

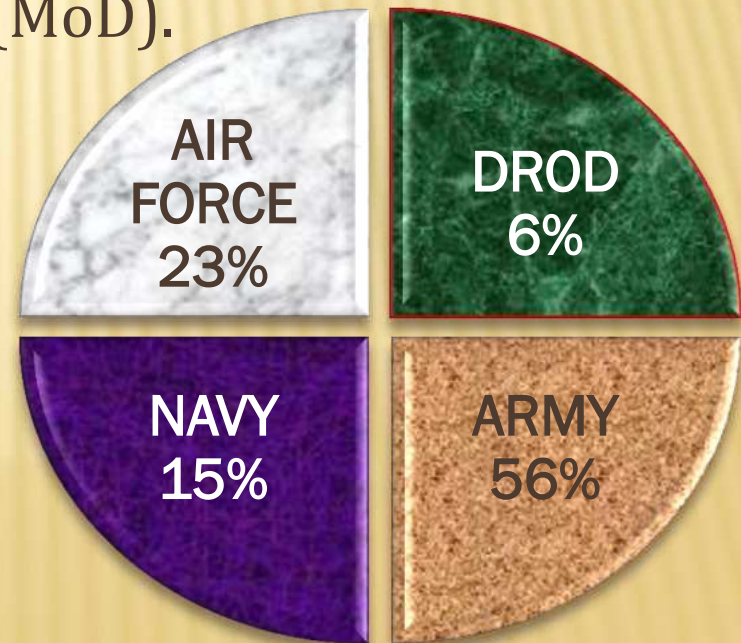
Defence Acquisitions

INTRODUCTION

- Defence acquisition is a complex task, involving expertise in military, technology, industry, contract/project management, and policy-making.
- Efficiency in acquisition not only leads to higher defence preparedness but also provides value for money, impetus to industrial competitiveness and other economic benefits.
- In India, the Ministry of Defence (MoD) has taken a series of reform measures, with the Defence Procurement Organisation in place since 2001.
- The Defence Procurement Procedure (DPP), which sets out detailed rules and procedures for capital acquisition, is revised at regular interval in a move to streamline the acquisition process.

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- One indication of lack of expeditious procurement is the recurring under- utilisation of resources earmarked under the capital budget.
- The interim Union Budget 2019-20, presented in Parliament on February 1, 2019, allocated Rs 4,31,011 crore (US\$ 60.9 billion¹) to the Ministry of Defence (MoD).



NEED AND OBJECT OF DEFENCE ACQUISITION

- Defence equipment in India is procured from a variety of suppliers and Original Equipment Manufacturers (OEMs) ranging from our own Defence Public Sector Undertakings and the Ordnance Factory Board, to private Indian industry and foreign Governments as well as foreign industry

CLASSIFICATION OF DEFENCE CAPITAL ACQUISITIONS

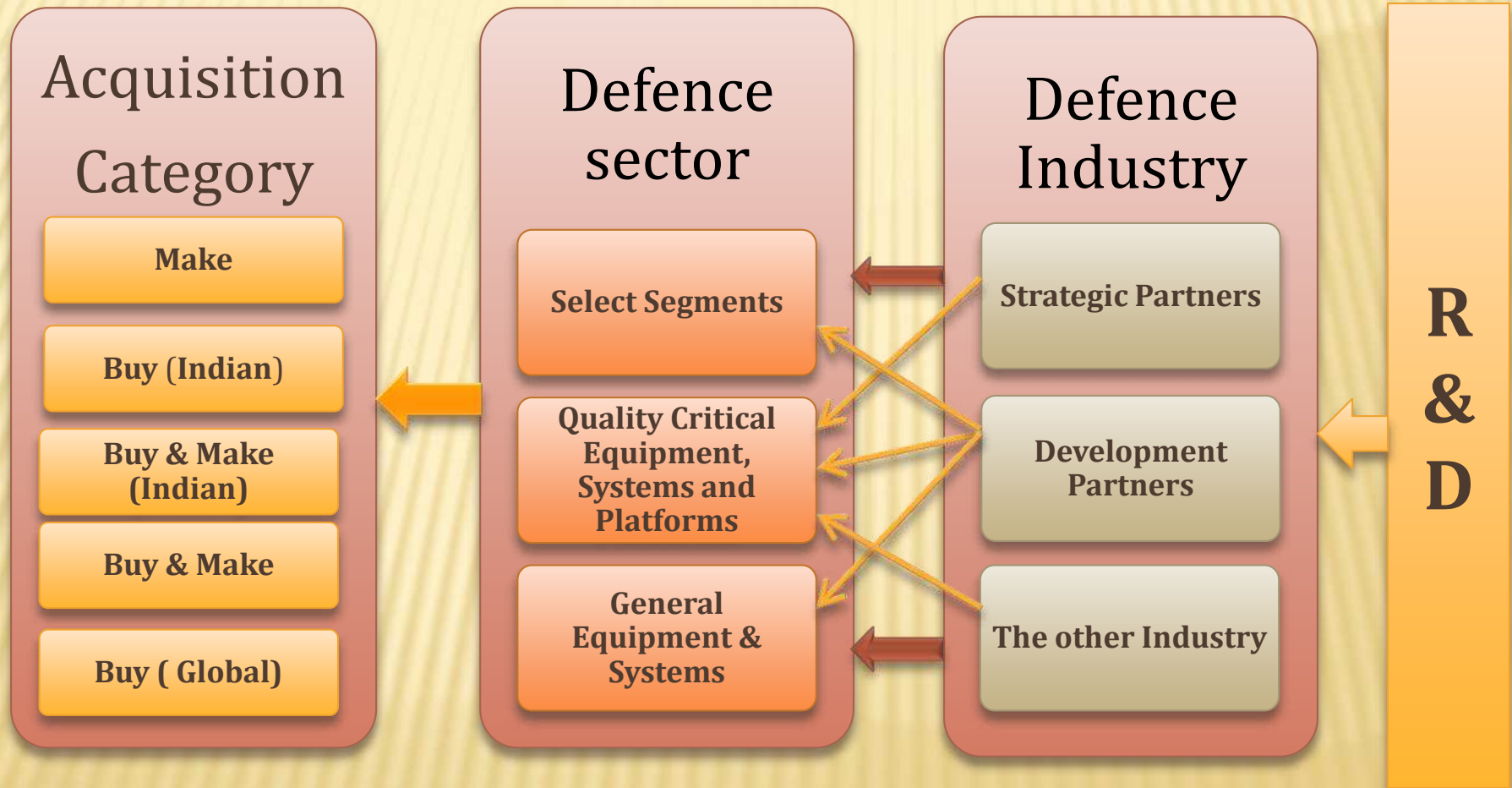
Defence capital acquisitions schemes are broadly classified in to three categories:

1. **Buy Scheme:** Outright purchase of equipment and procurements under this scheme are further categorized as Buy (Indian- IDDM), Buy (Indian), and Buy (Global). IDDM stands for Indigenously Designed Developed and Manufactured.
2. **Buy and Make scheme:** The procurements are categorized as Buy and Make and Buy and Make (Indian).
3. **Make Scheme:** It seeks developing long-term indigenous defence capabilities and procurements. It empowers Defence Acquisition Council (DAC) to take a fast-track route in order to acquire weapons, which are limited to the armed forces till now.

Procurement of defence equipment in decreasing order of priority are as

1. Buy (India-IDDMM)
2. Buy (Indian)
3. Buy and Make (Indian)
4. Buy and Make
5. Buy (Global)

CONCEPTUAL RELATIONSHIP IN DPP



DEFINITION OF ACQUISITION CATEGORIES

- **Buy (Indian-IDDM):**

- A new category of procurement 'Buy {Indian-IDDM (Indigenously Designed, Developed and Manufactured))}' has been introduced in Defence Procurement Procedure-2016 and the same has been accorded top most priority for procurement of capital equipment.
- 'Buy (Indian-IDDM)' category refers to the procurement of products from an Indian vendor meeting one of the two conditions: products that have been indigenously designed, developed and manufactured with a minimum of 40% Indigenous Content (IC) on cost basis of the total contract value; Or products having 60% IC on cost basis of the total contract value, which may not have been designed and developed indigenously.

- **Buy (Indian):**

- Buy (Indian) category refers to procurement of products from an Indian vendor having a minimum of 40% IC on cost basis of the total contract value.

- **Buy and Make (Indian):**

- This category of procurement, a minimum of 50% IC is required on cost basis of the Make portion of the contract
- This implies that in the Make portion of the contract, minimum 50% IC will be required in the total of
 - (a) Basic cost of Equipment
 - (b) Cost of the Manufacturer's Recommended list of Spares(MRLS),
 - (c) Cost of special Maintenance Tools(SMT) and Special Test Equipment(STE), all taken together, at all stages, including the stage of field Evaluation trials.

- **Buy and Make:**

‘Buy & Make’ category refers to an initial procurement of equipment in Fully Formed (FF) state from a foreign vendor, in quantities as considered necessary, followed by indigenous production through an Indian Production Agency (PA), in a phased manner involving Transfer of Technology (ToT) of critical technologies as per specified range, depth and scope, to the PA.

- **Buy (Global):**

‘Buy (Global)’ category refers to outright purchase of equipment from foreign or Indian vendors.

1. Buy
(Indian –
IDDM)

- Indigenously Designed, Developed & Manufactured. Minimum 40% Indigenous Content (IC) or 60% where it is not Designed & Developed.

2. Buy
(Indian)

- Procurement from Indian Vendors. Minimum 40% IC.

3. Buy &
Make
(Indian)

- Procurement from an Indian Vendor engaged in a tie up with an OEM.
- Minimum 50% IC.

4. Buy &
Make

- Initial procurement from foreign vendor followed by indigenous production through an Indian Production Agency. Offsets Applicable

5. Buy
(Global)

- Outright Purchase of equipment from foreign Vendors. Offsets applicable.

