special Frontier Force (SFF), a para-military force led by a Major General of Indian Army as its Inspector General, headquartered in New Delhi, was created in November 1962 in the backdrop of Chinese aggression by the then Prime Minister Shri Jawaharlal Nehru. SFF has been modeled on the lines of the Indian Army and the Assam Rifles. There are several similarities between SFF and Assam Rifles in terms of their service conditions, training, leadership by the Army, rank structure of the 'Personnel Below Officer Rank' (PBOR), etc.

2.16.16 The representation also stated that the PBOR of SFF have already been accorded parity with Group 'Y' Indian Army PBOR for the purpose of pay & allowance. This provision has also been ratified by the fifth and sixth Central Pay Commission. Pension to PBOR of SFF (benefits already extended to Force Officer) as applicable to corresponding ranks of Indian Army Group 'Y' PBOR was granted with effect from 1st January, 2009 through a decision of Committee of Secretaries. Medical (ECHS) and canteen facilities have also been granted to SFF Pensioners since then.

2.16.17 The Committee takes note of the fact that the personnel of the Special Frontier Force, which is a paramilitary force like the Assam Rifles, have already been accorded parity with Group 'Y' 'Personnel Below Officer Rank' of the Indian Army for the purpose of pay, allowance and pension. The Committee wonders as to why the Assam Rifles personnel have been deprived of such benefits. The Committee feels that this has caused undue discrimination towards the personnel of the Assam Rifles, who have been deprived of the benefits accorded to other paramilitary forces. The Committee, therefore, recommended that the Assam Rifles may be immediately given parity with Group 'Y' 'Personnel Below Officer Rank' of the Indian Army for the purpose of pay, allowance and pension on the lines of the Special Frontier Force.

2.17 Welfare Schemes and Issues-Benevolent Fund

2.17.1 The Committee was informed that an immediate financial assistance of Rs. 1 lakh is provided to the next of kin of the Assam Rifles personnel on death. Similarly, a one-time grant of Rs. 25,000/- is also paid to all personnel being discharged as invalid on medical grounds.

2.17.2 The amount was last revised in August 2013 from Rs. 50,000 to Rs. 1 lakh. The Ministry asserted that the amount of Rs. 1 lakh that is provided from the Assam Rifle Benevolent Fund (ARBF) is sufficient as other financial benefits are provided based on the prevalent policies. Average financial benefits to battle casualty is approximately Rs 80-90 lakh and physical casualty is Rs. 50-60 lakh.

2.17.3 The Committee feels that the amount of Rs. 1 lakh being provided as an immediate financial assistance to the next of kin of the Assam Rifles personnel from Assam Rifle Benevolent Fund (ARBF) on their death is paltry and not in keeping with the needs of the family. The Committee also notes that this amount was last revised in 2013, almost five years ago. The Committee feels that this amount is too little even for the purpose of providing immediate financial assistance. The Committee, therefore, recommends that this amount of Rs. 1 lakh should be immediately revised to at least Rs. 2.5 lakh w.e.f the beginning of the year 2018. The Committee also recommends that this amount should be periodically revised every three years.

2.17.4 The Committee also notes that a one-time grant of Rs 25,000/- is paid to all the personnel being discharged as invalidment on medical grounds. The Committee feels that this amount is in dire need of revision as it is too little to provide any form of immediate assistance. The Committee, therefore, recommends that the one-time grant being paid to the personnel being discharged as invalidment on medical grounds be revised to Rs. 1 lakh w.e.f the beginning of the year 2018. The Committee further recommends that this amount should be periodically revised every three years.

2.18 Welfare Schemes and Issues-Ex-CAPF/Ex-servicemen status

2.18.1 The Ministry informed that it has provided ex-CAPF status to retired CAPFs personnel *vide* office memorandum dated 23rd November 2012, however, the Assam Rifles was not included in the list because of the military component of Assam Rifles.

2.18.2 The Assam Rifles Ex-Servicemen Welfare Association (All India), in its representation sent to the Committee, stated that MHA had issued OM dated 23rd November, 2012, which was duly approved by the Cabinet Committee on Security, designating the retired Central Armed Police force Personnel as 'Ex-CAPF personnel'. Based on such designation, the State/UT Governments concerned may extend suitable benefits to them on the lines of the benefits extended by the State/UT Governments to the Ex-servicemen of Defence Forces. Union Home Secretary *vide* D.O.

letter dated 19th February, 2013, sent to all the Chief Secretaries, requested the States to extend the suitable benefits to ex-CAPF personnel on the lines of the benefits extended to the ex-servicemen of Defence Forces. The representation also stated that the Ministry of Home Affairs, in response to an RTI, intimated *vide* letter dated 9th January, 2013 intimated that there was no proposal under consideration in the Ministry about designating retired personnel of Assam Rifles as ex-Central Para-Military force (CPMF) personnel. The Assam Rifles, thus, are neither designated as ex-Servicemen nor as ex-CAPF and are bereft of the benefits that come with either of these statuses.

2.18.3 The representation also included a copy of the communication U.O. No. A/Pers/11-27/VIP Ref/2015/Pers-II dated 8th March, 2017 from the Ministry of Home Affairs stated that the proposal of Assam Rifles for declaring retired AR personnel as ex-CAPF personnel has been examined by this Ministry in consultation with the Ministry of Law & Justice and while examining the proposal the Ministry of Law & Justice observed as under:

“Assam Rifles could not be included in the list of CAPFs due to its unique configuration and deployment in the North East as a specialized Counter Insurgency and Border Guarding force. The operational control vests with the Indian Army under Ministry of Defence and at the same time administrative control rests with Ministry of Home Affairs”.

2.18.4 The Committee notes the reluctance to designate the retired personnel of Assam Rifles as either ex-CAPF or ex-Servicemen and also takes note of the observation of the Ministry of Law & Justice on this issue. The Committee believes that this issue can be resolved through imaginative measures. The Committee recommends that the Ministry of Home Affairs may designate the retired personnel of the Assam Rifles as ‘Ex-Central Armed Police Force’ and consider granting them post-retirement benefits available to the ex-CAPF personnel.

2.19 Women Representation in AR

2.19.1 The Committee also desired to know the measures being taken to enhance the percentage of women employees in the Assam Rifles and to provide adequate facilities to them in the places where they are posted.

2.19.2 The Ministry informed the Committee that the Force is committed towards gender equality. In an effort to ensure adequate representation of women, which as per the guidelines is 5 per cent of total strength of ‘General Duty’ personnel in Assam Rifles i.e. approximately 2400 women. Presently, 125 women in ‘General Duty’ have been recruited in the first batch and posted to the battalions. In addition, 235 women are undergoing Basic Military Training.

2.19.3 The Committee also enquired from the Ministry about the current status of the proposal to form Mahila Rifleman Companies led by lady officers. The Ministry submitted that once adequate strength of Mahila soldiers is available, then the proposal for Mahila Riflemen Company with lady

officers as Company Commanders will be implemented. However, the lady officers are posted and are responsible for all aspects of Mahila soldiers.

2.19.4 The Committee takes cognizance of the efforts being made to increase the representation of women in Assam Rifles. The Committee observes that at present only 360 women personnel have been recruited and this number is very low as compared to the percentage of women employees stipulated as per the guidelines i.e. 5 per cent of total strength of 'General Duty' personnel or around 2400 women. The Committee, therefore, recommends that the Assam Rifles should conduct a special recruitment drive to induct more women in the Force.

2.19.5 The Committee was also apprised about the facilities being provided to women employees as under:

- (a) Maternity leave as per the Government rules.
- (b) Spouse posting is being taken care of, wherever possible.
- (c) Separate women cells are functioning at various levels to monitor any sexual harassment cases.
- (d) Separate living accommodation with adequate security facilities.
- (e) Separate toilet/bathing facility protected from public view wherever women employees are working.
- (f) Crèche facilities to the women having small children.
- (g) A separate women training company at Assam Rifles Training Centre and School has been established.
- (h) Women recruits are being supervised and trained by the women officers, who are on deputation from the Army.
- (j) Adequate medical facilities are ensured with women medical attendants.
- (k) It is ensured that every women employee avails full leave as per their requirement.
- (l) It is being ensured that undue pressure is not being exerted on the women employees by their superiors.

2.19.6 The Committee notes the measures being taken to provide adequate facilities to the women personnel for improving their working conditions and encouraging more women to join the Force. The Committee, however, feels that women should be motivated to join the security forces as they not only provide a different perspective but also allow the forces to utilize the huge untapped pool of human resources in the country. For this, it is essential to allay any fears and apprehensions that women may have relating to the working conditions in the Force. The Committee, therefore, recommends that any grievances of women personnel should be considered with utmost sincerity and seriousness by the Commanding Officers. The Committee also recommends that the Commanding Officers should be regularly instructed to submit a report on the challenges faced by women personnel in their respective battalions and the measures taken to address them.

CHAPTER-III

SASHASTRA SEEMA BAL (SSB)

3.1 Historical Background

3.1.1 The Special Service Bureau which is presently known as the Sashastra Seema Bal (SSB) was conceived after the conflict with China in 1962 and eventually created in March 1963 with the objective of achieving 'Total security preparedness' in the remote border areas for performing a 'stay-behind' role in the event of a war. The SSB was started in northern Assam, northern Bengal, hill districts of Uttar Pradesh (now Uttarakhand), Himachal Pradesh, part of Punjab and Ladakh area of J&K. Later, the jurisdiction of SSB was extended to Manipur, Tripura and Jammu (1965), Meghalaya (1975), Sikkim (1976), Rajasthan (1985), southern Bengal, Nagaland and Mizoram (1989). Its area of coverage included 15 states. The SSB in the erstwhile role, was covering a population of more than 5.73 crores living in about 80,000 villages and about 9917 kms of India's international borders.

3.1.2 Since 1963, the main thrust of the SSB was on generating a sense of national belonging, security and vigilance. It started several training programmes for the people. Village Level Training Programmes and Refresher Training Courses in civil defence were started to train villagers to defend their own villages and if the situation demanded, to play a 'stay behind role'. Villagers were trained for use of small arms and the art of self defence to develop a spirit of resistance. In early 1970s National Integration Programs were also started in a big way. However, the rifle training was a big draw and brought lakhs of people under the influence of SSB. The volunteers trained by the SSB became eyes and ears of the organization and helped actively on the border. They could also be called upon whenever required. As a result the number of Chinese intelligence agents prodding India's border reduced considerably.

3.1.3 Pursuant to the Kargil intrusion and on the recommendations given by a Group of Ministers on 19th June 2001, the Special Service Bureau was mandated to guard 1751 kms long India-Nepal border. The Special Service Bureau was re-christened as the Sashastra Seema Bal and designated as a border guarding force. Later, in March 2004, SSB was further mandated to guard 699 kms long India-Bhutan border. SSB has also been declared as the Lead Intelligence Agency (LIA) on India-Nepal and India-Bhutan borders. Currently it has a sanctioned strength of 97,014 personnel and 73 battalions.

3.2 Operational Role and Responsibility

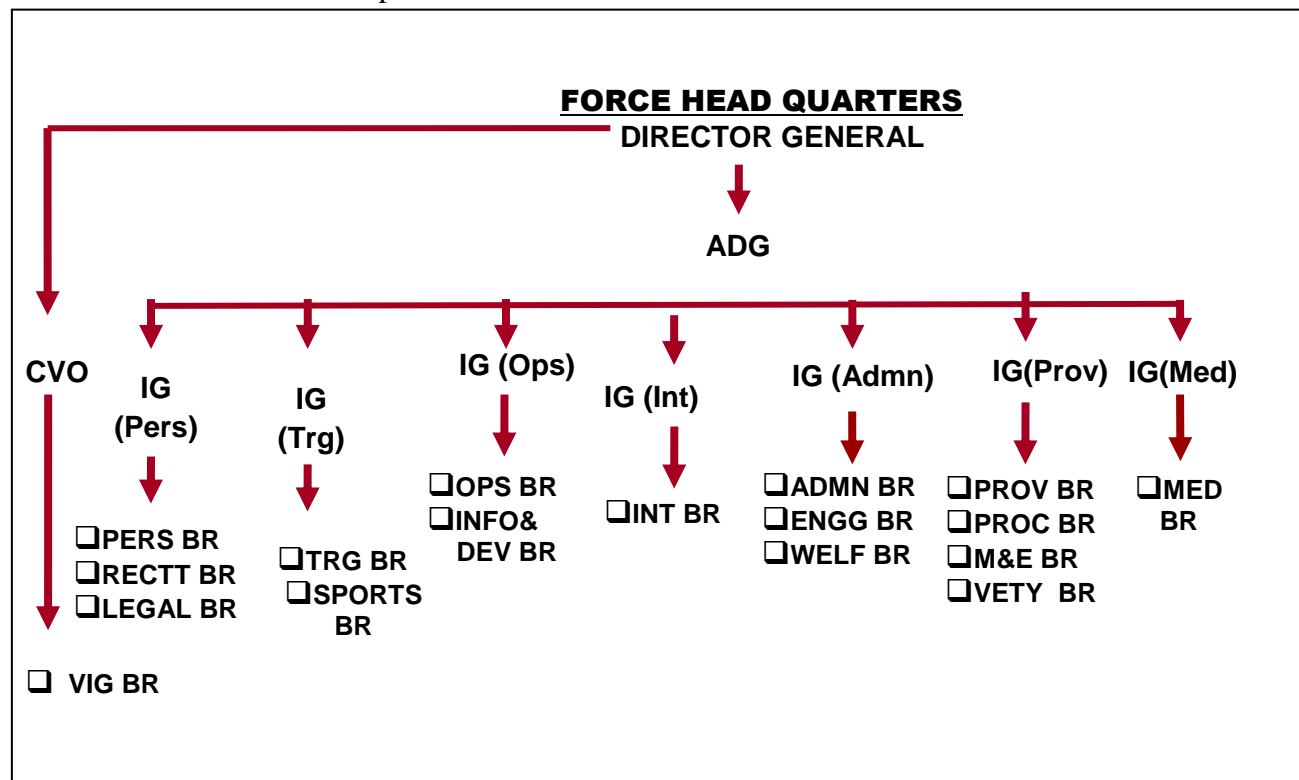
3.2.1 The SSB is spread along the International border across Uttarakhand, U.P., Bihar, West Bengal, Sikkim, Assam and Arunachal Pradesh. The role and charter of the duties of SSB as per the SSB Act, 2007 and SSB Rules, 2009 are: "to safeguard the security of assigned borders of India and promote sense of security among the people living in border areas; prevent trans-border crimes,

smuggling and any other illegal activity; prevent unauthorized entry into or exit from the territory of India; carry out civic action programme in the area of responsibility; and to perform any other duty assigned by the Central Government”. The SSB is also being deployed for law & order, counter insurgency operations and election duties.

3.3 Organization Structure

3.3.1 The Force Headquarters of SSB is headed by the Director General (DG). An Additional DG and seven Directorates headed by an officer of the rank of Inspector General (IG) function under the DG. Each Frontier HQ is headed by an Inspector General, Sector HQ is headed by a Deputy Inspector General (DIG) and each battalion is headed by a Commandant.

3.3.2 SSB has six Frontier Headquarters (FHQ), 18 Sector Headquarters (SHQ) and 73 battalions (55 Operational including 02 NDRF battalions & 18 Reserve battalions). The FHQs are located at Ranikhet, Lucknow, Patna, Siliguri, Tezpur and Guwahati. Each Frontier comprises two or three Sectors and each Sector comprises three or four battalions.



3.4 Recruitment and Vacancies

3.4.1 The Committee was informed that in SSB, the recruitment for the posts of Constable (GD) and Sub-Inspector (GD) is done by Staff Selection Commission (SSC), and for the post of Assistant Commandant (GD) is done by Union Public Service Commission (UPSC). SSC and UPSC conduct combined examinations for all the CAPFs. For filling up the vacant posts, vacancies are notified to SSC/UPSC from time to time. For this purpose, one of the CAPFs is appointed the ‘Nodal Force’ for collating the vacancies in all the CAPFs and reporting the same to the recruitment agency concerned. Recruitment of tradesmen and all posts other than GD, viz., communication, ministerial,

stenographer, para-veterinary, para-medical and compassionate appointment is done departmentally. To fill-up the vacancies against promotion quota, meetings of the Departmental Promotion Committee (DPCs) are conducted every year as per Recruitment Rules (RRs).

3.4.2 The Committee sought to know the details of existing vacancies as on 11th April, 2018 in different cadres/posts. The Ministry submitted the details of vacancies and the status of various recruitment exams as under:

Posts/Exam	Vacancies in respect of SSB	Status
Constable(GD) Exam, 2017	Vacancies yet to be received from Nodal Force i.e CRPF.	MoU along with latest scheme has been sent to SSC & Commission is in the process of publishing the notification for Constable(GD) exam, shortly. The draft notification is yet to be received from SSC.
SI(GD) in CAPF Exam,2017	209 vacancies in respect of SSB has been reported to SSC	Detailed Medical Examination in respect of candidates was conducted from 05.04.2018 to 25.04.2018.
SI(GD) in CAPF Exam,2018	206 vacancies in respect of SSB has been reported to SSC	The advertisement had been published on 3 rd March,2018 and the last date of receiving application was on 2 nd April,2018.
CAPFs(Assistant Commandant) Exam,2017	63 vacancies in respect of SSB has been reported to UPSC	Review Medical Examination in respect of unfit candidates (who appealed for RME) has been conducted from 06.02.2018 to 10.02.2018 and its report has been sent to UPSC by Nodal Force i.e. CRPF for interview/personality test to be conducted by UPSC.
CAPFs(Assistant Commandant) Exam,2018	29 vacancies in respect of SSB has been reported to UPSC	Notified on 25 th April,2018.

3.4.3 In a questionnaire sent to the Ministry, the Committee sought to know the reasons for not filling up these posts and the timeline by when these were likely to be filled up. The Ministry, in its reply, informed the Committee that the recruitment agencies i.e. SSC and UPSC would take approx. 2 years for completing the recruitment process. The expansion of the Force and recruitment of personnel is conducted in a phased manner, which also creates some delay in filling up the vacancies. Non-availability of eligible candidates in the feeder posts for promotion as per the conditions of RRs was another reason for various vacancies.

3.4.4 The Committee takes note of the reasons stated by the Ministry of Home Affairs for existence of several vacancies in various posts and cadres in SSB. The Committee understands that recruitment of the personnel is a time consuming process. However, the Committee feels that there is a lack of foresight, proper planning and proactive estimation of future vacancies while reporting the vacancies to the recruitment agencies. The Committee, therefore,

recommends that the Ministry may explore the possibility of proactively identifying the vacancies and reporting the same to the recruitment agencies, instead of reporting the vacancies that exist on the date of notification of the recruitment examination. The Committee also recommends that the respective CAPFs may alternatively notify the updated status of vacancies before the start of the recruitment process by the recruitment agency concerned so as to eliminate any delay in filling up the vacancies.

3.4.5 The Committee also observes that the recruitment agencies take around two years for completing the recruitment process. The Committee is of the view that this time period can be reduced to around one year by streamlining the recruitment process. The Committee, therefore, recommends that the Ministry of Home Affairs may request the recruitment agencies to undertake necessary measures to reduce the timeframe within which various recruitment exams are to be completed for the CAPFs.

3.5 Promotional Avenues and Stagnation

3.5.1 The Ministry of Home Affairs, in its background note on the subject, informed the Committee that the promotion of personnel in the Force generally depends on their eligibility and availability of vacancies in the next higher ranks. The SSB is presently in expansion mode and sufficient numbers of vacancies are available in almost all the ranks. Therefore, most of the SSB personnel get their promotion in due course. The Ministry also informed the Committee that in order to address the issue of stagnation, if any, the Cadre review of all the cadres in SSB is under process.

3.5.2 The promotional avenues available in SSB as submitted by the Ministry are as under:

Sl.No.	Promotional avenue available	Residency period	Actual time taken
1	CT (GD) to HC(GD)	08 years	11-12 years
2	HC (GD) to ASI (GD)	05 years	08-10 years
3	ASI (GD) to SI(GD)	06 years	06 years
4	SI (GD) to Inspector (GD)	05 years	05-06 years
5	Inspector (GD) to AC (GD)	05 years	05-06 years
6	AC (GD) to DC	06 years	06 years
7	DC to 2 I/C	05 years	05 years
8	2 I/C to Commandant	05 years	05 years
9	Commandant to DIG	03 years	03-04 years
10	DIG to IG	04 years	06-07 years

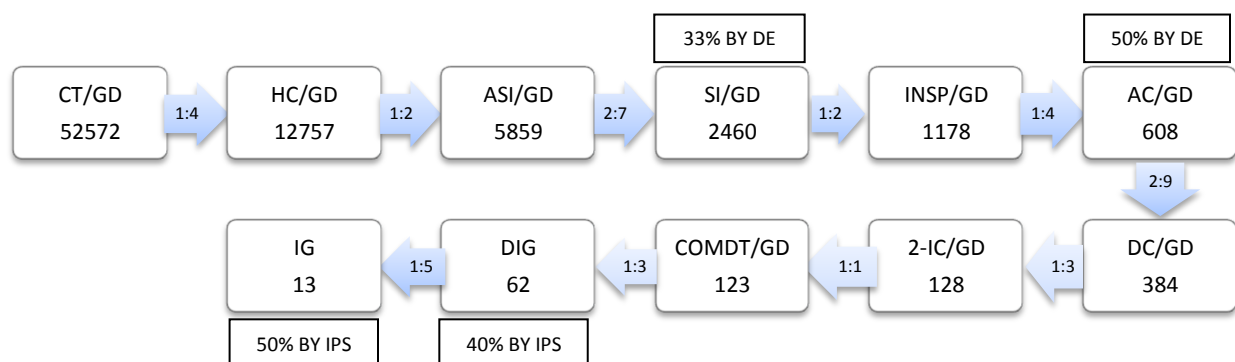
Acronyms:

CT: Constable, HC: Head Constable, ASI: Assistant Sub-Inspector, SI- Sub-Inspector
AC: Assistant Commandant, DC: Deputy Commandant, 2 I/C: Second-in-Command
DIG: Deputy Inspector General, IG: Inspector General

3.5.3 The Committee takes note of the fact that SSB is presently in expansion mode and sufficient numbers of vacancies are available in almost all the ranks. The Committee, however, observes that there is still some stagnation at the ranks of Constable and Head Constable. A Constable gets promoted to the post of Head-Constable in 11-12 years as against the required residency period of 8 years. It takes another 8-10 years for a Head-Constable to become an Assistant Sub-Inspector as against the required residency period of 5 years. The Committee has not received a satisfactory explanation why this stagnation exists despite the force being in expansion mode. The Committee, therefore, recommends that the issue of stagnation be addressed so that promotions take place as soon as residency periods are completed.

General Duty cadre

3.5.4 The following chart shows the career growth of the personnel belonging to the General Duty cadre of SSB:



3.5.5 The Ministry also furnished the career growth chart of all the combatised and non-combatised cadres. The ratio mentioned in the arrows connecting two consecutive cadres represent the ratio between the number of posts in a rank and the number of posts in the immediate lower rank. This ratio is an indicator of the promotional avenues available to the employees in a particular rank and excludes the number of posts that are filled either by direct recruitment or deputation. Career growth charts for various cadres are as shown above.

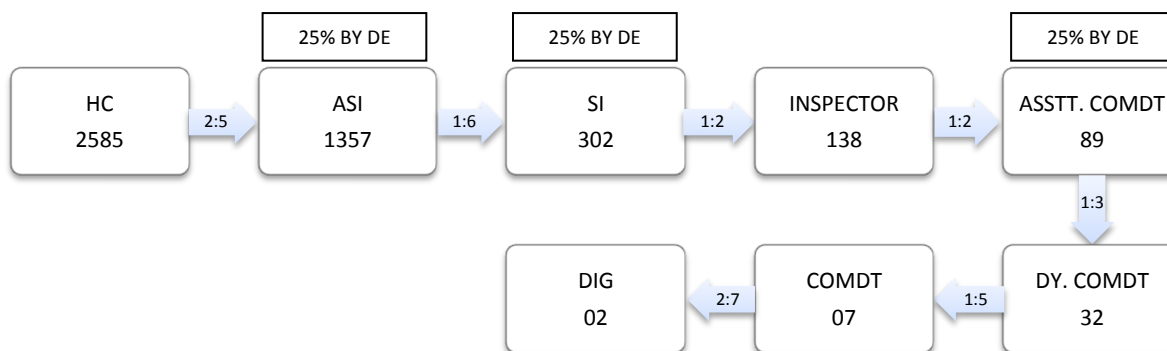
3.5.6 This cadre comprises of posts from the lowest rank of Constable to the rank of Inspector-General. Direct recruitment in this cadre is held for three ranks: Constable, Sub-Inspector (33 per cent) and Assistant Commandant (50 per cent). In the top ranks of DIG and IG, officers belonging to the Indian Police Service come on deputation.

3.5.7 The Committee takes note of the career growth chart of the General Duty cadre and finds that the present ratio of posts at the levels of Assistant Commandant and Deputy Commandant which is at 2:9, does not seem optimal for providing desirable promotional

avenues. The Committee feels that, at present, stagnation does not seem to be there apparently due to the ongoing expansion of the Force. However, in future, this sub-optimal ratio can prove to be a bottleneck for career growth of the officers serving at the level of Assistant Commandant. The Committee, therefore, recommends that the Ministry may review the number of posts at the level of Deputy Commandant in the General Duty cadre of SSB and consider improving the ratio of the posts at the levels of Assistant Commandant and Deputy Commandant to at least 1:4 and gradually to 1:3 so as to ensure availability of sufficient promotional avenues. The Committee also recommends that this should be brought to the notice of Cadre Review authorities if that process has not been completed yet.

Communication cadre

3.5.8 The following chart shows the career growth of the personnel belonging to the Communication cadre of SSB:



3.5.9 This cadre comprises of posts from the rank of Head-Constable to the rank of Deputy Inspector-General. Direct recruitment in this cadre is held for four ranks: Head-Constable, Assistant Sub-Inspector (25 per cent), Sub-Inspector (25 per cent) and Assistant Commandant (25 per cent).

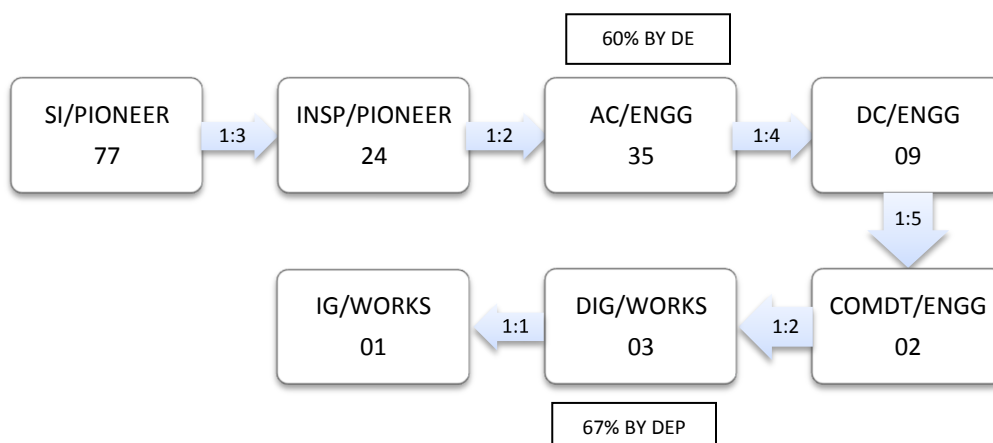
3.5.10 The Committee takes note of the career growth chart of the Communication cadre and finds that direct recruitment to this cadre is conducted at four levels *viz.* Head-Constable, Assistant Sub-Inspector (ASI), Sub-Inspector (SI) and Assistant Commandant. Conducting direct recruitment at so many levels, particularly in the successive levels of Head-Constable, ASI, and SI, needs to be revisited. The Committee, therefore, recommends that the Ministry may review the recruitment policy of conducting the direct recruitment at three successive levels of posts in the communication cadre of SSB and explore the possibility of conducting direct recruitment only at the levels of Head-Constable and Sub-Inspector for a majority of the posts at those levels.

3.5.11 The Committee also observes certain anomalies in the organizational chart that may lead to stagnation at levels such as Assistant Sub-Inspector and Deputy Commandant as the ratio of the posts of SI and ASI at 1:6 and Dy. Commandant to Commandant at 1:5 are on the lower side compared to the ratio of other successive posts. The Committee also feels that the

situation worsened further due to 25 per cent of the vacant posts getting filled up through direct recruitment. The Committee, therefore, recommends that the Ministry may undertake measures to improve the ratio of the posts of SI and ASI and Dy. Commandant to Commandant to at least 1:4 to reduce the stagnation at these levels.

Engineering cadre

3.5.12 The following chart shows the career growth of the personnel belonging to the Engineering cadre of SSB:

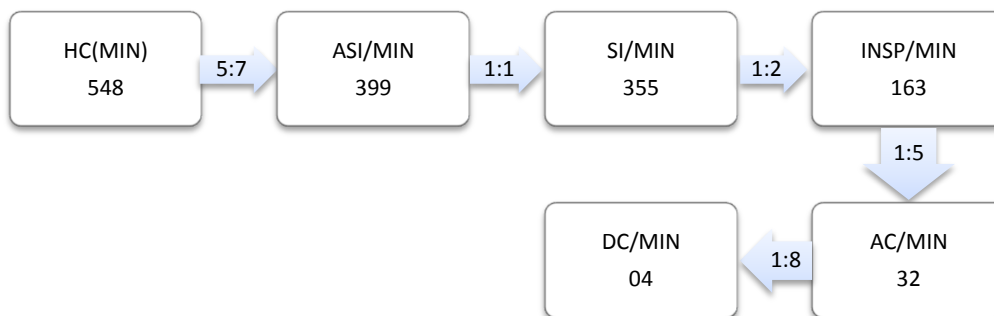


3.5.13 This cadre comprises of posts from the rank of Sub-Inspector (Pioneer) to the rank of Inspector-General (Works). Direct recruitment in this cadre is conducted for two ranks: Sub-Inspector and Assistant Commandant (60 per cent). Two out of three posts at the rank of DIG are filled by the officers coming on deputation from other services.

3.5.14 The Committee finds it quite anomalous that there are only two posts in the rank of Commandant as compared to three posts in the rank of DIG. The Committee feels that there is a scope of increasing the number of posts in this rank as it does not make any sense to have only two Commandants under the control of three DIGs. The Committee, therefore, recommends that the Ministry may consider increasing the number of posts at the Commandant level from two to at least four.

Ministerial cadre

3.5.15 The following chart shows the career growth of the personnel belonging to the Ministerial cadre of SSB:



3.5.16 This cadre comprises of posts from the rank of Head-Constable to the rank of Deputy Commandant.

3.5.17 The Committee, while observing the career growth chart of the Ministerial cadre in SSB, finds that the promotional avenues at the top of the cadre are relatively sparse as only 4 posts of Deputy Commandant are available as against the 32 posts of Assistant Commandant. The Committee, therefore, recommends that the Ministry may consider enhancing the number of the posts at the Deputy Commandant level, to avoid stagnation at the rank of Assistant Commandant.

Stenographer cadre

3.5.18 The following chart shows the career growth of the personnel belonging to the Stenographer cadre of SSB:

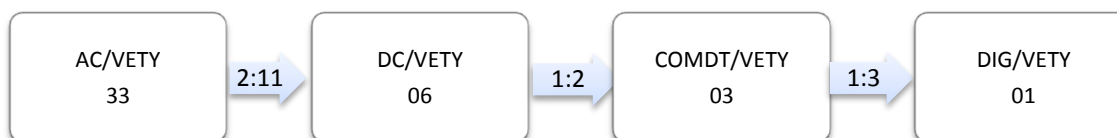


3.5.19 This cadre comprises of posts from the rank of ASI to the rank of Assistant Commandant.

3.5.20 The Committee takes note of the fact that there is no post at the rank of Deputy Commandant. The Committee, therefore, recommends that the Ministry may consider creating a few posts at the Deputy Commandant level, to obviate stagnation at the rank of Assistant Commandant in stenographer cadre.

Veterinary Officers cadre

3.5.21 The following chart shows the career growth of the personnel belonging to the Veterinary Officers cadre of SSB:



3.5.22 This cadre comprises of posts from the rank of Assistant Commandant upto the rank of DIG.

Para-Veterinary cadre

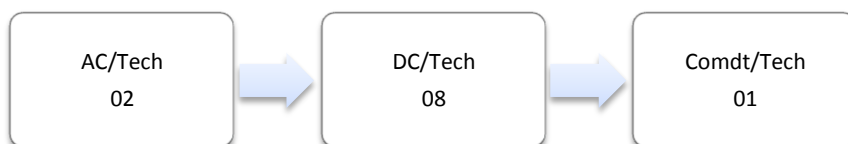
3.5.23 The following chart shows the career growth of the personnel belonging to the Veterinary Officers cadre of SSB:



3.5.24 This cadre comprises of posts from the rank of Constable upto the rank of Inspector. Apart from the rank of Constable, direct recruitment is also conducted to recruit Head-Constables for 40 per cent of the posts at that rank.

Tech (Armament) Group-A cadre (Recruitment Rules yet to be finalized)

3.5.25 The following chart shows the career growth of the personnel belonging to the Tech Armament Group A cadre of SSB:



3.5.26 This cadre comprises of posts from the rank of Assistant Commandant upto the rank of Commandant.

Tech (Armament) Group - B cadre

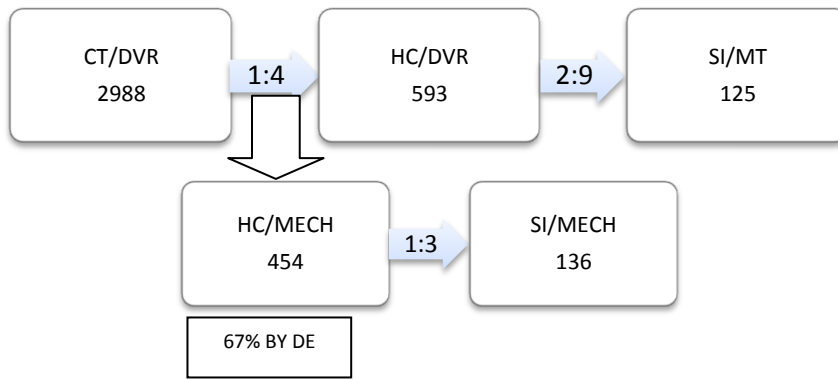
3.5.27 The following chart shows the career growth of the personnel belonging to the Tech Armament Group B cadre of SSB:



3.5.28 This cadre comprises of posts from the rank of Constable upto the rank of Inspector.

Motor Transport and Mechanics cadre

3.5.29 The following chart shows the career growth of the personnel belonging to the twin cadre of Motor Transport and Mechanics:

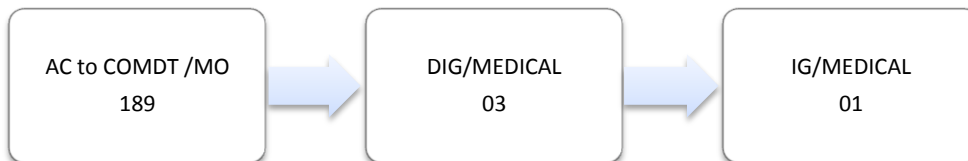


3.5.30 This cadre comprises of posts from the rank of Constable upto the rank of Sub-Inspector. In addition to the recruitment of Constables, direct recruitment is also held for the Mechanics to fill 67 per cent posts at the rank of Head Constable.

3.5.31 The Committee finds the career growth chart of the Tech (Armament) cadre in SSB to be unusual and feels that it needs to be reviewed considering the fact that there are just two posts at the level of Assistant Commandant as compared to eight posts at the level of Deputy Commandant in this cadre. The Committee, therefore, recommends that the Ministry may review the structure of the Tech (Armament) cadre which seems to be anomalous as the number of commanding officers at the level of Deputy Commandant is four times higher than the number of junior officers at the level of Assistant Commandant.

Medical Officers cadre (Dynamic Assured Career Program (DACP) scheme is applicable)

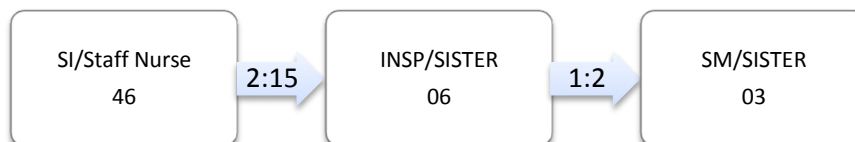
3.5.32 The following chart shows the career growth of the personnel belonging to the Medical Officers cadre of SSB:

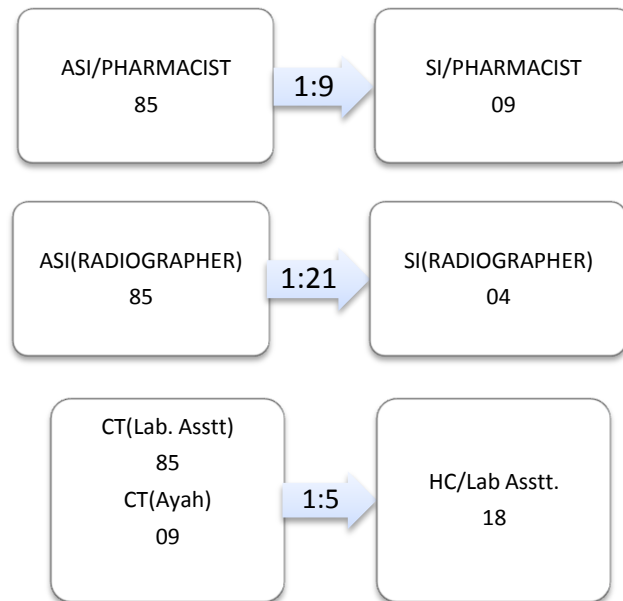


3.5.33 This cadre comprises of posts from the rank of Assistant Commandant upto the rank of Inspector-General.

Para-Medical cadre

3.5.34 The following chart shows the career growth of the personnel belonging to the Para-Medical cadre of SSB:





3.5.35 This cadre comprises of various para-medical professionals such as pharmacist, nurses, radiographers and laboratory assistants.

3.5.36 The Committee takes note of the career growth of personnel in different posts in the para-medical cadre of SSB and finds that promotional avenues in these posts are almost non-existent. The ratio for successive levels in various posts viz. Staff Nurse, Pharmacist and Radiographer are 2:15, 1:9 and 1:21 respectively. There is evidently a lack of any promotional avenue for the staff in this cadre. The Committee wonders why the Ministry is apathetic to the staff in this cadre. The Committee, therefore, strongly recommends that the Ministry must urgently conduct a review of all the posts in the para-medical cadre of SSB and take appropriate and adequate measures at the earliest to resolve the stagnation in this cadre.

3.6 Cadre Restructuring

3.6.1 The Committee sought to know from the Ministry about the existence of any institutional mechanism for regular cadre restructuring to address the issue concerning human resources management in the SSB. The Ministry, in its reply, submitted that no comprehensive cadre review has been done for the SSB since the inception of the Force. In the year 2011, restructuring of the Force was done but that was limited to only combatised component of the force. Review of cadres as per the DoP&T guidelines has to be carried out in every 5 years and an endeavor, in this regard, was carried out in the year 2015. The review of Group 'A' General Duty cadre and 24 non-combatised cadres has been finalized and the review of Group 'B' & 'C' General Duty cadre and Group 'C' Tradesmen cadre has been initiated and is under process. The review of rest of the combatised cadres is being prepared by the SSB.

3.6.2 The Committee is of the view that cadre restructuring, in accordance with the timeline and procedure prescribed by the DoPT, is essential to obviate stagnation and to provide reasonable career growth to all the personnel serving in various cadres. The Committee,

therefore, recommends that not only the pending cadre review of all the remaining cadres be completed at the earliest, but also the cadre review of all the posts in the force should be undertaken every five years.

3.7 Attrition

3.7.1 The Committee sought to know the extent of attrition, in terms of Voluntary Retirements and resignations, in the SSB. The Ministry furnished the details pertaining thereto for the period from year 2010 to 2017 as under:

Year	Voluntary Retirement						
	Gazetted Officers (GOs)		Subordinate Officers (SOs)		Other Ranks (Ors)		Total
	Male	Female	Male	Female	Male	Female	
2010	7	0	49	0	391	0	447
2011	01	0	35	01	276	0	313
2012	04	0	62	0	381	0	447
2013	13	0	56	01	269	2	341
2014	02	0	42	0	202	0	246
2015	1	0	13	0	47	0	61
2016	5	0	121	0	150	1	277
2017	8	0	232	0	248	2	490
Year	Resignation						
	Gazetted Officers (GOs)		Subordinate Officers (SOs)		Other Posts (Ors)		Total
	Male	Female	Male	Female	Male	Female	
2010	5	1	18	0	159	1	184
2011	6	0	7	0	93	6	112
2012	6	1	13	0	98	3	121
2013	12	0	32	0	85	0	129
2014	19	0	16	0	82	1	118
2015	17	2	18	0	84	1	122
2016	9	0	7	0	62	1	79
2017	10	0	5	1	41	1	58

3.7.2 The Committee was informed by the Ministry that the main reasons for voluntary retirement and resignation by SSB personnel include residing away from family, illness of self and family members, education of children, inability to keep family at Border Out Posts (BOP), non-availability of family accommodation in some battalion Headquarters where infrastructure is yet to develop, social and family obligations/ commitments, and better job opportunities.

3.7.3 During the meeting held on the subject, the Ministry was asked to explain the reasons for a huge spike in the number of voluntary retirements to 490 during 2017. The Ministry explained that many personnel wait for the next Pay Commission to come before applying for voluntary retirement and the moment the pay commission is awarded there is a surge in the number of voluntary retirements.

3.7.4 The Ministry was also asked to furnish an explanation for the high number of resignations every year. The Ministry explained that most of the resignations occur as the young officers at the Assistant Commandant level keep on appearing for other examinations and are sometimes able to get into other services, including Civil Services.

3.7.5 The Committee sought to know the measures that have been taken to improve the working conditions to curb attrition in the SSB. The Ministry informed the Committee that the following measures are being taken:

- (i) Grant of leave to the Force personnel to attend to their urgent domestic problems/issues/needs by implementing a transparent and fair leave policy.
- (ii) Regular interaction among Officers and Jawans to find out and address their problems, especially while proceeding and returning from leave.
- (iii) Improvement in living conditions through provision of basic amenities/facilities for troops and their families.
- (iv) Providing better medical facilities for troops and their families.
- (v) Providing Recreational and sports facilities and provision of team games and sports.
- (vi) Providing welfare measure like Central Police Canteens facility to the troops and their families, scholarship to their wards.
- (vii) Institute grievances redressal mechanism right from the BOP level so that every Force personnel can project their grievances for redressal.
- (viii) Implementation of Buddy system.
- (ix) Briefing and debriefing of Jawans while going on leave and coming back from leave.
- (x) Supervisory officers to involve themselves with Jawans in knowing their personal/official problems through informal interactions, especially with those returning from leave.
- (xi) Not to frequently change personnel working in small cohesive group (Section level).
- (xii) To ease the stress the Force personnel, Yoga has been practiced in all units of the SSB and also topics on stress management in Training syllabus have been included.

3.7.6 The Committee finds some merit in the explanation furnished by the Ministry that there was a surge in the number of voluntary retirements in 2017 immediately after the Pay Commission was awarded. However, the Committee feels that voluntary retirements are also indicative of disenchantment with the working conditions as it is unusual for government employees to seek retirements when they have more than ten years of service left. Moreover, the Committee observes that even during 2012 and 2013, the years that did

not follow any pay commission, there were unusually high number of voluntary retirements at 447 and 341. The Committee, therefore, feels that there are reasons other than Pay Commission award which are leading to such high number of early retirements. The Committee is of the view that though the Ministry of Home Affairs cited fulfilling domestic obligation as major reason for large numbers of personnel preferring to take VRS in SSB, other reasons like career stagnation, tough working conditions and lack of pay parity with the armed forces may also be equally important for this undesirable trend. The Committee, therefore, recommends that the Ministry should conduct a survey among the personnel to assess the factors leading to such large number of personnel taking VRS and undertake appropriate measures to address the concerns of the personnel so that this trend can be curbed.

3.8 Training issues

3.8.1 The Ministry of Home Affairs informed the Committee that all the officers, subordinate officers and other ranks of the SSB are put through basic training of approximately one year duration before their operational deployment. Prior to their promotion, all gazetted officers, subordinate officers and personnel belonging to other ranks must successfully complete pre-promotional and promotional courses meant for the particular rank. Other training programmes for the SSB personnel include basic & refresher telecommunication training, basic & refresher medical training and training of dog handlers.

3.8.2 The Ministry informed the Committee that adequate training is provided to battalions before their induction for duties other than border guarding. Before induction of troops for LW/IS duty, pre-induction training and familiarization is arranged through concerned State Police authorities and Counter Insurgency and Jungle Warfare training is arranged by SSB training institutions.

3.8.3 The Ministry also furnished details of specialized training programs being organized for various ranks of personnel as under:

Sl	Name of the Course	Level	Duration
1	Counter Insurgency & Jungle Warfare	All ranks/Pre Induction	36 Days
2	Rock Climbing	All ranks	18 Days
3	Medium Altitude Training	All ranks	21 Days
4	High Altitude Training	All ranks	36 Days
5	Snow Survival	All ranks	36 Days
6	Disaster Management Course	SOs/ Ranks	10 Weeks
7	Identification and Handling of Explosives	Ct. to HC(GD)	02 Weeks

8	Trainers Of Trainee on Counter Insurgency and Jungle Warfare (CIJW)	Personnel with AX and I grading	02 Weeks
9	Workshop on Juvenile Justice & Human Trafficking	HC (GD) to SI (GD)	02 Days
10	Interrogation	GO/ Insp(GD)	05 Days
11	Psychological Operations	GO/ Insp(GD)	06 Days
12	Intelligence Initial& Refresher	GOs/ Insp(GD)	06 to 21 Days
13	Perception Management	GOs/Insp(GD)	03 Days
14	Source Raising & Management	GOs/Insp(GD)	03 Days
15	Riot Control Drill	01 Platoon of Each Coy of a BN	02 Weeks

3.8.4 The Committee notes the duration of the specialized training being provided by SSB training institutions and feels that duration of some of the training programs such as Counter Insurgency & Jungle Warfare does not seem enough to develop adequate capabilities for the required purpose. The Committee also wonders how SSB training institutions provide training for countering the LWE and North-East insurgency, for which some of its battalions have been posted. The Committee, therefore, recommends that the Ministry of Home Affairs needs to strengthen and rationalise the training regimes for CAPFs to handle new internal security challenges.

3.9 Housing and Accommodation

3.9.1 The Ministry informed the Committee that presently, 29,331 houses are authorized for SSB personnel, out of which, 9,871 houses have been sanctioned. Out of these sanctioned 9,871 houses 5,155 houses have been completed and 4,716 houses are under construction. A proposal for construction of 2,679 houses till 2020 is in pipeline. In SSB, the housing satisfaction level is 33.65 per cent *vis-à-vis* authorized number of houses and 9.97 per cent *vis-à-vis* sanctioned strength of 98,793. The details of housing situation in SSB are as under:

Status	Number
Authorized	29331
Constructed	5155
Under Construction	4716
Deficiency	19460

3.9.2 During the meeting held to discuss the subject, one of the members of the Committee highlighted the discrepancy that the satisfaction level of 33.65 per cent claimed by the MHA included under-construction houses as well and if only those houses that have been fully constructed were taken into consideration then the actual satisfaction level would have been quite low at around 17 per cent. The DG, SSB then explained that most of the construction projects were at an advanced stage and would be completed soon. The Home Secretary added that SSB went for a very large expansion over a small number of years. Thus, the Force went for a large-scale construction of housing projects, many of which were nearing completion during 2018.

3.9.3 The Ministry explained that the main reason for low housing satisfaction in the Force is delay in acquisition of land and hence presently 5,155 houses have been completed and 4,716 houses are under construction. Other bottlenecks in delay in completion are paucity of funds in 'Residential Buildings' head and actual delay by the construction agencies viz. CPWD/NBCC/HSCL.

3.9.4 The Committee was also informed that attempts are being made to provide adequate accommodation to the force personnel at their place of working i.e. at Frontiers, Sector Headquarters, battalions and BOPs.

3.9.5 The Ministry also furnished the timeline and status of construction works as follows:

S No	State	Location	Executing Agency	No. of Quarters	Progress (in %)	Target
1	Uttarakhand	Ranikhet	CPWD	11	78	30.09.2018
2		Pithoragarh	CPWD	240	55	31.12.2018
3		Champawat	CPWD	168	89	30.06.2018
4		Sitarganj	CPWD	154	100	31.03.2018
5	Uttar Pradesh	Maharajganj	NBCC	106	74	30.09.2018
6		Lakhimpur Kheri	CPWD	272	90	30.06.2018
7	Bihar	Bathnaha	CPWD	252	80	30.06.2018
8		Sitamarhi	HSCL	213	65	Work rescind & retendering in progress.
9		Birpur	NBCC	213	88	30.06.2018
10		Supaul	NBCC	81	95	30.06.2018
11		Ramgarwa	CPWD	213	2	31.08.2019
12	West Bengal	Ranidanga	CPWD	153	91	30.06.2018
13		Falakata	CPWD	28	70	30.09.2018
14		Malbazar	CPWD	316	30	31.12.2018
15		Barasat	CPWD	124	8	31.03.2019
16		Geyzing	NBCC	146	17	31.05.2019

17	Assam	Sonapur	CPWD	287	62	25.11.2018
18		Rangia	CPWD	104	60	31.12.2018
19		Kajalgaon	CPWD	65	86	30.06.2018
20		Kokrajhar	CPWD	81	80	30.06.2018
21		Howly	NBCC	138	92	30.06.2018
22		Bijni	NBCC	138	88	30.06.2018
23		Mangaldoi	NBCC	138	53	31.12.2018
24		Bhairabkunda	CPWD	192	70	30.09.2018
25	Maharashtra	Hingoli	NBCC	160	97	30.06.2018
26	Arunachal Pradesh	Dirang	CPWD	122	65	30.09.2018
27		Tawang	CPWD	92	74	30.09.2018
28	Himachal Pradesh	Sapri	CPWD	57	0	Revised sanction is needed.
29	Gujarat	Jamnagar	CPWD	36	80	18.06.2018
30	Madhya Pradesh	Bhopal	NBCC	189	99	30.06.2018
31	Rajasthan	Maujpur (Alwar)	NBCC	204	91	30.06.2018
32	Rajasthan	Dera (Alwar)	NBCC	23	99	30.06.2018
	Total			4716		

3.9.6 The Committee is concerned that the delay in land acquisition, paucity of funds for construction, and delay by the construction agencies have affected the completion of housing projects and feels that the housing project monitoring mechanism needs to be strengthened. The housing satisfaction level in the SSB at around 17 per cent is among the lowest in all the CAPFs and even after the completion of various projects, some of which are likely to spillover to the next year, the satisfaction level will still remain low at around 33 per cent of the authorized housing level. The Committee, therefore, recommends that the Ministry should take necessary measures to streamline the factors that have delayed the construction of projects and provide adequate funds to the Force under appropriate budgetary head to achieve the completion of all the projects as per the stated timeline. The Committee observes that such poor housing satisfaction level could be one major reason behind high attrition/VRS, etc.

3.9.7 The Committee understands that SSB is a young Force and is in an expansion mode. The Committee, however, feels that it is the responsibility of the Ministry to ensure that the relevant infrastructure projects are implemented at a pace comparable to that of the expansion of the Force to ensure satisfactory working conditions in SSB. The Committee, therefore, recommends that the Ministry should regularly assess the housing requirement of SSB, proactively plan housing projects, and closely monitor the implementation of construction projects to achieve a good housing satisfaction level.

3.10 Basic Amenities and Infrastructure-Food

3.10.1 The Committee was informed by the Ministry of Home Affairs that the diet intake of the Jawans is decided by Unit Medical Officer on the basis of general guidelines issued by IG (Medical), considering the local availability of the food grains/fresh vegetables and other food items considering the calories intake required by a Jawan. Mess committees are formed in every Unit right upto the BOP level every month. These committees comprise of dining members on rotation basis.

3.10.2 The procurement of food items from local market is done by these committee members after ascertaining the market rate and quality. For cooking purpose, there are cooks and water carriers in each mess. To ensure quality of food, Duty SO and Duty Officer of the Unit check the mess and taste the food on regular basis before serving. The Unit Medical Officer also checks food, hygiene & sanitation of the mess at regular intervals. The Coy/BOP Commander as well as all the Platoon & Section Commanders posted in Coy/BOP also take food in the mess along with the Jawans and are regular dining members.

3.10.3 The mess expenditures are worked out by the mess committee every month and the expenditure is shared equally amongst the dining members. Monthly mess meetings are also conducted in which the details of expenditure and ration balance are explained to all the dining members. The mess expenditure is audited monthly by a Board of officers which is detailed by the Unit Commandant. The admissible Ration Money Allowance, which is decided by the Ministry of Defence and duly adopted by the SSB, at present is Rs. 97.85 per head per day. It is credited directly to the Bank Accounts of Force personnel every month.

3.10.4 When enquired whether the ration money given to the personnel at present at the rate of Rs. 97.85 per head per day is adequate, the Ministry informed the Committee that no feedback regarding ration money being inadequate has been received from the personnel. However, the present rate of the Ration Money Allowance (RMA) was fixed at Rs. 97.85 w.e.f. 1st April, 2015 for both GOs & NGOs upto 31.03.2016 and the revision of Ration Money Allowance is due w.e.f. 1st April, 2016.

3.10.5 During the meeting of the Committee held to discuss this subject, the representatives of MHA and SSB were pointedly asked about whether Rs. 97.85 per day is enough to buy nutritious food and three meals for a jawan. DG, SSB asserted that this amount is same for all CAPFs and is sufficient to provide three meals as the purchases of dry ration are made in bulk and purchased locally. In the forward locations, the ration is purchased from the nearest villages and for distant places, it is supplied from the battalion headquarters.

3.10.6 The Committee takes note of the reply furnished by the Ministry of Home Affairs that the present rate of the Ration Money Allowance was fixed at Rs. 97.85 with effect from 1st April, 2015 upto 31st March, 2016 and the revision of Ration Money Allowance is due with effect from 1st April, 2016. The Committee is unable to understand the reasons for the delay in

the revision of the Ration Money Allowance. The Committee is not satisfied with the submission of the representatives of SSB that the present rate of Ration Money Allowance is sufficient to provide three nutritious meals for a jawan simply because no feedback regarding ration money being inadequate has been received. The Committee feels that this allowance should be revised periodically after taking into account the prevailing inflation. The Committee, therefore, recommends that the amount of Ration Money Allowance should be linked to the food inflation component of the Consumer Price Index and must be revised accordingly.

3.10.7 The Committee was also informed that presently 2,071 Constables (Cook) are available against the authorization of 2,634 posts. The available Cooks are cooking food for Jawans up to BOP level. Additionally, 823 Constables (Water Carrier) are also available and posted in field units, who are assisting Cooks and cooking food in absence of regular Cooks.

3.10.8 The Committee observes that only 2,071 posts of Cooks are available as against the authorization strength of 2,634 posts leading to more than 21 per cent vacancy in this cadre. The Committee is of the considered view that filling up the vacancies in this cadre is vital for providing good food for the personnel. The Committee, therefore, recommends that a special drive may be conducted by SSB to fill up the vacant posts of Cooks in the Force.

3.11 Basic Amenities and Infrastructure-Drinking water

3.11.1 The representatives of the SSB were asked to explain the situation of drinking water availability at various BoPs as most of the sources from where water was supplied to the BoPs did not seem to have potable water. The DG, SSB submitted that the SSB has Reverse Osmosis (RO) water filters available at all the BoPs as the groundwater is contaminated with iron and arsenic. Providing a detailed break-up, DG, SSB informed the Committee that 72 BoPs are getting water from the natural sources, 45 are getting water through temporary connections from local villages and panchayats, 238 BoPs have hand-pumps available nearby and the remaining BoPs are supplied water by tankers.

3.11.2 The Committee asked the Ministry to furnish number of the BoPs that have water filters and/or RO filters for providing clean drinking water to the personnel. The Ministry, in its reply, submitted that 509 out of 643 BOPs have ROs/Water Purifiers of various types like Iron Removal Plant, Arsenic Removal Plant, Gravity Filters, and RO systems.

3.11.3 When the Committee sought to know the incidence of water borne diseases among the SSB personnel, the Ministry furnished the following information:

S.No	Water borne diseases	2016	2017
1.	Enteric Fever	536	558
2.	Diarrhea/Dysentery	2672	2416
3.	Viral Hepatitis	147	261
	Total	3355	3235

3.11.4 The Committee finds the submission of DG, SSB made in his oral evidence before the Committee that all BoPs have RO water filter systems and the data furnished by the Ministry that around 134 BoPs do not have any type of water filter system are contradictory. Moreover, even among the 509 BoPs claimed by the Ministry to have ROs water purifiers, it is not known, how many of these are in working condition. The Committee observes that around 134 out of 643 Border out Posts of SSB do not have any type of water filtration system and seem to rely on whatever quality of water is available to them. The Committee is anguished to note that clean drinking water is not available to the SSB personnel posted at more than 20 per cent of the BoPs and considers this as a failure of the Ministry of Home Affairs to provide adequate basic amenities to CAPF personnel. The high incidence of water-borne diseases, with more than 3,000 cases every year, is evidence of this failure. The Committee, therefore, recommends that the Ministry should ensure RO or other effective water purifying mechanism to all the BoPs are made available expeditiously.

3.12 Basic Amenities and Infrastructure-Electricity supply

3.12.1 The Ministry of Home Affairs, in its background note on the subject, submitted that most of the units in the SSB are do not have adequate supply of electricity. Solar power/generators are used as a source of electricity but they do not serve the purpose in totality. The Ministry also furnished the number of BoPs having electricity facility available as under:

Total no. of BOPs	Electricity facility available	Electricity facility not available
636	308	328

3.12.2 To operate and manage border outposts in absence of electricity all BOPs have diesel generator sets, in addition some have solar lights and solar power plants also.

3.12.3 During the meeting of the Committee, the Home Secretary explained that availability of electricity essentially depends on the state of infrastructure in the States where these outposts are located. The Ministry was constantly trying to work with the State Governments to improve the state of infrastructure in these areas. However, a lot still needs to be done. The DG, SSB further explained that some of the areas are in the forests and are quite away from habitation. However, 545 BoPs have got the solar lights and 530 BoPs are equipped with 25 KVA generators and, in addition, 2.5 KVA and 1.5 KVA mini generators are also available at most of these BoPs.

3.12.4 The Committee is worried to note that 328 BoPs do not have electricity available and feels that this lack of infrastructure can adversely affect the operational ability of SSB, especially during times of crisis. The Committee understands that the geographical constraints and variation in the state of infrastructure in the States are the reasons for this lack of energy at BoPs. However, the Ministry needs to adopt a progressive and futuristic

outlook to ensure energy security at the border outposts. The Committee is of the view that after ensuring 100 per cent electrification of all the villages, the Government should focus on electrifying remote and off-the-grid locations particularly the border outposts and military installations. The Committee, therefore, recommends that the Ministry of Home Affairs should form a working group to study the issue of energy security for the border outposts in India by focusing on innovative solutions such as micro-grids. The Committee also recommends that the Ministry should consider initiating a pilot project by installing micro-grids in certain remote border locations particularly at Indo-Bhutan border and subsequently undertake a viability assessment of micro-grids for powering the border outposts.

3.13 Medical facilities

3.13.1 The Ministry informed the Committee that the SSB Medical Directorate supervises health care delivery system to the Force personnel upto BoP level. SSB has established well-equipped 10 bedded Unit Hospitals at the battalion level for providing better medical services to SSB personnel. Medical Officers and trained para-medical staff are posted in the unit hospitals. Basic medical equipment for diagnostic and treatment propose are also provided to the unit hospitals.

3.13.2 Apart from above, the SSB has empanelled the Central Government Health Scheme(CGHS) recognized super specialty private hospitals in all the Frontier Headquarters as well as in Delhi/NCR for providing Specialty/Super Specialist medical treatment facilities to SSB personnel and their dependent family members on cashless/credit basis. Besides, SSB personnel, like other CAPFs, are entitled to avail medical facilities in any of the CAPF composite hospitals irrespective of their force affiliation.

3.13.3 During the meeting of the Committee, the Ministry was asked about the status of vacancies in the cadre of medical officers and doctors. The DG, SSB submitted that there were some vacancies; however, doctors were being hired on contract basis to fill up the vacant posts. The Ministry was then asked to submit the details of vacancies in the Medical Officers and Para-Medical cadres. The Ministry, in its written reply, furnished the details as under:

Medical Officers Cadre

Sl.	Rank	Authorized	Posted	Vacancy
1	Inspector General (Medical)	1	1	0
2	Deputy Inspector General (Medical)	3	3	0
3	Specialist Medical Officer	21	2	19
4	Asstt. Comdt (Dentist)	3	3	0
5	MO(AC) to Comdt/MO to Cmo(SG)	189	109	80
	Total	217	118	99

Para-Medical Cadre

Sl.	Rank	Authorized	Posted	Vacancy
1	SM (Sister)	3	0	3
2	Insp (Sister)	6	0	6
3	SI (Comp)	0	25	-25
4	SI (Staff Nurse)	46	27	19
5	SI (Pharmacist)	9	8	1
6	SI (Radiographer)	4	1	3
7	ASI (Radiographer)	10	2	8
8	ASI (Pharmacist)	85	65	20
9	ASI (Lab Asstt)	14	16	-2
10	ASI (Comp/Medic)	1	39	-38
11	ASI (Physiotherapist)	3	3	0
12	ASI (O.T.Tech)	3	1	2
13	ASI (Dental Tech)	3	1	2
14	HC (Medic)	0	61	-61
15	HC (N Asstt)	18	0	18
16	HC (Steward)	3	1	2
17	HC (ANM)	1	0	1
18	CT (Lab Asstt)	85	40	45
19	CT (Nursing Orderly)	110	110	0
20	CT (Table Boy)	3	3	0
21	CT (Ayah)	9	5	4
22	CT (Masalchi)	6	6	0
23	Hospital Cook	6	0	6
24	Peon	9	0	9
	Total	437	414	23

3.13.4 The Committee is anguished to note that out of 217 posts in the Medical cadre, almost 45 per cent i.e. 99 posts are vacant. Moreover, the situation is extremely worrisome in the case of Specialist Medical Officers as 19 out of 21 posts are vacant. The Committee recommends that the Ministry must urgently take remedial measures to improve the situation and fill the vacancies in a time bound manner and submit special report on the progress achieved within three months.

3.14 Grievance Redressal Mechanisms

3.14.1 The Committee sought to know the present mechanism of grievance redressal for the personnel. The Committee was informed by the Ministry that Mobile App 'My SSB' was launched on 10th March 2017 to provide a one-stop solution for grievances pertaining to deputation, transfer,

training, salary slip, Annual GPF Statement, service particulars, feedback etc. and a separate module exists for Grievance redressal.

3.14.2 The Committee also sought to know the number of personnel, who have availed the 'My SSB App' for redressal of their grievances and the detailed procedure and timeline of grievance redressal after a complaint/ grievance is received through the 'App'. The Ministry informed that in one year, a total of 1,310 SSB personnel have submitted their grievances through 'My SSB' App. The detailed procedure for grievance redressal was furnished as under:

- a) The Nodal Officer downloads grievances each day and forwards same to the competent authority for redressing grievance.
- b) Grievances are monitored fortnightly and in case of pendency, officers are asked to resolve the issue immediately.
- c) Nodal Officer also constantly watches grievances for observing any disturbing behavior and reports the same to the senior officers immediately.

3.14.3 Average time of addressing the complaint is 14 days. The Ministry also informed the Committee that the following types of complaints were received through 'My SSB' App:

- a) Accounts Matter
- b) Domestic Problems
- c) Medical Related
- d) Transfer/Service related
- e) Promotion matters
- f) Uniform Matters

3.14.4 No complaint was received regarding non-sanctioning of leave and poor standard of food. However, non-formal communication was received regarding non-sanctioning of leave and the same was redressed immediately by the senior officers.

3.14.5 The Committee also sought details of 'E-Transfer Application System' (E-TAS) from the Ministry. The Ministry submitted that E-TAS system is mainly functioning through Intranet (WAN) & VPN, which is available in almost all the SSB units. The unit where no WAN/VPN is available, are using the WAN/VPN facility of nearby units for updating data including transfer requests. Force personnel posted in remote areas can also apply for transfer in E-Transfer Application System through My SSB Mobile App or by submitting a written application, which is uploaded by the Unit concerned. In each month all head of offices submit 'No pendency' certificates that no application is pending with them for uploading in E-TAS.

3.14.6 The Committee also desired to know the number of transfer requests that were received through 'E-Transfer Application System' and the number of requests that were granted during the last year. The Ministry furnished the details as under:

Year	Total Application Received	Total Applications Denied	Percentage Applications Denied
2017-18	12795	6454	50.44

3.14.7 The Committee also sought to know the total number of requests of transfers that were received and denied during the last three years. The Ministry furnished the details of transfers denied during the last three years as follows:

Year	Total Application received	Total denied	Percentage
2016	11493	3400	29.58
2017	13857	6365	45.93
2018	12698	7713	61.74

3.14.8 The Committee appreciates the ‘E-Transfer Application System’ initiative that has made it easier for the personnel to file applications and requests for transfers. However, the Committee is surprised to note that a huge number of applications, i.e 12795, were received in a single year. This Committee notes that this number is roughly around 13 per cent of the sanctioned strength of the Force and is worried to observe that such a large number of personnel are dissatisfied with their postings. The Committee also observes that more than 50 per cent applications have been denied and understands that the scope for granting transfer requests is limited. The Committee, however, recommends that SSB should evolve a system so as to allow all the personnel to forward their transfer requests along with proper reasons and justification so as to allow the senior officers to understand the reasons behind the transfer applications and prioritise the requests that are genuine and of urgent nature.

3.14.9 The Committee also observes that during the last three years the percentage of applications that were rejected has remarkably increased from 29.58 in 2016 to 61.74 in 2018. The Committee recommends that the cause of this increment needs to be looked into and remedial measures be taken. The Committee also recommends that the Ministry should monitor the number of transfer requests received, accepted and denied and should strive to devise a mechanism wherein as far as possible personnel are granted transfer as per their choice and transfer policy.

CHAPTER-IV

INDO-TIBETAN BORDER POLICE (ITBP)

4.1 Historical Background

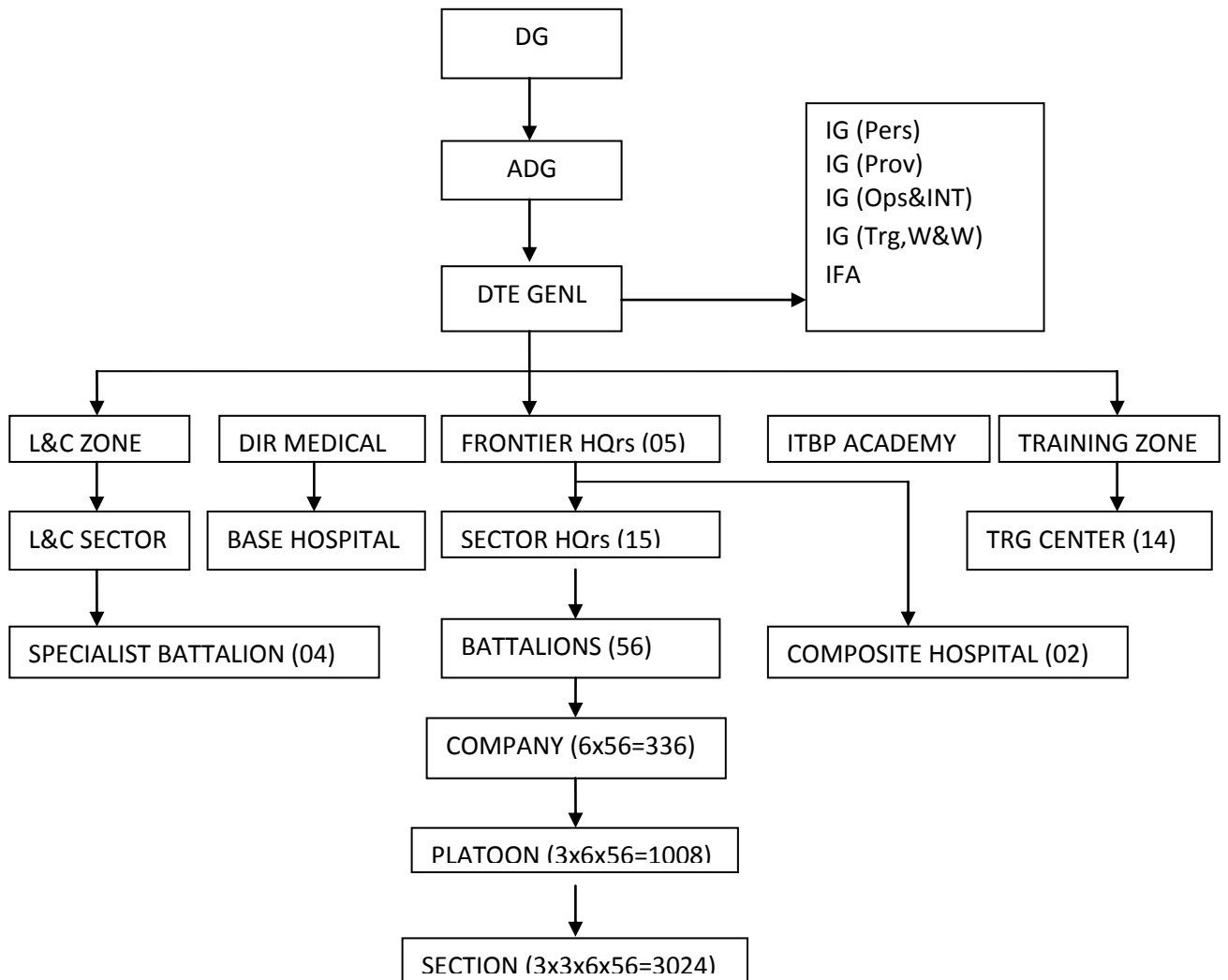
4.1.1 The Indo-Tibetan Border Police was raised on 24th October, 1962, in the wake of Chinese aggression for reorganizing the frontier intelligence and security set up along the Indo-Tibetan border as a “guerrilla-cum-fighting Force”. In the beginning, only four battalions were sanctioned to the ITBP.