- **Make:**

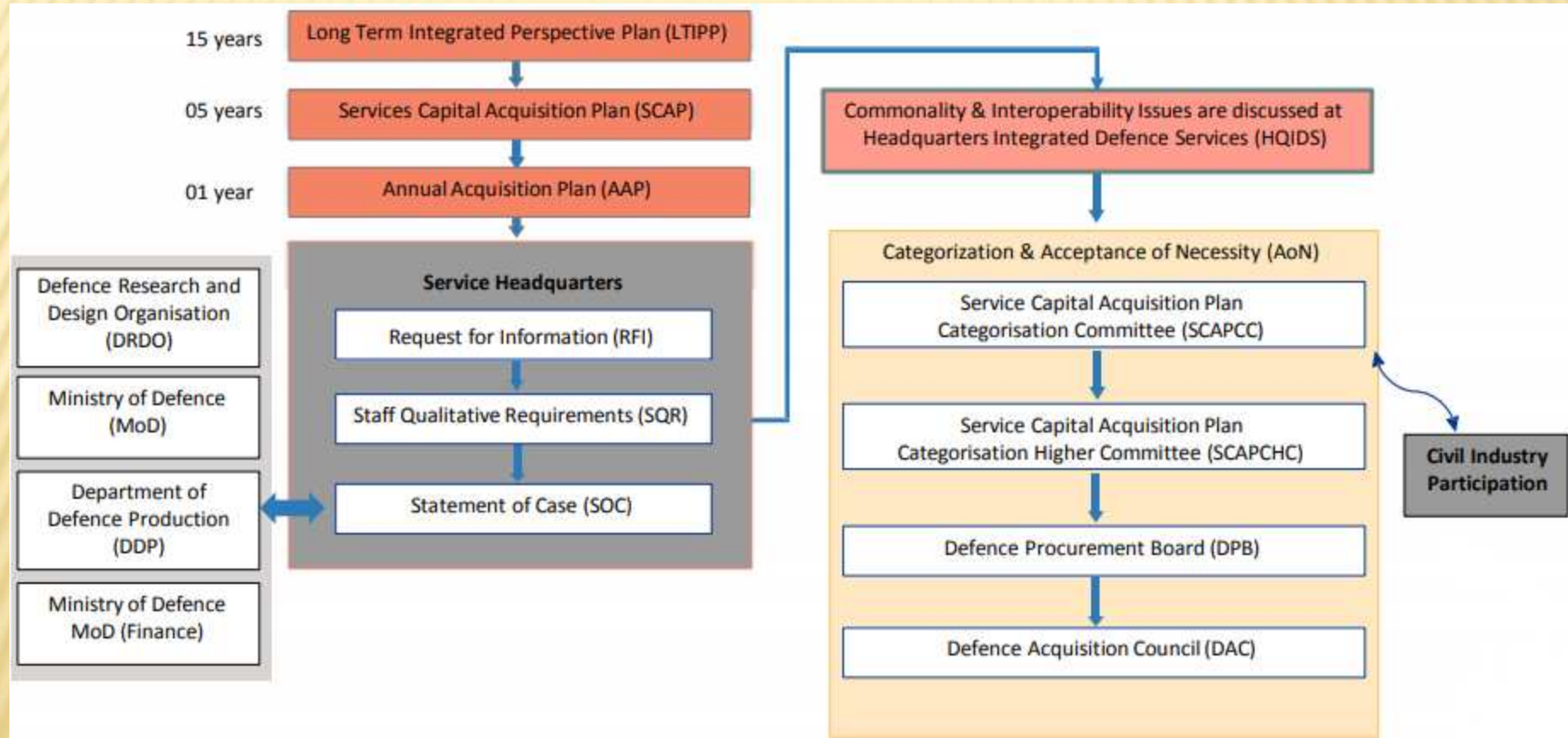
Acquisitions covered under the 'Make' category refer to equipment/ system/ sub-system/ assembly/ sub-assembly, major components, or upgrades thereof, to be designed, developed and manufactured by an Indian vendor, as per procedure and norms detailed in Defence Procurement Procedure (DPP).

Definition of Indian Vendor:

Providing clarity as to who is an **Indian vendor**, DPP-2016 defines the same as an **Indian** entity (which could include incorporation, ownership model, and proprietorship, among others) that is established under the Companies Act or any other applicable regulations in force, the guidelines/licensing requirements stipulated by the Department of Industrial Policy and Promotion (DIPP) as applicable

PROCUREMENT PLANNING PROCESS

PLANNING PROCESS



ANNUAL ACQUISITION PLAN (AAP)

AAP of each Service would consist of two sections:

- a) A two year roll on plan for capital acquisitions and would consist of the schemes from approved SCAP.
- b) A two-year roll on plan for schemes under the 'Make' category. Each section of the draft AAPs would be prepared in two parts.
 - Part A would comprise of carry over schemes from the AAP of previous year and schemes for which AoN has been accorded during the year.
 - Part B would include the cases likely to be initiated for seeking AoN in the forthcoming year.

STAGES OF PROCUREMENT PROCESS

STAGES OF DEFENCE PROCUREMENT IN INDIA

- 1) Preparation of Long Term Integrated Perspective Plan (LTIPP): 15-year roadmap
- 2) Preparation of Services Capital Acquisition Plan (SCAP) by HQ-IDS: 5-year roadmap
- 3) Annual Acquisition Plan (AAP) (approved by Defence Procurement Board (DPB)) : 1-year roadmap
- 4) Request for Information (RFI) from prospective vendors



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- 5) Preparing service specific Staff Qualitative Requirements (SQRs) a.k.a (General staff, Air Staff, Naval Staff)
- 6) Request/Grant of Acceptance of Necessity (AON) by Defence Acquisition Council (DAC)
- 7) Expression Of Interest (EOI) issued by the respective Services.
- 8) Request for Proposal (RFP) (Solicitation of Offers)
- 9) Evaluation by Technical Evaluation Committee (TEC)
- 10) Field trials (across different terrains and weather conditions)

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- 11) Evaluation by General Staff (Army/Airforce /Navy)
- 12) Oversight by Technical Oversight Committee (TOC)
- 13) Final go-ahead from Contract Negotiation Committee (CNC)/Price Negotiation Committee (PNC) after approval from Cabinet Committee on Security (CCS)
- 14) Approval of the Competent Financial Authority (CFA) (Mostly from Finance Ministry)
- 15) Signing of the Contract
- 16) Contract Management and Final Delivery of the weapon platform

SELF RELIANCE THROUGH SMART ACQUISITION

-
- Self-reliance is a major corner-stone on which the military capability of any nation rests.
 - Accordingly, the Defence Production Policy promulgated by the Government, aims at achieving substantive self-reliance in the design, development and production of equipment, weapon systems, platforms required for defence in as early a time frame possible, creating conditions conducive for private industry to play an active role in this endeavour; enhancing potential of SMEs in indigenisation and broadening the defence R&D base of the country.

CONTD.....

- Defence manufacturing is primarily driven by capital acquisition of defence equipment.
- Under 'Make in India' initiative of the Government, several measures have been taken to promote indigenous design, development and manufacture of defence equipment in the country by harnessing the capabilities of the public and private sector.
- These measures include according preference to procurement from Indian vendors under the Defence Procurement Procedure (DPP), simplification of Make procedure, introduction of simplified procedure for Make II sub-category, liberalization of the licensing regime and FDI policy by raising the cap on FDI in the defence sector, simplification of export procedure, streamlining of defence offset guidelines etc.

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- Recently, the Government has notified the 'Strategic Partnership (SP)' Model which envisages establishment of long-term strategic partnerships with Indian entities through a transparent and competitive process, wherein they would tie up with global Original Equipment Manufacturers (OEMs) to seek technology transfers to set up domestic manufacturing infrastructure and supply chains.

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CAPITAL EXPENDITURE

The expenditure on purchase of defence equipment from Indian vendors for the three services during the last three years, is as given below:-

Year	Total Procurement (Rs. In Crores)	Procurement from Indian Vendors(Rs. In Crores)
2014-15	65,583.77	39,598.91
2015-16	62,341.86	39,149.64
2016-17	69,150.12	41,872.03

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- The Defence Procurement Procedure (DPP) provides various avenues for interaction with the industry.
- Headquarters Integrated Defence Staff (HQIDS) / Service Headquarters (SHQs), as the case may be, through regular and structured interactions, shares the details of procurement schemes with the industry, and the industry is involved at the feasibility stage itself.
- Draft Preliminary Services Qualitative Requirements (PSQRs), indicative time frame and envisaged quantities of schemes are shared with the industry.

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- HQIDS / SHQs upload the broad details of the scheme on Ministry of Defence and SHQ websites.
- The Categorisation committees viz., Services Capital Acquisition Categorisation Committee (SCAPCC) / Services Capital Acquisition Categorisation Higher Committee (SCAPCHC) also invite industry representatives, associations / representatives nominated by industry associations, for presentation and clarifications, as and when required.

PERSPECTIVE OF STAKEHOLDERS IN DEFENCE CAPITAL ACQUISITION

The major stakeholders are:

- Users (Services)
- DRDO
- Production Agencies (both public and private)
- Other S&T bodies



USER'S PERCEPTIONS:

- Generally, Users worldwide are highly focused about their modernisation needs to keep pace with the rapid technological advancements in military weapon systems and platforms.
- They demand immediate results and expect fast track speed of acquisition processes.
- They do not want to wait for indigenously developed systems, which require longer development periods followed by detailed trials (many times more than one iteration).
- This causes delays in their modernisation process.

Users framework encompasses the following:

- a) Quality—World class.
- b) Time Frame—As per their operational requirement and modernisation needs.
- c) Cost—Competitive to global market.
- d) Quantity—Users are not able to forecast their long term requirement, but production capacity limitation is not acceptable.
- e) Users generally lack “ownership” of an item under development, though they exhibit strong bond with the equipment, once inducted.

PERCEPTIONS OF MANUFACTURING INDUSTRY

Both public and private sector Industry:

- The industry is generally focused on profits, risk-free business, large volume orders, contract for annual maintenance and regular repeat orders to keep their production lines running smoothly.
- Public sector industry avoids open competition with the private industry and demands protection from the Government
- The domestic industry (both public and private), in general are facing problems related to “quality control” and “inadequate capacity” in areas like heavy engineering, armament and missiles.
- Private industry hesitates to make investments in infrastructure and production capacity, unless large volume orders are assured.

PERCEPTIONS OF R & D ORGANISATIONS

- R&D organisations feel that users find it expedient to take the “Buy Global” route for all complex weapon systems and platforms without thoroughly examining the “Make” route well in advance.
- R&D organisations feel that, for indigenously developed systems, MK I (at 80 per cent acceptance level) should be inducted and order placed to the industry for certain minimum quantity, while R&D organisations continue to improve further to meet total QRs.

LIMITATIONS OF COLLEGIATE DECISION MAKING

- Decisions on AoN and categorization are taken in a collegiate manner in categorization committees.
- The views of the technical and financial experts do not necessarily get the weight-age deserved by them.
- Many times, the decisions are arrived by the majority deciding against technical/financial inputs on the grounds of operational urgency.
- However, a via-media approach of “Buy” 50 per cent and “Make” 50 per cent could simultaneously meet the Services’ immediate requirements, as well as help the cause of “Self-Reliance in Defence through Indigenous Development”.

DEFENCE ACQUISITION V/S DEFENCE PROCUREMENT

Defence acquisition

- It is supposed to be focused on acquiring the system equipment along with the capability to carryout product-improvement, design and development of Mark II and futuristic products.
- It aims at “self-reliance” in real terms

Defence procurement

- It is focused on getting a particular system or equipment for operational use
- It results merely in “meeting an emergent need”

SMART ACQUISITION

Smart Acquisition is a long term MOD initiative to improve the way we acquire Defence capability.