4.1.2 The Force was initially raised under the CRPF Act, 1949. In 1965 and 1971 the Force participated in the wars against Pakistan. It was originally conceptualized as an integrated ‘guerrilla-cum-fighting Force’, self-contained in supplies, communication and intelligence collection, it evolved with passage of time into a conventional border guarding force. In 1978, the original role of the Force changed from guerrilla to a more conventional role and subsequent, reorganisations of the Force resulted in formation of 9 service battalions and 4 special battalions. In 1992, the Parliament enacted the Indo Tibetan Border Police Force Act (ITBPF Act) and the rules there under were framed in 1994.

4.1.3 With additional tasks entrusted to ITBP from time to time on border guarding, counter insurgency and internal security roles, the number of ITBP battalions increased gradually and ITBP presently has 56 service battalions, 4 specialist battalions, 17 Training Centres and 7 logistics establishments with a total strength of 89,433 personnel.

4.1.4 In the year 2004, in pursuance of EGoM recommendations on “One Border One Force”, the entire stretch of India-China Border comprising 3,488 kms was assigned to the ITBP which replaced Assam Rifles in Sikkim and Arunachal Pradesh for border guarding duties.

4.2 Organizational Structure



4.3 Operational Role and Responsibility

4.3.1 The Role of the Force as defined in the ITBPF Act, 1992 is to safeguard the security of the borders of India and promote a sense of security among the people living in the border areas and prevent trans-border crimes, smuggling, unauthorized entry into or exit from the territory of India. The ITBP is entrusted with the role of security of the India-China border, anti-naxal operations, VIP protection, security to diplomatic missions in Afghanistan, United Nations peace keeping operations, disaster management, Border Area Development Programmes (BADPs) and Civic Action Programmes (CAPs), nodal agency for UN police missions, and medical, security & communication cover during Kailash Mansarovar and Sri Amarnath ji yatra.

4.4 Deployment

4.4.1 Out of total 56 battalions in ITBP, 32 are deployed in border guarding, 11 in internal security, 8 in anti-Naxal Operations (ANO) and 5 are reserved for rest and recuperation.

4.4.2 The Ministry, in its background note on the subject, informed the Committee that 176 Border Out Posts (BOPs) have been established by ITBP. The border areas are being patrolled regularly. All ingress/egress routes along the border are being kept under watch by conducting frequent patrols. Observation Posts are manned round the clock to keep close vigil. ITBP also provides security to sensitive installations, banks, persons of security risk and restore & preserve order in any area in the event of disturbance therein including election duties. In addition to this, ITBP is also deployed in anti-Naxal operations.

4.4.3 When enquired about the reasons for deploying battalions of CAPFs for VIP security when a Special Security Group (SSG) of CISF has already been created for VIP security, the MHA replied that presently Special Security Group (SSG)/CISF, CRPF, ITBP and NSG are deployed for VIP Security Duties. The matter of deployment of CAPFs has been reviewed in the Ministry and it has been decided that CRPF and ITBP shall be progressively relieved from personal protection work. The task shall be progressively assigned only to Special Security Group (SSG) of CISF, which has been specially created for it. NSG will continue to provide security to the high risk protectees, as decided from time to time. CISF's proposal for augmentation of strength of SSG of CISF to provide security to the increased number of protectees is in process. SSG's strength would need to be augmented further to progressively take over the protectees from CRPF and ITBP. NSG is deployed for providing security to a limited number of highly threatened protectees. NSG is providing security to 14 protectees. NSG provides mobile security only, i.e., escort and ring round security and the rest of the component of security, i.e., house guards and security officers are provided by State Police/Other CAPFs.

4.4.4 The Committee observes that the Indo-Tibetan Border Police Force was raised for the purpose of border guarding, especially, the India-China Border, however, some battalions of ITBP are deployed for ANO and internal security as a result of which the jawans suffer in terms of training, rest and recuperation. The Committee, therefore, recommends that ITBP should be relieved from the task of internal security duties and personal protection and CISF's proposal to augment the strength of SSG of CISF should be expedited.

4.5 Recruitment

4.5.1 The Ministry, in its background note on the subject, informed the Committee that the recruitment of Assistant Commandant (General Duty) is conducted by the UPSC and that of Sub-Inspector (GD) and Constable (GD) by the SSC. The recruitment of Medical Officers is conducted on rotational basis and a Limited Departmental Competitive (LDC) Examination for the post of Assistant Commandant (GD) is also conducted rotationally by all CAPFs. Recruitments of the following posts are conducted by the ITBP itself:

GROUP 'A'

1. Dy. JAG (Deputy Commandant, Judge Advocate General)

2. Asstt. Commandant (Engineer)
3. Assistant Commandant (Veterinary Assistant Surgeon)

GROUP 'B'

1. Inspector (Hindi Translator, Editor, Librarian)
2. Sub-Inspector (Hindi Translator, Telecommunication, Overseer, General Duty, Limited Departmental Competitive Exam)
3. Sub-Inspector

GROUP 'C'

1. ASI (Stenographer, Pharmacist, Radiographer, Lab Technician)
2. Head Constable (Combatant Ministerial, Education & Stress Counsellor, Telecommunication, Dresser Veterinary, Motor Mechanic, Midwife, Master, Workshop, Engine Driver)
3. Constable (Telecommunication, Pioneer, Driver, Motor Mechanic, Animal Transport, Tradesmen, Workshop, Crew)
4. Compassionate recruitment for various Group 'C' posts.
5. Special Recruitment Drives in Border Areas and LWE affected Districts.

4.5.2 The Committee, in its meeting held to discuss the working conditions in ITBP, sought to know the status of the recruitment exams conducted recently and results for how many such examinations were pending. The Ministry informed that results of two recruitments, *viz.*, recruitment for Head Constable (telecom) and Inspector (Hindi translation) in ITBP were pending as the recruitment was cancelled by the ITBP. In this regard, presently two cases are pending before the Hon'ble High Court of Delhi. The Ministry also furnished the details of the ongoing court cases. The Committee went through the details of the cases and found that the recruitment was cancelled after completion of the process of recruitment and declaration of the final list of the selected candidates on the basis of suspicion on a few candidates.

4.5.3 The Committee takes note of the pending recruitment examinations for the posts of Head Constable (telecom) and Inspector (Hindi translation), which were cancelled by ITBP after completion of the process of recruitment and declaration of the final list of the selected candidates on the basis of suspicion on a few candidates. The Committee observes that the hasty manner in which these recruitments have been processed has led to an unnecessary loss of time, effort and monetary losses on the part of the Force. The Committee fails to understand why the entire recruitment was cancelled when the appropriate course of action would have been to investigate the authenticity of the results of those candidates, whose selection was under suspicion, instead of cancelling the recruitment of all the candidates. The Committee is of the view that this was against the established principles of law as even candidates who were not under suspicion were punished as a consequence of cancellation of the recruitment process. The Committee, therefore, strongly recommends that the Ministry

should direct the ITBP to settle the disputes by following the established principles of law. The Committee also recommends that ITBP should complete the recruitment process by declaring the results of the candidates whose candidature was found to be fair and genuine.

4.5.4 The Committee further recommends that the Ministry should ensure that all the examinations conducted by the Forces themselves should be conducted with utmost care and vigilance, within a stipulated timeframe so as to have timely availability of the selected candidates to fill up the vacancies. The Committee also recommends that the Ministry should keep a vigil on the discretionary tendencies that may arise in such recruitment process and any final decision pertaining to final selection or cancellation of recruitment should be made subject to the approval of the Ministry of Home Affairs.

4.6 Attrition

4.6.1 About the attrition in ITBP, the Ministry furnished the following details:

In Case of Gazetted Officers

Year	Voluntary Retirement	Resigned
2016	03	15
2017	06	26
2018*	01	01

In Case of Non-Gazetted Officers

Year	Voluntary Retirement	Resigned
2016	62	22
2017	123	15
2018*	16	05

**as on 30.04.2018.*

4.6.2 The Committee was informed by the Ministry during a meeting on the subject that despite having one of the lowest attrition rate amongst all the CAPFs, there was a sudden spike in attrition rate in ITBP during the year 2017 because some personnel were waiting for the Seventh Central Pay Commission to get its benefits before taking voluntary retirement.

4.6.3 The Committee understands that due to the implementation of the Seventh Central Pay Commission there is a high rate of attrition in the year 2017. However, the Committee is of the view that if better working conditions are created in ITBP that may reverse this trend of attrition.

4.7 Personnel Management

4.7.1 In a reply to a question, the Ministry informed the Committee that all service matters of 1637 GOs such as promotions, transfers, appointments, premature retirement, Modified Assured Career Progression(MACP), senior time-scale, confirmation, etc., are dealt by the Personnel Branch, ITBP; and all service matters of 81,404 NGOs personnel are dealt by the Establishment Branch, ITBP.

4.7.2 The Ministry informed the Committee that instructions have been issued *vide* Standing Order No. 02/2016, to ensure fair and transparent transfers. The annual transfers in case of GOs is being done on the recommendations of Senior Establishment Board (SEB) and in case of NGOs, on the recommendations of Junior Establishment Board (JEB). The last cadre review of ITBP was held in 2001 and its recommendations have been fully implemented. Another Cadre Review proposal of the ITBP is under consideration of the Ministry of Home Affairs. The posting tenures prescribed are as under:

- i) Extreme Hard Area (EHA) (except Leh based formations) – 03 years
- ii) Hard Area and Soft Area (HA and SA) and ANO areas – 03 years.
- iii) Leh based formations whose battalion Headquarters is located at Leh – 02years.

4.7.3 After completion of their tenure in EHA/HA their choices/requests for preferred places are considered, as per the availability of vacancies at the locations for which choices have been given, keeping in view the Operational/Administrative requirements of the Force. Certain cases are given priority for posting, at the same station. Requests for posting on compassionate grounds are considered and all efforts were made to post them at the location of their choice. Personnel due for superannuation within two years, are considered for terminal postings.

4.8 Promotional avenues and Stagnation

4.8.1 During the meeting of the Committee held to discuss the subject, the Ministry was asked to submit details of promotional avenues available to the personnel in various ranks in ITBP. the Ministry, in its written submission, furnished the details as under:

Gazetted Officer

Sl.No	CADRE	RANK	Actual time taken for next rank promotion	Remarks
1.	GD Cadre	IG to ADG	No sanctioned post for cadre officers	-
2.		DIG to IG	7 yrs to 8 yrs	
3.		Comdt to DIG	4y 8 m to 4y 11 m	
4.		2 I/C to Comdt	3 years	
5.		DC to 2 I/C	3 to 3 ½ years	
6.		AC to DC	4 y1 m to 5 yrs	

7.		Insp/SM to AC	5 ½ to 9 years	
8.				
9.	Medical	IG to ADG	-	-
10.		DIG to IG		
11.		CMO(SG) to DIG		
12.		CMO to CMO(SG)	04 years	
13.		SMO to CMO	05 years	
14.		Splt. Gr-II (Jr.Scale) DC to Splt .Gr-II (Sr.Scale) 2I/C	02 years	
15.		MO to SMO	04 years	
16.	Engineering	Comdt to DIG	7 to 8 years (2 years regular service in Comdt and 20 years Group 'A' service).	-
17.		DC to Comdt	5 to 6 years (However, 04 years regular service and 15 year Group 'A' service is required)	
18.		AC to DC	5 to 6 years	
19.		Insp/Ovrs to AC/Engr	4 to 5 years	
20.	Veterinary	CVO(SG) to DIG(Vet)	2 to 5 years	-
21.		CVO to CVO(SG)	5 to 6 years	
22.		SVO to CVO	5 to 6 years	
23.		AC(VAS) to DC(SVO)	5 to 6 years	
24.		Insp/AT to AC/AT	3 to 4 years	
25.	JAG	CO(AJAG) to DIG(JAG)	2 to 5 years	-
26.		DC(DyJAG) to CO(JAG)	10 to 11 years	
27.	ESC	AC(ESC) to DC(ESC)	5 to 8 years	-
28.		Insp(ESC) to AC(ESC)	3 to 5 years	
29.	OL	AC(OL) to DC(OL)	5 to 8 years	-
30.		Insp/HT to AC/OL	3 to 5 years	
31.	CM	AC(O) to DC(O)	5 to 6 years	-
32.		Insp/CM to AC(O)	03 to 10 years	
33.		AC(SO) to DC(SO)	5 to 8 years	
34.		Insp/Steno to AC(SO)	03 to 12 years	
35.		JAC(AO)to AC(AO)	3 to 4 years	
36.		Insp/Actt to	3 to 5 years	

		JAC(AO)		
37.	CIVIL	SAO to CAO	7 to 8 years	-
38.		SO to SAO	5 to 6 year	
39.		Asstt. to SO	5 to 6 year	
40.		PA to PS	5 to 29 years.	

Non-Gazetted Officers

Promotion from –To	Number of years	Remarks/ Actual time taken next promotion
General Duty (GD) Cadre		
CT/GD to HC/GD	05 years	12-13years
HC/GD to ASI/GD	05 years	06 years
ASI/GD to SI/GD	06 years	10 years(06 years as ASI/GD and 10 years combined regular service as ASI/GD & HC/GD. Out of which 01 years service compulsory as ASI/GD.
SI/GD to Insp/GD	05 years	03 years as per Old RRs 05 years as per RRs notified on 8 th Nov 2012.
Steno Cadre		
ASI/Steno to SI/Steno	05 years	06 years
SI/Steno to Insp/Steno	05 years	05 years
Hindi Translator (HT) Cadre		
SI/HT to Insp/HT	05 years	05 years
Pioneer (PNR) Cadre		
SI/Overseer to Insp/Overseer	05 years	5 years
SI/PNR to Insp/PNR	05 years	8-10 years
HC to SI/PNR	05 years	12-15 years
CT to HC	05 years	08-10 years
Tailor Cadre		
SI/Tailor to Insp/Tailor	05 years	18-20 years
HC to SI	10 years	12-15 years
CT to HC	05 years	05-06 years
Armourer Cadre		
SI/Armourer to Insp/Armourer	05 years	5-7 years
HC to SI	10 years	10 years
CT to HC	05 years	Presently no eligible person is available in feeder cadre.

Combatant Ministerial (CM) Cadre		
SI/CM to Insp/CM	05 years	5-6 years
HC/CM& ASI/CM to SI/CM	10 years	10 years
HC to ASI/CM	05 years	5-6 years
Education & Stress Counsellor (ESC) Cadre		
SI/ESC to Insp/ESC	05 years	5-6 years
ASI to SI/ESC	05 years	Presently no eligible person is available in feeder cadre.
HC to ASI/ESC	05 years	-do-
Motor Mechanic (MM) Cadre		
SI/MM to Insp/MM	05 years	8-10 years
ASI to SI	05 years	05 years
HC to ASI	05 years	05 years
CT to HC	05 years	05 years
Motor Transport (MT) Cadre		
SI/MT to Insp/MT	05 years	5-7 years
ASI to SI	05 years	05 years
HC to ASI	05 years	05 years
CT to HC	05 years	05 years
Communication Cadre		
SI/Comm to Insp/Com	05 years	05 years
ASI to SI	05 years	05 years
HC to ASI	05 years	05 years
Animal Transport (AT) Cadre		
SI to Insp	05 years	05 years
HC to SI	10 years	10 years
CT to HC	05 years	05 years
Vet Cadre		
SI to Insp	05 years	05 years
HC to SI	10 years	10 years
Cobbler Cadre		
CT to HC	05 years	05 years
Gardner Cadre		
CT to HC	05 years	05 years
Water Wing		

SI to Inspector(Master	05 years	Presently no eligible person is available in feeder cadre.
HC to SI	10 years	-do-
CT to HC	05 years	-do-
SI to Inspector (Engine Driver)	05 years	-do-
HC to SI	10 years	-do-
CT to HC	05 years	-do-
SI to Insp(Workshop)	05 years	-do-
HC to SI	10 years	-do-
CT to HC	05 years	-do-

4.8.2 The Committee takes note of the fact that ITBP is presently in expansion mode and sufficient numbers of vacancies are available in almost all the ranks, due to which most of the personnel are receiving timely promotions. The Committee, however, observes that there is still some stagnation at the rank of Constable in GD Cadre. A Constable gets promoted to the post of Head-Constable in 12-13 years in contrast to the required residency period of 5 years. This is a demotivating factor for the ITBP jawans more so when the Force is in expansion mode. The Committee, therefore, recommends that appropriate measures including cadre review must be taken to reduce the actual time for promotion at the CT(GD) level to boost the morale of the personnel in ITBP.

4.9 Training

4.9.1 The Committee was informed by the Ministry in its background note on the subject that all Officers, Subordinate Officers and Other Ranks are put under basic training of approximately one year before operational deployment and prior to release of promotion of all Ranks, they must successfully complete pre-promotional courses meant for a particular rank.

Specialized Training

4.9.2 The specialized training are presently being held at three places:

A. ITBP Academy, Mussoorie, Uttrakhand

- (i) Anti-terrorist, VIP protection & CDO Course for GOs/SOs/ Ors.
- (ii) High Altitude Tactics Course for State Police/CAPFs
- (iii) I.H.E. Course
- (iv) I.H.E. Refresher Course
- (v) FE Demo Mine laying Refresher Course for PNR Cadre
- (vi) Basic Karate Course for Male
- (vii) Karate Refresher Course

B. Basic Training Centre (BTC), Bhanu, Panchkula, Haryana

- (i) PT Course
- (ii) Judo Course
- (iii) Drill Instructor Course
- (iv) Weapon Instructor Course
- (v) Bugler Course

C. Mountaineering and Skiing Institute (M&SI) Auli, Uttrakhand

- (i) Ski Course
- (ii) Rafting Course
- (iii) High Altitude warfare Course
- (iv) Himalayan Ranger Course
- (v) Antarctica pre-induction training

4.9.3 The Committee was further informed by the Ministry that ITBP is taking all necessary steps for the upgradation of infrastructure in training centres to meet the present day challenges. A separate budget has been allocated for upgradation of training infrastructure. As the ITBP personnel are deployed in high altitude areas and extreme cold conditions, the specialized training aids/equipments *viz.* Rock Climbing Equipment; Nordic Ski Simulators; Deep Search Metal Detectors (DSMD); Physical training equipment; Multimedia Projector with Wireless internet facility; Artificial Rock Climbing Wall; Interactive Touch Display; Eight Lane Firing Simulators have been installed or are being planned for installation in all the training centers.

4.9.4 In response to a question, the Ministry informed the Committee that there is a well laid out SOP in the Force being followed by troops to enhance security against IEDs. ITBP conducts training of troops in 'Identification and handling of Explosives/IEDs' and this subject is also included in various other in- service and specialized courses. Besides, ITBP personnel are sent to Bomb Disposal Courses being conducted by the SG and the Army. Apart from these, following measures are also being adopted:

- (a) Constant use of Explosive Detective(ED) dogs for effective road demining and anti-sabotage checks during road opening and road security operations.
- (b) The operation parties commence their move technically without following a set pattern. Movement by vehicles is bare minimum and troops are highly motivated who themselves prefer to move by foot. In extreme emergency cases, mine protected vehicles like MPVs, LATCs, LPTA are used by ITBP Troops.
- (c) On detection of IEDs the deputed BDDS team of ITBP along with the District BDDS team concerned takes action as per the ground situation. They usually diffuse the trapped IEDs at the spot.

4.9.5 The Committee is extremely anguished to note that the ITBP who have been deployed in the treacherous hills of the north against extreme weather on the India-China border since the year 2004, have not been equipped with basic training gadgets and facilities, viz., modern equipment like 8 lane firing simulator and interactive touch display. The Committee, therefore, recommends that all these equipment, facilities and modern techniques should be procured expeditiously and training be imparted to the personnel of the Force. The Committee feels that the modernization of the Force must be given utmost priority as this Force not only has to face any enemy from across the border but also the vagaries of Nature.

4.10 Housing and accommodation

4.10.1 The Ministry, in its background note on the subject, informed the Committee that only 8,844 quarters are available against a total of 28,568 authorized quarters in ITBP. However, 3,187 quarters are under construction, therefore, there is a shortfall of 16537 quarters. The present housing satisfaction level in the Force is about 13.41 per cent as against 25 per cent authorization for the CAPFs. Compensation for housing to Personnel Belonging to Other Ranks (PBORs):

Whether the PBOR has any dependents	Field posting	Non-field posting	
		Staying in Barracks	Not staying in Barracks
Yes	Full HRA applicable at the selected place of residence of the Dependents	Reduced HRA applicable at the Selected Place of Residence of the Dependents	Full HRA applicable at that place if government accommodation not available#
No	Full HRA applicable at Class Z city, i.e. 10 percent of Basic Pay	Reduced HRA applicable at the place of posting	Full HRA applicable at that place if government accommodation not available

4.10.2 The Committee observes that the housing satisfaction level in ITBP at 13.41 per cent is one of the lowest among the CAPFs. The Committee notes with concern that there is shortfall of 16,537 quarters. The Committee, therefore, recommends that the construction of the 3,187 houses that are under construction must be expedited and completed as per schedule without time and cost overrun. The Committee further recommends that the Government should chalk out 'Action Plan' to achieve the objective of constructing the remaining 16,537 quarters within the stipulated timeframe.

4.11 Basic Amenities-Food

4.11.1 The Ministry informed the Committee in a reply to a question that quality food items are procured for the ITBP personnel, as per Defence Food Specifications/FSSAI Standards. The ITBP maintains strict quality control through three layered quality inspection norms where items are tested as advance sample before purchase, as random sample from bulk supply followed by line

committee comprising of all ranks, who carry out inspection at the consignee end and at the user's end (i.e., at battalion HQs as well as each Post). The quality of cooked food served to the troops is regularly monitored by the concerned Post Commander, Coy Commander, Duty Officer, Unit Commandant and various other functionaries at the field level. Besides, Frontier IGs, Sector DIGs and other senior officers from Directorate General during their visits, which are frequent in nature and during the annual inspections.

4.11.2 The Committee was informed by the representatives of ITBP that no complaint regarding non-sanctioning of leave and poor standard of food has been received, through SMS or Mobile Apps. Twelve Master canteens and 77 subsidiary canteens (CPC) are available for the ITBP personnel. The free ration facilities for troops on Border Guarding Duties are divided into three categories, i.e., normal ration items authorized at all border locations, high altitude ration items authorized above 9,000 feet and special ration items authorized above 12,000 feet. Ration items are supplied by the ITBP for units deployed in Himachal Pradesh, Uttarakhand & Sikkim and by the Army for the units deployed in Ladakh (J&K) and Arunachal Pradesh on cash and carry basis. Ration Money Allowance is given to the troops (NGOs) deployed in areas other than border.

4.11.3 The Committee was apprised that the ITBP is also going in for ready-to-eat meals. The meals are from different cuisines, like South Indian cuisine, Maratha cuisine etc. which have been tested and there is positive response by the jawans and the ITBP is planning to induct the system of ready-to-eat meals in the near future.

4.11.4 The Committee takes note of the innovative ideas of serving ready-to-eat meals that has been appreciated by the jawans. The Committee, keeping in view the difficult terrain and peculiar weather conditions faced by the ITBP Force and their line of duty, hopes that items in the ready-to-eat meals would meet the nutritional needs of maintaining the physical fitness of ITBP jawans.

4.12 Basic Amenities-Drinking Water

4.12.1 During the evidence, the Ministry, in its submission before the Committee, stated that to remove contamination a system of boiling of water for five minutes is in practice. A sufficient number of water filters have been provided to cater to the need of potable drinking water, for all the personnel deployed at all the BOPs.

4.12.2 The Committee was further informed in a reply to a questionnaire on the subject that to ensure sufficient availability of clean drinking water to all the ITBP personnel, deep/low bore wells with submersible motor have been installed at formations, wherever feasible, sufficient number of water filters/ ROs have been installed as per the requirement and a concept of permanent integrated building has been developed for BOPs in which provision of inbuilt borewell has been made for clean water. A proposal is also in the process for supplying regular drinking water to BOPs. The Committee was further informed that only 18per cent of the BOPs of ITBP have the facility of

obtaining potable water from pipeline/borewell and in the rest of the 82per cent BOPs the drinking water is obtained from rivulets or springs.

4.12.3 The Committee is surprised to observe that in 82 per cent of the BoPs, drinking water is obtained from rivulets and springs which are polluted and at some places the level of contamination is alarming. Clean drinking water is a fundamental right of every person. The Committee, therefore, strongly recommends that proper provisions must be made to make clean and safe drinking water available to the ITBP personnel in all the BOPs and wherever feasible, the possibility of supplying piped regular drinking water to BOPs must be explored. This must be done immediately and a special report submitted within 6 months.

4.13 Basic Amenities-Electricity supply

4.13.1 The Committee was informed that 24per cent of the BOPs in ITBP have a regular supply of electricity and the rest 76per cent are dependent on generators for electricity. When enquired by the Committee about the downtime of generators at the BOPs, the MHA informed that as per the safety manual, total time a generator can run at a stretch is three hours with a gap of 45 minutes. As two generators are available at each BOP, the time lag is nil. The generator at BOPs are required for about 3 to 4 hours per day in the evenings and 1 to 2 hours in the mornings. At the battalions Headquarters, generally regular electricity supply is available. However, during power cuts, generators are used for essential works for about 1 to 2 hours on requirement basis. The MHA further informed that to ensure regular electricity supply at BOPs of CAPFs, a proposal is under consideration.

4.13.2 The Committee observes that the electricity supply at the BOPs of ITBP is neither regular nor sufficient. The downtime of generators must be reduced to a bare minimum. The Committee recommends that the proposal to ensure regular electricity supply at BOPs of CAPFs must be prioritized and implemented expeditiously.

4.14 Medical facilities

4.14.1 The Committee was informed during the evidence by the representatives of the Ministry of Home Affairs that the ITBP personnel are at risk of several high altitude health hazards. The following details about the personnel affected by these hazards were furnished by the Ministry in a reply to a question on the subject:

Name of disease	2016	2017	2018 (till date)
<u>Diseases at High Altitude</u> (High-Altitude Pulmonary Edema (HAPO), Acute Cerebral Edema, Loss of Memory)	209	168	141
<u>Cold Injuries</u> (Chilblains, Snow Blindness, Immersion, Trench Foot)	154	238	20

4.14.2 The Ministry further informed the Committee that the average recovery time for High-Altitude Pulmonary Edema (HAPO), Acute Cerebral Edema, loss of memory is 6 to 12 months depending on the condition of the patient. The average recovery time for Immersion/Trench Foot, Chilblains, snow blindness is 7 to 15 days.

4.14.3 On being enquired about the level of fitness of the Force personnel and life style diseases accruing to young officials who are recruited with requisite health and fitness standards set up by the force, the Ministry in its reply, submitted that the ITBP in collaboration with Defence Institute of Physiology and Allied Sciences (DIPAS) and Defence Research and Development Organization (DRDO) conducted cross-sectional study in 2013-15 at Sector hospital, Leh. The study indicates that approximately 20 per cent strength of the Force personnel are suffering from high altitude-induced hypertension. The DRDO has proposed longitudinal prospective study to confirm the findings of cross sectional study, including those personnel who have not been exposed to the high altitude. Presently, the study is being carried out at BTC, Bhanu and RTC Karera, the two training centers of ITBP. The Ministry furnished following details of life style diseases as under:

Age profile	Personnel suffering from cardiac complications				
	2014	2015	2016	2017	2018 (Till date)
20 to 30 years	01	03	03	06	Nil
31 to 40 years	04	05	03	04	Nil
41 to 50 years	18	15	10	17	03
51 to 60 years	07	06	06	05	03

4.14.4 The number of personnel currently suffering/ affected from liver diseases are 115. The Ministry submitted in its written reply before the Committee that effective steps were taken to prevent lifestyle diseases such as obesity, hypertension, diabetes mellitus, stroke, etc. including regular lectures on stress management, preventive measures, disease awareness and relaxation techniques; dietary precautions and yoga and physical exercises.

4.14.5 The Committee was further informed that generally, Medical Response Team comprises of para-medical staff only. Keeping in view the sanctioned/posted strength of the Medical Officers, it is not possible to deploy a Medical Officer with every BoP. At least one medic is available at each BoP, round the clock. In addition, medics course qualified GD personnel are also available at all the BoPs. The vacant posts of para-medical staff are being filled through direct recruitment/promotions, as per the existing rules. The last vacancy of para-medical cadre was notified during the year 2015.

4.14.6 The Ministry further informed the Committee that the Force personnel who are deployed in high altitude area are provided protective clothing, i.e., snow clothing, snow shoes and snow goggles. For proper acclimatization proper diet is given to the Force personnel (high protein and high carbohydrate diet). Monthly medical examination, Training classes /lectures on preventive

measures to be adopted are also carried out. Special course at High Altitude Medical Training School (HAMTS) for Medical and para-medical cadre personnel with special emphasis on prevention and care of diseases prevalent in high altitude area and Cold Injuries are also undertaken.

4.14.7 On being queried about the vacancy position with regard to Medical/Para medical officers and action taken to filling those vacancies, the Committee was informed that the details of vacancies advertised vis-à-vis recommendations of Medical Officers Selection Board (MOSB) – 2016 in respect of ITBP are as under:

Specialist Medical Officers			Medical Officers		
No. of vacancies advertised	Recommended for appointment	Vacancies remained unfilled	No. of vacancies advertised	Recommended for appointment	Vacancies remained unfilled
10	02	08	137	44	93

4.14.8 The vacancy position of doctors in ITBP as on 5th July, 2018 (after taking into account the allocation made through MOSB-2016 on 6th June, 2018) is as under:

Specialist Medical Officers			Medical Officers		
Authorized	Posted	Vacancy	Authorized	Posted	Vacancy
30	17*	13	351	280#	71

**Including 02 Specialists allocated on 06.06.2018 who are yet to join*

#Including 44 Medical Officers allocated on 06.06.2018 who are yet to join

4.14.9 The last recruitment drive for para-medical staff was conducted in 2015 and 14 vacancies were filled up. The recruitment process for filling of 13 vacancies of para-medical staff is in process.

4.14.10 The Committee feels that vacancies of so many doctors and para medical staff in the ITBP is having an adverse impact on the well being of its staff, particularly the jawans, affecting their efficiency. At a time when the ITBP personnel suffer from various diseases, the vacancies of 8 Specialist Medical officers and 93 Medical Officers is quite alarming. There is no reason why there should be such a large number of vacancies at any given point of time, especially for ITBP as it has no other medical access at all because of the area of its deployment and inaccessible terrain. The Committee, therefore, strongly recommends that urgent measures must be taken to fill all the medical vacancies in the Force in a time bound manner and efforts must be taken to ensure that no medical posts remain vacant for more than 2 months at any point of time. The Committee further recommends that the Force may explore the feasibility of recruiting on ad-hoc basis till the regular appointments are made.

4.14.11 About the health care facilities given to the ITBP personnel, the Ministry further apprised the Committee in a reply to a question as follows:-

Primary Health Care

- i) 10 Bedded hospitals are available at all battalion Headquarters. All battalions have been authorized five posts of doctors and fifteen para-medical staff including indoor ward, well developed laboratory, ECG facility, dispensary and other facilities, etc.
- ii) At BOP level, there is an MI Room with well-trained Medics for first aid and primary care
- iii) Periodical visits to BOPs by the unit Medical Officers.
- iv) Air evacuation of sick personnel from BOPs by helicopters, provided by IAF, if required.

Secondary Health Care

- i) Secondary Health Care is being provided at 3 Composite Hospitals (50 bedded) located at Dehradun, Chandigarh and Delhi.
- ii) For better healthcare facility in NE region, a 30 bedded Hospital at Kimin has become functional.

Tertiary Health Care

- i) The tertiary care is being provided at 200 bedded CAPFs Referral Hospital at Greater Noida.

4.14.12 The Committee is of the considered view that ITBP personnel must get adequate medical facilities at ground level and if required medical attention at the referral hospital. Moreover, evacuation facilities must be ready round the clock for sick personnel for better medical attention. The Committee, therefore, recommends the strengthening of overall health care facilities for the ITBP personnel.

4.15 Infrastructural Issues- Road connectivity

4.15.1 While replying to a query of the Committee, the Ministry stated that out of 177 ITBP BOPs, 79 BOPs are not connected by road. At present, 73 road projects along India – China Border are at various stages of construction. The details furnished by the Ministry in this regard are as under:

- (a) 25 ITBP Priority Phase-I roads (13 have been completed and 12 are under construction).
- (b) 35 GS (General Staff) roads (14 have been completed and 21 are under construction).

(c) 13 CSG (China Study Group) recommended roads (05 have been completed and 08 are under construction).

4.15.2 To further improve the connectivity, ITBP had proposed 46 roads under ITBP Priority Phase-II, DPRs of which have been approved. Besides, ITBP has also proposed 50 more border roads in ITBP Priority Phase-III, out of which 23 roads have been operationally endorsed by MoD. Construction of all above proposed roads will facilitate road connectivity to all existing and 47 newly proposed BOPs. Besides, there is

- (i) Proposal for Construction of Permanent Integrated Buildings (PIB) in 97 BOPs.
- (ii) Sanction of Special clothing and mountaineering equipments (SCME) for personnel deployed in the BOPs, at an altitude of 9000 ft. and above.
- (iii) Providing Tele-Medicine facilities at BOPs.
- (iv) Streamlining the evacuation system during medical exigencies.

4.15.3 The Committee takes note of the on-going project of road connectivity consisting of 41 roads under phase-I, DPR of 46 roads under phase-II already approved, and construction of 50 roads at proposal stage under phase-III. The Committee recommends that all on-going road construction works must be completed and proposal under phase-III must be approved within the timeframe. The approved road construction projects must be taken up for completion within set timeframe.

4.16 Permanent Integrated Composite Building (PICB)

4.16.1 In a reply to a question, the Ministry informed the Committee that ITBP has developed a concept of Permanent Integrated Composite Building (PICB) with in-built provision for central heating system and freeze-proof toilets for BOPs located at high altitude areas, where temperature dips from -20 to -45 degrees centigrade, especially during winters. The conceptual design of the building has been vetted by an IIT. MHA sanctioned Rs. 17.20 Crore, for construction of permanent integrated building at Lukung Border out Post in Leh (J&K) on 22nd July, 2016. The physical progress of the work is 48per cent and the project is likely to be completed by October, 2018. On similar lines, Draft Project Reports for 96 BOPs of ITBP are being prepared by CPWD, for which Rs. 14.57 Crore has been sanctioned by the MHA through High Level Empowered Committee (HLEC).