SMART here is used as an acronym and is used to provide a more comprehensive definition for goal-setting:

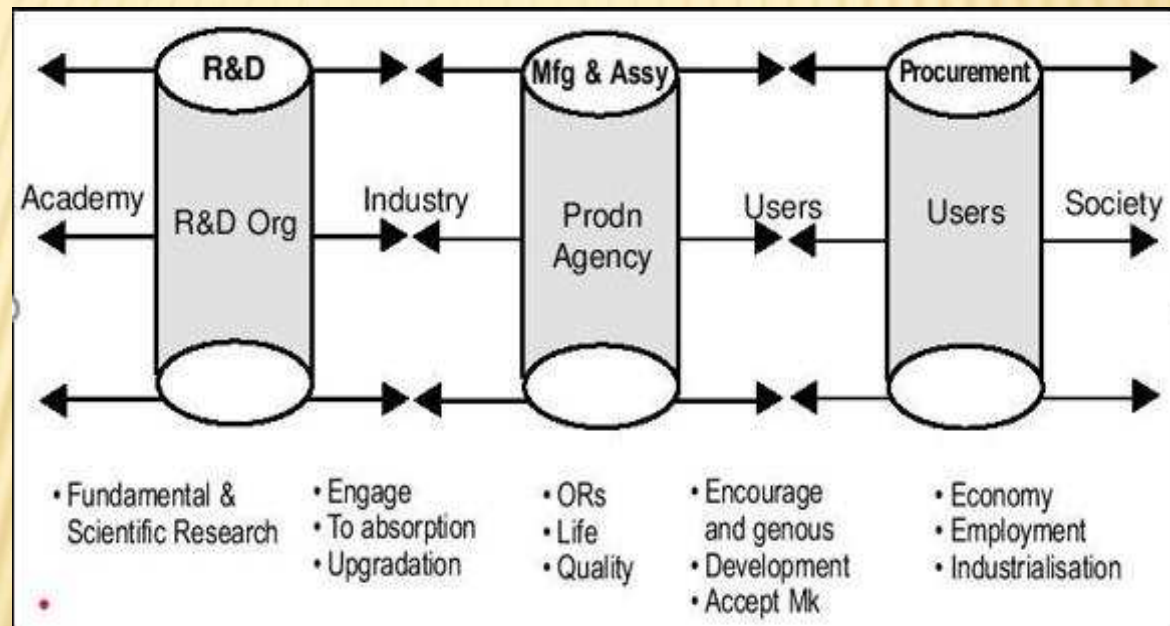
- S—Specific—to meet operational needs
- M—Meaningful—to get maximum mileage out of Acquisition
- A—Acceptable—to all branches of Users
- R—Realistic—QRs
- T—Time-bound—deliveries

“SMART” principles that are to be applied to ensure “acquisition” must meet the following requirements:

- a) Very specific terms with no ambiguity, but meeting QRs.
- b) Meaningful terms to leverage maximum benefits.
- c) Acceptable—Quality, capabilities and features for all stakeholders within users.
- d) Realistic and pragmatic QRs.
- e) Time-bound deliveries.

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Building Synergy among Stakeholders



DEFENCE ACQUISITION SYSTEM IN UNITED STATES

The US Department of Defence has three Principal decision making support system associated with Military Acquisition.

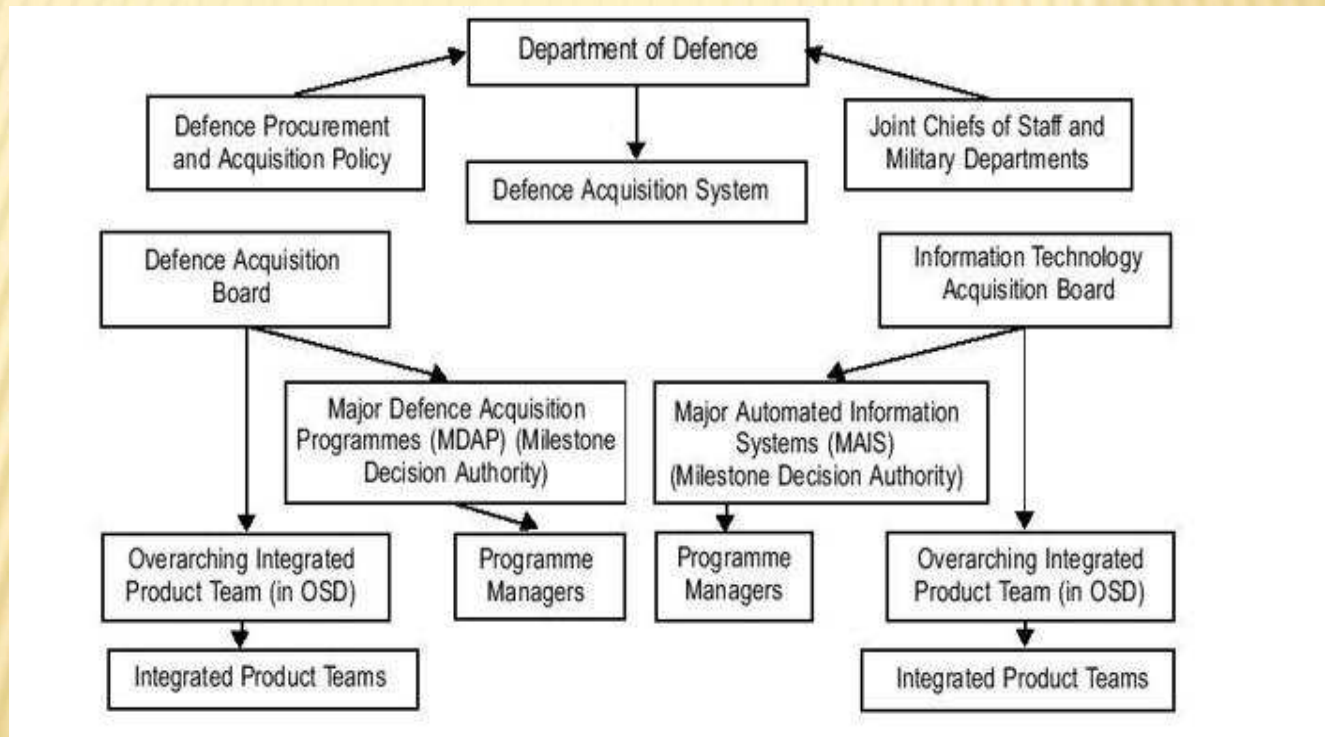
- Planning, Programming, Budgeting and Execution (PPBE) Process- Process for strategic planning, program development, and resource determination.
- Joint capabilities Integration and Development and System- The systematic method established by the Joint Chief's of Staff for assessing gaps in Military Joint warfighting capabilities and recommending solutions to resolve these Gaps.
- Defence acquisition system- The Management process used to acquire weapons systems and Automated Information systems.

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- The US acquisition system follows an evolutionary approach wherein capabilities are imparted to the armed forces in increments with inbuilt provisions for future enhancements.
- The evolutionary strategy relies on a spiral development process.
- The US Defence acquisition system is governed by the DoD Directive Number 5000.01 that describes management principles and the overarching policy in detail.

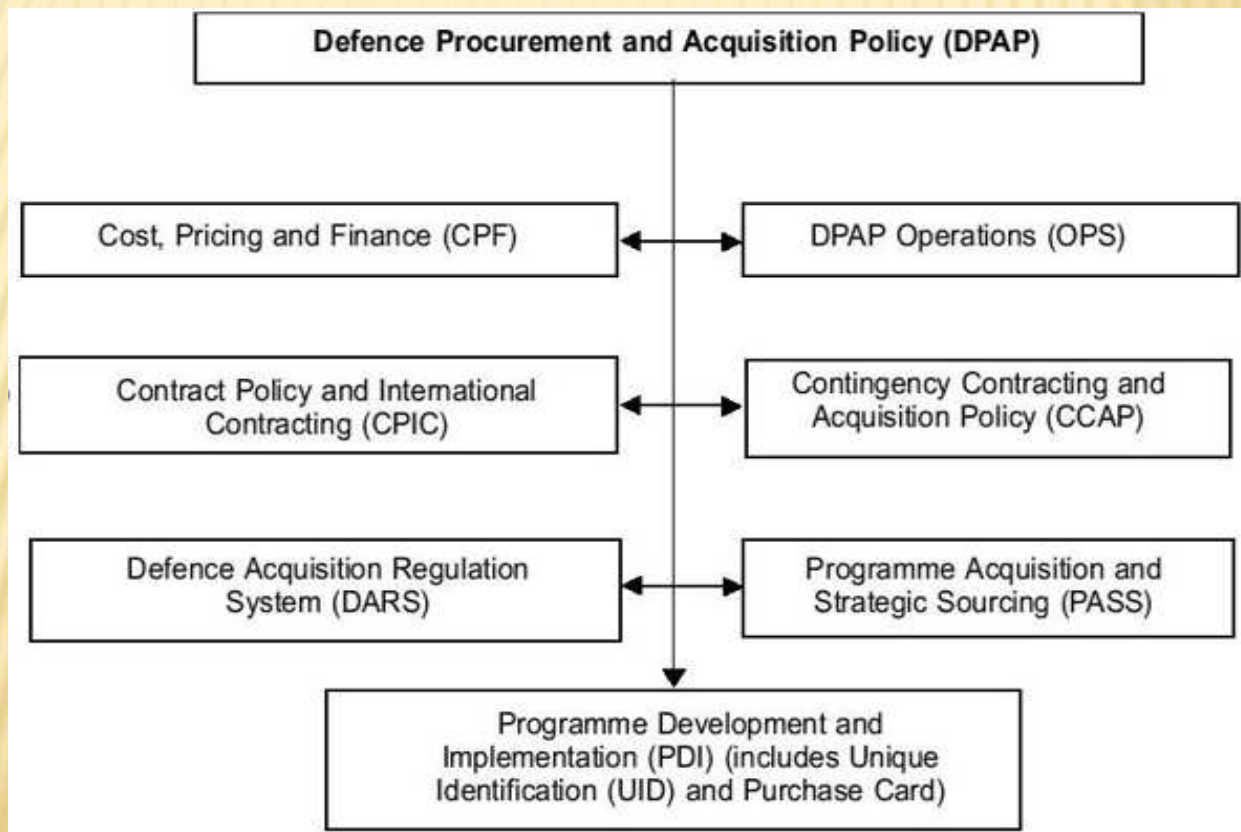
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Schematic view of Defence Acquisition structures



DEFENCE PROCUREMENT AND ACQUISITION POLICY

Organisation of Defence Procurement and Acquisition Policy



DEFENCE ACQUISITION BOARD AND INFORMATION TECHNOLOGY ACQUISITION BOARD

- Defence acquisition board is the senior advisory board for the DOD acquisition system and provides advice on critical acquisition decisions.
- The Information technology acquisition board (ITAB) is the decision forum for milestone review of acquisition category (ACAT) IAM programs.
- The Defence Acquisition Board (DAB) and the Information Technology Acquisition Board (ITAB) are manned by senior officials from the Joint Staff, the Military Departments, and staff offices within the Office of the Secretary of Defence (OSD).

Flow chart of Decision Making Support Systems

Decision Making Support Systems

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graph TD; A[Decision Making Support Systems] --> B[Planning, Programming, Budgeting and Execution (PPBE) Process]; B --> C[Joint Capabilities Integration and Development System]; C --> D[Defence Acquisition System];
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Planning, Programming, Budgeting and Execution (PPBE) Process

The process is used by DoD to craft plans and programs that satisfy the demands of the National Security Strategy within resource constraints.