4.16.4 The Committee understands that since ITBP personnel are working in high altitude mountainous region, therefore, adequate and commensurate infrastructure is required to enhance the professional efficiency of the ITBP. In this regard, the proposal of Permanent Integrated Composite Building (PICB) is a welcome concept and the Committee hopes that the said project at Leh would be completed within stipulated timeframe and at the estimated cost. The Committee further recommends that similar PICB at various BoPs of ITBP may be constructed.

4.17 Surveillance Equipments

4.17.1 The MHA informed the Committee that for ease of deployment of the ITBP, five snow scooters have been inducted in ITBP for enhanced and efficiency surveillance at borders during winter. The Committee was also informed that authorization of Surveillance Equipment proposed by Build, Own, Operate (BOO) as Comprehensive Integrated Border Management System (CIBMS) is under process. Moreover, 97 BOPs have been identified for upgrading to CIBMS. The Ministry also informed that the proposal of critical infrastructure in Arunachal Pradesh was approved by MHA and construction works has been entrusted to CPWD. A proposal for establishment of 32 night halt camps (J&K-01, Sikkim-05, Arunachal Pradesh-26) along India China Border was sent to MHA. MHA has forwarded the proposal to MoD and concurrence of MoD is awaited. Besides, on the basis of recommendation of Committee for use of Cutting Edge Technologies in LWE theatre, chaired by Union Home Secretary MHA on 28.11.2017, process to procure latest weapons, personal equipment, mobility, IED detection and disposal, communication & surveillance equipment like Mini/Micro UAVs, Foliage Penetration Radar etc., is under process.

4.17.2 The Committee is of the considered view that the latest and modern equipment must be provided to the ITBP personnel at the place of their deployment for effective and efficient working. The Committee, therefore, hopes that the Comprehensive Integrated Border Management System (CIBMS) must include updated surveillance equipment that will work under the extreme climatic conditions. The Committee, therefore, recommends that the Ministry of Home Affairs must consider all the proposals pertaining to critical infrastructure, night halt camps, Cutting Edge Technologies and communication & surveillance equipment and take necessary action for procuring/installing appropriate equipments for the ITBP personnel.

4.18 Mobility of troops

4.18.1 In a reply to a query, the Committee has been informed that the ITBP has provided 4x4 vehicles with high powered engine and good ground clearance to the units/formations deployed in North-East region and Ladakh region. All terrain vehicles have also been provided to the units deployed in North-East and Ladakh region. The Ministry submitted that there is no shortage of vehicles in ITBP as per authorization. As regard to special vehicles, authorized for LWE/ANO areas, procurement of 20 medium BP vehicles is under process. Procurement of 12 MPVs from Vehicle Factory, Jabalpur is also under process, out of which, 02 MPVs have been collected and 03 MPVs will be collected within a week. Besides, the proposals for procurement of 15 light BP vehicles, for the units deployed in ANO/LWE and procurement of 19 light BP vehicles, for the units of ITBP deployed in J&K are also under process.

4.18.2 The Committee is of the view that movement of the ITBP personnel in the time of need from one place to another is of high strategic importance. However, mobility must be hassle-free and swift. The Committee, therefore, recommends that the proposals for

procurement of special vehicles must be considered without delay and the actual procurement must be done in a time bound manner.

4.19 Modernization and Technological advancements

4.19.1 In a reply to a query, the Ministry informed the Committee that there is no acute shortage of Arms and Ammunition in the Force. Nonetheless, process to procure modern weapons to replace the existing old weapons has been initiated. There is no delay in procurement of combat aid equipments. The Force has adequate number of combat aid equipments such as bullet resistant jackets, bullet resistant helmets, BP Vehicles, High Powered SUVs, Mini excavators, Extreme Cold Clothing and Equipment (ECC and E) and Special Clothing and Mountaineering Equipments (SCME). Every year, new equipments are being added in the modernization plan and provided to the troops.

4.19.2 The Ministry, in its background note on the subject, informed the Committee that ITBP is widely using various surveillance equipments like NVDs, Hand Held Thermal Imager (HHTI), LORROS, etc. at BOPs. During patrolling, satellite phones, GPS, cameras, snow scooters, and wireless sets are used. ITBP is also using satellite imageries supplied by other agencies such as NTRO. ITBP is also well equipped in respect of weapons, ammunitions and other equipments for effective anti naxal operations. ITBP troops use MPVs, Drones, UAVs, Deep Search Metal Detectors (DSMD), Door Frame Metal Detectors (DFMD), F3 mine detector, Non Linear Junction Detector (NLJD), HHTI, bomb suit, bomb blanket, explosive detector- MO8, explosive detection kit, UVSM, LRF, etc

4.19.3 In the domain of IT infrastructure and software applications, ITBP has taken major steps to enable digitization of important processes and to make optimal use of technology for the benefit of its troops. Some of these recent initiatives inter-alia include in-built Employee Personnel Information System (EPIS), in-built grievance redressal application, ITBP Android application, Vehicle Information System (VIS) module, Digital Budget Management System, Online Force Order (FO)/ Special FO repository for quick access of force orders, Visitor's Management Software, E-Health Card system, Digital Form-16 module and an online holiday-home system.

4.19.4 Software applications such as an automated system for transfer of personnel, refurbishing of Android application, a suggestion portal and a digital APAR repository are under process of development. Implementation of a Wide Area Network (Bandwidth commissioned at 35 sites) is also under process.

4.19.5 The Committee appreciates that the Ministry of Home Affairs is alive to the need for procurement of modern and advanced weapons and deployment of the same to the ITBP personnel. The Committee, therefore, recommends that all the recent initiatives taken in the field of IT infrastructure and software applications must be taken to the logical conclusion to enable digitization of the processes and optimal utilization of technology for the benefit of ITBP personnel.

4.20 Communication facilities

4.20.1 The Committee was informed in a reply on the subject that the Digital Satellite Phone Terminal (DSPT) and Satellite Phones remain functional unless equipment is switched off or battery is discharged or becomes faulty. The down time of satellite phone battery is 8 hours (talk time) and 150 hours in stand-by mode. DSPT is powered by secondary batteries which has down time of 3 days. DSPTs (205) and Satellite phones (155) are functioning satisfactorily. As DSPT and satellite phone are routed through satellite transponder, non-connectivity issues with landlines and mobile phones at the receiver's end are bare minimum.

4.20.2 The Committee was also informed that presently, mobile telephone connectivity has not been provided at all BOPs of ITBP. A proposal for providing 'Optical Fiber Cable (OFC)' connectivity to all BOPs is under consideration to connect all villages through "National Optical Fiber Network" from the nearest Gram Panchayat, to be extended to BOPs. This will provide data, voice and mobile telephone connectivity further to BOPs.

4.20.3 The Committee observes that there is no provision of mobile connectivity in many BOPs of ITBP. The Committee, therefore, recommends that the Ministry must explore the feasibility of having mobile connectivity at the BOPs and if possible even by encouraging private operators. The proposal for providing Optical Fiber Cable (OFC) connectivity to all BoPs by connecting all villages through National Optical Fiber Network must be considered on priority.

4.21 Grievance Redressal

4.21.1 The Ministry of Home Affairs informed the Committee in a reply to a question that the following officers act as the Nodal Officers (Grievance Redressal and Welfare Officer), at each level under the grievance redressal mechanism:

LEVEL	NODAL OFFICER	
Directorate General	DIG (Org and Welfare)	Designated as Grievances Redressal and Welfare officer
	DyComdt/GD	Designated as Assistant Welfare officer (AWO)
Frontier HQrs	DIG(Admn)	
Sector HQrs	Commandant (Staff)	
Training Institutes	Designated Commandant/second-in-command	
Units/Specialist Bns	Second-in-Command	
Base Hospital/C.H.	CMO (Selection Grade) or senior most officer available, next to the Commandant.	
CRO (central record office) PAO* (pay and account office)	SAO (R) *For grievances related to PAO : Chief Administrative Officer (CAO) CRO will be the nodal officer.	

4.21.2 Apart from above, personnel can also forward their complaints on ITBP App and MHA Grievance App through Centralized Public Grievance Redress and Monitoring System (CPGRMS). Alternatively, the Force personnel can forward their grievances through post, e-mail (welfare@itbp.gov.in) or SMS to DIG(Welfare), Directorate General Mobile numbers of all senior officers are shared for quick redressal of grievances.

4.21.3 When enquired whether there were any grievances regarding the New Pension Scheme (NPS) and regular pension among the personnel as the army personnel still enjoy the regular pension, the Ministry replied that only one specific request regarding restoration of old pension scheme was received through CPGRMS Portal.

4.21.4 A total of 518 Grievances were received on ITBP Grievance Portal till date, out of which 491 have been resolved and remaining 27 are under active consideration with various formations.

4.21.5 The MHA informed the Committee that all personnel have been made aware about E-Grievance Redressal Mechanism available to them through Sainik Sammelans, Daily Roll Calls and through display on Notice Boards in all the formations and especially in Training centers where recruit training is being undertaken.

4.21.6 The Committee desires that ITBP's Grievance Cell must be robust and the mechanism should reflect a system of speedy and fair adjudication of grievances without delay. It is worthwhile to mention here that fair redressal of grievance of ITBP personnel would go a long way in motivating the force to face the challenging task and discharge entrusted duties without any worry and concern. The Committee, therefore, recommends that an effective and efficient grievance redressal mechanism may be put in place quickly.

CHAPTER-V

BORDER SECURITY FORCE (BSF)

5.1 Historical background

5.1.1 The Border Security Force came into existence on 1st December, 1965 in the aftermath of the India-Pakistan war (1965) that exposed the inadequacy of the state armed police forces to cope with armed aggression. Till 1965, the border with Pakistan was manned by the State Armed Police Battalion whose inadequacy to deal with the armed aggression gave rise to the need for a specialized centrally controlled border security force, which would be armed and trained to man the International Border with Pakistan. As a result of the recommendations of the Committee of Secretaries, the Border Security Force came into existence

5.1.2 The Force was raised with 25 battalions in 1965 and is presently the largest Border Guarding Force in the world with 186 battalions (including 3 Disaster Management battalions). For the last several decades, the BSF has been deployed all over the country and abroad for maintenance of law & order, internal security duties, counter-insurgency operations, anti-naxal operations, election duties and disaster relief.

5.2 Role and responsibility

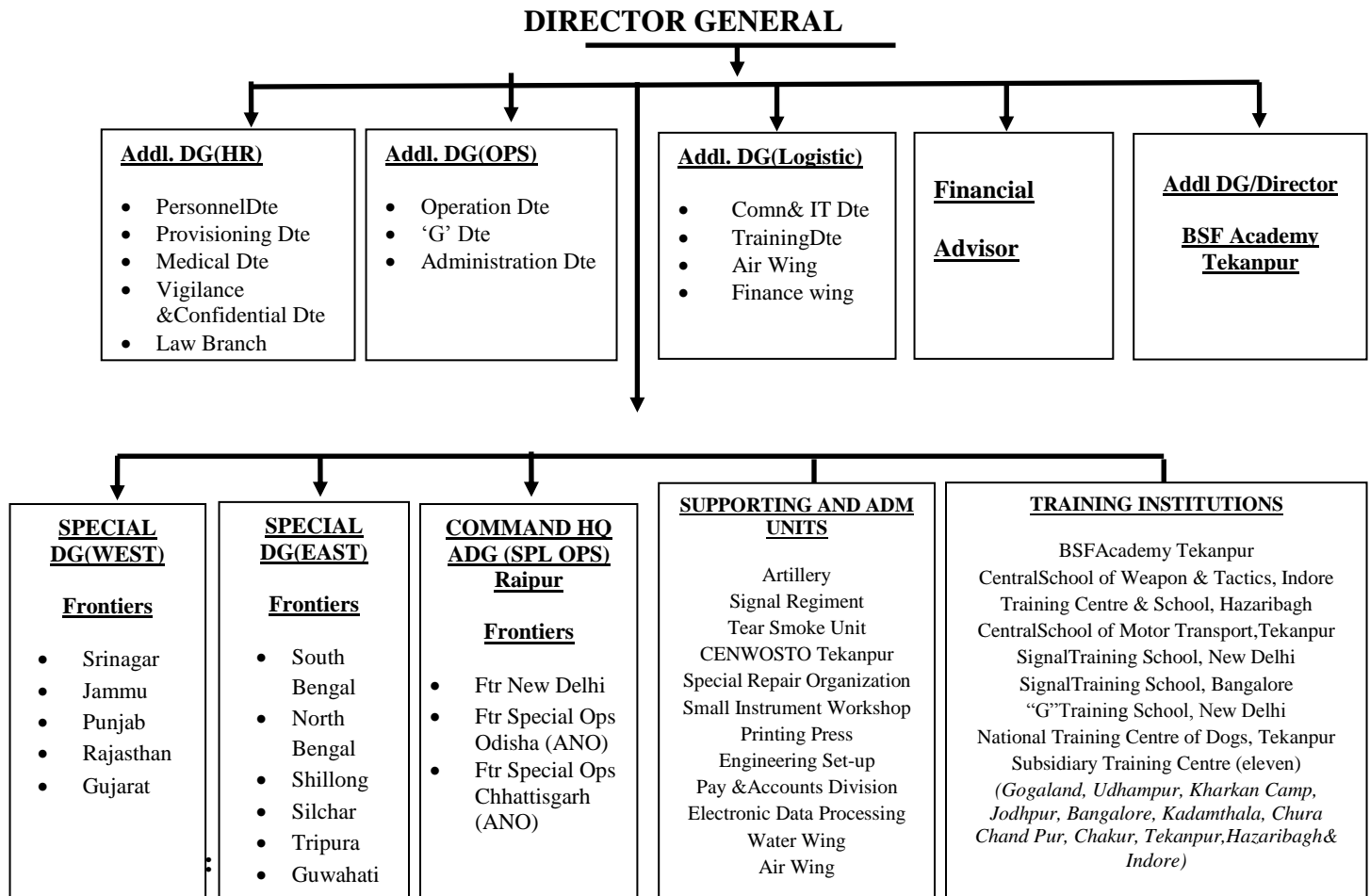
5.2.1 The role and duties performed by the BSF can be broadly listed into 'peace time role', 'war time role' and 'additional responsibilities'. Under the 'peace time role', the BSF is to promote a sense of security among the people living in the border areas and to prevent trans-border crimes, unauthorized entry into or exit from the territory of India, and smuggling or any other illegal activity on the border.

5.2.2 Under the 'war time role', the BSF is responsible for holding ground in less threatened sectors so long as major assaults do not develop in particular sectors along with performing several tasks such as protection of vital installations, provision of extensions to the flanks of main defence line, limited aggressive action against paramilitary or irregular forces of the enemy, and performing other special tasks that may be required during war time.

5.2.3 Under the 'additional responsibilities', the BSF carries out internal security duties, election duties, counter-insurgency operations, anti-naxal operations and gives aid to civil authorities during natural calamities.

5.3 Organizational structure

5.3.1 The Force Headquarters is headed by a Director General. Three Special DG/Additional DGs with nine Directorates are functioning under the DG. Each Directorate is headed by an Officer of the rank of Inspector General.



Dte: Directorate

HR: Human Resources

Ops: Operations

5.3.2 BSF is currently guarding 2289.66 kms of India-Pakistan Border and 4096.70 kms of India-Bangladesh Border. Besides, BSF is also guarding 237.2 kms of Line of Control (LoC) in J&K under the operational control of the Army.

5.4 Recruitment

5.4.1 The recruitment in BSF for the post of Assistant Commandant (GD) is conducted by the UPSC and for the posts of SI (GD) and Constable (GD) is conducted by the SSC. The recruitment of SMO (DC), MO (AC) and dental surgeon (AC) is conducted through the nodal force nominated by the MHA. The recruitment for the following cadres is conducted by the BSF itself:

- i) Engineering Cadre
- ii) Air Wing Cadre
- iii) Para Medical Cadre
- iv) Veterinary Cadre
- v) Motor Transport Cadre
- vi) Water Wing Cadre

5.5 Attrition

S.No.	Reason of attrition	Year					
		2012	2013	2014	2015	2016	2017
1.	Superannuation	986	806	813	856	1015	1206
2.	Vol. retirement	3471	3495	2067	511	3132	6001
3.	Resigned from service	495	525	516	398	319	414
4.	Invalidation (Med)	28	34	23	37	20	19
5.	Dismissed on Disc ground	146	101	99	87	59	60
6.	Death in action	13	15	10	14	18	07
7.	Suicide	40	38	46	27	24	38
8.	Shootout	2	6	3	2	02	01
9.	Accidental fire	1	2	3	0	01	02
10.	Train accident	9	12	6	18	18	07
11.	Vehicle Accident	58	58	43	22	20	47
12.	Drowning	1	7	8	2	05	05
13.	P F Malaria	3	2	4	3	03	01
14.	Illness	215	266	239	270	280	257
15.	Death due to Others reasons*	76	85	39	83	87	51
	Total	5544	5452	3919	2330	5003	8116

*Electric shock, falling, intoxication, lightning/thundering, murder, poison cases, road accident, snake bite etc.

5.5.1 The Committee observes that a major factor for attrition in 2017 has been voluntary retirements. This may be due to implementation of 7th Pay Commission. The Committee is concerned that such high rate of attrition may create a large number of vacancies which the Force may not be able to fill soon. The Committee, therefore, recommends that the Ministry may urge the recruitment agencies to fast-track the recruitment exams to be conducted during this year as well as next year so as to address the situation arising out of vacant positions to some extent.

5.5.2 The Committee enquired from the Ministry about the reasons for BSF personnel committing suicides in the year 2017 and the measures undertaken to control the situation. The Ministry submitted that the general reasons for BSF personnel committing suicides are:

- (i) A recent loss of close relationship

- (ii) A change (or anticipated change) in work circumstances, e.g., demotion, punitive transfer of work place
- (iii) A change in health or serious illness
- (iv) Increased misuse of alcohol or other drugs
- (v) A history of suicidal behavior or history of suicide in the family
- (vi) Current depression
- (vii) Financial loss
- (viii) Perceived extra marital affairs of spouse/betrayal
- (ix) Humiliated in front of others

5.5.3 The Committee takes note of the reasons furnished by the Ministry for the personnel committing suicide, some reasons are of a personal nature. However, the Committee finds that some reasons such as punitive transfers, misuse of alcohol/drugs and humiliation in front of others should have been addressed at the appropriate level of the Force. The Committee, therefore, recommends that the Ministry undertakes measures to help the Commanding Officers to improve upon these aspects. The Committee also recommends that consumption of alcohol by the personnel must be monitored by the Reporting Officers. The Committee further recommends that the Force should adopt a zero-tolerance policy on the use of drugs by the personnel and stern measures may be taken in case of any violations.

5.5.4 The Committee was also informed by the Ministry that BSF has taken various measures to address the problem of suicide cases among BSF personnel, which are as under:

- (i) Regular Yoga has been introduced in the BSF by qualified instructors for better health and reducing stress.
- (ii) Financial Literacy programmes introduced in the entire force to guide all personnel for future financial security.
- (iii) Free help lines installed at Force HQ level, accessible to all men to report problems/grievances if not addressed for any reason.
- (iv) Free guidance to wards of BSF personnel through “Prepmantra” app for all competitive exams for Engineering, Medical, professional, Law entrance, Management entrance & UPSC exams.
- (v) Regular interaction between Commanding Officers and Jawans is being ensured to reduce the stress level by counseling and addressing grievances/personal problem.
- (vi) Grievances redressal Cells have been set up at all levels to sort out the problems of serving personnel.
- (vii) Development of infrastructure in BOPs for providing basic amenities to the troops and improve their living conditions.
- (viii) Installation of force multipliers, electronic gadgets; construction of roads, fence and flood lights to reduce physical and mental fatigue and enhance operational efficiency.
- (ix) Stress Management Capsule courses are being conducted regularly for the troops to make them understand, how to handle the stress.

- (x) Rest and Relief system introduced in order to ensure adequate rest & relief to the BSF personnel.
- (xi) Implementation of rational and fair leave policy.
- (xii) Regimental and Community activities including Sports/Games at all levels and participation of all including officers is ensured.
- (xiii) Provision of better communication facilities at places of deployment, particularly, in remote areas, so that personnel can speak to their families.
- (xiv) Transparency in distribution of duties is ensured to prevent resentment and discontent amongst personnel.
- (xv) An Standard Operational Procedure (SoP) was prepared on the “Holistic Health and Wellness” of the force personnel and the same has been issued to all the HQs/Bns/establishments for its implementation upto the BOP level.

5.5.5 The Committee observes that certain measures have been taken to address the stress levels of the personnel in the Force. However, there is a need to have an institutional set-up both at the MHA level and at the level of the Headquarters of every Force, including BSF, for proper identification of factors that cause stress, development of strategies to help the personnel in addressing these factors and monitoring the implementation of these strategies in every battalion. The Committee, therefore, recommends that the Ministry must have an institutional set-up comprising officers from the MHA, Bureau of Police Research and Development (BPRD), heads of various forces and experts from the areas of public health, mental health, psychology, psychiatry etc. to deal with the issue of stress in the BSF as well as in other CAPFs in a professional manner.

5.5.6 The Committee also observes that the Ministry has not taken suitable measures to recruit or appoint counselors, psychologists and psychiatrists to address the stress and mental health related issues in a professional manner. The Committee, therefore, recommends that the Ministry should consider creating posts in the medical cadre of BSF and recruit and appoint suitable professionals. The Committee also recommends that recruitment to these posts may be done so as to provide at least one professional counselor for every battalion and one clinical psychologist/psychiatrist at the Frontier HQ level.

5.5.7 The Committee notes the measures taken by BSF to address the problem of suicide among BSF personnel and hopes that those measures do not remain on paper and are implemented diligently at the Company level in every battalion. The Committee, therefore, recommends that the Ministry should undertake sincere efforts to monitor the implementation of the stated measures.

5.6 Promotional Avenues

General Duty Cadre

5.6.1 The promotional avenues and actual time taken from entry grade for next promotion in the General Duty Cadre of BSF, as furnished by the Ministry, are as under:

Promotion from-to	Grp 'A' service/ Residency Service	Actual time taken from entry grade
IG to ADG	30 years with 3 years as IG	More than 35 years
DIG to IG	24 years with 2 years as DIG	More than 33 years
CO to DIG	20 years with 2 years as CO	More than 28 years
2IC to CO	15 years with 5 years as 2IC	More than 22 years
DC to 2IC	10 years with 5 years as DC	More than 16 years
AC to DC	5 years as AC	More than 07 years
Inspector to AC	3 years as Inspector	10 years from Inspector
SI to Insp	5 years as SI	5 years
ASI to SI	6 years as ASI or combined 10 years as HC/ASI with 3 years as ASI	ASI post sanctioned in 2012, thus, it is not feasible at this stage to assess the stagnation. However, HC with 9 years of service and ASIs with 18 years service as HC/ASI recently promoted as ASI and SI respectively.
HC to ASI	5 years as HC	10 years
CT to HC	8 years as CT	20 years

5.6.2 During the meeting of the Committee, held to discuss the working conditions in BSF a query was raised about the time taken for promotions at various levels. The DG, BSF informed that for a Jawan to become a Head Constable, it takes about 16 years. Then, for a Head Constable to become an ASI, it takes about 8 to 10 years. To become an SI(GD), it takes about 6 to 7 years for those directly appointed; and, about 30 years for those who were recruited as Constables.

5.6.3 The Ministry, in its reply to the query on reasons for huge divergence in the prescribed residency period and the actual time taken for promotion in various ranks, confessed that there is acute stagnation in promotional avenues, particularly in the promotion from Constable (GD) to Head Constable (GD). As per present trend, a Constable (GD) is getting promotion to the rank of HC (GD) after a period of 19-20 years, whereas the laid down residency service for promotion from Constable (GD) to Head Constable (GD) is 10 years.

5.6.4 The MHA also informed the Committee that in order to overcome the problem of genuine stagnation and hardship faced by the employees due to lack of adequate promotional avenues and with a view to compensate them to some extent, three financial up-gradations are being granted to Force personnel at the interval of 10, 20 & 30 years of regular service under the Modified Assured Career Progression (MACP) Scheme at par with other civilian employees.

5.6.5 The MHA informed the Committee that the MACP Scheme is applicable/admissible upto the HAG scale of Rs. 67,000-79,000/- (now pay matrix level 15) in replacement of Rs. 37,400-67,000/- with grade pay Rs. 12,000/- i.e. upto the rank of IG.

5.6.6 The current MACP Scheme provides three financial up-gradations counted from the direct entry grade on completion of 10,20 and 30 years of service respectively. In its reply furnished in response to a query it was submitted that in the recent past, a proposal was moved to MHA for grant of four financial up-gradations under MACP Scheme at intervals of 8, 16, 24 and 32 years of service instead of 03 financial up-gradation as admissible under the current MACP Scheme. However, the proposal in-question was rejected by the MHA. This may be reconsidered, so that personnel can be compensated to some extent.

5.6.7 The Committee finds some merit in the proposal to grant four financial up-gradations under the Modified Assured Career Progression(MACP) scheme at intervals of 8, 16, 24 and 32 years of service instead of the existing scheme that provides only three financial up-gradations at intervals of 10, 20 and 30 years of service at par with other civilian employees. The Committee is of the considered view that the BSF personnel, who are facing excessive stagnation in their career growth, must be provided certain special incentives so as to keep their morale high. Moreover, the Committee feels that it is unnecessary to equate them with civilian employees as the nature of their duty is quite different and they require constant motivation and a high morale to flawlessly perform the critical tasks assigned to them. The Committee recommends that the Ministry may favorably reconsider the proposal to grant four financial up-gradations under the MACP scheme at intervals of 8, 16, 24 and 32 years of service to the BSF personnel. The Committee is of the considered view that this proposal would stem the number of voluntary retirements taking place immediately after completion of 20 years of service.

Ministerial & Stenography Cadres

Promotion from-to	Grp 'A' service/ Residency Service	Actual time taken from entry grade
Insp (Min) to AC(Min)	3 years as Insp	8 years
SI (Min) to Insp (Min)	5 years as SI	8 years
ASI(Min) to SI(Min)	6 years as ASI	6 years

HC(Min) to ASI(Min)	5 years as HC	6 to 8 years (Prior to 2004, ASI was feeder grade of Min Cadre)
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Promotion from-to	Grp 'A' service/ Residency Service	Actual time taken from entry grade
Insp (Steno) to AC(PS)	3 years as Insp	16 years
SI(Steno) to Insp (Steno)	5 years as SI	23 years
ASI(Steno) to SI(Steno)	6 years as ASI	08 yrs (Prior to 2004, SI was feeder grade of Steno Cadre)

5.6.8 When the Committee enquired about the reasons for huge divergence in the prescribed residency period and the actual time taken for promotion in various ranks such as Constable, Sub-Inspector (Steno), Inspector (Steno) and Inspector, the Ministry replied that the promotion of Non-Gazetted Ranks of the Force (i.e. Head Constable, Asst. Sub-Inspector, Sub-Inspector and Inspector of GD Cadre) is done on the basis of criteria laid down in respective Recruitment Rules based on the instructions issued by MHA & DoPT from time to time and based on the availability of vacancies occurring during a particular vacancy year. Due to vacancy based promotions in BSF, there is divergence in the prescribed residency period and the actual time taken for promotion. To mitigate the stagnation, cadre review/restructuring is under taken.

5.6.9 DG, BSF also informed the Committee that there is a provision of Limited Departmental Examination in which Constables and Head Constables can appear directly after completing five years of service. If a person qualifies the exam, he can directly become a Sub-Inspector.

5.6.10 The Committee is anguished to note that stagnation of personnel in some posts is so high that it takes up to 23 years to get promotion. The Committee feels that the Ministry has not taken suitable steps to remove such severe stagnation. The Committee, therefore, recommends that the Ministry should urgently take cognizance of this issue and take appropriate measures to shorten the long waiting period in career progression.

5.7 Cadre Review/Restructuring

5.7.1 The Committee sought to know about the progress in the cadre review of Grp. B & C posts from the Ministry, which replied that the Cadre review/restructuring proposal of group 'B' & 'C' and various supporting cadres was submitted to MHA on 3rd November, 2015. Replies to queries were furnished on 16th Aug 2016. Thereafter, a fresh Board of Officer was detailed for cadre review of Group - B & C of General Duty cadre. The committee has submitted the board proceedings of cadre review/restructuring proposal on 6th June 2018. The same is under examination at Force HQ for submission to MHA. The Ministry further apprised the Committee that cadre review procedure is a complex process in which creation/abolition of the posts and huge financial implication are involved, which needs inter-ministry/department, i.e., MHA, Internal Finance Division (IFD) &

Ministry of Finance (MoF) consultation/examination before approval. The cadre review process has eight stages before final approval as detailed below:

- i) Convening of Committee (First Stage)
- ii) Examination of recommendations of committee by Personnel Directorate. Finance Wing and financial concurrence of FA and approval of DG BSF (Second Stage)
- iii) Submission of proposal to Administrative Ministry, i.e. Ministry of Home Affairs for consideration/examination (Third Stage)
- iv) Approval of the proposal by the Division Head (MHA). (Fourth Stage)
- v) Concurrence by the Internal Finance Division (IFD), MHA. (Fifth Stage)
- vi) Approval of the proposal by the Home Minister. (Sixth Stage)
- vii) Concurrence and approval by Department of Expenditure, Ministry of Finance. (Seventh Stage)
- viii) Final approval by Home Minister. (Eighth and final stage)

5.7.2 The Ministry further stated that it is difficult to give the exact time/date by when the cadre review would be completed; however, BSF is making sincere efforts to get the cadre review approved as early as possible.

5.7.3 The Committee expresses its concern that there is excessive stagnation in the non-gazetted ranks of BSF especially at the level of Constable. The Committee is disappointed to observe that a Constable is able to get his first promotion after a long duration of around 20 years. The Committee wonders how the Force expects the personnel at the lowest rank to maintain their morale in view of such stagnation which would provide them with only one promotion throughout their career. The Committee also feels that it is quite understandable that thousands of Constables opt for voluntary retirement after 20 years of service as they are left with no hope of career progression. The Committee fails to understand that cadre review started in November, 2015 is pending at the Force level and has not reached the MHA, even after more than three years. The Committee feels that this issue has been languishing for a long time and the Ministry needs to urgently find a way out for expediting the process. A time limit needs to be fixed for each process. The Committee recommends that the Ministry should prioritize the cadre review/restructuring for Group - B & C of General Duty cadre.

5.7.4 The Ministry also informed the Committee that the Cadre review of Stenographic Cadre has already been forwarded to MHA which is under active consideration at MoF and Cadre restructuring proposal of Group 'B' & 'C' personnel has already been prepared, which is under examination at Force HQ.

5.7.5 The status of BSF cadre reviews and details of cadre review approved by Govt. of India are as under:

S.No.	Cadres	Authority <i>vide</i> which cadre review approved by Govt.
1.	Cadre Review of Group- 'A' Executive Cadre	MHA Letter No. 12011/11/2015-Pers dated 21 Sept 2016.
2	Cadre Review of Ministerial Cadre	MHA letter No. 16/7/2013-Pers/BSF CF No. 3360003/ Pers-III dated 20 Feb 2017.
3	Cadre review of Communication Cadre	MHA letter No. 16/17/2013-Pers/BSF CF No 3378801/17/ Pers-III dated 29 Nov2017.

5.7.6 The Ministry also furnished the status of cadre review under consideration with MHA/MoF/BSF:

S.No.	Cadres Name	Remarks/Progress
1.	Stenographic Cadre	Returned by DoE with observation on 09.07.2018. Accordingly, file sent to BSF on 10.07.2018 for reply.
2	Medical Cadre Group-A	Under consideration with BSF.
3	GD Cadre, Group-B & C	Under consideration with BSF to rectify the observation raised by MHA/IFD
4	Supporting Cadres Group 'A', 'B' & 'C'.	

5.7.7 The Committee observes that the cadre review for Stenographic, Medical Group-A, General Duty Group-B&C and Supporting Cadres are under consideration at different stages. The Committee recommends that review of all these cadres may be expedited and completed by the end of the current year.

5.7.8 The Ministry also informed the Committee that the review of following cadres was not undertaken:

S.No.	Cadres Name	Remarks/Progress
1.	Air Wing Cadre	Strengthening has been done in 2014.
2	Veterinary Cadre	Restructuring of Veterinary cadre undertaken in 2015
3	Law Cadre	Under preparation by concerned Branch.

5.7.9 The Committee takes into account the submission of the Ministry that the review of Air Wing and Veterinary cadres was not undertaken as they were strengthened or restructured much earlier. The Committee, however, observes that the review of Law Cadre is still under preparation by the Branch concerned. The Committee, therefore, recommends that the Ministry should instruct the officers concerned to expedite the review of the Law Cadre and ensure its implementation at the earliest.

5.8 Medical Response Staff

5.8.1 The details of sanctioned and vacant posts in the Medical response staff of BSF, as furnished by the Ministry, are as under:

(a) Medical Officers

S.No	Designation	Authorize	Held		Vacancy	Remarks
1.	SDG (Med)	01	-		01	
2.	IG (Med)	03	03		-	
3.	DIG (Med)	08	08		-	
4.	CMO (SG)	408	146	265	143	
5.	CMO		17			
6.	SMO		55			
7.	MO		47			
8.	Specialist	74	12		62	
9.	Dental Surgeon	10	10		-	
G/Total		504	298		206	

(b) Nursing and Para-Medical Staff in Medical set-up

S.No.	Rank	Authorize	Posted	Vacancy	Remarks
1.	Ac (Matron)	02	02	-	
2.	SM (Sister-In-	10	10	-	
3.	Inspr (Nursing Asstt)	24	24	-	
4.	SI (Staff Nurse)	144	139	05	Rectt under process.
5.	Inspr (Jr Dietician)	02	02	-	
6.	Inspr (Pharmacist)	14	13	01	
7.	SI (Pharmacist)	67	63	04	Reply given in UO No. 9270 dated
8.	ASI (Pharmacist)	392	343	49	Rectt under process.
9.	Inspr (Radiographer)	0	0	-	
10.	SI (Sr Radiographer)	10	10	-	
11.	ASI (Sr X-Ray Asstt)	0	0	-	
12.	HC (Jr X-Ray Asstt)	02	05	-	Including 03 GD
13.	SI (Physiotherapist)	02	02	-	
14.	ASI (Physiotherapist)	08	08	-	
15.	SI (Blood Bank	02	02	-	
16.	HC (Lab Asstt BBT)	02	02	-	
17.	ASI (Lab Tech)	12	12	-	
18.	HC (Lab Tech)	02	03	-	Including 01 GD
19.	ASI (ECG Tech)	02	02	-	
20.	ASI (OT Tech)	10	09	01	
21.	ASI (CSR)	0	0	-	
22.	HC (Electrician)	02	02	-	
23.	HC (AC Plant Tech)	02	02	-	
24.	HC (CSR Asstt)	0	0	-	

S.No.	Rank	Authorize	Posted	Vacancy	Remarks
25.	ASI (Dental Tech)	10	10	-	
26.	Dy Med Supdt/Lady Secy (GOs)/AC/Min)	02	02	-	
27.	HC (Nursing Asstt)	477	461	16	Filling of post of HC (NA) by Dept. is
28.	HC (Steward)	10	10	-	
29.	Ct (Dresser)	02	02	-	
30.	Ct (Nursing Asstt)	56	46	10	Being filled-monitored by Personnel Directorate
31.	Ct (Linen keeper)	01	01	-	Vacancies are maintained by
32.	Ct (Cook)	216	182	34	Vacancies are maintained by
33.	Ct (Peon)	32	32	-	
34.	Ct (Masalchi)	22	22	-	
35.	Ward Boy/Girl/Ayah	33	31	02	
36.	Ct (Table Boy)	10	10	-	
37.	Ct (Kahar)	199	183	16	Recruitment under
38.	HC (Dialysis Tech)	04	0	04	Could not be filled for want of Recruitment Rules to be framed by
G/Total		1785	1647	142	

5.8.2 The Committee sought to know about the challenges being faced in filling-up the vacant posts of the medical staff in BSF and the measures taken to fill the vacant posts. The Ministry submitted that open recruitment of Medical Officers, including Specialists, is conducted every year for CAPFs, through Medical Officers Selection Board, by the Nodal Agencies to fill up the vacancy of Medical Officers in CAPFs. However, sufficient number of Medical Officers/Specialists could not be recruited to fill up the vacancies even after making all efforts. Thereby, the vacant posts of Medical Officers/Specialists in BSF are lying vacant.

5.8.3 However, to overcome the deficiency of regular General Duty Medical Officers (GDMO) and Specialist Medical Officers, BSF is appointing Contractual Medical Officers (GDMOs/Specialists) by conducting Walk-in-Interview at all BSF Composite Hospitals every year after obtaining necessary approval from MHA/ADG(Med), CAPFs. The existing vacancies of regular GDMOs/Specialists will be filled once sufficient medical officers are selected through MOSB and allocated to BSF. The vacancies of Specialist Medical Officers and GDMOs are not being filled up completely due to the probable reasons that:

- i) Hard service conditions in CAPFs especially in BSF due to posting in far flung areas/remote areas of the country.

- ii) Overall deficiency of doctors in the country in comparison to requirement in Govt. organizations.
- iii) Better Pay & Allowances/Perks in private hospitals in comparison to CAPFs.

5.8.4 The Committee notes that around 40 per cent posts in the Medical Officers cadre are vacant and most of the vacancies are at the mid-level posts of Specialist Medical Officers and General Duty Medical Officers that are critical for providing medical care to various battalions.

5.8.5 The Committee also takes note of the submission of the Ministry that adverse and difficult service conditions due to posting in far flung areas/remote areas, overall deficiency of doctors in the country, and better pay, allowances and perks in private hospitals, are the possible reasons for vacancies of Specialist Medical Officers and GDMOs, not being filled up. The Committee appreciates that not much can be done to remove the bottlenecks of hard service conditions or deficiency of doctors in the country. However, improvement in pay, allowances and perks are possible through appropriate modifications in the recruitment rules and terms & conditions of the contractual appointments. The Committee, therefore, recommends that the Ministry must undertake measures to make the terms & conditions of the recruitment/contractual appointment more attractive and offer them remuneration and perks comparable to the private sector.

5.9 Housing and Accommodation

5.9.1 The Committee sought to know the status of housing in BSF. The Ministry furnished the details as under:

S. No.	Type	Authorized	Held	Deficiency	Satisfaction level (%)	Eligibility (Rank wise)
1.	Type-VI	16	13	03	81.25	IG and above
2.	Type-V	707	273	434	38.61	2IC, Comdt. & DIG
3.	Type-IV	1980	1001	979	50.56	Asstt Comdt. & Dy. Comdt.
4.	Type-III	10559	2968	7591	28.11	Sub-Inspr&Inspr
5.	Type-II	72304	25176	47128	34.82	Upto ASI
	Total	85566	29431	56135	34.40	

5.9.2 When enquired about the reasons for a low housing satisfaction level in the Force and the efforts that have been made regarding this issue, the MHA informed the Committee that it is making conscious efforts to enhance the housing satisfaction level in the Forces. The present housing satisfaction level in BSF is 34.40 per cent, i.e., against the authorization of 85,566 houses, 29,431 houses are available. In order to address the shortage of housing in BSF, the Government

had sanctioned 10,317 houses to BSF in 2013. At present, 9,156 houses are under construction/tendering process. On completion of all housing units, the satisfaction level will be 45.10 per cent against authorization.

5.9.3 The Committee is disappointed to note that the housing satisfaction level in BSF is very low and despite completing pending construction of 9156 houses, the satisfaction level will only become approximately 45 per cent, which is still quite low. The Committee finds it even more worrying that a bulk of the shortage of houses is in Type-II and Type-III that cater to the non-gazetted ranks of the Force. The Committee feels that a shortage of nearly 47128 houses in the Type-II category is especially worrisome as even the pending construction projects may not be able to reduce it by any significant margin. The Committee feels that the efforts of the Ministry to improve the housing satisfaction level are not sufficient. The Committee, therefore, recommends that the Ministry should urgently draw a plan to reduce the housing shortage, particularly of the non-gazetted personnel of BSF, by sanctioning sufficient number of houses in Type-II and Type-III categories to achieve a satisfaction level of at least 50 per cent in both the categories.

5.10 Shortage of Budget Provisions for Housing

5.10.1 Although the BSF battalions were sanctioned in one go, their raising was phased over the subsequent years with provision of meeting the expenditure out of the sanctioned budget grant of the respective financial year. The infrastructure was supposed to be developed as per the authorized norms, as and when the Battalions were being raised. This could not happen mainly due to shortfall in budget allocation. In most of the cases, the budget allocated in a financial year fell short of the requirement for construction of these infrastructure schemes. The data for allocation of budget under 'Residential Building' in the last 4 years is given below as an example that the budget allocation always fell short for the demand projected.

(Rs. in crore)

Year	Projection	Allocation	Shortfall
2015-16	359.52	101.54	257.98
2016-17	373.17	208.38	164.79
2017-18	405.00	289.00	116.00
2018-19	440.00	303.45	136.55
Total	1577.69	902.37	675.32

5.10.2 Apart from the budget constraints, delay in acquisition of land through State Governments and limited capacity of executing agencies, especially in remote areas are also attributable to the slow progress of construction in BSF.

5.10.3 The Committee takes note of the shortage of budgetary allocation *vis-à-vis* projected demand of funds for construction of housing projects and is disappointed to note that the lack of funds has delayed the construction of housing projects that were supposed to be implemented as and when more battalions were raised. The Committee feels that this expansion of Force without creation of commensurate number of houses has led to a situation

where providing housing accommodation has become extremely challenging for the Force. The Committee, therefore, takes a strong exception to this trend of allocating lower budgetary grants and recommends that the Ministry of Home Affairs should make all efforts to convince the Ministry of Finance to provide higher amount of funds to make up for the past shortfalls for constructing the housing projects.

5.10.4 The Committee also takes note of the other reasons *viz.* delay in acquisition of land through State Governments and limited capacity of executing agencies, especially in remote areas, that have hampered the pace of construction of housing accommodation. The Committee, therefore, recommends that the Ministry must constantly impress upon the State Governments and the executing agencies the importance of constructing houses for the BSF personnel. The Committee also recommends that the Ministry of Home Affairs must try to find innovative solutions to overcome the problem of land acquisition and consider adopting the model of high-rise buildings even in the remote areas so as to minimize the requirement of land and maximize the number of houses that can be constructed. The Committee also recommends that the Ministry may consider utilizing the land available to the Force under the 'Right of Way' and adopting a linear housing model based on the linear Border out Post (BoP) model to overcome the problem of land acquisition.

5.11 Basic Amenities- Food

5.11.1 The Committee was informed that the ration items for BSF troops are procured/purchased by respective battalions from local market by detailing a Board of Officers (One Representative each from Officers/SOs/ORs/Tradesmen). The detailed Board of Officers carries out Market Survey and obtains a quotation along with samples of each ration item. After having collected samples and rates from different suppliers from the market, the Board of Officers carries out a comparison of quality and rates and then prepares a comparative statement of the ration items to be procured for the troops. The comparative statement is approved by the senior most Officers available in the station, i.e. by the Battalion Commandant in unit, Sector DIG in Sector HQ and Frontier IG/DIG in Frontier HQ.

5.11.2 After approval of the Board Proceedings by the CA, the Supply Order is placed to the supplier and the board collects the ration items as per the approved samples once in a month, which is then further surveyed by another Survey Committee detailed for the above purpose. This exercise is carried out each month for procurement of ration items. The composition of Board of Officers is changed every month to ensure transparency and fairness in procurement system. Senior Officers ensure that troops are being provided proper and healthy food within the authorized ration money allowance paid to the BSF personnel. Senior Officers visiting the HQ/Unit/BOPs also check the messes for the food quality and endorse their remarks in food checking register. All BSF troops are free to report any issue regarding quality of food during evening roll call being conducted in BOP's/FDL's/Coys/Unit/HQrs. Ration Money Allowance to BSF personnel is being paid for 3850 Calories in equivalence to the standard authorized calories for Army personnel. Ration Money

Allowance (RMA) in this regard is yearly revised by MHA based on the rates revised by Ministry of Defence for the Army personnel.

5.11.3 A weekly menu is also prepared in mess meeting and displayed on board. The same is followed strictly. Food is cooked centrally at BOP for all including Officer Commanding BOP. A system exists to check daily quality of food in breakfast, lunch, dinner and proper record of the same is also kept. A complaint register is placed for mess members and visitor from outside, i.e., Bn HQ/SHQ/Ftr HQ/FHQ to record their observations.

5.11.4 At present the RMA is Rs.2976 per month up to the rank of Commandant. The best quality of ration items available in the local market is purchased for all the units and HQs of BSF, except the unit and HQs deployed under the Army Ops control in J&K which are being provided ration by the Army.

5.11.5 When the Committee enquired about the number of grievances received regarding quality of food in BSF, the MHA informed the Committee that no grievance regarding poor standard of food is received on “BSF my App” and IPP Portal. However, one video of BSF personnel complaining about quality of food got viral on social media (Facebook) in January, 2017. After this grievance which was made public, a third party study was conducted through Defence Institute of Physiology and Allied Science (DIPAS), DRDO, MoD.

5.11.6 DIPAS conducted study by following stratified random sampling technique from all ranks and job profile from different Bn/BOPs of 08 Frontiers (4 each of Western and Eastern Command). Data from 6526 personnel was collected and focused group discussion was made at 37 different Bn Mess/Cook houses.

5.11.7 As per the report submitted by DIPAS in early 2018, the intake of energy and nutrients of sample data is commensurate with the Recommended Dietary Allowance (RDA) of 2010 by India Council of Medical Research (ICMR). The report summarized that data of satisfaction level of food in different terrain and geographical area indicated that 97 per cent personnel are satisfied with respect to quality and quantity of food. The report has recorded that average energy expenditure to be 3400-3500 K Cal/day, while energy intake was 3450 ± 335 K Cal/day. The report registered that the food was able to provide all macro and micronutrients as per RDA of ICMR.

5.11.8 The Committee takes note of the explanation provided by the BSF on the controversy of providing poor quality food to its personnel by commissioning a study conducted by Defence Institute of Physiology and Allied Science (DIPAS). The Committee also notes that DIPAS has found that 97 per cent personnel are satisfied with the quality and quantity of food being provided. The Committee, however, observes that the sample size of the study was less than 3 per cent of the total strength of the Force and may be subject to error and, therefore, may not accurately reflect the situation on the ground.

5.11.9 The Committee also takes note of the sampling technique used in the study and feels that Stratified Random Sampling Technique may not be the best technique to identify potential issues. The Committee is aware that food quality and quantity may not be an issue in the geographically accessible areas but the problems exist in remote, inaccessible areas of deployment and where there are harsh climatic conditions. The Committee feels that the study conducted by DIPAS, instead of adopting a sampling technique based on random method should have adopted a more focused technique such as selective sampling or modal instance sampling focused on the areas that are more likely to have a compromised quality and quantity of food. In the Committee's view, conducting such a focused study would have brought out the real concerns, which were probably lost among the favorable outcomes obtained from a wider sample. The Committee, therefore, recommends that the Ministry should commission another study based on selective or modal instance sampling technique that focuses on particular locations that are remote, inaccessible and suffer from the constraints of harsh climatic conditions.

5.12 Training Issues

5.12.1 The Committee was informed that the Training Directorate functions at the apex level, at Force Headquarters. It has directional and monitoring role, besides being repository of training data bank. Training is being imparted through three Major Training Institutes, Central School of Motor Transport (CSMT) Tekanpur, National Training Centre for Dogs (NTCD) Tekanpur, eleven Subsidiary Training Centres and two Recruit Training Centres, 7 Specialised Training Centres and at Battalion levels.

Basic Training

5.12.2 Any personnel enrolled as the member of the Force has to undergo Basic Training as per below mentioned period:-

(i)	Assistant Commandant (Direct Entry)	-	53 Weeks
(ii)	Assistant Commandant (LDCE)	-	28 Weeks
(iii)	Sub-Inspector (Direct Entry)	-	51 Weeks
(iv)	Sub-Inspector (LDCE)	-	26 Weeks
(v)	Constable/General Duty (including Mahila)	-	44 Weeks
(vi)	Ministerial Staff/Communication Cadre/ Engineering Cadre/Constable (Mahila) (Compassionate Appointment)	-	24 Weeks
(vii)	Motor Transport Cadre	-	44 Weeks
(viii)	Medical Officers/Assistant Engineer/ Veterinary Officer/Paramedical/Tradesman	-	12 Weeks

- (a) Mandatory In-Service Pre-Promotional Training - To improve the training acumen of the force personnel, there is a system of periodic training. The mandatory courses are

conducted for various ranks (executive cadre) to make them eligible for the next higher promotion.

- (b) Coy Collective Training -There is a need for periodic soldierly training for the troops on ground, and this is achieved by conducting mandatory six weeks Coy Collective Training at Battalion for each Coy.
- (c) On the Job Training- The aim of the training is to enhance the professional knowledge of the soldier during their day to day work.
- (d) Induction Training -The nature of duties on Indo-Pak, Indo-BD borders, anti-infiltration, Line of Control, Counter-insurgency and anti-naxal Ops are entirely different and to tune the battalions deployed for these roles, a pre-induction training is organised for all battalions deployed for different roles.
- (e) New Weapon and Equipment Training- As and when new weapons and equipment are inducted in the force to meet the operational requirement, an elaborate training mechanism adopted for its use and maintenance.
- (f) Specialized Skill Development Training- BSF Officers are also imparted training in Specialized Skill Development Course through civil institutes.

Specialized Training

5.12.3 The following specialized trainings are imparted to the Force personnel:-

- (i) Assistant Inspectorate of Armament (For Asstt Comdt/Dy Comdt)
- (ii) Ammunition Technical Officer (For Inspectors)
- (iii) Fleet Management (For Asstt Comdt & Dy Comdt)
- (iv) Driving and Maintenance (For Constable)
- (v) Armourer (For Constable)
- (vi) Signal Training (For Communication Cadre)
- (vii) Intelligence Training (For Constable to DIG level officers)

5.12.4 The Committee notes that certain kinds of training such as Induction Training before deployment for particular duties are extremely important for the personnel to perform their duty. The Committee recommends that all such Induction Training Programs should be meticulously designed and implemented so as to impart necessary skills to the personnel. Furthermore, all other mandatory training viz. pre-promotional training, coy collective training and on the job-training to enhance the professional knowledge must be imparted with updated and latest curriculum.

5.12.5 The Committee is of the view that the training system in BSF should be such wherein personnel and officers, who are aware about their deficiencies or are inclined to improve certain skills, may voluntarily opt for attending relevant training programs. The Committee, therefore, feels that BSF should also strive to develop some short-duration training programs for the personnel who want to voluntarily acquire certain skills. The Committee, therefore, recommends that the Ministry should consider evolving a gamut of specific short-duration

training programs to allow the personnel to voluntarily opt for getting trained in certain tasks.

5.13 Reserve Battalions

5.13.1 The Committee sought to know the number of battalions of BSF that are presently designated for the purpose of providing rest and recuperation. The Ministry, in its reply, submitted that at present 27 reserve battalions (including 02 reserve battalions being raised) are designated for providing rest and recuperation. But these battalions are deployed for various Internal Security duties as follows:

Anti-Naxal Operations	-	16 battalions
Counter Insurgency	-	03 battalions
ISD/ Security duties	-	06 battalions
Under raising	-	02 battalions

5.13.2 The Committee also sought to know the ideal ratio of battalions that should be in a state of rest at any given point of time. The Ministry submitted that as per the report of the Emergency Committee of Secretaries in 1965 and as acceded by the Group of Ministers in the year 2001, there should be one reserve battalion in a state of rest for every three duty battalions.

5.13.3 The Committee is astonished to observe that no reserve battalion of BSF is in a state of rest out of the total of 186 battalions of BSF whereas, as per the policy, around 46 battalions should be in a state of rest. The Committee is further dismayed to observe that all the 27 reserve battalions designated for the purpose of rest and recuperation have been deployed for internal security duties. The Committee feels that this situation needs to be remedied forthwith. The Committee, therefore, recommends that Report of the Emergency Committee of Secretaries in 1965 and accepted to by Group of Ministers in the year 2001, may be implemented and mandatory guidelines laid down for keeping an appropriate number of battalions in a state of rest and recuperation.

5.14 Leave and Transfer Issues

5.14.1 In response to a query of the Committee, the Ministry submitted that at present all BSF personnel serving in battalions and training institutions are authorized 15 days of casual leave and personnel serving in static HQs are authorized 08 days of casual leave. In comparison, all Army Officers are entitled 20 days of casual leave and all Personnel Below Officers Rank (PBOR) in Army are entitled 30 days of casual leave irrespective of the place of posting.

5.14.2 It was also informed that before the declaration of 7th Pay Commission, Army authorized free Leave Travel Concession once a year and concession for other journeys during the year. In comparison, BSF personnel were authorized free Leave Travel Concession to home town once a year with one additional one side Leave Travel Concession in an emergency. As per the new

guidelines issued by MHA the provision to grant 50 per cent of rail fare in a year for to and fro journey to hometown in specified circumstances like death, illness, marriage, etc. has been changed to grant full free railway warrant to all CAPF personnel, in a year, without imposing conditions of death, illness, marriage, etc. during any kind of leave, i.e., casual and earned leave.

5.14.3 The Committee recommends that the Ministry may consider reviewing the leave policy presently in place for BSF in view of the fact that there is no rest or recuperation time for the jawans of the BSF.

5.14.4 When enquired about the percentage of leave and transfer requests that were denied during the last three years and the reasons for the denial, the MHA informed the Committee that generally, leave is granted to BSF personnel three times in a year. On exigencies and requirement, leave is granted even fourth time. Efforts are being made not to deny leave to any personnel except in cases of rare operational exigency. However, the Ministry did not furnish any data pertaining to the leave requests that were denied during the last three years.

5.14.5 During the last three years about 20 to 35 per cent requests cases of transfer were denied due to ineligibility as per existing policy and non-availability of vacancy at requested places.

5.14.6 All posing/transfer are examined on the basis of up-to-date data of personnel available on Intranet Prahari Project of BSF. All posting orders are being uploaded in Intranet Prahari Project (IPP) which is operational since the year 2016 for the information of all concerned so as to ensure transparency.

5.14.7 Specialized App for posting/transfer of BSF personnel is being developed as a part of Website development to achieve transparency. It will become functional alongwith the new website. This App will be used to collect choices/posting-transfer related information before issuing posting orders. This application is different from the existing grievance app that is available for the BSF personnel.

5.14.8 The Committee appreciates the difficulty in acceding to transfer requests of all the personnel. However, there is a need to identify the factors that lead to such a huge number of transfer requests every year. The Committee feels that if the pattern of recruitment, especially for the Subordinate Officers and Other ranks, can be aligned to the geographical constraints faced by the Force then it would be easier to provide posting in his State of residence or even near his home town. The Committee, therefore, recommends that the Ministry should review the recruitment policies pertaining to BSF to align them with the geographical deployment of the Force by recruiting more candidates from the States/Region where the Force is deployed. The Committee is of the view that this could help in reducing not only the tendency to seek transfers to preferred locations but also help in addressing the attrition to certain extent.

5.15 Grievance Redressal

5.15.1 The Committee enquired about the grievances that were received during the last 3 years regarding transfers, food, promotions and other working conditions. The Ministry furnished the details of grievances received in BSF as under:

S.No.	Year	Kind of grievance	No. of grievances received	No. of grievances addressed	Yet to be redressed
1.	2015	Transfer	2544	2544	
		Food	-	-	
		Promotion	182	182	
		Other working conditions etc.	3332	3332	
		TOTAL	6058	6058	
2.	2016	Transfer	2531	2531	
		Food	-	-	
		Promotion	181	181	
		Other working conditions etc.	3315	3315	
		TOTAL	6027	6027	
3.	2017	Transfer	2763	2763	
		Food	1	1	
		Promotion	197	197	
		Other working conditions etc.	3621	3621	
		TOTAL	6582	6582	
4.	2018 (Upto June 2018)	Transfer	1147	1025	122
		Food	-	-	-
		Promotion	82	53	29
		Other working conditions etc.	1503	1309	194
		TOTAL	2732	2387	345

5.15.2 The Committee was informed by the Ministry that an effective and efficient Grievance Redressal System has been established in BSF in the form of e-suggestion through IPP.

E-suggestion on Intranet Prahari Project (IPP) portal

5.15.3 The Ministry informed the Committee that many Force personnel come up with very good suggestions regarding systemic improvement in the Force and therefore, a system for lodging e-suggestion in IPP module has been developed so that Force personnel may register their valuable suggestions for betterment of the Force through IPP based computerized system, called E-Suggestion Portal.

E-grievances on Intranet Prahari Project (IPP) portal

5.15.4 An e-grievance portal has also been created in IPP system so that any personnel, who is having any grievance, may post his grievance for redressal. These grievances are then addressed to the concerned authorities for early redressal. The serving employees can also track the status of their e-grievances on IPP.

BSF Mobile App –‘BSFMyApp’

5.15.5 BSF Mobile Application, named ‘BSFMyApp’ provides a system of Grievance Redressal as well as various other service and welfare related issues of the Force personnel. It provides mechanism to address issues related to Pay, GPF, Leave, Deputation, etc.

Pension Adalats

5.15.6 To redress the grievances of ex-BSF personnel and their NOKs, pension adalats at various locations are periodically organized. Since 17th April 2013 till date, 15 Pension Adalats have been successfully organized in various parts of the country.

5.15.7 The Committee appreciates various components of Grievance Redressal System of BSF. The Committee desires that the Grievance Redressal mechanism must be easily accessible, user-friendly, transparent and fair in dealing with the grievances of BSF personnel.

5.16 Infrastructural Issues- Road Connectivity

5.16.1 The Committee was informed by the Ministry that to provide connectivity, most of the BOPs are linked with nearest road head either by Pucca road or Kutcha Track. The remaining BOPs use border road running along border fence for their connectivity. However, to ensure round-the-year connectivity to BOPs, BSF approaches the department concerned for repair and maintenance. However, the project on link roads, to ensure connectivity to every BOP, has been forwarded to MHA by BSF through a communication dated 02nd May 2017, which is being considered by a working group committee. Details are as under:

State	Requirement of road (in kms)
Jammu	76.300
Punjab	126.580
Rajasthan	1104.260
Gujarat	59.400
West Bengal	193.350

Assam	82.150
Meghalaya	106.020
Mizoram	96.470
Tripura	188.160
Total	2032.690

5.16.2 Apart from the above-mentioned project, another project for constructing lateral and axial roads in the State of Punjab and Rajasthan is under consideration at MHA as per following details:

State	Lateral Road	Axial Road
Punjab	481.584 kms	219.450 kms
Rajasthan	945.193 kms	533.035 kms
Total	1426.777 kms	752.485 kms

5.16.3 The Committee is concerned to observe that there is a requirement of construction of around 2032 kms link roads on the India-Pakistan and India-Bangladesh borders to provide connectivity to every Border Outpost. The Committee also notes that apart from the project to construct the link roads, there is another project under consideration of MHA to construct more than 1426 kms of lateral roads and almost 752 kms of axial roads. The Committee feels that there is a need to construct a huge length of more than 4210 kms of roads in the border areas where BSF is deployed. The Committee is, therefore, of the considered view that border roads is one of the most essential infrastructure requirements and the absence of connectivity affects not only the operational efficiency but also the working conditions of the personnel. The Committee, therefore, strongly recommends that all these projects must be considered in a time-bound manner and an early decision be taken to approve them so that construction work on ground level is started without delay.

Overcoming the Geographical Constraints

5.16.4 BSF has deployment at varied topographical terrain and hostile climatic conditions from snow clad mountains of Kashmir valley to the scorching deserts of Rajasthan, salty marsh land of Rann of Kutch in Gujarat to Sunderban areas of West Bengal and thickly vegetated and Malaria prone areas of North-East region.

5.16.5 Following efforts have been taken to improve the living conditions of troops in BoPs and Battalion HQs:

- (a) Upgrading the existing BOPs at par with Composite BOPs: Construction of deficient basic elements like Cook House cum Dining Hall, Toilet Block, Barrack, Administration block, etc. in old BOPs at par with Composite BOPs.
- (b) Piped water supply to BOPs: BSF is deployed in border areas where the potable water is supplied through Water Tankers. Piped water supply is being provided to all such BOPs (where feasible).
- (c) Advanced Fibre Reinforced Plastic (FRPs) at Forward Defense Location (FDLs): BSF is also deployed on the Line of Control in J&K. To improve the living conditions at FDLs, construction of 398 Advanced FRPs for 199 FDLs is in progress.
- (d) Solarization of BOPs & Key Location Positions (KLPs): The Solar Power Plants (SPP) of varying capacity from 10 KWp to 25 KWp have been installed or in process of installation in BOPs where electricity is not available.
- (e) Availability of entertainment equipment: All the BOPs have been provided with Televisions with Direct-to-Home (DTH) facility for the entertainment of troops during their leisure time.
- (f) Construction of RCC Helipads: Five RCC Helipads on Indo-Pakistan Border and seven RCC Helipads on India-Bangladesh Border have been sanctioned for construction to assist in performance of operational duties and easy evacuation during contingency.
- (g) Construction of Pucca Naka Machan/Ambush cum Patrol (ACP) Shelter: Sanction has been accorded for construction of 833 Pucca Naka Machans/ACP Shelters in the first phase out of a total requirement of 5907 Nos. These ACP Shelters have provisions of toilet for women personnel.
- (h) Authorization of 49 Room SOs Mess at Battalion HQs: Sanction has been accorded for authorization of 49 Room Sub-Ordinate Officers Mess (Plinth area 2317.65 Sqm) at battalion HQs.
- (i) Providing Guest Houses in all BSF locations: Guest Houses have been established at battalion HQs to facilitate visits of family members and guests of jawans for a short duration.

5.16.6 The Committee notes the measures taken by the Ministry of Home Affairs to overcome the infrastructural challenges caused due to the geographical constraints of the area of deployment. The Committee feels that certain measures such as Construction of Pucca Naka Machan/Ambush cum Patrol (ACP) Shelters, providing solar power to Border Outposts (BOPs) and Key Location Positions, upgrading the existing conventional BOPs to Composite BOPs, construction of advanced fibre reinforced plastic BOPs at forward defense locations etc., are critical for improving the working conditions of the personnel. The Committee, therefore, recommends that the Ministry must accord due priority for implementation of all these measures to upgrade the infrastructure available for the BSF personnel at the earliest.

5.17 Security of Personnel

5.17.1 BSF is deployed on the India-Pakistan border, which is the most challenging border and which experiences regular instances of infiltration, cross-border firing and shelling. Several BSF personnel have lost their lives while valiantly guarding the border and during conflicts with infiltrators. The Committee, therefore, sought to know from the Ministry about the measures being taken to enhance the security of BSF personnel against Improvised Explosive Devices (IEDs), cross border firing and shelling.

5.17.2 The Ministry, in its reply on the query, submitted that the following measures were being taken to enhance the security of BSF personnel against Improvised Explosive Devices (IEDs), cross border firing and shelling:

Improvised Explosive Devices

- (i) MHA has issued a Standard Operating Procedure (SOP) for precautions against IED attacks by Left Wing Extremists.
- (ii) IED checking drills are being followed religiously during ROP/RSO.
- (iii) Special trained canine squads are being employed during ROP/RSO regularly.
- (iv) Special Equipment for mine/IED detection, like M-3/DSMD, is available in all units which are being used extensively during RSO/demining.
- (v) Use of Jammers against RCIEDs.
- (vi) Specialized training to BSF personnel in detection/ destruction of IEDs in situ is being provided by TC&S Hazaribag.
- (vii) Every sector has specially trained BD teams which also impart training to under command units.
- (viii) IED detection is the major part of the training during pre-induction training.
- (ix) Area vulnerability mapping.
- (x) Constant surveillance over new constructions sites like roads, bridges and culverts.
- (xi) Maximum cross-country movement.
- (xii) Restriction on vehicular movement.

5.17.3 The Committee notes the measures being taken to provide security against Improvised Explosive Devices and land mines. The Committee feels that reducing casualties of personnel of BSF should be a top priority for the Ministry. The Committee is aware that land mines have consumed lives of several personnel and there is a need to employ technologically advanced equipment that allow remote detection and detonation of land mines. The Committee, in this regard, would like to point out that that some Unmanned Aerial Systems/Drones have been developed that can autonomously map, detect and detonate land mines. The Committee recommends that the Ministry should explore the availability of such technological equipment and procure them for protecting the personnel against the threat of land mines. The Committee, therefore, strongly recommends that the Ministry must

give direction to BSF to employ state of the art equipments to ensure remote detection and detonation of underground IEDs or landmines.

Cross Border Firing

5.17.4 The Ministry submitted before the Committee that following safety measures are being taken during cross-border firing and shelling:

- (i) Restriction on vehicle and public movement along IB;
- (ii) Ensuring that every Jawan wears bullet proof Jackets/helmets during duty time;
- (iii) Placement of concrete blocks ahead of mounds occupied by BSF personnel to dominate the area;
- (iv) Use of Border Patrolling vehicles in sensitive areas; and
- (v) Fresh dug morchas have been covered with concrete slabs and loopholes of vulnerable morchas are being covered with bullet proof glass.

Shelling

- (i) Bunkers/Morchas have been strengthened by the way of laying the iron girder and concrete slab on roofs of Bunkers/Morchas;
- (ii) Overhead protections are being provided; and
- (iii) Trenches are being dug.

5.17.5 The Ministry also submitted that Bundhs along the International Border part of the IPB are being constructed to provide further protection from cross border firing and shelling.

5.17.6 The Committee takes note of the submission of the Ministry of Home Affairs that Bundhs are being constructed along the International Border on the India-Pakistan Border to provide adequate protection from cross border firing and shelling to the personnel. The Committee recommends that the Bundhs may be constructed at all the Border Outposts that are affected by cross-border firing and shelling. The Committee also recommends that the construction of Bundhs may be expedited and completed in a time-bound manner.

5.18 Golden Jubilee Seema Prahari Kalyan Kawach (GJSPKK) Scheme

5.18.1 The “Golden Jubilee Seema Prahari Kalyan Kawach” scheme is being run by Administrative Directorate of Border Security Force with effect from 1st Sept, 2014 with the contribution of Rs. 250/- per month from each subscriber under which the following financial benefits were applicable to personnel proceeding on retirement and NOK’s of deceased and disabled personnel: -

- a) Retirement benefits - Refund of 100 per cent amount with 4 per cent interest.
- b) Operational death cases - Rs 20,00,000/-
- c) Accidental death cases - Rs 15,00,000/-

- d) Death due to other reasons - Rs 10,00,000/- (Including suicide & Missing)
- e) Disability claim cases:
- i) 1 per cent upto 50 per cent - Rs 5,00,000/-
 - ii) 26 per cent to 70 per cent - Rs 7,00,000/-
 - iii) Beyond 71 per cent - Rs 10,00,000/-

5.18.2 The representatives of BSF were questioned about the details pertaining to the 'Golden Jubilee Seema Prahari Kalyan Kawach' Scheme during the meeting held to discuss the working conditions in BSF. The Committee was informed by BSF that this was an insurance scheme started by the BSF for the welfare of the personnel. The personnel pay a premium and are refunded the entire premium paid by them at the time of retirement. The implementation of this Scheme was entirely with BSF and no insurance company was involved. The representatives of BSF were asked whether the financial implications of this Scheme were examined and approved by the Financial Advisor, to which they replied in affirmative. They were also asked if professionals having actuarial sciences background were involved and whether the scheme was based on actuarial data to assess an optimum amount of premium to be paid by the personnel. The representatives of BSF were unable to satisfactorily answer this query.

5.18.3 However, the Ministry, in its written reply, furnished the copy of recommendations of the Board of Officers, which examined the existing scheme of Golden Jubilee Seema Prahari Kalyan Kawach, to reduce the benefits to retiree personnel from 100 per cent to 41 per cent without interest and copy of revised SOP for enhancement of financial benefits under all categories with enhancement of monthly amount.

5.18.4 The Ministry submitted that after successful completion of one year of the subject scheme, the fund position was analyzed. A summary of the fund position was as under:

a)	Total Subscription received from BSF personnel	Rs.74.85 Crore
b)	Interest to be received from Bank	Rs.05.90 Crore
c)	Death Claim released/To be released for death occurred from 1 st Sept. 2014 to 31 st Aug. 2015	Rs. 49.65 Crore
d)	Subscription refunded to retirees	Rs.28.94 Lakh
e)	Net Balance Amount in Fund with Bank Interest	Rs.30.74 Crore
f)	Due to BSF Pers on a/c refund of subscription	Rs.77.46 Crore
g)	Net liabilities to the Fund	Rs.46.73 Crore

5.18.5 On the scrutiny of balance sheet given above, it was noted that after settlement of all death claims and interest to be received, out of a total collection of subscription (Rs. 74.85 Crore), only 41 per cent amount (Rs. 30.74 Crore) was left in the fund. Besides, after meeting total liabilities in the shape of payments to be made to the BSF personnel along with 4 per cent interest, there was a shortfall/loss of Rs. 46.73 Crore in the fund up to 31st August, 2015.