Joint Capabilities Integration and Development System

The systematic method established by the Joint Chiefs of Staff for assessing gaps in military joint war-fighting capabilities and recommending solutions to resolve these gaps.

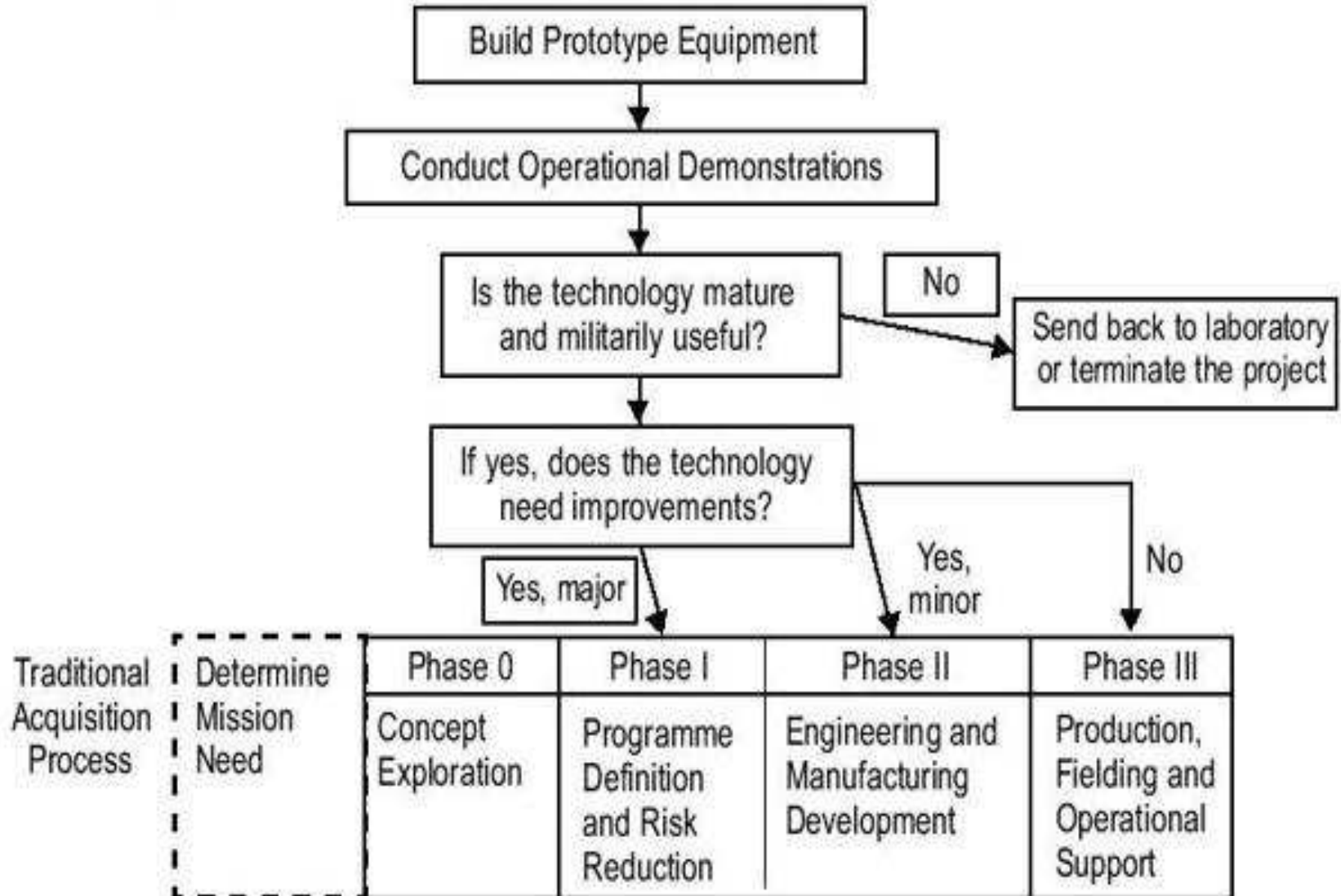
Defence Acquisition System

The management process by which DoD acquires weapon systems and automated information systems.

ADVANCED CONCEPT TECHNOLOGY DEMONSTRATION

- An Advances concept Technology Demonstration enables the evaluation of mature advanced technology for usage by the United States Military.
- These demonstrations allow technology evaluation earlier and cheaper than is possible through the formal acquisition of new production capabilities.
- They must be sponsored by an operational user with approval and oversight from the deputy under secretary of defence for advanced systems and concepts.
- None have been initiated since 2006, when the deputy under secretary initiated the follow: On Joint concept technology demonstration programme to emphasise multi service technology development and improved planning for transition to operations.

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DEFENCE ACQUISITION SYSTEM IN GERMANY

-
- Germany is a key military player of Europe.
 - As emergence of new tasks needs matching capabilities and identification of key capability gaps, it has been striving to fine-tune its defence acquisitions procedure to meet urgent demand for the acquisition and introduction of newer equipment.
 - ‘New Procedural Provisions for Identifying and Meeting Bundeswehr Needs’ was issued in May 2004.
 - It aimed to clarify misconceptions, resolve contradictions and reformulate individual stipulations.

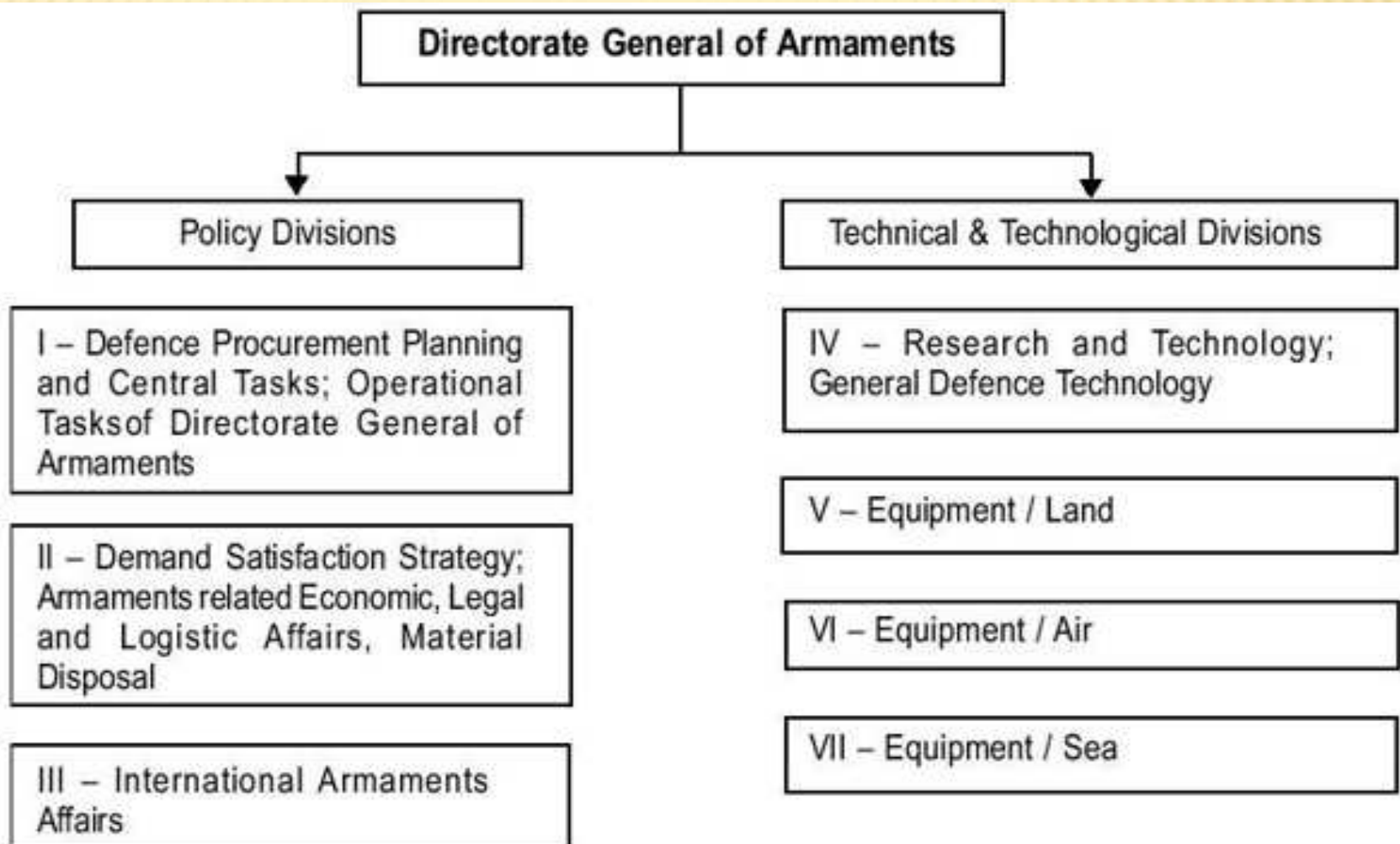
STRUCTURES

There are four organizations involved in defence acquisitions under Federal Defence Administration.

- Directorate General of Armaments;
- Federal Office of Defence Technology and Procurement;
- Modernization Directorate;
- Bundeswehr IT Office

DIRECTORATE GENERAL OF ARMAMENTS

Structure of Directorate General of Armaments



FEDERAL OFFICE OF DEFENCE TECHNOLOGY AND PROCUREMENT (BWB)

BWB is the largest technical authority in Germany. It has the central responsibility for the management of all armament projects (excl IT).

It has four project Divisions—

- Land Combat,
- Land Support,
- Air
- Sea

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And is responsible for:

- Management of complex projects.
- Systems engineering and integration.
- Research and technology.
- Technical/economic aspects of in-service support management.
- Contract and price negotiations

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BWB is also the supervisory body for seven technical centres and two research centres, which are mainly responsible for:

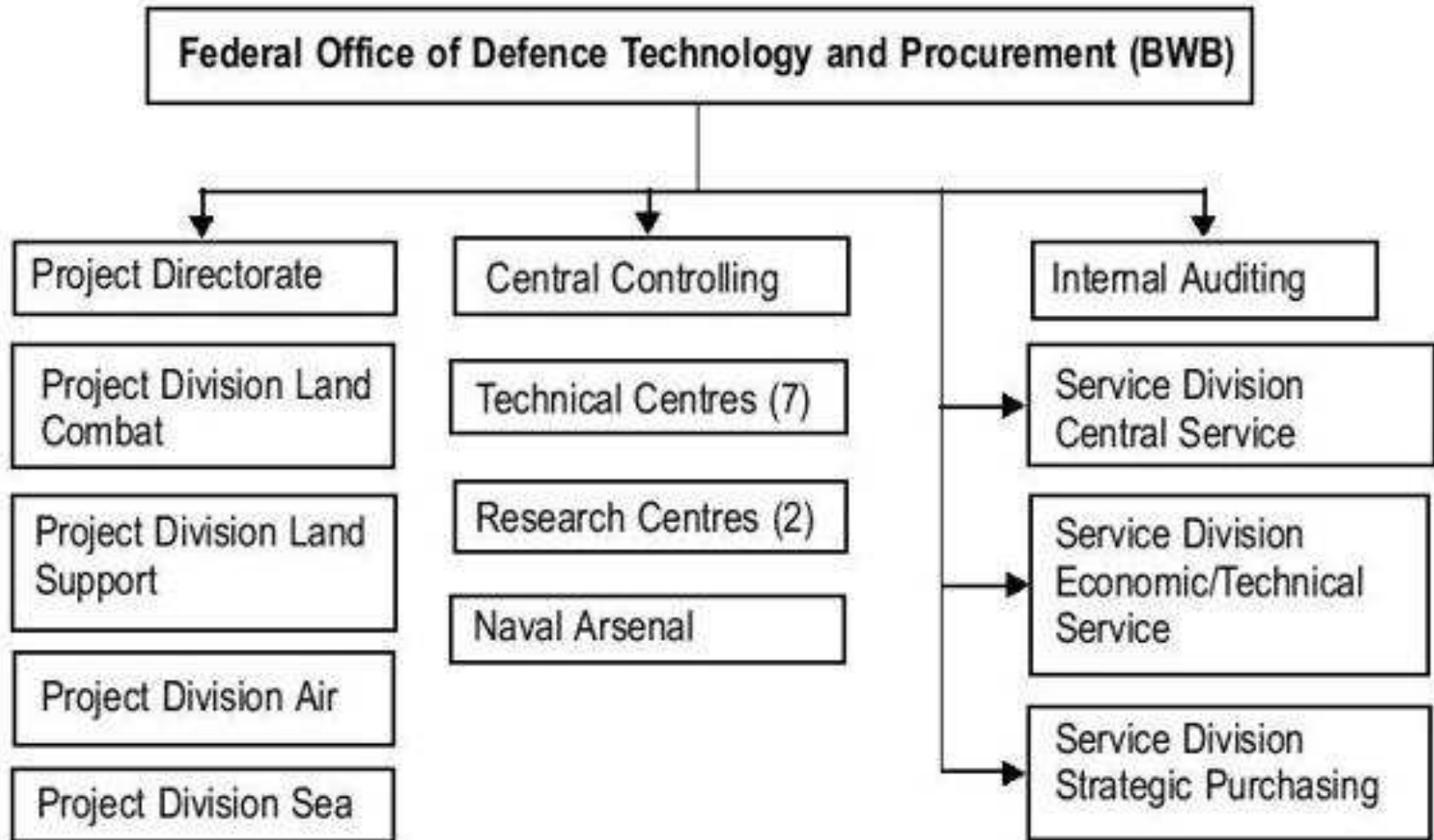
- Technical consultation and support of the project management for components and equipment,
- Performance of studies, research and technology tasks,
- Performance of experiments and analyses.

BWB has three service divisions:

- Two deal with central administrative tasks
- General technical and economic matters
- Third service division is responsible for innovative, holistic procurement processes in the fields of operational procurement, strategic purchasing by means of interdepartmental contracts and complex service contracts.

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Structure of Federal Office of Defence Technology & Procurement



MODERNISATION DIRECTORATE

Modernisation Directorate

Group M1 – Identifies develops and supports modernisation projects in close cooperation with the project management, technically competent directorates and other agencies

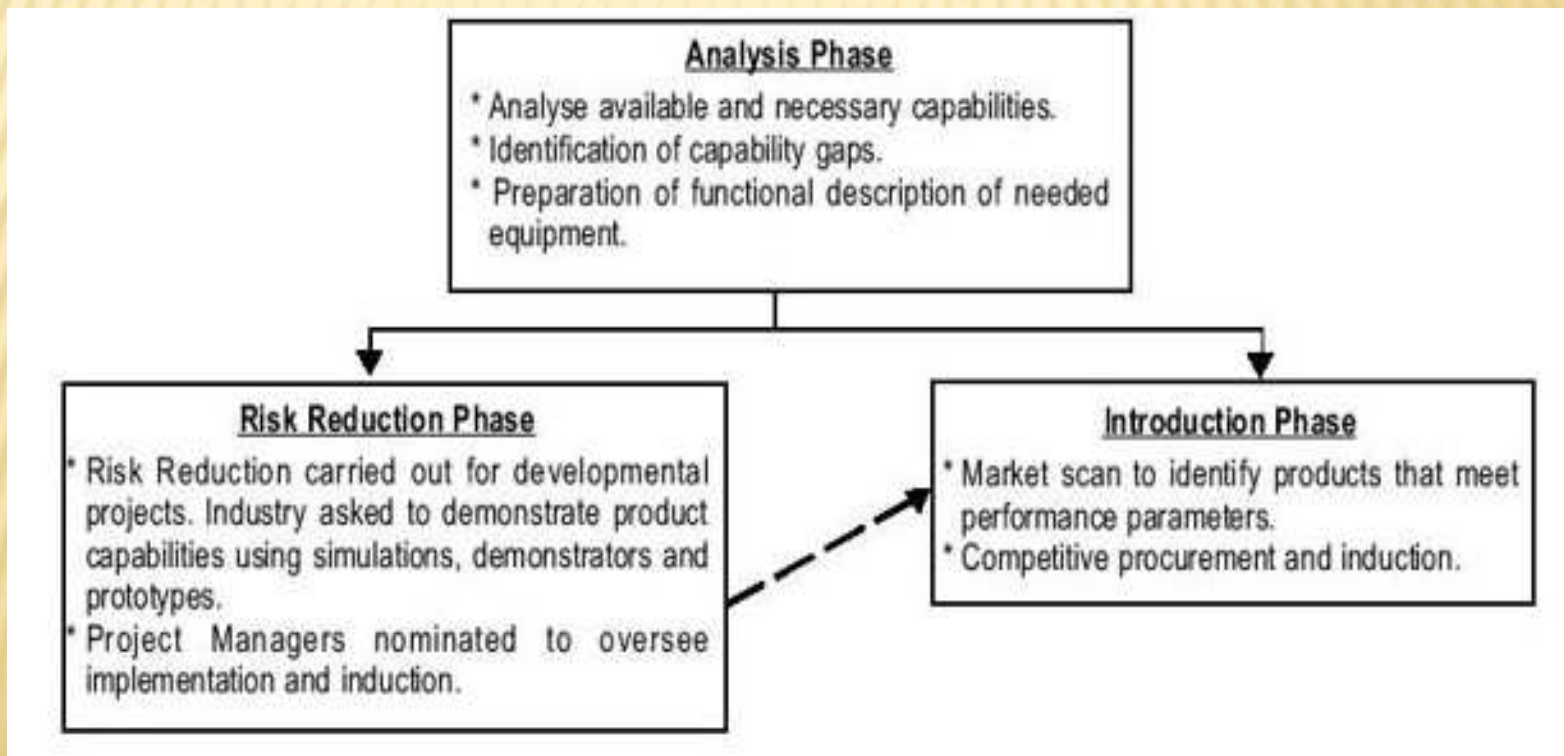
Group M2 – Responsible for conceptual foundations of Bundeswehr IT systems

Group M3 – Defines processes ensuring interconnection of IT and process organisation of a stringent and rapid decision making process in Bundeswehr

Branches 1 and 2 – Jointly carry out government participation control tasks, representing the interests of Bundeswehr as a participant in private public partnerships, coordinate and prepare partner decisions and evaluate partnerships under financial, legal and risk-related aspects

PROCEDURE

The defence acquisition procedure has been under regular review. The complete planning-cum-acquisition process has been divided into three broad but somewhat overlapping phases, as follows:



SALIENT FEATURES

The industry is respected for its high speed of innovation. Contracts maybe awarded to the industry for the following:

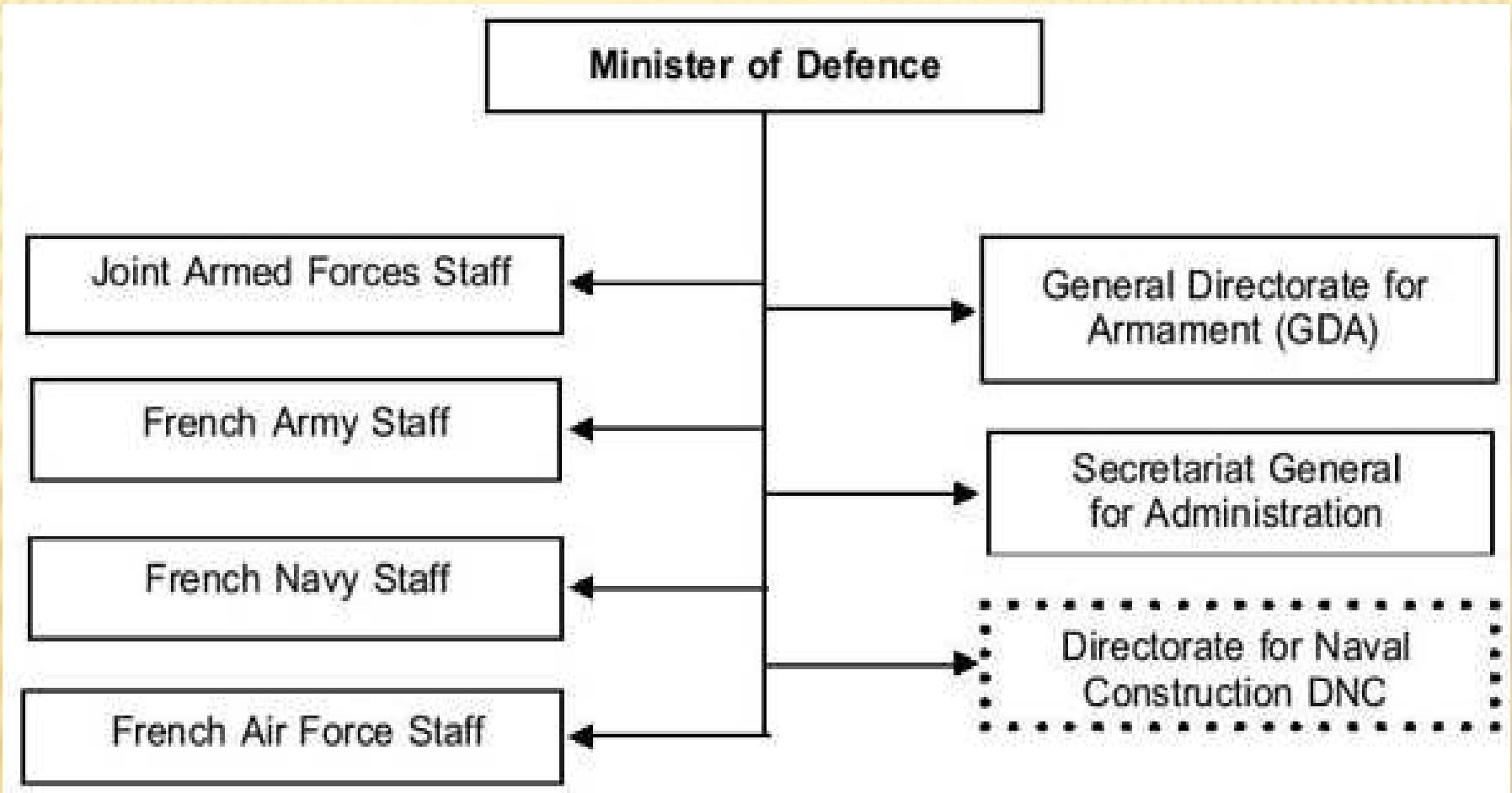
- Study and research contracts in the Analysis Phase.
- Development Contracts or contracts covering co-use of products/ facilities in Risk Reduction Phases.
- Development contracts, purchase contracts and contracts for work and services in the Introduction Phase.
- Contracts in the in-service phase.