5.18.6 The Committee is dismayed to observe that an insurance scheme with a huge financial corpus was devised and implemented without consulting professionals having relevant experience in the insurance sector. The Committee is also disappointed with the Ministry as it allowed implementation of the Scheme in such a nonchalant manner without proper assessment of the financial implications of the Scheme. The Committee takes strong exception to the discretionary manner and financial imprudence with which this Scheme was drafted and allowed to be implemented. The Committee recommends that the Ministry should engage professionals having experience in insurance sector and background in actuarial sciences to comprehensively review this Scheme and arrive at an optimum premium to be paid by the personnel and the maximum benefits that can be granted to the personnel under this Scheme. The question of shortfall in the promised refund of the premium must also be addressed and a solution found so that the personnel who contributed to the scheme are not deprived of their legitimate dues.

5.18.7 The scheme of “Golden Jubilee Seema Prahari Kalyan Kawach” was further re-examined at FHQ on the basis of funds position and interest earned to the fund in the month of Aug 2017. The Director General, Border Security Force had approved the enhanced financial benefits with premium amount from Rs 250/- to Rs 500/- per month with effect from 1st Sept 2017, the details of revised benefits applicable from the scheme are as under:

- a) Operational death - Rs 40,00,000/-
- b) All types of death - Rs 30,00,000/- (including accidental/suicide/missing)
- c) Refund to retiree - 100 per cent without interest.
- d) Disability claim cases:
 - i) 1 per cent to 25 per cent - Rs 5,00,000/-
 - ii) 26 per cent to 50 per cent - Rs 10,00,000/-
 - iii) 51 per cent to 75 per cent - Rs 15,00,000/-
 - iv) 75 per cent to 100 per cent - Rs 20,00,000/-

5.18.8 The Ministry, in the documents furnished, also submitted that in order to review the scheme, a Board of Officers headed by the ADG (HR) was appointed. The Board examined the method being followed by CGEGIS where a 70/30 per cent ratio for insurance and saving is adopted for making payment under the scheme. Taking into account the whole gamut of issues the Board made recommendations which were approved/accepted by the DG, BSF for implementation. The same are as under:

- i) No change in subscription and financial assistance admissible to the deceased/disabled personnel under the scheme.
- ii) The refund payment to the retirees, dismissed, discharges, etc. may be calculated by the following methods: -

Refund Percentage was to be calculated by dividing the balance in fund including interest as on 31st August of every year (After meeting all the liabilities) with the total subscription received up to 31st August of every year.

- iii) As such, refund of subscription to the retirees, dismissed, discharged, etc. for the period from 01/09/2014 to 31/08/2015 will be 41 per cent of the total subscription deposited by an individual. Also, no previous claim of refund of subscription under which payment has been made will be re-opened.

5.18.9 The Committee also takes note of the revisions made in the ‘Golden Jubilee Seema Prahari Kalyan Kawach’ Scheme to make it financially viable. The Committee observes that the problems occurred due to an improper financial analysis before the implementation of the Scheme and in view of the reduced fund position it was arbitrarily decided to provide refund of subscription fee to the retiree personnel at the rate of 41 per cent instead of 100 per cent with interest. Moreover, when the Scheme was revised the refund of 100 per cent of the subscription amount paid was stipulated for the retiree personnel with effect from 1st September 2017. The Committee feels that this may have created an anomalous situation where a personnel retiring during the period from 1st September, 2014 to 31st August, 2015 would get refund of only 41 per cent of his subscription amount while a personnel retiring after this date would get refund of 100 per cent of the subscription amount paid by him. The Committee, therefore, deplores the arbitrary and discretionary measure in which this issue has been handled by BSF. The Committee recommends that the Ministry may institute an enquiry into the matter and fix the accountability of the officer(s) concerned. The Committee further recommends that the Ministry may resolve such anomalies that may have occurred due to the review of the scheme and undertake measures to refund the promised amount to all the retiree personnel so that they are not deprived of their legitimate dues.

CHAPTER-VI

ISSUES COMMON TO THE BORDER GUARDING FORCES

6.1 Food

6.1.1 The representatives of the Ministry of Home Affairs (MHA) and Border Guarding Forces (BGFs) informed the Committee that adequate stock of good quality food items is maintained and no complaints were received from the personnel regarding the quality of food.

6.1.2 The DG, Assam Rifles, in the meeting held on 18th January, 2018, informed the Committee that as far as the Assam Rifles was concerned, the food in the Assam Rifles is better than that of the Army. It has been ensured that the quality of food and nutrition in the Assam Rifles is of the highest standard. Quality checks are done on a daily basis and the officers eat with the jawans every day. Moreover, there has been no complaint about the food. Food is prepared as per the menu prescribed by nutritionists. However, some problem is faced during the six-months of the monsoon period when the personnel have to sometimes consume tinned ration.

6.1.3 The DG, SSB, in the meeting held on 18th January, 2018, informed the Committee that there is one common mess for all the jawans and officers, and they eat the same food. At every BoP, the personnel purchase their own ration and run their own mess. The personnel themselves decide the menu and what is to be cooked. The SSB has a cadre of cooks at every post. He assured the Committee that there was no issue food-wise.

6.1.4 The DG, ITBP, in the meeting held on 21st May, 2018, informed the Committee that in the ITBP pre-cooked food is supplied in packets at many places. On being queried about the mechanism for quality checks, he informed the Committee that there are 84 pre-cooked items, which are taken only after they have been tested and certified. Items such as dates, chocolates and almonds are supplied at high altitudes and they are of good quality. A Committee is formed every month for purchasing fresh rations, wherever possible, to ensure that there are no vested interests in purchasing. A senior officer, who is also known as Mess Orderly Officer, goes every week to check the taste and quality of the food.

6.1.5 When the Committee enquired from the MHA about the measures that are being taken to ensure the availability of quality food to the jawans of BSF, the Ministry, in its reply, submitted that the ration items for BSF troops are procured/purchased by respective battalions from local market by a Board of Officers comprising of one representative each from Officers, Subordinate Officers, Other Ranks and Tradesmen. The Board of Officers carries out market survey and obtains quotation along with the samples of each ration item. After collecting samples and rates from different suppliers, the Board of Officers carries out a comparison of quality and rates, and then prepares a comparative statement of the ration items to be procured for the troops. The Board of Officers is changed every month to ensure transparency and fairness in procurement system. Senior Officers ensure that troops are being provided proper and healthy food within the authorized ration

money allowance paid to the BSF personnel. They also visit the HQ/Unit/BOPs to check the messes for the food quality and endorse their remarks in food checking register. All BSF troops are free to report any issue regarding quality of food during evening roll call being conducted in BOP's/FDL's/Coys/Unit/HQs. A weekly menu is also prepared in mess meeting and displayed on board. The same is followed strictly. Food is cooked centrally at BOP for all personnel including the Officer Commanding of the BOP. A system exists to check daily quality of food in breakfast, lunch, and dinner and proper record of the same is also kept. A complaint register is also placed for mess members and visitors from outside, i.e. Battalion HQ/SHQ/Ftr HQ/FHQ to record their observations.

6.1.6 The Committee finds it hard to believe that everything is fine and there are no issues with the quality of food and an effective system of checks and balances exists in all the forces. The Committee feels that there should be location and geography specific systems of purchase, procurement and provision of food items to be followed by all the Forces. The Committee, therefore, recommends that the Ministry of Home Affairs, after interacting with all the Forces, should devise a comprehensive system of purchase, preparation and provision of food items.

6.1.7 The Committee also takes note of the regular quality checks being done by the various Forces and feels that the internal checks mechanism is more or less routine in nature. The Committee feels that elements of externality and surprise are missing from the system of food quality checks prevalent in various Forces. The Committee, therefore, recommends that the Ministry of Home Affairs should evolve an inspection mechanism comprising of dieticians, experienced food inspectors and officials not belonging to the Force for surprise checks of the quality and quantity served in various Forces, especially at the remote and inaccessible locations.

6.2 Ration Money Allowance

6.2.1 The Committee was informed that the admissible Ration Money Allowance, which is decided by the Ministry of Defence and duly adopted by the various Forces, at present is Rs. 97.85 per head per day. It is credited directly to the Bank Accounts of Force personnel every month.

6.2.2 When queried on whether the ration money given to the personnel at present at the rate of Rs. 97.85 per head per day is adequate, the Ministry informed the Committee that no feedback regarding ration money being inadequate has been received from the personnel. However, the present rate of the Ration Money Allowance (RMA) was fixed at Rs. 97.85 w.e.f. 1st April, 2015 for both GOs & NGOs upto 31.03.2016 and the revision of Ration Money Allowance is due w.e.f. 1st April, 2016.

6.2.3 The representatives of the MHA were asked whether Rs. 97.85 per day is enough to buy nutritious food and three meals for a jawan. The Committee was informed that this amount is same for all CAPFs and is sufficient to provide three meals as the purchases of dry ration are made in

bulk and purchased locally. In the forward locations, the ration is purchased from the nearest village market and for distant places, it is supplied from the battalion headquarters.

6.2.4 The Committee notes the uniform rate of Ration Money Allowance prescribed by the Ministry of Defence and adopted by all the forces. The Committee feels that the Forces are deployed in different circumstances and varied geographical terrains. The geographical and climatic conditions and the supply chain system vary from State to State and sometimes even within a State. The Committee, therefore, recommends that the system of Ration Money Allowance to all CAPFs irrespective of their topography of place of deployment needs to be revisited. The Committee also recommends that the Ministry should adopt a bottom-up approach to calculate varying rates of Ration Money Allowance for every battalion, by acquiring inputs from every single unit/company of all the Forces, taking into consideration the supply chain constraints, geographical limitations, vagaries of climate specific to every battalion.

6.2.5 The Committee does not find any merit in the existing system of adopting the rate prescribed by the Ministry of Defence as they may not be aware about the requirements of the CAPFs as much as the Ministry of Home Affairs or the CAPFs themselves. The Committee further recommends that every Battalion/Sector HQ should be instructed to come out with an assessment of monthly food requirement, along with the market price of various food items prevailing in the area from where they purchase the ration, and this information should be compiled at the Frontier Headquarters level and sent to the Ministry for approval to arrive at appropriate rates of Ration Money Allowance for different battalions. The Committee also recommends that the rates prescribed by the Frontier Headquarters for various battalions should be approved by the Force Headquarters and any variance between the rates for different Battalions should be examined and approved by the Ministry of Home Affairs. The Committee further recommends that once this exercise is done comprehensively, the rates arrived at may be revised annually by linking them with the food inflation component of the Consumer Price Index and may be reviewed after every 5 years.

6.3 Deployment of BGFs for activities other than Border Guarding

6.3.1 During the meeting of the Committee held on 21st May, 2018, one of the Members raised the issue of multiple forces, like ITBP, CISF, NSG, etc., being assigned the task of providing security to VIPs. The Committee also discussed about the possibility of creating a special force for attending to the task of VIP security. In this regards, the Ministry informed the Committee that a Special Security Group (SSG) has already been created in CISF for the purpose. The Ministry of Home Affairs was then asked about the reasons for deploying battalions of other CAPFs for VIP security when a Special Security Group (SSG) of CISF has already been created for VIP security. The Ministry, in its written reply, submitted that presently Special Security Group (SSG)/CISF, CRPF, ITBP, and NSG are deployed for VIP Security Duties. The matter of deployment of CAPFs has been reviewed in this Ministry. It has been decided as under:

- (i) CRPF and ITBP shall be progressively relieved from Personal Protection work.
- (ii) The task shall be progressively assigned only to Special Security Group (SSG) of CISF, which has been specially created for it.
- (iii) NSG will continue to provide security to the high risk protectees, as decided from time to time.

6.3.2 The Committee also enquired about the measures being taken to strengthen the SSG/CISF for making it an exclusive force for providing VIP security. The Ministry replied that CISF's proposal for augmentation of strength of SSG/CISF to provide security to the increased number of protectees is in process. SSG's strength would need to be augmented further to progressively take over the protectees from CRPF and ITBP.

6.3.3 The Committee takes note of the Ministry's plan to progressively assign security of all VIP protectees, apart from high risk protectees, to the Special Security Group (SSG) of CISF. The Committee recommends that the Ministry should implement this plan at the earliest and put an end to the issue of multiple forces being assigned the task of VIP security. The Committee also recommends that appropriate measures may be taken in a timely manner to augment the strength of SSG to enable it to cope with the enhanced responsibility.

6.4 Cadre Review

6.4.1 The Committee when enquired about the status of cadre review of various cadres in each Force it was informed that cadre review for some forces such as Assam Rifles and ITBP is pending while in some Forces such as SSB and BSF, cadre review has been done for Group A cadres while review of Group B and C cadres is still pending.

6.4.2 The Committee feels that regular cadre review of the Border Guarding Forces (BGFs) is essential to maintain their organizational structure as per their requirements. The Committee, therefore, recommends that the Ministry should undertake measures to expedite the pending cadre reviews of Assam Rifles and ITBP.

6.4.3 The Committee is disappointed to observe that restructuring of Group 'A' cadre is prioritized in the Forces at the cost of Group 'B' and 'C' cadres. The Committee feels that stagnation is more in the lowermost ranks and cadre reviews of lower ranks should be taken up before the higher ranks. The Committee, therefore, recommends that the Ministry should urgently expedite the cadre reviews of Group 'B' and 'C' cadres. The Committee also recommends that the Ministry, in future, should adopt a system to take up the cadre review of Group 'C' and 'B' first, in that order, and then conduct the cadre review of Group 'A'.

6.5 Nomenclature of CAPFs

6.5.1 The Committee had received representation from National Coordination Committee (NCC) of Ex-Central Para-military Forces Welfare Associations. According to the representation CPMFs

e.g. CRPF, BSF and ITBP, etc. are facing numerous challenges in performance of very sensitive duties for the country and the discrimination being meted out to them at various levels, is resulting into a deep concern amongst members of these Forces that their services and sacrifices are not being duly recognized in the country. Thus, factors like de-motivation, disgruntlement and frustration are creeping-in amongst the jawans and officers which need to be attended immediately. The issues concerning CAPFs, raised by the NCC and comments of the Ministry of Home Affairs have been discussed in the following paras along with the observations and recommendations of the Committee.

6.5.2 The Committee was given to understand by the NCC that the genesis of the CPMFs is the same as that of Indian Defence Forces i.e. entry 2 of the Union list, Seventh Schedule, Article 246 of Constitution of India, and various Acts passed by the Parliament under which CPMFs have been raised. Therefore, legally these Forces also fall under the category of Armed Forces of the Union. MHA *vide* their F. No.24021/74/2004-PC dated 6th August 2004 have affirmed that CRPF, BSF, ITBP, CISF and NSG have been declared as Armed Forces of the Union. However, this nomenclature was modified to be read as Central Armed Police Forces (CAPFs) *vide* MHA Memo No.45020/2/2011-Pers-II dated 18th March 2011.

6.5.3 It was pointed out that as per the Constitution of India, 'Police' and 'Public order' are state subjects and therefore, using the word Police for the Armed Forces of the Union diminishes the value of these Forces. It was brought to the notice of the Committee *vide* Para 9 of MHA Letter No.27011/12/2014-R&W (Part-I) dated 27th April, 2015 addressed to General Secretary, All India Central Paramilitary forces Ex-servicemen Welfare Association that based on an Article authored by Lt. Genl. Vijay Oberoi, the nomenclature 'CPMFs' was changed to 'CAPFs' for all the Forces except Assam Rifles. The Committee was informed that Genl. Oberoi had written that

"the term like CPOs, CPMFs, PMFs, etc. are used casually and interchangeable. The emphasis on the work "Military" while referring to Central Police Forces was not only wrong but creates a negative impression about the real Military Forces. There is nothing common between Army and the so called Paramilitary Forces. Paramilitary Forces are those forces which are organized and equipped on military lines subscribe to a military ethos, and which have military officers as its leaders. This is not true for any CPMFs and hence, it is appropriate as a starting point to refer to all Central Police Forces as CPF."

6.5.4 NCC stated that instead of correcting Genl. Oberoi on his stand, MHA went on to devalue the CPMFs whose combined strength is almost equal to Indian Army. It was also stated in the said representation that the correct position is that the CRPF was raised in 1939, and the CRPF Act passed in 1919. ITBP and BSF were also initially raised during 1962 and 1965 respectively under the same Act and subsequently had their own Act enacted during the year 1968 and 1992. Rule 3 of CRPF Rules 1955 reads as under:

"3. Interpretation: In these rules unless there is anything repugnant in the subject or context:-

(a) The expressions "Battalion" and "Company" have the meaning assigned to them as in the Army"

6.5.5 Similarly, as per explanation below Rule 2(d) of Ex-Servicemen (Reemployment in Central Civil Services and Posts) Rules, 1979 it is mentioned:

"(d) "Para-military forces" means the Border Security Force, Central Reserve Police Force, Indo-Tibetan Border Police, Central Industrial Security Force, Secretariat Security Force, Assam Rifles and Railway Protection Force".

6.5.6 The representation further stated that from the reading of rules position above, it becomes abundantly clear that these Forces are the Armed Forces of the Union and Central Para Military forces. It may be further mentioned that as per the above position of rules, in case these Forces are to be called as CAPFs, then ex-servicemen cannot have any reservations in these Forces, since the reservation is entitled only in the para military forces. The representation further stated that it is interesting to note that Army Postal Service or personnel on deputation to Army Postal Service including ex-recruits boarded or relived on medical grounds and granting medical disability pension (that means not having served on active duty in the Defence Forces) are also entitled to Ex-servicemen benefits. This makes a very genuine stand for CPMFs personnel to be treated as ex-servicemen and entitled for appropriate benefits.

6.5.7 The Ministry of Home Affairs, in its comments on the issue raised in the said representation, impressed upon the Committee that the change of nomenclature to the Central Armed Police Forces (CAPFs) was basically to use uniform nomenclature as terms, like Central Police Organizations (CPOs), Central Para Military Forces (CPMFs), Central Police Forces (CPFs), etc., were used earlier interchangeably. Moreover, these forces are the 'Armed Force of the Union' as per their respective Acts. Further, it is mentioned here that there is reservation of ex-servicemen in these forces as per the extant guidelines of Department of Personnel & Training (DoPT). As such, there are no material changes due to adoption of the uniform nomenclature as CAPFs.

6.5.8 The Committee notes the contention of the NCC and the comments of the Ministry of Home Affairs on the issue of change of nomenclature of the CPMFs to CAPFs.

6.6 Status and Benefits to Ex-CAPF Personnel

6.6.1 The representation of NCC stated that the CPMFs should be given the status and benefits flowing from 'ex-servicemen', 'martyr' and 'war-widows', etc., and entitlement for such benefits should also be duly notified. Traditionally such honors are reserved for the defence personnel killed on war fronts that signify that the entitlements mainly relate to deaths attributable to fighting of enemy. Whether the enemy is 'within' or 'without', the enemy bullets do not recognize whether the

victim is from defence forces or CPMFs, nor the sacrifice of life of CPMFs personnel can be valued inferior to that of Defence Forces personnel.

6.6.2 Commenting on the issue of ex-servicemen status, the Ministry of Home Affairs submitted that with the approval of the CCS, an administrative order dated 23/11/2012 was issued by MHA to declare the retired Central Armed Police Force Personnel from CRPF, BSF, CISF, ITBP and SSB as 'Ex-CAPF personnel'. It has been inter-alia mentioned in this order that State/UT Governments concerned may extend suitable benefits to Ex-CAPFs personnel on the line of Defence Forces.

6.6.3 Further, commenting on Martyr / War Widow Status, the Ministry of Home Affairs pointed out that in 2011, the matter regarding declaration of select category CAPF personnel who sacrifice their lives for the Nation as 'Shaheed/Martyr' was taken up with Cabinet/ Committee of Secretaries (COS). Ministry of Defence (MOD) informed that Shaheeds/Martyrs is not defined anywhere and they are not issuing any order/notification of Shaheeds/Martyrs. The Unit Commander certifies the circumstances under which the Armed Force personnel died and next of kin get the full family pension based on his last pay drawn.

6.6.4 Further, the term status of 'War Widow' has also not been defined in the Rules. However, on the basis of the aforesaid certificate issued by the Unit Commander, Next of Kin (NOK) is given the full family pension under the Liberalized Pensionary Awards (LPA) Rules i.e. the last pay drawn and ex-gratia compensation as per rules in addition to the other benefits admissible.

6.6.5 The Committee is of the view that the issue of granting of Ex-Servicemen status and Martyr/War Widow status for the CAPFs for their supreme sacrifices made for the nation needs to be properly recognized by the Government and hence needs detailed examination to motivate and encourage them. Therefore, the Committee recommends that there should be no difference in the benefits being granted to CAPFs personnel and Defence personnel. The advisory issued to State/UT Governments for extending suitable benefits to Ex. CAPFs personnel on the lines of Defence personnel may be monitored and any difference therein may be brought to the notice of State/UT Governments.

6.6.6 The Committee feels that leaving the decision to the State Governments to extend suitable benefits to Ex-CAPF personnel on the line of Ex-Servicemen may not have the desired efforts. It is therefore necessary that the benefits that are extended to Ex-Servicemen of the Ex-CAPF personnel are monitored and if there is any variation that may be attended to.

6.7 Central Police Canteen (CPC) and the Welfare and Rehabilitation Board (WARB)

6.7.1 The Committee was informed by the Ministry of Home Affairs that WARB was established in 2007 to provide an institutionalized mechanism to look into the welfare and rehabilitation requirements of CAPFs' personnel. Over the period of time, WARB have been expanded to have pan-India presence. At present, 06 Central Welfare Officers (CWO), 30 State Welfare Officers (SWO) and 139 District Welfare Officers (DWO) are functioning throughout the country for the

welfare of CAPFs personnel. A proposal is also under consideration with this Ministry to form WARB as 'Society'.

6.7.2 The Committee was further informed by the Ministry of Home Affairs that CPC was launched in 2006 and have been expanded to have pan-India presence. As on date, 119 Master Canteens and 1390 Subsidiary Canteens are functioning to provide a wide range of consumer goods to the personnel of the CAPFs and Police Forces, including ex-personnel and their families, at convenient locations at reasonable rates without compromising on quality.

6.7.3 According to the Ministry of Home Affairs both the above organizations are serving well the purpose for which they were created.

6.7.4 The Committee feels that both the organizations, i.e., CPC and WARB, though meant for welfare of CAPF personnel, both serving and retired, need to be backed up by institutional mechanisms like expediting the registration of WARB as a society so that it is able to serve its intended purpose. The Committee recommends that working of both organizations may be thoroughly reviewed and robust measures may be undertaken for carrying out the entrusted functions effectively and efficiently. The Committee also recommends that to strengthen the Central Police Canteens system, the Ministry of Home Affairs may explore the possibility of exempting the goods provided to the personnel through Central Police Canteens from the State component of GST by all the State Governments.

6.8 Old Pension System

6.8.1 The Ministry of Home Affairs informed the Committee that the matter of regular pension (old pension) to CAPFs employees enrolled from the year 2004 onwards had been examined in detail during 2007 to 2010 through Cabinet & Group of Ministers. As such, it was not found feasible to revert back to old pension scheme. However, as on date also, the old pension scheme is applicable to CAPF personnel who die in harness or become disabled while on duty and are boarded out.

6.8.2 The Committee notes that the Cabinet and the Group of Ministers (GoM) have examined the issue of regular (old) pension to CAPFs personnel employed from the year 2004 onwards and could not find merit to revert to the old pension scheme.

6.9 Para-military Service Pay (PMSP)

6.9.1 According to the NCC the Military Service Pay is granted to the Defence Forces personnel on the basis of their service conditions which entail risk to life, social and family isolation. The CAPFs personnel too suffer all time risk to life, social and family isolation even worse than Defence forces, In the Defence Forces, system of separate family accommodation system is existing, no such system is prevalent in CPMFs, and in fact, the satisfaction level of entitled accommodation has only reached around 13-14 per cent against the sanctioned 25 per cent, and that also for single and entitled static location accommodations, which exclude separated family

accommodation. Further, the MSP is entitled even to Territorial Army officers who serve on part time basis. There is no reason that the CPMFs personnel should be denied of this entitlement.

6.9.2 The Ministry of Home Affairs maintained that the proposal regarding sanction of Para Military Service Pay to CAPFs personnel was referred to 7th CPC for consideration.

6.9.3 The Committee notes the fact that Military Service Pay (MSP) is paid to the defence forces personnel, in view of their service conditions viz. risk to life and social and family isolation. The Committee feels that the CAPFs personnel also have the risk to life and undergo the similar social and family isolation. The Committee, therefore, recommends that Para Military Service Pay (PMSP) may be granted to CAPF personnel and if it is difficult to grant PMSP to CAPFs then some other incentive for their risk to life and social and family isolation, particularly for CAPFs personnel deployed in hard areas, may be considered.

6.10 Removal of Deputation Quota at Senior Officers level in CAPFs

6.10.1 According to the NCC, deputation is normally resorted to when the receiving department is either short of number of experience. The CAPFs have come up of-age, therefore, neither short of experience nor of number. Presently, certain quota has been fixed for IPS officers cadre in CAPFs, which has created skewed career graph against CAPFs personnel. The IPS officers are joining CAPFs only at senior level (few as DIG, and IG). There are already greater promotional bottleneck for cadre officers at these levels, thus creating functional and operational problems in the CAPFs. The deputation quota for IPS Officers in CAPFs is reserved from Deputy Commandant to DG, but they are joining only at the level of DIG, IG and above.

6.10.2 However, the Ministry of Home Affairs pointed out that as provided under Article 312 of the Constitution, the Indian Police Service is an All India Service both for the Union and the States. A certain number of posts in different police and other Organizations / Departments of the Central Government are filled up by IPS Officers allotted to various State Cadres. The cardinal principle is that an IPS officer so appointed will be available to serve central deputation for a stipulated tenure and thereafter return to his/her parent cadre. The movement of officers from the State to the Centre and back is of mutual benefit to the State and the Government of India on the one hand and to the officers concerned on the other.

6.10.3 The Committee was further impressed upon that Rule 6 (1) of the IPS (Cadre) Rules, 1954 that provides for deputation of IPS officers to the Central Government. Every State Cadre of the IPS provides for a Central Deputation quota which in turn requires additional recruitment to be made to the Service to provide for trained and experienced members to serve on posts in Central Government. Indian Police Service Cadre Rules 1954 states that a cadre officer may with the concurrence of the State Government or the State Governments concerned and the Central Government be deputed for services under the Central Government. A certain number of posts in different police and other Organizations/Departments of the Central Government are filled up by IPS officers allotted to various State Cadres. 40 per cent of Senior Duty Posts are authorized for Central Deputation Reserve.

6.10.4 The Committee, in its questionnaire sent to the Ministry, had sought the details of number of Group ‘A’ Officers posts that are reserved for officers coming on deputation from other forces or services in all the CAPFs. The Ministry furnished the details of Group “A” Officers posts reserved for officers belonging the same force and for officers coming on deputation from other forces/services are as under:

Posts	Method of Recruitment				
	CISF	BSF	CRPF	ITBP	SSB
DG	0 % Cadre 100% IPS	0 % Cadre 100% IPS	0 % Cadre 100% IPS	0 % Cadre 100% IPS	0 % Cadre 100% IPS
ADG	25% Cadre 75% IPS	25% Cadre 75% IPS	33 $\frac{1}{3}$ % Cadre 66 $\frac{2}{3}$ % IPS	0 % Cadre 100% IPS	0 % Cadre 100% IPS
IG	50% Cadre 50% IPS	50% Cadre 50% IPS	50% Cadre 50% IPS	50% Cadre 50% IPS	50% Cadre 50% IPS
DIG	70% Cadre 30% IPS	80% Cadre 15% IPS 05% Army	80% Cadre 18% IPS 02% Army	80% Cadre 20% IPS & Army	60% Cadre 40% IPS

6.10.5 The Committee also sought to know the reasons and rationale for a majority of the higher posts of the top hierarchy (DIG and above) in the CAPFs being filled by Officers coming on deputation, especially from Indian Police Service. The Ministry, in its reply submitted that IPS officers having served in crime control, law and order duties, investigation of various types of cases including trans-border infiltration, smuggling and other related crimes at the border and in the hinterlands, are well versed with the policing in general and nuances of border guarding duties in particular. The exposure, training and grooming of an IPS officer matches with the job requirements for the senior posts of CAPFs. The inter-departmental coordination between various CAPFs and State Police becomes very smooth and seamless with the presence of IPS Officers in every CAPF, State Police and related agencies. Therefore, IPS officers are best suited to lead and provide supervisory directions to any CAPFs in an effective, efficient and impartial manner at these ranks.

6.10.6 The Committee has noted Rule 6(1) of the IPS Cadre Rules 1954 that stipulates deputation of IPS officers to the Central Government and deputation of State Cadre of IPS for central deputation quota.

6.10.7 The Committee feels that the nature of duty of CAPFs are more similar to the Armed Forces rather than Police Forces and it would make more sense to bring more officers from the Armed Forces on deputation. The Committee, therefore, recommends that the Ministry of Home Affairs, in consultation with the Ministry of Defence, should explore the mechanism of lateral induction of the Officers from the Armed Forces in the CAPFs on short-term deputation, especially in the Battalions posted in the disturbed areas such as Kashmir and

North-eastern States, where the Armed Forces and the CAPFs work in tandem with each other.

6.10.8 The Committee also recommends that the Government may re-examine the Rule 6(1) of the IPS Cadre Rules, 1954 for fixing a limited percentage of deputation of IPS officers in the CAPFs keeping in view the interest of CAPFs personnel. The Committee also recommends that not more than 25 per cent posts should be reserved for Officers coming on deputation, either from IPS or from the Armed Forces, in any rank, and there should be no reservation for the posts of Director General in any CAPF and the officers of the CAPF cadres should be given equal opportunity to reach the topmost ranks. The Committee is of the view that this measure will not only go a long way to boost the morale of the CAPFs but will also provide a bigger pool of qualified Officers for selecting the heads of CAPFs.

6.11 Reserve Battalions

6.11.1 The Committee, in its meetings held to discuss the working conditions in various CAPFs, discussed the issue of Reserve Battalions being posted for different law & order, internal security, election duties, security arrangement duties, etc. Consequently, it has been observed that the battalions that are designated for rest and recuperation are also deployed for various duties.

6.11.2 The Committee is pained to note that the reserve battalions, which are to be used judiciously and provided rest for being in a state of preparedness, are engaged in duties such as internal security and counter-insurgency, which are quite rigorous. The Committee takes a strong exception to this overuse of the Force personnel. The Committee feels that the Ministry has to draw a line firmly to allow much required rest and recuperation to the personnel. The Committee, therefore, recommends that the Ministry of Home Affairs should implement, without exception, the well-defined policy regarding the number of battalions that are, at any given time in a state of rest and recuperation. The Committee also recommends that the policy on battalion that should be designated for training purposes at any point of time, should be rigorously followed.

6.12 Clean Drinking Water

6.12.1 The Committee was informed that providing clean drinking water to CAPF personnel has always been a challenge especially to those who are posted in high altitude and remote areas.

6.12.2 The Assam Rifles informed the Committee that it was trying to ensure the provision of clean drinking water by way of providing RO water purifiers and portable water-purification bottles. It was also augmenting water supply schemes for its Company Operating Bases (COBs).

6.12.3 The Sashastra Seema Bal in the meeting held on 18th January, 2018 asserted that it has Reverse Osmosis (RO) water filters available at all the BOPs as the groundwater is contaminated with iron and arsenic, but in its written replies on the issue, it was submitted that 509 out of 643

BOPs have ROs/Water Purifiers of various types like Iron Removal Plant, Arsenic Removal Plant, Gravity Filters, and RO systems. Thus, 134 BOPs were not equipped with any type of water purification system.

6.12.4 The Indo-Tibetan Border Police submitted before the Committee that to ensure sufficient availability of clean drinking water to all the ITBP personnel, deep/low bore wells with submersible motors have been installed. Sufficient number of water filters/ROs, wherever feasible, have been provided. To remove the contaminants, a system of boiling the water for five minutes is in practice.

6.12.5 The Committee feels that providing clean drinking water to all the personnel who are posted, particularly in remote areas, should be given priority. Contaminated water not only causes water borne diseases but also leads to deterioration of overall health of the personnel if consumed over a long period of time. The Committee, therefore, recommends that the Ministry of Home Affairs should give this issue utmost importance and take measures to ensure that personnel of all the CAPFs are provided clean and purified drinking water. The Committee also recommends that the Ministry should evolve an inspection mechanism for conducting surprise checks of availability of clean drinking water at the BOPs.

6.13 Electricity Supply

6.13.1 The background notes on working conditions in various Central Armed Police Forces (CAPFs) reflected the inadequate supply of electricity at the operating bases and border outposts of the Forces. In the SSB, electricity is not available at 328 out of 636 BOPs. In ITBP, the situation is more problematic as only 24 per cent of the Border Out Posts (BOPs) in ITBP have a regular supply of electricity. At the battalions' Headquarters, generally regular electricity supply is available. However, even they suffer power cuts and are dependent on generators for ensuring continuous supply of electricity.

6.13.2 Solar power/generators are used as a source of electricity at various places but are unable to meet the requirement. Diesel generator sets are provided at almost all Border Out Posts (BOPs) to provide uninterrupted power supply. The Ministry of Home Affairs further informed the Committee that to ensure regular electricity supply at all BOPs of Central Armed Police Forces, a proposal is under consideration.

6.13.3 The Committee takes note of the lack of electricity supply at several installations of CAPFs particularly Border Out Posts (BOPs) of the Sashastra Seema Bal (SSB) and Indo-Tibetan Border Police (ITBP). These BOPs do not have a regular supply of electricity and are primarily dependent on generator sets. The Committee feels that this is not a healthy state of affairs and this seriously affects the working conditions of the personnel as well as operations of the Forces. The Committee, therefore, recommends that the Ministry of Home Affairs should take decision expeditiously on the pending proposal to ensure regular electricity supply at BOPs of CAPFs. The Committee also recommends that special measures should be undertaken for electrifying remote and off-the-grid locations.

6.13.4 The Committee feels that the State Governments should be impressed upon to ensure that the requisite infrastructure is in place for providing power supply to the Forces even in the remote locations.

6.14 Housing Shortage

6.14.1 In the Committee's meeting held on 18th January, 2018 to discuss the subject, the representatives of the Assam Rifles informed the Committee that the Assam Rifles has a peculiar problem regarding housing due to the fact that the entire Force is based in the North East. The housing earlier used to be based on the posts where the soldiers were serving. This was causing a vulnerability problem because keeping the families at the posts made them vulnerable to insurgent attacks. So, now the housing has been shifted to certain secure areas. Five to six places have been earmarked where the Assam Rifles is planning to build houses for the soldiers. These housing complexes will also have schools, security, hospitals etc. All these places are on important communication centers where the force has pre-existing land. Over the next five years, the housing situation in the Assam Rifles will improve.