DEFENCE ACQUISITION SYSTEM IN FRANCE

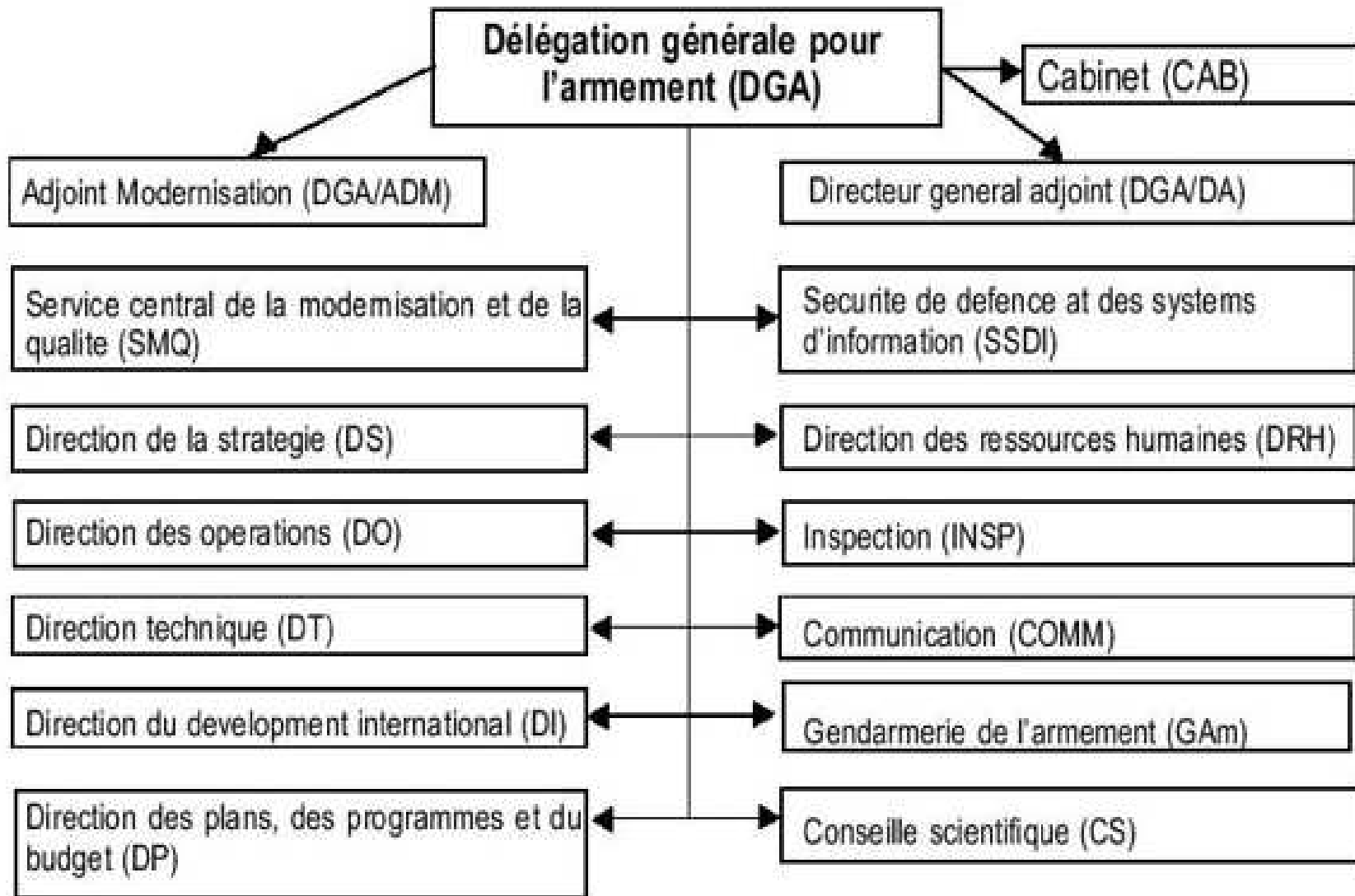
With the objective of making itself self-reliant in defence production, France adopted a centralised system of defence acquisitions in 1961. The French model is unique and is considered highly successful.

For conducting all facets of armament programmes, an empowered overarching authority has been put in place under the Ministry of Defence. A corps of highly competent and technically qualified individuals has been created to oversee the requirement of modern war systems by the French armed forces, analyse various options, identify the most appropriate route, facilitate development and ensure induction

HIGHER DEFENCE ORGANISATION



STRUCTURE OF GENERAL DIRECTORATE FOR ARMAMENT (DGA)



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DGA has a central corps of armament engineers providing leadership for the organisation. An array of military and civilian personnel provides the necessary technical and operational expertise. Integrated Programme Teams consisting of DGA and the military officers manage programmes. DGA functions through its directorates. They carry out the following responsibilities:

- Monitor research activities, conduct common technology development and prepare programmes for development, ensuring technical consistency within the forces' systems.
- Oversee design and development of land, naval, aeronautical and tactical missiles programmes.

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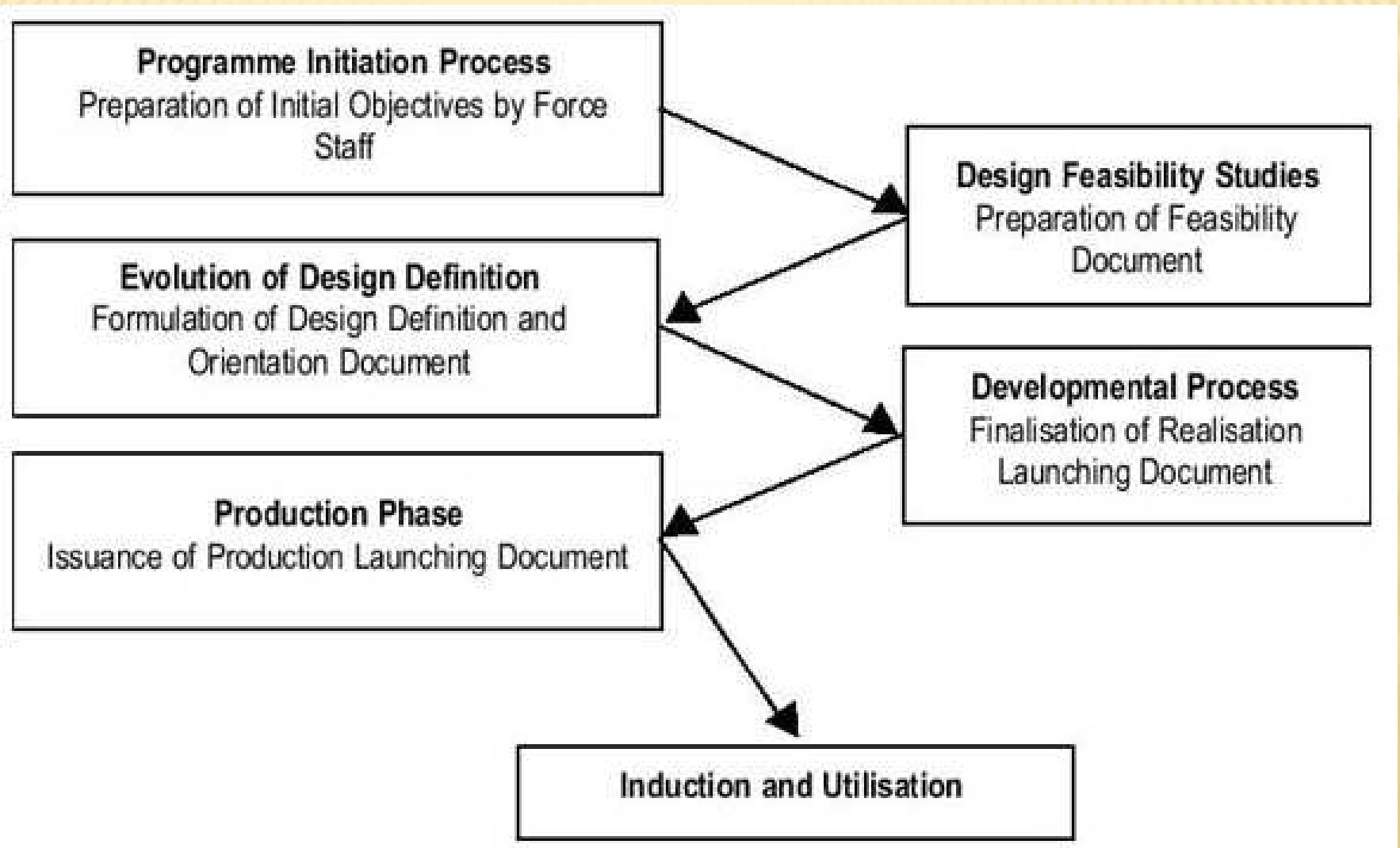
- Management of funds including budget preparation with responsibility for procurement, quality and logistics support.
- International armaments cooperation with European and NATO countries.
- Support development of French defence industry.
- Coordination of development and implementation of export strategy and promotion and control of French armament equipment exports to foreign markets.
- Provision of technical expertise and skills needed by programme managers and other agencies.

ACQUISITION PROCESS

The acquisition process is divided into the following broad phases, characterized by the types of work involved:

- Preparation Phase
- Feasibility Phase
- Definition Phase
- Realisation & Development Phase

Acquisition Process



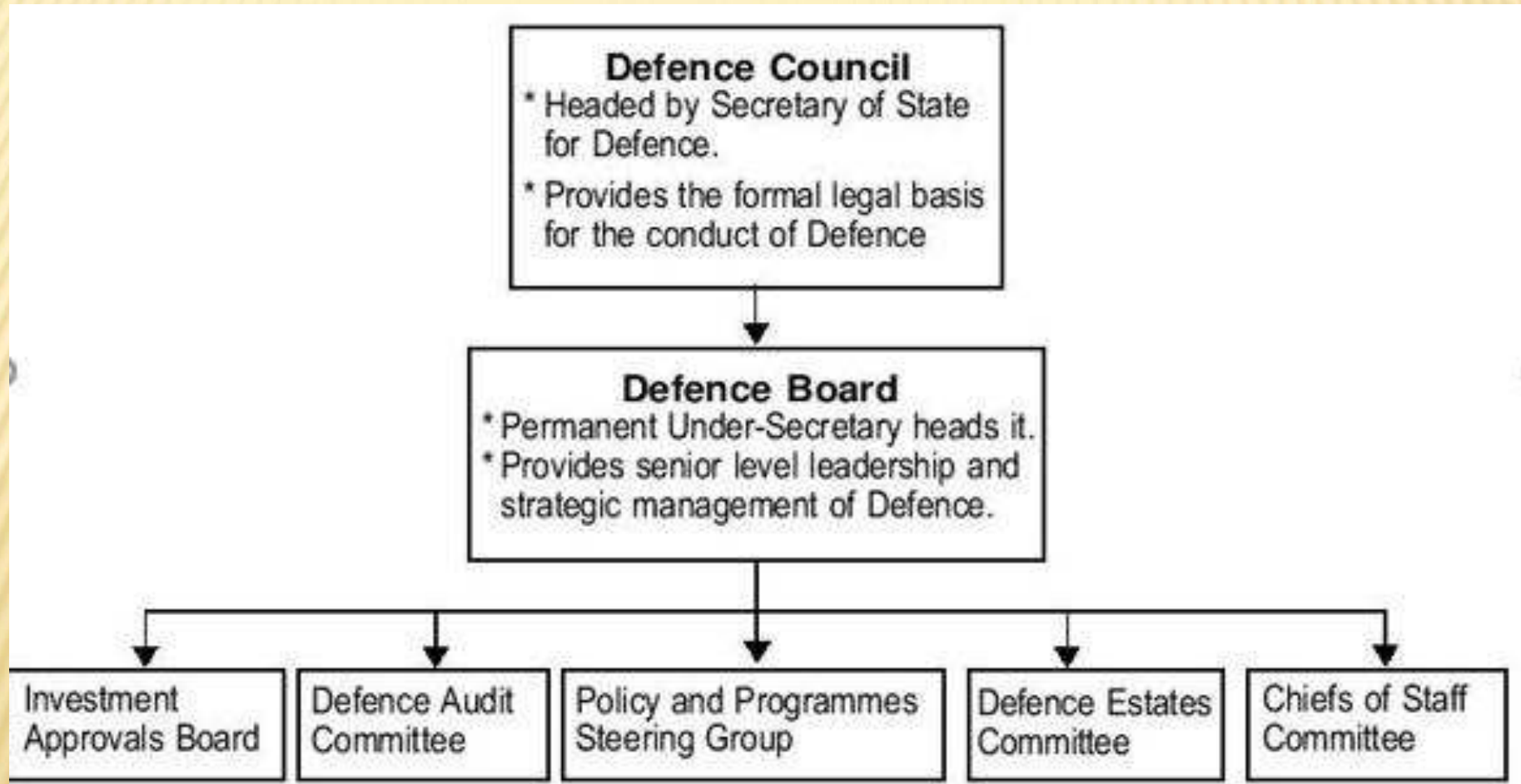
DEFENCE ACQUISITION SYSTEM UNITED KINGDOM

The stated purpose of the British defence acquisition regime is to provide needed capability for defence, ensure value for money for the taxpayer and sustain a responsive defence industrial base.

Its defence acquisition translates industrial capacity into effective military capability and provides the British Armed Forces with the battle-winning equipment, support and infrastructure they need to defeat the enemies—current and potential.

The Defence Council is the senior departmental committee. It provides the formal legal basis for the conduct of defence in UK.

Higher Defence Organisation



There are three main strands to the Defence Programme:

- The procurement of new capability (whether new equipment or major upgrades) is managed through the Equipment Procurement Plan, which is 30 years long.
- Provision of equipment support, which is planned 10 years in advance through the Equipment Support Plan.
- Planning for investment in equipment which are not for military use (predominantly IT projects and infrastructure) are made by the Central Defence Resources Team and are included in the Non-Equipment Investment Plan, which is also 10 years long.

CONTD....

The acquisition community is large and diverse, and is supported by other Government Departments. Within the Ministry of Defence (MOD), the acquisition community includes:

- The Capability Sponsor (Deputy Chief of Defence Staff (Capability) (DCDS(Cap)))
- The User who generates the Force elements
- Delivery teams who contract for equipment, infrastructure and services
- Finance and Planning teams
- Research and Development teams
- Commercial teams
- Technical Support teams
- People Services teams.

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Planning Round

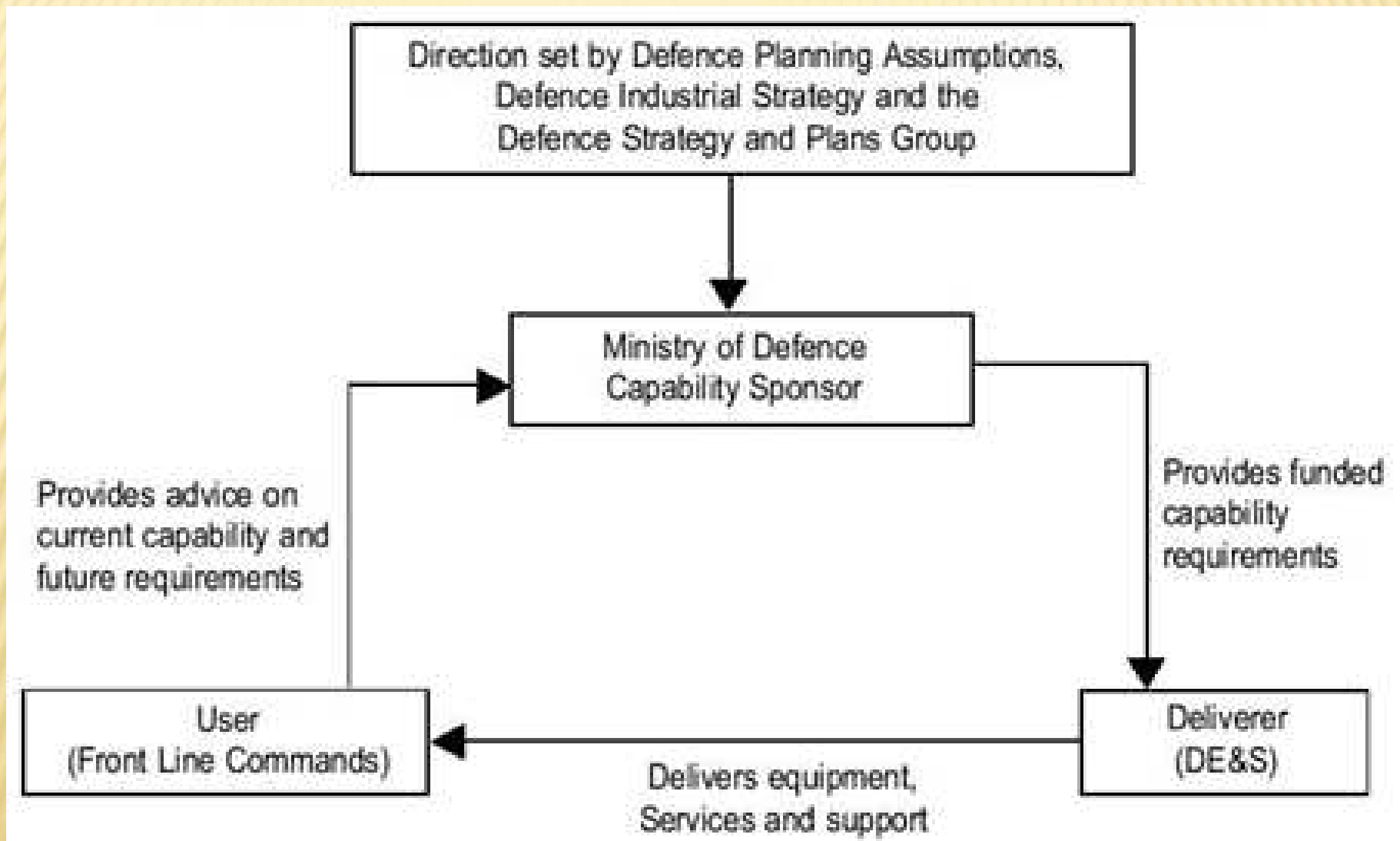


STRUCTURES

Two structures play dominant roles in the British acquisition process

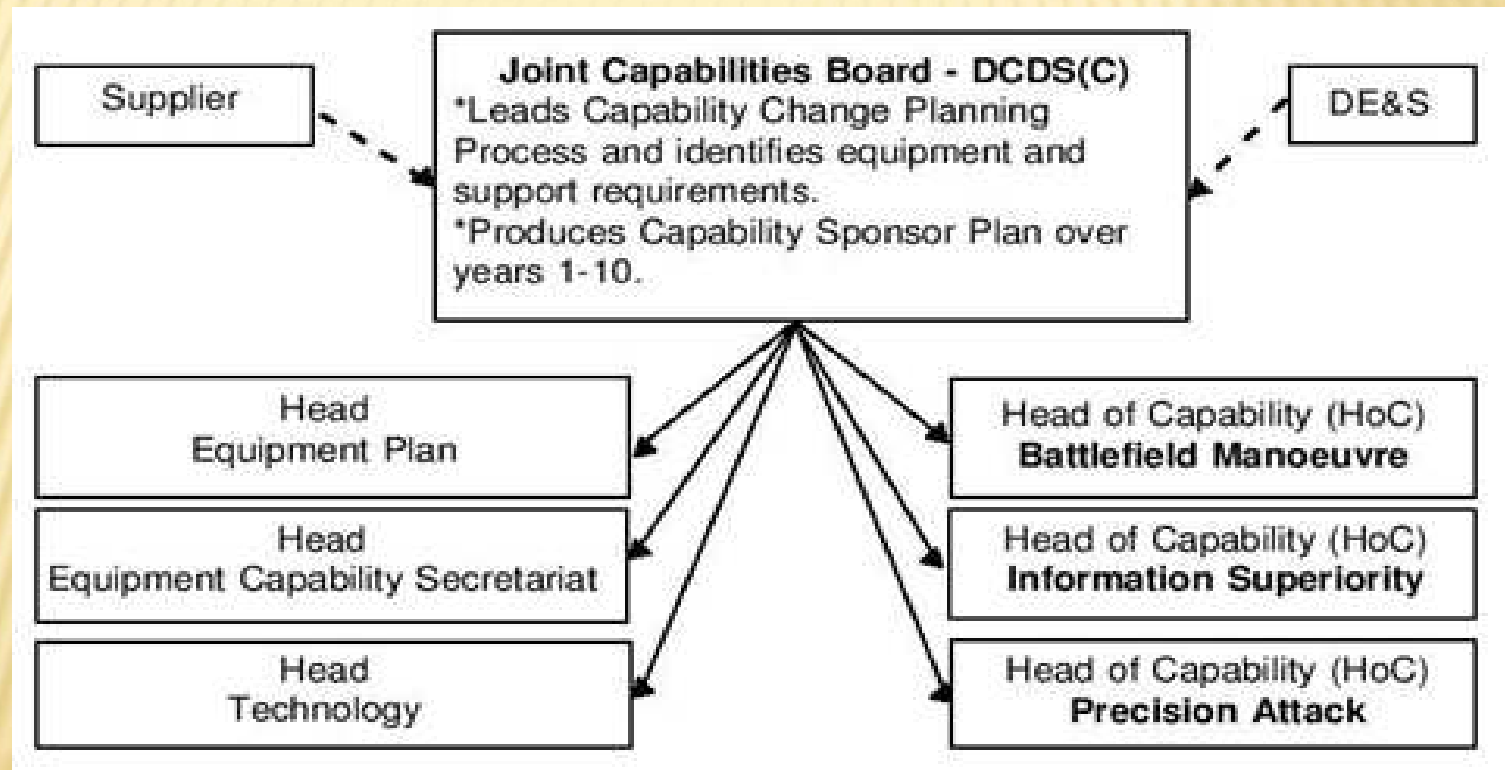
- Joint Capabilities Board (JCB)
- Defence Equipment and Support (DE&S)