6.14.2 The Committee also sought the data regarding the housing satisfaction level in the Assam Rifles. The Ministry submitted the following details:

Sanctioned strength of the force	Total No of dwelling units authorized	Total No of dwelling units available	Shortfall of dwelling units	Percentage of satisfaction against authorized dwelling units	No of dwelling units under construction of current projects	Satisfaction level after completion of current projects	Percentage of satisfaction of dwelling units available against sanctioned strength	Percentage of satisfaction level after completion of current projects against sanctioned strength
66412	25480	12790	12690	50.19	1908	57.68	19.25	22.13

6.14.3 The Committee was also informed that in 2013, the Government had approved the construction of 1467 houses for Assam Rifles out of which 970 have been constructed while 497 are under construction. Further, a proposal for construction of 384 houses till 2020 is under consideration of the Ministry.

6.14.4 The Ministry, in its background note on the working conditions in SSB, informed the Committee that presently, 29,331 houses are authorized for SSB personnel, out of which, 9,871 houses have been sanctioned. Out of these sanctioned 9,871 houses 5,155 houses have been

completed and 4,716 houses are under construction. A proposal for construction of 2,679 houses till 2020 is in the pipeline. In the SSB, the housing satisfaction level is 33.65 per cent *vis-à-vis* authorized number of houses and 9.97 per cent *vis-à-vis* sanctioned strength of 98,793.

6.14.5 During the meeting held to discuss the subject, one of the members of the Committee highlighted the discrepancy that the satisfaction level of 33.65 per cent claimed by the MHA included under-construction houses as well and if only those houses that have been fully constructed were taken into consideration then the actual satisfaction level would have been quite low at around 17 per cent. The DG, SSB then explained that most of the construction projects were at an advanced stage and would be completed soon. The Home Secretary added that the SSB went for a very large expansion over a few years. Thus, the Force went for a large-scale construction of housing projects, many of which were nearing completion during 2018.

6.14.6 The Ministry, in its written replies, explained that the main reason for low housing satisfaction in the Force is due to a delay in acquisition of land and hence, presently 5,155 houses have been completed and 4,716 houses are under construction. Other bottlenecks in delay in completion are due to a paucity of funds in 'Residential Buildings' head and actual delay by the construction agencies *viz.* CPWD/NBCC/HSCL.

6.14.7 The Ministry, in its background note on working conditions in the ITBP, informed the Committee that only 8,844 quarters are available against a total of 28,568 authorized quarters in the ITBP. However, 3,187 quarters are under construction, therefore, there is a shortfall of 16,537 quarters. The present housing satisfaction level in the Force is about 13.41 per cent as against 25 per cent authorization for the CAPFs.

6.14.8 The present housing satisfaction level in BSF is 34.40 per cent, i.e., against the authorization of 85,566 houses, 29,431 houses are available. In order to address the shortage of housing in the BSF, the Government had sanctioned 10,317 houses to the BSF in 2013. At present, 9,156 houses are under construction/tendering process. On completion of all housing units, the satisfaction level will be 45.10 per cent against authorization.

6.14.9 The Committee observes that the housing satisfaction level vis-à-vis authorized number of houses is quite low in all border guarding forces. The Committee also notes that the housing problem is more acute when the satisfaction level is compared to sanctioned strength. The Committee further notes that the construction of several housing projects is pending while proposals of some housing projects are yet to be approved by the Ministry. The Committee, therefore, recommends that the Ministry of Home Affairs should expedite the completion of the on going housing projects. The Committee also recommends that the Ministry should take an early decision on all housing projects under consideration and expedite their completion in a time bound manner to improve the satisfaction levels vis-à-vis authorized number of houses.

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE –AT A GLANCE

Recruitment, Promotional Avenues and Stagnation

The Committee takes note of the stagnation at the ranks of Rifleman, Havildar and Warrant Officer and feels that requisite measures need be taken to increase the number of posts in the ranks of Warrant Officers, Subedar and Subedar Major to enhance the promotional avenues and reduce the time period for getting first promotion to the rank of Havildar.

(Para 2.4.9 of 214th Report)

2.4.10 The Committee is of the view that the reply furnished by the Ministry is not sufficient justification for not reducing the levels of direct recruitment. The Committee feels that conducting direct recruitment at four levels *viz.* Naib Subedar, Warrant Officer, Havildar, and Rifleman can justifiably be reduced to two levels to increase the promotional avenues. The Committee is aware that direct recruitment for General Duty posts in most of the other CAPFs takes place at three ranks *viz.* Constable, Sub-Inspector and Assistant Commandant. The Committee is also aware that there is at least one intermediate rank in between two levels of direct recruitment. The Committee thus feels that the scheme of direct recruitment at all four of the lowermost ranks in the AR is not justified. The Committee, therefore, recommends that suitable structural changes must be brought about in the recruitment mechanism of the AR to conduct direct recruitment only at three stages *viz.* Rifleman, Warrant Officer, and Subedar. The Committee strongly recommends that conducting direct recruitment at any two ranks that are consecutive in the hierarchy may be avoided as this gives rise to stagnation and depressed promotional avenues for its personnel.

(Para 2.4.10 *ibid*)

The Committee also observes an anomalous situation at the rank of Subedar- Major, where there are only 200 posts as compared to the 370 posts in the rank of Captain/Assistant Commandant above it and 1180 posts in the rank of Subedar below it. This defies the pyramidal structure of the force. The Committee fails to understand the reasons for this anomaly and feels that such an anomaly would restrict the promotional avenues of the lower ranks substantially. The Committee, therefore, recommends that the number of posts in the rank of Subedar-Major should be enhanced adequately.

(Para 2.4.11 *ibid*)

The Committee feels that at 80:20, the ratio of officers belonging to the Indian Army and the officers belonging to the Assam Rifles cadre is heavily skewed against AR Cadre officers. The Committee takes note of the proposal to rationalise this ratio by bringing it down to 65.74: 33.76. The Committee is of the view that the proposed measure of rationalizing the ratio is necessary to maintain a balance in the composition of the Force at the officer ranks. The Committee, therefore, strongly recommends that this proposal to enhance the strength

AR Cadre officers should be considered at the earliest to strike a balance between the officers of the Indian Army and the Assam Rifles Cadre.

(Para 2.4.14 ibid)

The Committee also takes note of the submission of the MHA that the Cadre review for the Assam Rifles is presently under consideration. The Committee recommends that the recommendations made by this Committee in this regard may be brought to the notice of the Cadre Review Committee so that it may be considered while finalizing its recommendation.

(Para 2.4.15 ibid)

Working Hours

The Committee takes note of the submission of the Ministry of Home Affairs regarding the stern working hours of the Assam Rifles personnel and feels that the jawans may require adequate rest after long range patrols and Border Pillar (BP) verification patrols that are usually conducted in tough geographical and climatic conditions. The Committee, while taking note of the Ministry's submission that such operations are compensated for by giving adequate time off, is of the view that the time-off given after such patrols must be sufficient and without any exception. The Committee recommends that the MHA may constantly review the actual situation on the ground and that the stipulated rest time is available to all personnel without exception.

(Para 2.5.3 ibid)

Basic amenities - Food

The Committee is apprehensive that consuming the tinned food for extremely long monsoon period of upto six months may have adverse impact on the health of the personnel. The Committee feels that to alleviate the problem of shortage of fresh food, the option of constructing cold storage facilities must be explored. These facilities could be of optimal size taking note of the number of personnel deployed in the area. The Committee, therefore, recommends that the Ministry of Home Affairs may devise a plan to make available optimal sized cold storage facilities at the posts that remain cutoff during the monsoon and are unable to stock enough ration to meet the requirements. The Committee hopes that such an arrangement would prove beneficial for providing nutritious food.

(Para 2.6.3 ibid)

Basic amenities–Drinking Water

The Committee takes note of the Ministry's submission that providing clean drinking water to all the personnel in the entire North-East is a challenge. The Committee is of the considered view that providing clean and purified drinking water to every single personnel must be the top priority of the Assam Rifles Establishment. Moreover, ensuring a continuous supply of water at all the company-operating bases that presently is sourced from natural sources is also a challenge that needs to be addressed at the earliest. The Committee, therefore, recommends that every effort must be made to ensure provision of purified

drinking water to all the personnel and establishing a functional water supply system at all the Company Operating Bases (COBs). The Committee also recommends that the COBs may be asked to tap the abundant rainfall by harvesting the rainwater and storing it in sufficient quantities for its utilization at the time of need.

(Para 2.7.3 *ibid*)

Medical facilities

The Committee observes that all the CGHS-empanelled hospitals in the North-East are located only at Guwahati. The Committee feels that this restricted coverage of medical care for the Assam Rifles personnel may have adverse consequences on their health. The Committee recommends that the Government should increase its efforts to expand the coverage of medical facilities by empanelling more hospitals in the capital city of North-East States. The Committee further recommends that the Assam Rifles should further strengthen the existing medical division so as to provide immediate medical attention to the injured personnel at the site itself as the area being covered mostly with dense forest and inaccessible by road.

(Para 2.8.2 *ibid*)

Housing and Accommodation

The Committee takes note of the fact that the construction of 497 houses out of the approved 1467 is still pending even after five years. The Committee also understands the constraints in the North Eastern region that can delay the construction process. Nonetheless, the Committee feels that the period of five years is more than sufficient for completing the construction of all the approved houses. The Committee, therefore, recommends that the construction of the remaining houses must be expedited and completed within a year.

(Para 2.9.7 *ibid*)

The Committee also takes note of the proposal of construction of 384 additional houses by 2020 that is still under the consideration of the Ministry of Home Affairs. The Committee feels that the project needs to be expedited if it has to be completed by its stipulated deadline. The Committee, therefore, recommends that an early decision may be taken to grant approval to this proposal within the next three months and the construction may be started at the earliest during this calendar year itself.

(Para 2.9.8 *ibid*)

The Committee also exhorts the AR to explore the possibility of monetizing its existing land so that their dependence on Home Ministry for funds to build houses may be reduced.

(Para 2.9.9 *ibid*)

Grievance Redressal

The Committee feels that being in the Armed Forces, its personnel desist from expressing their grievances. The Committee feels that an option to submit their grievances anonymously via application or website must be provided to encourage them to express their grievances of general nature. This would enable the commanding officers to get an honest feedback and allow the personnel to raise their grievances without any fear of punitive action.

(Para 2.10.2 ibid)

The Committee also feels that in order to ensure only genuine grievances are raised and addressed adequately, a system must be evolved so that the identity of personnel are not known to their commanding officers. To ensure this, the Committee recommends that for every battalion, a welfare officer may be designated, from amongst the officers of the rank of 2IC or Commandant, belonging to any other battalion in the same sector, to receive the grievances of personnel of that battalion. The Committee also recommends that every Welfare Officer may be instructed to forward a report on grievances directly to the Sector Headquarters, on a weekly basis, to ensure that the grievances are addressed expeditiously at the Sector Headquarters level.

(Para 2.10.3 ibid)

Training Issues

The Committee is of the considered view that with the fast-paced advancements in technology, the induction of advanced weapons, equipment and vehicles, has become inevitable. Specialized training of personnel in various streams has a force multiplier effect. The Committee, therefore, recommends that the AR besides imparting training continuously should also conduct a periodic review of the training modules and redesign them to suit the changed circumstances to ensure that its force is kept abreast with the advanced technologies and equipment.

(Para 2.11.3 ibid)

Attrition

The Committee observes the excessively high number of voluntary retirements in Assam Rifles during the past two years. Although the implementation of the Seventh Central Pay Commission could have been a reason for this unusually high number of voluntary retirements, the other factors that result in a high level of stress and strain may also cause the high level of attrition. The Committee feels that such a high level of attrition may indicate dissatisfaction with the working conditions in the Assam Rifles. The Committee, therefore, recommends that urgent measures may be taken to improve the working conditions significantly to motivate the personnel to stay, even when they are eligible for taking voluntary retirement, and thus stem this trend of attrition.

(Para 2.12.3 ibid)

Deputation Opportunities

The Committee is concerned to observe the lack of sufficient opportunities for the Assam Rifles personnel to go on deputation and feels that this may have adversely affected the ability to address issues relating to their personal lives. The Committee feels that the dual control regime is one of the reasons due to which the Assam Rifles personnel have very few deputation opportunities as they are unable to go on deputation either to the Armed Forces or to the Central Armed Police Forces. The Committee is of the view that the MHA should engage the Ministry of Defence to increase the deputation opportunities for AR personnel and also explore the opportunities to increase deputation of AR personnel to the CAPFs.

(Para 2.13.2 ibid)

Road connectivity and Mobility

The Committee is aware that several Company Operating Bases (COBs) are located in remote areas due to which the Assam Rifles personnel have to suffer various hardships. Thus, it is essential to connect every single COB with all-weather roads to improve the working conditions of the personnel. The Committee takes note of the plan to provide connectivity by constructing 4310.44 kms of roads at an estimated cost of Rs. 9490.20 Crore. The Committee recommends that this plan should be examined expeditiously and a decision on its implementation may be taken at the earliest. The Committee also recommends that the roads that are planned to be constructed must be all-weather roads that are able to withstand the harsh geographical and climatic conditions of the North Eastern region.

(Para 2.14.3 ibid)

Casualties in Assam Rifles

The Committee is worried at the high rate of casualties due to heart, liver and HIV related problems. The Committee is of the view that the Ministry needs to identify the major factors that have caused these health issues. The Committee recommends that regular health checkups must be conducted for all the personnel and preventive measures like yoga/regular counseling etc., may be proactively implemented to keep their health issues in check.

(Para 2.15.3 ibid)

The Committee also takes a serious view of the issue of high incidence of HIV in the Assam Rifles and recommends that the Ministry should conduct an intensive awareness campaign among the personnel of the Assam Rifles to inform them about the preventive measures that can be adopted/taken to obliterate HIV infection.

(Para 2.15.4 ibid)

Welfare Schemes and Issues

The Committee notes that historically the Assam Rifles Force has performed the two primary roles of conducting counter-insurgency operations in the Northeast and guarding the India-Myanmar border. The Committee accepts the fact that the Assam Rifles is entirely different from the other border guarding Forces such as BSF, SSB, and ITBP in as much as that these Forces are situated right on the border as per the border-outpost based model, the Assam Rifles on the other has continued to follow the Company-operating-base model, wherein the companies of the force are located near but not at the border. The Committee is of the view that the dual role of the Assam Rifles must be performed by two separate forces specially trained for the purpose. The Committee, therefore, recommends that the Assam Rifles should be assigned a single specialized role of performing counter-insurgency operations in the North-East. The Committee also recommends that possibility of a separate Indo-Myanmar Border Force, under the control of the Ministry of Home Affairs, may be explored for the purpose of guarding the India-Myanmar border.

(Para 2.16.8 ibid)

The Committee, in this connection, wishes to draw the attention of the Ministry towards the recommendation made in para 2.14.3 of its 203rd report on 'Border Security: Capacity Building and Institutions' and reiterate the said recommendation that an early decision should be taken by the Government on deployment of a dedicated border guarding force for guarding the India-Myanmar Border.

(Para 2.16.9 ibid)

The Committee takes note of the fact that the personnel of the Special Frontier Force, which is a paramilitary force like the Assam Rifles, have already been accorded parity with Group 'Y' 'Personnel Below Officer Rank' of the Indian Army for the purpose of pay, allowance and pension. The Committee wonders as to why the Assam Rifles personnel have been deprived of such benefits. The Committee feels that this has caused undue discrimination towards the personnel of the Assam Rifles, who have been deprived of the benefits accorded to other paramilitary forces. The Committee, therefore, recommended that the Assam Rifles may be immediately given parity with Group 'Y' 'Personnel Below Officer Rank' of the Indian Army for the purpose of pay, allowance and pension on the lines of the Special Frontier Force.

(Para 2.16.17 ibid)

Welfare Schemes and Issues-Benevolent Fund

The Committee feels that the amount of Rs. 1 lakh being provided as an immediate financial assistance to the next of kin of the Assam Rifles personnel from Assam Rifle Benevolent Fund (ARBF) on their death is paltry and not in keeping with the needs of the family. The Committee also notes that this amount was last revised in 2013, almost five years ago. The Committee feels that this amount is too little even for the purpose of providing

immediate financial assistance. The Committee, therefore, recommends that this amount of Rs. 1 lakh should be immediately revised to at least Rs. 2.5 lakh w.e.f the beginning of the year 2018. The Committee also recommends that this amount should be periodically revised every three years.

(Para 2.17.3 ibid)

The Committee also notes that a one-time grant of Rs 25,000/- is paid to all the personnel being discharged as invalidment on medical grounds. The Committee feels that this amount is in dire need of revision as it is too little to provide any form of immediate assistance. The Committee, therefore, recommends that the one-time grant being paid to the personnel being discharged as invalidment on medical grounds be revised to Rs. 1 lakh w.e.f the beginning of the year 2018. The Committee further recommends that this amount should be periodically revised every three years.

(Para 2.17.4 ibid)

Welfare Schemes and Issues-Ex-CAPF/Ex-servicemen status

The Committee notes the reluctance to designate the retired personnel of Assam Rifles as either ex-CAPF or ex-Servicemen and also takes note of the observation of the Ministry of Law & Justice on this issue. The Committee believes that this issue can be resolved through imaginative measures. The Committee recommends that the Ministry of Home Affairs may designate the retired personnel of the Assam Rifles as 'Ex-Central Armed Police Force' and consider granting them post-retirement benefits available to the ex-CAPF personnel.

(Para 2.18.4 ibid)

Women Representation in AR

The Committee takes cognizance of the efforts being made to increase the representation of women in Assam Rifles. The Committee observes that at present only 360 women personnel have been recruited and this number is very low as compared to the percentage of women employees stipulated as per the guidelines i.e. 5 per cent of total strength of 'General Duty' personnel or around 2400 women. The Committee, therefore, recommends that the Assam Rifles should conduct a special recruitment drive to induct more women in the Force.

(Para 2.19.4 ibid)

The Committee notes the measures being taken to provide adequate facilities to the women personnel for improving their working conditions and encouraging more women to join the Force. The Committee, however, feels that women should be motivated to join the security forces as they not only provide a different perspective but also allow the forces to utilize the huge untapped pool of human resources in the country. For this, it is essential to allay any fears and apprehensions that women may have relating to the working conditions in the Force. The Committee, therefore, recommends that any grievances of women personnel should be considered with utmost sincerity and seriousness by the Commanding Officers. The

Committee also recommends that the Commanding Officers should be regularly instructed to submit a report on the challenges faced by women personnel in their respective battalions and the measures taken to address them.

(Para 2.19.6 ibid)

Recruitment and Vacancies

The Committee takes note of the reasons stated by the Ministry of Home Affairs for existence of several vacancies in various posts and cadres in SSB. The Committee understands that recruitment of the personnel is a time consuming process. However, the Committee feels that there is a lack of foresight, proper planning and proactive estimation of future vacancies while reporting the vacancies to the recruitment agencies. The Committee, therefore, recommends that the Ministry may explore the possibility of proactively identifying the vacancies and reporting the same to the recruitment agencies, instead of reporting the vacancies that exist on the date of notification of the recruitment examination. The Committee also recommends that the respective CAPFs may alternatively notify the updated status of vacancies before the start of the recruitment process by the recruitment agency concerned so as to eliminate any delay in filling up the vacancies.

(Para 3.4.4 ibid)

The Committee also observes that the recruitment agencies take around two years for completing the recruitment process. The Committee is of the view that this time period can be reduced to around one year by streamlining the recruitment process. The Committee, therefore, recommends that the Ministry of Home Affairs may request the recruitment agencies to undertake necessary measures to reduce the timeframe within which various recruitment exams are to be completed for the CAPFs.

(Para 3.4.5 ibid)

Promotional Avenues and Stagnation

The Committee takes note of the fact that SSB is presently in expansion mode and sufficient numbers of vacancies are available in almost all the ranks. The Committee, however, observes that there is still some stagnation at the ranks of Constable and Head Constable. A Constable gets promoted to the post of Head-Constable in 11-12 years as against the required residency period of 8 years. It takes another 8-10 years for a Head-Constable to become an Assistant Sub-Inspector as against the required residency period of 5 years. The Committee has not received a satisfactory explanation why this stagnation exists despite the force being in expansion mode. The Committee, therefore, recommends that the issue of stagnation be addressed so that promotions take place as soon as residency periods are completed.

(Para 3.5.3 ibid)

The Committee takes note of the career growth chart of the General Duty cadre and finds that the present ratio of posts at the levels of Assistant Commandant and Deputy Commandant which is at 2:9, does not seem optimal for providing desirable promotional

avenues. The Committee feels that, at present, stagnation does not seem to be there apparently due to the ongoing expansion of the Force. However, in future, this sub-optimal ratio can prove to be a bottleneck for career growth of the officers serving at the level of Assistant Commandant. The Committee, therefore, recommends that the Ministry may review the number of posts at the level of Deputy Commandant in the General Duty cadre of SSB and consider improving the ratio of the posts at the levels of Assistant Commandant and Deputy Commandant to at least 1:4 and gradually to 1:3 so as to ensure availability of sufficient promotional avenues. The Committee also recommends that this should be brought to the notice of Cadre Review authorities if that process has not been completed yet.

(Para 3.5.7 *ibid*)

The Committee takes note of the career growth chart of the Communication cadre and finds that direct recruitment to this cadre is conducted at four levels *viz.* Head-Constable, Assistant Sub-Inspector (ASI), Sub-Inspector (SI) and Assistant Commandant. Conducting direct recruitment at so many levels, particularly in the successive levels of Head-Constable, ASI, and SI, needs to be revisited. The Committee, therefore, recommends that the Ministry may review the recruitment policy of conducting the direct recruitment at three successive levels of posts in the communication cadre of SSB and explore the possibility of conducting direct recruitment only at the levels of Head-Constable and Sub-Inspector for a majority of the posts at those levels.

(Para 3.5.10 *ibid*)

The Committee also observes certain anomalies in the organizational chart that may lead to stagnation at levels such as Assistant Sub-Inspector and Deputy Commandant as the ratio of the posts of SI and ASI at 1:6 and Dy. Commandant to Commandant at 1:5 are on the lower side compared to the ratio of other successive posts. The Committee also feels that the situation worsened further due to 25 per cent of the vacant posts getting filled up through direct recruitment. The Committee, therefore, recommends that the Ministry may undertake measures to improve the ratio of the posts of SI and ASI and Dy. Commandant to Commandant to at least 1:4 to reduce the stagnation at these levels.

(Para 3.5.11 *ibid*)

The Committee finds it quite anomalous that there are only two posts in the rank of Commandant as compared to three posts in the rank of DIG. The Committee feels that there is a scope of increasing the number of posts in this rank as it does not make any sense to have only two Commandants under the control of three DIGs. The Committee, therefore, recommends that the Ministry may consider increasing the number of posts at the Commandant level from two to at least four.

(Para 3.5.14 *ibid*)

The Committee, while observing the career growth chart of the Ministerial cadre in SSB, finds that the promotional avenues at the top of the cadre are relatively sparse as only 4 posts of Deputy Commandant are available as against the 32 posts of Assistant Commandant. The Committee, therefore, recommends that the Ministry may consider enhancing the number of the posts at the Deputy Commandant level, to avoid stagnation at the rank of Assistant Commandant.

(Para 3.5.17 *ibid*)

The Committee takes note of the fact that there is no post at the rank of Deputy Commandant. The Committee, therefore, recommends that the Ministry may consider creating a few posts at the Deputy Commandant level, to obviate stagnation at the rank of Assistant Commandant in stenographer cadre.

(Para 3.5.20 *ibid*)

The Committee finds the career growth chart of the Tech (Armament) cadre in SSB to be unusual and feels that it needs to be reviewed considering the fact that there are just two posts at the level of Assistant Commandant as compared to eight posts at the level of Deputy Commandant in this cadre. The Committee, therefore, recommends that the Ministry may review the structure of the Tech (Armament) cadre which seems to be anomalous as the number of commanding officers at the level of Deputy Commandant is four times higher than the number of junior officers at the level of Assistant Commandant.

(Para 3.5.31 *ibid*)

The Committee takes note of the career growth of personnel in different posts in the para-medical cadre of SSB and finds that promotional avenues in these posts are almost non-existent. The ratio for successive levels in various posts *viz.* Staff Nurse, Pharmacist and Radiographer are 2:15, 1:9 and 1:21 respectively. There is evidently a lack of any promotional avenue for the staff in this cadre. The Committee wonders why the Ministry is apathetic to the staff in this cadre. The Committee, therefore, strongly recommends that the Ministry must urgently conduct a review of all the posts in the para-medical cadre of SSB and take appropriate and adequate measures at the earliest to resolve the stagnation in this cadre.

(Para 3.5.36 *ibid*)

Cadre Restructuring

The Committee is of the view that cadre restructuring, in accordance with the timeline and procedure prescribed by the DoPT, is essential to obviate stagnation and to provide reasonable career growth to all the personnel serving in various cadres. The Committee, therefore, recommends that not only the pending cadre review of all the remaining cadres be

completed at the earliest, but also the cadre review of all the posts in the force should be undertaken every five years.

(Para 3.6.2 ibid)

Attrition

The Committee finds some merit in the explanation furnished by the Ministry that there was a surge in the number of voluntary retirements in 2017 immediately after the Pay Commission was awarded. However, the Committee feels that voluntary retirements are also indicative of disenchantment with the working conditions as it is unusual for government employees to seek retirements when they have more than ten years of service left. Moreover, the Committee observes that even during 2012 and 2013, the years that did not follow any pay commission, there were unusually high number of voluntary retirements at 447 and 341. The Committee, therefore, feels that there are reasons other than Pay Commission award which are leading to such high number of early retirements. The Committee is of the view that though the Ministry of Home Affairs cited fulfilling domestic obligation as major reason for large numbers of personnel preferring to take VRS in SSB, other reasons like career stagnation, tough working conditions and lack of pay parity with the armed forces may also be equally important for this undesirable trend. The Committee, therefore, recommends that the Ministry should conduct a survey among the personnel to assess the factors leading to such large number of personnel taking VRS and undertake appropriate measures to address the concerns of the personnel so that this trend can be curbed.

(Para 3.7.6 ibid)

Training issues

The Committee notes the duration of the specialized training being provided by SSB training institutions and feels that duration of some of the training programs such as Counter Insurgency & Jungle Warfare does not seem enough to develop adequate capabilities for the required purpose. The Committee also wonders how SSB training institutions provide training for countering the LWE and North-East insurgency, for which some of its battalions have been posted. The Committee, therefore, recommends that the Ministry of Home Affairs needs to strengthen and rationalise the training regimes for CAPFs to handle new internal security challenges.

(Para 3.8.4 ibid)

Housing and Accommodation

The Committee is concerned that the delay in land acquisition, paucity of funds for construction, and delay by the construction agencies have affected the completion of housing projects and feels that the housing project monitoring mechanism needs to be strengthened. The housing satisfaction level in the SSB at around 17 per cent is among the lowest in all the CAPFs and even after the completion of various projects, some of which are likely to spillover to the next year, the satisfaction level will still remain low at around 33 per cent of the authorized housing level. The Committee, therefore, recommends that the Ministry should

take necessary measures to streamline the factors that have delayed the construction of projects and provide adequate funds to the Force under appropriate budgetary head to achieve the completion of all the projects as per the stated timeline. The Committee observes that such poor housing satisfaction level could be one major reason behind high attrition/VRS, etc.

(Para 3.9.6 *ibid*)

The Committee understands that SSB is a young Force and is in an expansion mode. The Committee, however, feels that it is the responsibility of the Ministry to ensure that the relevant infrastructure projects are implemented at a pace comparable to that of the expansion of the Force to ensure satisfactory working conditions in SSB. The Committee, therefore, recommends that the Ministry should regularly assess the housing requirement of SSB, proactively plan housing projects, and closely monitor the implementation of construction projects to achieve a good housing satisfaction level.

(Para 3.9.7 *ibid*)

Basic Amenities and Infrastructure-Food

The Committee takes note of the reply furnished by the Ministry of Home Affairs that the present rate of the Ration Money Allowance was fixed at Rs. 97.85 with effect from 1st April, 2015 upto 31st March, 2016 and the revision of Ration Money Allowance is due with effect from 1st April, 2016. The Committee is unable to understand the reasons for the delay in the revision of the Ration Money Allowance. The Committee is not satisfied with the submission of the representatives of SSB that the present rate of Ration Money Allowance is sufficient to provide three nutritious meals for a jawan simply because no feedback regarding ration money being inadequate has been received. The Committee feels that this allowance should be revised periodically after taking into account the prevailing inflation. The Committee, therefore, recommends that the amount of Ration Money Allowance should be linked to the food inflation component of the Consumer Price Index and must be revised accordingly.

(Para 3.10.6 *ibid*)

The Committee observes that only 2,071 posts of Cooks are available as against the authorization strength of 2,634 posts leading to more than 21 per cent vacancy in this cadre. The Committee is of the considered view that filling up the vacancies in this cadre is vital for providing good food for the personnel. The Committee, therefore, recommends that a special drive may be conducted by SSB to fill up the vacant posts of Cooks in the Force.

(Para 3.10.8 *ibid*)

Basic Amenities and Infrastructure-Drinking water

The Committee finds the submission of DG, SSB made in his oral evidence before the Committee that all BoPs have RO water filter systems and the data furnished by the Ministry that around 134 BoPs do not have any type of water filter system are contradictory.

Moreover, even among the 509 BoPs claimed by the Ministry to have ROs water purifiers, it is not known, how many of these are in working condition. The Committee observes that around 134 out of 643 Border out Posts of SSB do not have any type of water filtration system and seem to rely on whatever quality of water is available to them. The Committee is anguished to note that clean drinking water is not available to the SSB personnel posted at more than 20 per cent of the BoPs and considers this as a failure of the Ministry of Home Affairs to provide adequate basic amenities to CAPF personnel. The high incidence of water-borne diseases, with more than 3,000 cases every year, is evidence of this failure. The Committee, therefore, recommends that the Ministry should ensure RO or other effective water purifying mechanism to all the BoPs are made available expeditiously.

(Para 3.11.4 *ibid*)

Basic Amenities and Infrastructure-Electricity supply

The Committee is worried to note that 328 BoPs do not have electricity available and feels that this lack of infrastructure can adversely affect the operational ability of SSB, especially during times of crisis. The Committee understands that the geographical constraints and variation in the state of infrastructure in the States are the reasons for this lack of energy at BoPs. However, the Ministry needs to adopt a progressive and futuristic outlook to ensure energy security at the border outposts. The Committee is of the view that after ensuring 100 per cent electrification of all the villages, the Government should focus on electrifying remote and off-the-grid locations particularly the border outposts and military installations. The Committee, therefore, recommends that the Ministry of Home Affairs should form a working group to study the issue of energy security for the border outposts in India by focusing on innovative solutions such as micro-grids. The Committee also recommends that the Ministry should consider initiating a pilot project by installing micro-grids in certain remote border locations particularly at Indo-Bhutan border and subsequently undertake a viability assessment of micro-grids for powering the border outposts.

(Para 3.12.4 *ibid*)

Medical facilities

The Committee is anguished to note that out of 217 posts in the Medical cadre, almost 45 per cent i.e. 99 posts are vacant. Moreover, the situation is extremely worrisome in the case of Specialist Medical Officers as 19 out of 21 posts are vacant. The Committee recommends that the Ministry must urgently take remedial measures to improve the situation and fill the vacancies in a time bound manner and submit special report on the progress achieved within three months.

(Para 3.13.4 *ibid*)

Grievance Redressal Mechanisms

The Committee appreciates the 'E-Transfer Application System' initiative that has made it easier for the personnel to file applications and requests for transfers. However, the Committee is surprised to note that a huge number of applications, i.e 12795, were received in

a single year. This Committee notes that this number is roughly around 13 per cent of the sanctioned strength of the Force and is worried to observe that such a large number of personnel are dissatisfied with their postings. The Committee also observes that more than 50 per cent applications have been denied and understands that the scope for granting transfer requests is limited. The Committee, however, recommends that SSB should evolve a system so as to allow all the personnel to forward their transfer requests along with proper reasons and justification so as to allow the senior officers to understand the reasons behind the transfer applications and prioritise the requests that are genuine and of urgent nature.

(Para 3.14.8 *ibid*)

The Committee also observes that during the last three years the percentage of applications that were rejected has remarkably increased from 29.58 in 2016 to 61.74 in 2018. The Committee recommends that the cause of this increment needs to be looked into and remedial measures be taken. The Committee also recommends that the Ministry should monitor the number of transfer requests received, accepted and denied and should strive to devise a mechanism wherein as far as possible personnel are granted transfer as per their choice and transfer policy.

(Para 3.14.9 *ibid*)

Deployment

The Committee observes that the Indo-Tibetan Border Police Force was raised for the purpose of border guarding, especially, the India-China Border, however, some battalions of ITBP are deployed for ANO and internal security as a result of which the jawans suffer in terms of training, rest and recuperation. The Committee, therefore, recommends that ITBP should be relieved from the task of internal security duties and personal protection and CISF's proposal to augment the strength of SSG of CISF should be expedited.

(Para 4.4.4 *ibid*)

Recruitment

The Committee takes note of the pending recruitment examinations for the posts of Head Constable (telecom) and Inspector (Hindi translation), which were cancelled by ITBP after completion of the process of recruitment and declaration of the final list of the selected candidates on the basis of suspicion on a few candidates. The Committee observes that the hasty manner in which these recruitments have been processed has led to an unnecessary loss of time, effort and monetary losses on the part of the Force. The Committee fails to understand why the entire recruitment was cancelled when the appropriate course of action would have been to investigate the authenticity of the results of those candidates, whose selection was under suspicion, instead of cancelling the recruitment of all the candidates. The Committee is of the view that this was against the established principles of law as even candidates who were not under suspicion were punished as a consequence of cancellation of the recruitment process. The Committee, therefore, strongly recommends that the Ministry should direct the ITBP to settle the disputes by following the established principles of law.

The Committee also recommends that ITBP should complete the recruitment process by declaring the results of the candidates whose candidature was found to be fair and genuine.

(Para 4.5.3 ibid)

The Committee further recommends that the Ministry should ensure that all the examinations conducted by the Forces themselves should be conducted with utmost care and vigilance, within a stipulated timeframe so as to have timely availability of the selected candidates to fill up the vacancies. The Committee also recommends that the Ministry should keep a vigil on the discretionary tendencies that may arise in such recruitment process and any final decision pertaining to final selection or cancellation of recruitment should be made subject to the approval of the Ministry of Home Affairs.

(Para 4.5.4 ibid)

Attrition

The Committee understands that due to the implementation of the Seventh Central Pay Commission there is a high rate of attrition in the year 2017. However, the Committee is of the view that if better working conditions are created in ITBP that may reverse this trend of attrition.

(Para 4.6.3 ibid)

Promotional avenues and Stagnation

The Committee takes note of the fact that ITBP is presently in expansion mode and sufficient numbers of vacancies are available in almost all the ranks, due to which most of the personnel are receiving timely promotions. The Committee, however, observes that there is still some stagnation at the rank of Constable in GD Cadre. A Constable gets promoted to the post of Head-Constable in 12-13 years in contrast to the required residency period of 5 years. This is a demotivating factor for the ITBP jawans more so when the Force is in expansion mode. The Committee, therefore, recommends that appropriate measures including cadre review must be taken to reduce the actual time for promotion at the CT(GD) level to boost the morale of the personnel in ITBP.

(Para 4.8.2 ibid)

Training

The Committee is extremely anguished to note that the ITBP who have been deployed in the treacherous hills of the north against extreme weather on the India-China border since the year 2004, have not been equipped with basic training gadgets and facilities, viz., modern equipment like 8 lane firing simulator and interactive touch display. The Committee, therefore, recommends that all these equipment, facilities and modern techniques should be procured expeditiously and training be imparted to the personnel of the Force. The Committee feels that the modernization of the Force must be given utmost priority as this Force not only has to face any enemy from across the border but also the vagaries of Nature.

(Para 4.9.5 ibid)

Housing and accommodation

The Committee observes that the housing satisfaction level in ITBP at 13.41 per cent is one of the lowest among the CAPFs. The Committee notes with concern that there is shortfall of 16,537 quarters. The Committee, therefore, recommends that the construction of the 3,187 houses that are under construction must be expedited and completed as per schedule without time and cost overrun. The Committee further recommends that the Government should chalk out 'Action Plan' to achieve the objective of constructing the remaining 16,537 quarters within the stipulated timeframe.

(Para 4.10.2 *ibid*)

Basic Amenities-Food

The Committee takes note of the innovative ideas of serving ready-to-eat meals that has been appreciated by the jawans. The Committee, keeping in view the difficult terrain and peculiar weather conditions faced by the ITBP Force and their line of duty, hopes that items in the ready-to-eat meals would meet the nutritional needs of maintaining the physical fitness of ITBP jawans.

(Para 4.11.4 *ibid*)

Basic Amenities-Drinking Water

The Committee is surprised to observe that in 82 per cent of the BOPs, drinking water is obtained from rivulets and springs which are polluted and at some places the level of contamination is alarming. Clean drinking water is a fundamental right of every person. The Committee, therefore, strongly recommends that proper provisions must be made to make clean and safe drinking water available to the ITBP personnel in all the BOPs and wherever feasible, the possibility of supplying piped regular drinking water to BOPs must be explored. This must be done immediately and a special report submitted within 6 months.

(Para 4.12.3 *ibid*)

Basic Amenities-Electricity supply

The Committee observes that the electricity supply at the BOPs of ITBP is neither regular nor sufficient. The downtime of generators must be reduced to a bare minimum. The Committee recommends that the proposal to ensure regular electricity supply at BOPs of CAPFs must be prioritized and implemented expeditiously.

(Para 4.13.2 *ibid*)

Medical facilities

The Committee feels that vacancies of so many doctors and para medical staff in the ITBP is having an adverse impact on the well being of its staff, particularly the jawans, affecting their efficiency. At a time when the ITBP personnel suffer from various diseases, the vacancies of 8 Specialist Medical officers and 93 Medical Officers is quite alarming. There is no reason why there should be such a large number of vacancies at any given point of time, especially for ITBP as it has no other medical access at all because of the area of its

deployment and inaccessible terrain. The Committee, therefore, strongly recommends that urgent measures must be taken to fill all the medical vacancies in the Force in a time bound manner and efforts must be taken to ensure that no medical posts remain vacant for more than 2 months at any point of time. The Committee further recommends that the Force may explore the feasibility of recruiting on ad-hoc basis till the regular appointments are made.

(Para 4.14.10 *ibid*)

The Committee is of the considered view that ITBP personnel must get adequate medical facilities at ground level and if required medical attention at the referral hospital. Moreover, evacuation facilities must be ready round the clock for sick personnel for better medical attention. The Committee, therefore, recommends the strengthening of overall health care facilities for the ITBP personnel.

(Para 4.14.12 *ibid*)

Infrastructural Issues- Road connectivity

The Committee takes note of the on-going project of road connectivity consisting of 41 roads under phase-I, DPR of 46 roads under phase-II already approved, and construction of 50 roads at proposal stage under phase-III. The Committee recommends that all on-going road construction works must be completed and proposal under phase-III must be approved within the timeframe. The approved road construction projects must be taken up for completion within set timeframe.

(Para 4.15.3 *ibid*)

Permanent Integrated Composite Building (PICB)

The Committee understands that since ITBP personnel are working in high altitude mountainous region, therefore, adequate and commensurate infrastructure is required to enhance the professional efficiency of the ITBP. In this regard, the proposal of Permanent Integrated Composite Building (PICB) is a welcome concept and the Committee hopes that the said project at Leh would be completed within stipulated timeframe and at the estimated cost. The Committee further recommends that similar PICB at various BoPs of ITBP may be constructed.

(Para 4.16.4 *ibid*)

Surveillance Equipments

The Committee is of the considered view that the latest and modern equipment must be provided to the ITBP personnel at the place of their deployment for effective and efficient working. The Committee, therefore, hopes that the Comprehensive Integrated Border Management System (CIBMS) must include updated surveillance equipment that will work under the extreme climatic conditions. The Committee, therefore, recommends that the Ministry of Home Affairs must consider all the proposals pertaining to critical infrastructure, night halt camps, Cutting Edge Technologies and communication & surveillance equipment

and take necessary action for procuring/installing appropriate equipments for the ITBP personnel.

(Para 4.17.2 ibid)

Mobility of troops

The Committee is of the view that movement of the ITBP personnel in the time of need from one place to another is of high strategic importance. However, mobility must be hassle-free and swift. The Committee, therefore, recommends that the proposals for procurement of special vehicles must be considered without delay and the actual procurement must be done in a time bound manner.

(Para 4.18.2 ibid)

Modernization and Technological advancements

The Committee appreciates that the Ministry of Home Affairs is alive to the need for procurement of modern and advanced weapons and deployment of the same to the ITBP personnel. The Committee, therefore, recommends that all the recent initiatives taken in the field of IT infrastructure and software applications must be taken to the logical conclusion to enable digitization of the processes and optimal utilization of technology for the benefit of ITBP personnel.

(Para 4.19.5 ibid)

Communication facilities

The Committee observes that there is no provision of mobile connectivity in many BOPs of ITBP. The Committee, therefore, recommends that the Ministry must explore the feasibility of having mobile connectivity at the BOPs and if possible even by encouraging private operators. The proposal for providing Optical Fiber Cable (OFC) connectivity to all BoPs by connecting all villages through National Optical Fiber Network must be considered on priority.

(Para 4.20.3 ibid)

Grievance Redressal

The Committee desires that ITBP's Grievance Cell must be robust and the mechanism should reflect a system of speedy and fair adjudication of grievances without delay. It is worthwhile to mention here that fair redressal of grievance of ITBP personnel would go a long way in motivating the force to face the challenging task and discharge entrusted duties without any worry and concern. The Committee, therefore, recommends that an effective and efficient grievance redressal mechanism may be put in place quickly.

(Para 4.21.6 ibid)

Attrition

The Committee observes that a major factor for attrition in 2017 has been voluntary retirements. This may be due to implementation of 7th Pay Commission. The Committee is concerned that such high rate of attrition may create a large number of vacancies which the

Force may not be able to fill soon. The Committee, therefore, recommends that the Ministry may urge the recruitment agencies to fast-track the recruitment exams to be conducted during this year as well as next year so as to address the situation arising out of vacant positions to some extent.

(Para 5.5.1 *ibid*)

The Committee takes note of the reasons furnished by the Ministry for the personnel committing suicide, some reasons are of a personal nature. However, the Committee finds that some reasons such as punitive transfers, misuse of alcohol/drugs and humiliation in front of others should have been addressed at the appropriate level of the Force. The Committee, therefore, recommends that the Ministry undertakes measures to help the Commanding Officers to improve upon these aspects. The Committee also recommends that consumption of alcohol by the personnel must be monitored by the Reporting Officers. The Committee further recommends that the Force should adopt a zero-tolerance policy on the use of drugs by the personnel and stern measures may be taken in case of any violations.

(Para 5.5.3 *ibid*)

The Committee observes that certain measures have been taken to address the stress levels of the personnel in the Force. However, there is a need to have an institutional set-up both at the MHA level and at the level of the Headquarters of every Force, including BSF, for proper identification of factors that cause stress, development of strategies to help the personnel in addressing these factors and monitoring the implementation of these strategies in every battalion. The Committee, therefore, recommends that the Ministry must have an institutional set-up comprising officers from the MHA, Bureau of Police Research and Development (BPRD), heads of various forces and experts from the areas of public health, mental health, psychology, psychiatry etc. to deal with the issue of stress in the BSF as well as in other CAPFs in a professional manner.

(Para 5.5.5 *ibid*)

The Committee also observes that the Ministry has not taken suitable measures to recruit or appoint counselors, psychologists and psychiatrists to address the stress and mental health related issues in a professional manner. The Committee, therefore, recommends that the Ministry should consider creating posts in the medical cadre of BSF and recruit and appoint suitable professionals. The Committee also recommends that recruitment to these posts may be done so as to provide at least one professional counselor for every battalion and one clinical psychologist/psychiatrist at the Frontier HQ level.

(Para 5.5.6 *ibid*)

The Committee notes the measures taken by BSF to address the problem of suicide among BSF personnel and hopes that those measures do not remain on paper and are implemented diligently at the Company level in every battalion. The Committee, therefore,

recommends that the Ministry should undertake sincere efforts to monitor the implementation of the stated measures.

(Para 5.5.7 *ibid*)

Promotional Avenues

The Committee finds some merit in the proposal to grant four financial up-gradations under the Modified Assured Career Progression(MACP) scheme at intervals of 8, 16, 24 and 32 years of service instead of the existing scheme that provides only three financial up-gradations at intervals of 10, 20 and 30 years of service at par with other civilian employees. The Committee is of the considered view that the BSF personnel, who are facing excessive stagnation in their career growth, must be provided certain special incentives so as to keep their morale high. Moreover, the Committee feels that it is unnecessary to equate them with civilian employees as the nature of their duty is quite different and they require constant motivation and a high morale to flawlessly perform the critical tasks assigned to them. The Committee recommends that the Ministry may favorably reconsider the proposal to grant four financial up-gradations under the MACP scheme at intervals of 8, 16, 24 and 32 years of service to the BSF personnel. The Committee is of the considered view that this proposal would stem the number of voluntary retirements taking place immediately after completion of 20 years of service.

(Para 5.6.7 *ibid*)

The Committee is anguished to note that stagnation of personnel in some posts is so high that it takes up to 23 years to get promotion. The Committee feels that the Ministry has not taken suitable steps to remove such severe stagnation. The Committee, therefore, recommends that the Ministry should urgently take cognizance of this issue and take appropriate measures to shorten the long waiting period in career progression.

(Para 5.6.10 *ibid*)

Cadre Review/Restructuring

The Committee expresses its concern that there is excessive stagnation in the non-gazetted ranks of BSF especially at the level of Constable. The Committee is disappointed to observe that a Constable is able to get his first promotion after a long duration of around 20 years. The Committee wonders how the Force expects the personnel at the lowest rank to maintain their morale in view of such stagnation which would provide them with only one promotion throughout their career. The Committee also feels that it is quite understandable that thousands of Constables opt for voluntary retirement after 20 years of service as they are left with no hope of career progression. The Committee fails to understand that cadre review started in November, 2015 is pending at the Force level and has not reached the MHA, even after more than three years. The Committee feels that this issue has been languishing for a long time and the Ministry needs to urgently find a way out for expediting the process. A time limit needs to be fixed for each process. The Committee recommends that the Ministry should prioritize the cadre review/restructuring for Group - B & C of General Duty cadre.

(Para 5.7.3 *ibid*)

The Committee observes that the cadre review for Stenographic, Medical Group-A, General Duty Group-B&C and Supporting Cadres are under consideration at different stages. The Committee recommends that review of all these cadres may be expedited and completed by the end of the current year.

(Para 5.7.7 ibid)

The Committee takes into account the submission of the Ministry that the review of Air Wing and Veterinary cadres was not undertaken as they were strengthened or restructured much earlier. The Committee, however, observes that the review of Law Cadre is still under preparation by the Branch concerned. The Committee, therefore, recommends that the Ministry should instruct the officers concerned to expedite the review of the Law Cadre and ensure its implementation at the earliest.

(Para 5.7.9 ibid)

Medical Response Staff

The Committee notes that around 40 per cent posts in the Medical Officers cadre are vacant and most of the vacancies are at the mid-level posts of Specialist Medical Officers and General Duty Medical Officers that are critical for providing medical care to various battalions.

(Para 5.8.4 ibid)

The Committee also takes note of the submission of the Ministry that adverse and difficult service conditions due to posting in far flung areas/remote areas, overall deficiency of doctors in the country, and better pay, allowances and perks in private hospitals, are the possible reasons for vacancies of Specialist Medical Officers and GDMOs, not being filled up. The Committee appreciates that not much can be done to remove the bottlenecks of hard service conditions or deficiency of doctors in the country. However, improvement in pay, allowances and perks are possible through appropriate modifications in the recruitment rules and terms & conditions of the contractual appointments. The Committee, therefore, recommends that the Ministry must undertake measures to make the terms & conditions of the recruitment/contractual appointment more attractive and offer them remuneration and perks comparable to the private sector.

(Para 5.8.5 ibid)

Housing and Accommodation

The Committee is disappointed to note that the housing satisfaction level in BSF is very low and despite completing pending construction of 9156 houses, the satisfaction level will only become approximately 45 per cent, which is still quite low. The Committee finds it even more worrying that a bulk of the shortage of houses is in Type-II and Type-III that cater to the non-gazetted ranks of the Force. The Committee feels that a shortage of nearly 47128 houses in the Type-II category is especially worrisome as even the pending construction projects may not be able to reduce it by any significant margin. The Committee feels that the

efforts of the Ministry to improve the housing satisfaction level are not sufficient. The Committee, therefore, recommends that the Ministry should urgently draw a plan to reduce the housing shortage, particularly of the non-gazetted personnel of BSF, by sanctioning sufficient number of houses in Type-II and Type-III categories to achieve a satisfaction level of at least 50 per cent in both the categories.

(Para 5.9.3 *ibid*)

Shortage of Budget Provisions for Housing

The Committee takes note of the shortage of budgetary allocation *vis-à-vis* projected demand of funds for construction of housing projects and is disappointed to note that the lack of funds has delayed the construction of housing projects that were supposed to be implemented as and when more battalions were raised. The Committee feels that this expansion of Force without creation of commensurate number of houses has led to a situation where providing housing accommodation has become extremely challenging for the Force. The Committee, therefore, takes a strong exception to this trend of allocating lower budgetary grants and recommends that the Ministry of Home Affairs should make all efforts to convince the Ministry of Finance to provide higher amount of funds to make up for the past shortfalls for constructing the housing projects.

(Para 5.10.3 *ibid*)

The Committee also takes note of the other reasons *viz.* delay in acquisition of land through State Governments and limited capacity of executing agencies, especially in remote areas, that have hampered the pace of construction of housing accommodation. The Committee, therefore, recommends that the Ministry must constantly impress upon the State Governments and the executing agencies the importance of constructing houses for the BSF personnel. The Committee also recommends that the Ministry of Home Affairs must try to find innovative solutions to overcome the problem of land acquisition and consider adopting the model of high-rise buildings even in the remote areas so as to minimize the requirement of land and maximize the number of houses that can be constructed. The Committee also recommends that the Ministry may consider utilizing the land available to the Force under the 'Right of Way' and adopting a linear housing model based on the linear Border out Post (BoP) model to overcome the problem of land acquisition.

(Para 5.10.4 *ibid*)

Basic Amenities- Food

The Committee takes note of the explanation provided by the BSF on the controversy of providing poor quality food to its personnel by commissioning a study conducted by Defence Institute of Physiology and Allied Science (DIPAS). The Committee also notes that DIPAS has found that 97 per cent personnel are satisfied with the quality and quantity of food being provided. The Committee, however, observes that the sample size of the study was less than 3 per cent of the total strength of the Force and may be subject to error and, therefore, may not accurately reflect the situation on the ground.

(Para 5.11.8 *ibid*)

The Committee also takes note of the sampling technique used in the study and feels that Stratified Random Sampling Technique may not be the best technique to identify potential issues. The Committee is aware that food quality and quantity may not be an issue in the geographically accessible areas but the problems exist in remote, inaccessible areas of deployment and where there are harsh climatic conditions. The Committee feels that the study conducted by DIPAS, instead of adopting a sampling technique based on random method should have adopted a more focused technique such as selective sampling or modal instance sampling focused on the areas that are more likely to have a compromised quality and quantity of food. In the Committee's view, conducting such a focused study would have brought out the real concerns, which were probably lost among the favorable outcomes obtained from a wider sample. The Committee, therefore, recommends that the Ministry should commission another study based on selective or modal instance sampling technique that focuses on particular locations that are remote, inaccessible and suffer from the constraints of harsh climatic conditions.

(Para 5.11.9 *ibid*)

Training Issues

The Committee notes that certain kinds of training such as Induction Training before deployment for particular duties are extremely important for the personnel to perform their duty. The Committee recommends that all such Induction Training Programs should be meticulously designed and implemented so as to impart necessary skills to the personnel. Furthermore, all other mandatory training *viz.* pre-promotional training, coy collective training and on the job-training to enhance the professional knowledge must be imparted with updated and latest curriculum.

(Para 5.12.4 *ibid*)

The Committee is of the view that the training system in BSF should be such wherein personnel and officers, who are aware about their deficiencies or are inclined to improve certain skills, may voluntarily opt for attending relevant training programs. The Committee, therefore, feels that BSF should also strive to develop some short-duration training programs for the personnel who want to voluntarily acquire certain skills. The Committee, therefore, recommends that the Ministry should consider evolving a gamut of specific short-duration training programs to allow the personnel to voluntarily opt for getting trained in certain tasks.

(Para 5.12.5 *ibid*)

Reserve Battalions

The Committee is astonished to observe that no reserve battalion of BSF is in a state of rest out of the total of 186 battalions of BSF whereas, as per the policy, around 46 battalions should be in a state of rest. The Committee is further dismayed to observe that all the 27 reserve battalions designated for the purpose of rest and recuperation have been deployed for internal security duties. The Committee feels that this situation needs to be remedied forthwith. The Committee, therefore, recommends that Report of the Emergency Committee

of Secretaries in 1965 and accepted to by Group of Ministers in the year 2001, may be implemented and mandatory guidelines laid down for keeping an appropriate number of battalions in a state of rest and recuperation.

(Para 5.13.3 ibid)

Leave and Transfer Issues

The Committee recommends that the Ministry may consider reviewing the leave policy presently in place for BSF in view of the fact that there is no rest or recuperation time for the jawans of the BSF.

(Para 5.14.3 ibid)

The Committee appreciates the difficulty in acceding to transfer requests of all the personnel. However, there is a need to identify the factors that lead to such a huge number of transfer requests every year. The Committee feels that if the pattern of recruitment, especially for the Subordinate Officers and Other ranks, can be aligned to the geographical constraints faced by the Force then it would be easier to provide posting in his State of residence or even near his home town. The Committee, therefore, recommends that the Ministry should review the recruitment policies pertaining to BSF to align them with the geographical deployment of the Force by recruiting more candidates from the States/Region where the Force is deployed. The Committee is of the view that this could help in reducing not only the tendency to seek transfers to preferred locations but also help in addressing the attrition to certain extent.

(Para 5.14.8 ibid)

Grievance Redressal

The Committee appreciates various components of Grievance Redressal System of BSF. The Committee desires that the Grievance Redressal mechanism must be easily accessible, user-friendly, transparent and fair in dealing with the grievances of BSF personnel.

(Para 5.15.7 ibid)

Infrastructural Issues- Road Connectivity

The Committee is concerned to observe that there is a requirement of construction of around 2032 kms link roads on the India-Pakistan and India-Bangladesh borders to provide connectivity to every Border Outpost. The Committee also notes that apart from the project to construct the link roads, there is another project under consideration of MHA to construct more than 1426 kms of lateral roads and almost 752 kms of axial roads. The Committee feels that there is a need to construct a huge length of more than 4210 kms of roads in the border areas where BSF is deployed. The Committee is, therefore, of the considered view that border roads is one of the most essential infrastructure requirements and the absence of connectivity affects not only the operational efficiency but also the working conditions of the personnel. The Committee, therefore, strongly recommends that all these projects must be considered in

a time-bound manner and an early decision be taken to approve them so that construction work on ground level is started without delay.

(Para 5.16.3 ibid)

The Committee notes the measures taken by the Ministry of Home Affairs to overcome the infrastructural challenges caused due to the geographical constraints of the area of deployment. The Committee feels that certain measures such as Construction of Pucca Naka Machan/Ambush cum Patrol (ACP) Shelters, providing solar power to Border Outposts (BOPs) and Key Location Positions, upgrading the existing conventional BOPs to Composite BOPs, construction of advanced fibre reinforced plastic BOPs at forward defense locations etc., are critical for improving the working conditions of the personnel. The Committee, therefore, recommends that the Ministry must accord due priority for implementation of all these measures to upgrade the infrastructure available for the BSF personnel at the earliest.

(Para 5.16.6 ibid)

Security of Personnel

The Committee notes the measures being taken to provide security against Improvised Explosive Devices and land mines. The Committee feels that reducing casualties of personnel of BSF should be a top priority for the Ministry. The Committee is aware that land mines have consumed lives of several personnel and there is a need to employ technologically advanced equipment that allow remote detection and detonation of land mines. The Committee, in this regard, would like to point out that that some Unmanned Aerial Systems/Drones have been developed that can autonomously map, detect and detonate land mines. The Committee recommends that the Ministry should explore the availability of such technological equipment and procure them for protecting the personnel against the threat of land mines. The Committee, therefore, strongly recommends that the Ministry must give direction to BSF to employ state of the art equipments to ensure remote detection and detonation of underground IEDs or landmines.

(Para 5.17.3 ibid)

The Committee takes note of the submission of the Ministry of Home Affairs that Bundhs are being constructed along the International Border on the India-Pakistan Border to provide adequate protection from cross border firing and shelling to the personnel. The Committee recommends that the Bundhs may be constructed at all the Border Outposts that are affected by cross-border firing and shelling. The Committee also recommends that the construction of Bundhs may be expedited and completed in a time-bound manner.

(Para 5.17.6 ibid)

Golden Jubilee Seema Prahari Kalyan Kawach (GJSPKK) Scheme

The Committee is dismayed to observe that an insurance scheme with a huge financial corpus was devised and implemented without consulting professionals having relevant experience in the insurance sector. The Committee is also disappointed with the Ministry as it allowed implementation of the Scheme in such a nonchalant manner without proper assessment of the financial implications of the Scheme. The Committee takes strong exception to the discretionary manner and financial imprudence with which this Scheme was drafted and allowed to be implemented. The Committee recommends that the Ministry should engage professionals having experience in insurance sector and background in actuarial sciences to comprehensively review this Scheme and arrive at an optimum premium to be paid by the personnel and the maximum benefits that can be granted to the personnel under this Scheme. The question of shortfall in the promised refund of the premium must also be addressed and a solution found so that the personnel who contributed to the scheme are not deprived of their legitimate dues.

(Para 5.18.6 ibid)

The Committee also takes note of the revisions made in the ‘Golden Jubilee Seema Prahari Kalyan Kawach’ Scheme to make it financially viable. The Committee observes that the problems occurred due to an improper financial analysis before the implementation of the Scheme and in view of the reduced fund position it was arbitrarily decided to provide refund of subscription fee to the retiree personnel at the rate of 41 per cent instead of 100 per cent with interest. Moreover, when the Scheme was revised the refund of 100 per cent of the subscription amount paid was stipulated for the retiree personnel with effect from 1st September 2017. The Committee feels that this may have created an anomalous situation where a personnel retiring during the period from 1st September, 2014 to 31st August, 2015 would get refund of only 41 per cent of his subscription amount while a personnel retiring after this date would get refund of 100 per cent of the subscription amount paid by him. The Committee, therefore, deplors the arbitrary and discretionary measure in which this issue has been handled by BSF. The Committee recommends that the Ministry may institute an enquiry into the matter and fix the accountability of the officer(s) concerned. The Committee further recommends that the Ministry may resolve such anomalies that may have occurred due to the review of the scheme and undertake measures to refund the promised amount to all the retiree personnel so that they are not deprived of their legitimate dues.

(Para 5.18.9 ibid)

Food

The Committee finds it hard to believe that everything is fine and there are no issues with the quality of food and an effective system of checks and balances exists in all the forces. The Committee feels that there should be location and geography specific systems of purchase, procurement and provision of food items to be followed by all the Forces. The Committee, therefore, recommends that the Ministry of Home Affairs, after interacting with

all the Forces, should devise a comprehensive system of purchase, preparation and provision of food items.

(Para 6.1.6 ibid)

The Committee also takes note of the regular quality checks being done by the various Forces and feels that the internal checks mechanism is more or less routine in nature. The Committee feels that elements of externality and surprise are missing from the system of food quality checks prevalent in various Forces. The Committee, therefore, recommends that the Ministry of Home Affairs should evolve an inspection mechanism comprising of dieticians, experienced food inspectors and officials not belonging to the Force for surprise checks of the quality and quantity served in various Forces, especially at the remote and inaccessible locations.

(Para 6.1.7 ibid)

Ration Money Allowance

The Committee notes the uniform rate of Ration Money Allowance prescribed by the Ministry of Defence and adopted by all the forces. The Committee feels that the Forces are deployed in different circumstances and varied geographical terrains. The geographical and climatic conditions and the supply chain system vary from State to State and sometimes even within a State. The Committee, therefore, recommends that the system of Ration Money Allowance to all CAPFs irrespective of their topography of place of deployment needs to be revisited. The Committee also recommends that the Ministry should adopt a bottom-up approach to calculate varying rates of Ration Money Allowance for every battalion, by acquiring inputs from every single unit/company of all the Forces, taking into consideration the supply chain constraints, geographical limitations, vagaries of climate specific to every battalion.

(Para 6.2.4 ibid)

The Committee does not find any merit in the existing system of adopting the rate prescribed by the Ministry of Defence as they may not be aware about the requirements of the CAPFs as much as the Ministry of Home Affairs or the CAPFs themselves. The Committee further recommends that every Battalion/Sector HQ should be instructed to come out with an assessment of monthly food requirement, along with the market price of various food items prevailing in the area from where they purchase the ration, and this information should be compiled at the Frontier Headquarters level and sent to the Ministry for approval to arrive at appropriate rates of Ration Money Allowance for different battalions. The Committee also recommends that the rates prescribed by the Frontier Headquarters for various battalions should be approved by the Force Headquarters and any variance between the rates for different Battalions should be examined and approved by the Ministry of Home Affairs. The Committee further recommends that once this exercise is done comprehensively, the rates arrived at may be revised annually by linking them with the food inflation component of the Consumer Price Index and may be reviewed after every 5 years.

(Para 6.2.5 ibid)

Deployment of BGFs for activities other than Border Guarding

The Committee takes note of the Ministry's plan to progressively assign security of all VIP protectees, apart from high risk protectees, to the Special Security Group (SSG) of CISF. The Committee recommends that the Ministry should implement this plan at the earliest and put an end to the issue of multiple forces being assigned the task of VIP security. The Committee also recommends that appropriate measures may be taken in a timely manner to augment the strength of SSG to enable it to cope with the enhanced responsibility.

(Para 6.3.3 ibid)

Cadre Review

The Committee feels that regular cadre review of the Border Guarding Forces (BGFs) is essential to maintain their organizational structure as per their requirements. The Committee, therefore, recommends that the Ministry should undertake measures to expedite the pending cadre reviews of Assam Rifles and ITBP.

(Para 6.4.2 ibid)

The Committee is disappointed to observe that restructuring of Group 'A' cadre is prioritized in the Forces at the cost of Group 'B' and 'C' cadres. The Committee feels that stagnation is more in the lowermost ranks and cadre reviews of lower ranks should be taken up before the higher ranks. The Committee, therefore, recommends that the Ministry should urgently expedite the cadre reviews of Group 'B' and 'C' cadres. The Committee also recommends that the Ministry, in future, should adopt a system to take up the cadre review of Group 'C' and 'B' first, in that order, and then conduct the cadre review of Group 'A'.

(Para 6.4.3 ibid)

Nomenclature of CAPFs

The Committee notes the contention of the NCC and the comments of the Ministry of Home Affairs on the issue of change of nomenclature of the CPMFs to CAPFs.

(Para 6.5.8 ibid)

Status and Benefits to Ex-CAPF Personnel

The Committee is of the view that the issue of granting of Ex-Servicemen status and Martyr/War Widow status for the CAPFs for their supreme sacrifices made for the nation needs to be properly recognized by the Government and hence needs detailed examination to motivate and encourage them. Therefore, the Committee recommends that there should be no difference in the benefits being granted to CAPFs personnel and Defence personnel. The advisory issued to State/UT Governments for extending suitable benefits to Ex. CAPFs

personnel on the lines of Defence personnel may be monitored and any difference therein may be brought to the notice of State/UT Governments.

(Para 6.6.5 *ibid*)

The Committee feels that leaving the decision to the State Governments to extend suitable benefits to Ex-CAPF personnel on the line of Ex-Servicemen may not have the desired efforts. It is therefore necessary that the benefits that are extended to Ex-Servicemen of the Ex-CAPF personnel are monitored and if there is any variation that may be attended to.

(Para 6.6.6 *ibid*)

Central Police Canteen (CPC) and the Welfare and Rehabilitation Board (WARB)

The Committee feels that both the organizations, i.e., CPC and WARB, though meant for welfare of CAPF personnel, both serving and retired, need to be backed up by institutional mechanisms like expediting the registration of WARB as a society so that it is able to serve its intended purpose. The Committee recommends that working of both organizations may be thoroughly reviewed and robust measures may be undertaken for carrying out the entrusted functions effectively and efficiently. The Committee also recommends that to strengthen the Central Police Canteens system, the Ministry of Home Affairs may explore the possibility of exempting the goods provided to the personnel through Central Police Canteens from the State component of GST by all the State Governments.

(Para 6.7.4 *ibid*)

Old Pension System

The Committee notes that the Cabinet and the Group of Ministers (GoM) have examined the issue of regular (old) pension to CAPFs personnel employed from the year 2004 onwards and could not find merit to revert to the old pension scheme.

(Para 6.8.2 *ibid*)

Para-military Service Pay (PMSP)

The Committee notes the fact that Military Service Pay (MSP) is paid to the defence forces personnel, in view of their service conditions *viz.* risk to life and social and family isolation. The Committee feels that the CAPFs personnel also have the risk to life and undergo the similar social and family isolation. The Committee, therefore, recommends that Para Military Service Pay (PMSP) may be granted to CAPF personnel and if it is difficult to grant PMSP to CAPFs then some other incentive for their risk to life and social and family isolation, particularly for CAPFs personnel deployed in hard areas, may be considered.

(Para 6.9.3 *ibid*)

Removal of Deputation Quota at Senior Officers level in CAPFs

The Committee has noted Rule 6(1) of the IPS Cadre Rules 1954 that stipulates deputation of IPS officers to the Central Government and deputation of State Cadre of IPS for central deputation quota.

(Para 6.10.6 *ibid*)

The Committee feels that the nature of duty of CAPFs are more similar to the Armed Forces rather than Police Forces and it would make more sense to bring more officers from the Armed Forces on deputation. The Committee, therefore, recommends that the Ministry of Home Affairs, in consultation with the Ministry of Defence, should explore the mechanism of lateral induction of the Officers from the Armed Forces in the CAPFs on short-term deputation, especially in the Battalions posted in the disturbed areas such as Kashmir and North-eastern States, where the Armed Forces and the CAPFs work in tandem with each other.

(Para 6.10.7 *ibid*)

The Committee also recommends that the Government may re-examine the Rule 6(1) of the IPS Cadre Rules, 1954 for fixing a limited percentage of deputation of IPS officers in the CAPFs keeping in view the interest of CAPFs personnel. The Committee also recommends that not more than 25 per cent posts should be reserved for Officers coming on deputation, either from IPS or from the Armed Forces, in any rank, and there should be no reservation for the posts of Director General in any CAPF and the officers of the CAPF cadres should be given equal opportunity to reach the topmost ranks. The Committee is of the view that this measure will not only go a long way to boost the morale of the CAPFs but will also provide a bigger pool of qualified Officers for selecting the heads of CAPFs.

(Para 6.10.8 *ibid*)

Reserve Battalions

The Committee is pained to note that the reserve battalions, which are to be used judiciously and provided rest for being in a state of preparedness, are engaged in duties such as internal security and counter-insurgency, which are quite rigorous. The Committee takes a strong exception to this overuse of the Force personnel. The Committee feels that the Ministry has to draw a line firmly to allow much required rest and recuperation to the personnel. The Committee, therefore, recommends that the Ministry of Home Affairs should implement, without exception, the well-defined policy regarding the number of battalions that are, at any given time in a state of rest and recuperation. The Committee also recommends that the policy on battalion that should be designated for training purposes at any point of time, should be rigorously followed.

(Para 6.11.2 *ibid*)

Clean Drinking Water

The Committee feels that providing clean drinking water to all the personnel who are posted, particularly in remote areas, should be given priority. Contaminated water not only causes water borne diseases but also leads to deterioration of overall health of the personnel if consumed over a long period of time. The Committee, therefore, recommends that the Ministry of Home Affairs should give this issue utmost importance and take measures to ensure that personnel of all the CAPFs are provided clean and purified drinking water. The Committee also recommends that the Ministry should evolve an inspection mechanism for conducting surprise checks of availability of clean drinking water at the BOPs.

(Para 6.12.5 ibid)

Electricity Supply

The Committee takes note of the lack of electricity supply at several installations of CAPFs particularly Border Out Posts (BOPs) of the Sashastra Seema Bal (SSB) and Indo-Tibetan Border Police (ITBP). These BOPs do not have a regular supply of electricity and are primarily dependent on generator sets. The Committee feels that this is not a healthy state of affairs and this seriously affects the working conditions of the personnel as well as operations of the Forces. The Committee, therefore, recommends that the Ministry of Home Affairs should take decision expeditiously on the pending proposal to ensure regular electricity supply at BOPs of CAPFs. The Committee also recommends that special measures should be undertaken for electrifying remote and off-the-grid locations.

(Para 6.13.3 ibid)

The Committee feels that the State Governments should be impressed upon to ensure that the requisite infrastructure is in place for providing power supply to the Forces even in the remote locations.

(Para 6.13.4 ibid)

Housing Shortage

The Committee observes that the housing satisfaction level vis-à-vis authorized number of houses is quite low in all border guarding forces. The Committee also notes that the housing problem is more acute when the satisfaction level is compared to sanctioned strength. The Committee further notes that the construction of several housing projects is pending while proposals of some housing projects are yet to be approved by the Ministry. The Committee, therefore, recommends that the Ministry of Home Affairs should expedite the completion of the on going housing projects. The Committee also recommends that the Ministry should take an early decision on all housing projects under consideration and expedite their completion in a time bound manner to improve the satisfaction levels vis-à-vis authorized number of houses.

(Para 6.14.9 ibid)