Tripartite Structure of Equipment Procurement Planning



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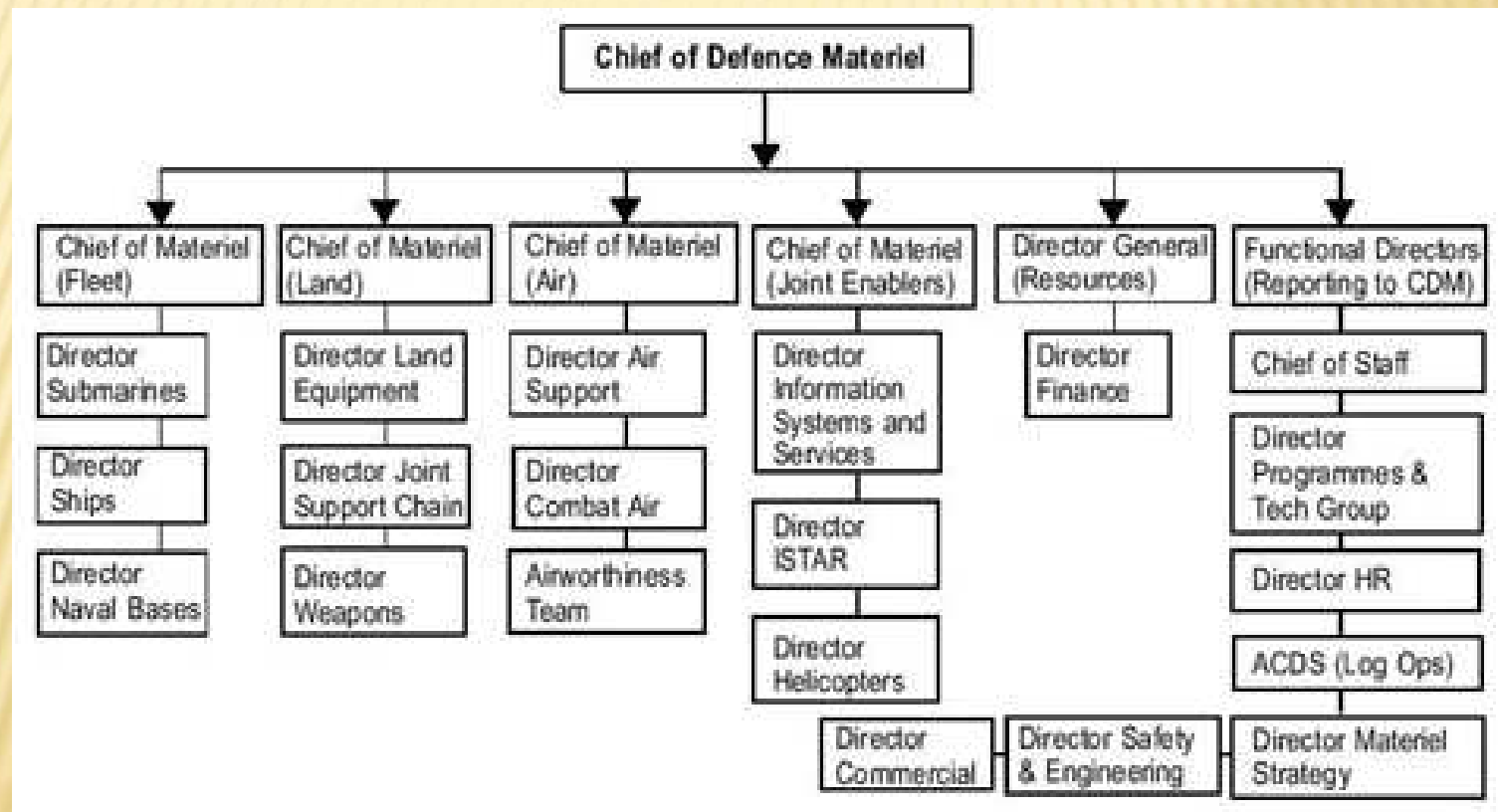
- Joint Capabilities Board (JCB)—the Capability Sponsor:



- **Defence Equipment and Support (DE&S) :**
 - Defence Equipment and Support (DE&S) is a trading entity and joint-defence organisation within the UK Ministry of Defence.
 - It began operating on 2 April 2007 following the merger of the MoD's Defence Procurement Agency and the Defence Logistics Organisation, under the Chief Executive Officer of Defence Equipment and Support.

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Defence Equipment and Support Organisation Chart



Procedure:

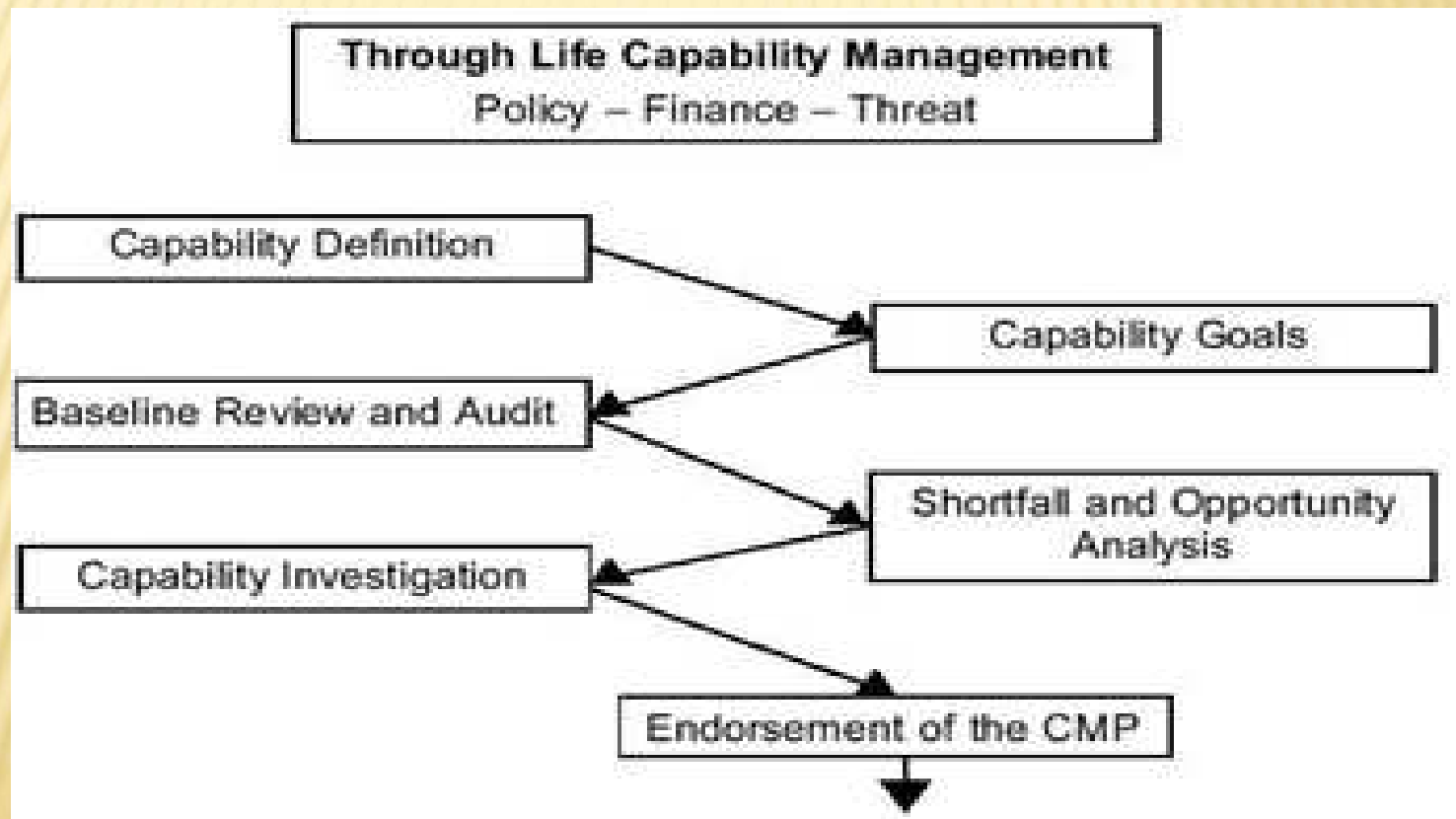
- In Britain, the services are asked to provide basic Cardinal Points Specifications (CPS) only.
- These are operational parameters specifying performance requirements in very broad terms.
- This helps the Defence Procurement Organisation to study the projections in detail and decide on 'make' or 'buy' decisions, in consultation with the research/development agencies and the defence industry.
- Even procurement is carried out on the basis of CPS, which are made known to all the producers.

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- This is a very ingenious method by which the producers, while conforming to CPS, can introduce innovative techniques and ideas.
- All products, which comply with the CPS, are trial-evaluated by the services to identify the most suitable ones for introduction into service.
- This also provides a common platform to judge different technologies for futuristic adaptation and further research. It is a highly practical methodology for a nation that produces as well as imports military equipment.

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Capability Planning Process



Special Features:

Defence Acquisition Change Programme (DACP) was a major initiative to 'bring about a step change improvement in acquisition performance—in the delivery of capability to the Front Line and value for money for the taxpayer—through creating a more agile acquisition organization system and managing capability through life'.

CONCLUSION

	UK	USA	FRANCE	GERMANY
Overall Responsible	CDM	DLA	DGA	DGA
Main Consideration	Stress on Export	Not considered during development	Stress on Export	Restrictive Policy on Export
Political Set-Up	Cabinet supersedes MoD in making choices	Congress can and does inject projects	Cabinet supersedes MoD in making choices	Contracts over >\$30M submitted to Parliament for award
Company-Government relationships	Co-operative Company Government Relationships	Co-operative Company Government Relationships	Sustain close link with defence industry, often in the form of a national monopoly	--
Way Forward	Recognise collaboration as the best way forward	Recognise collaboration as the best way forward	Recognise collaboration as the best way forward	Recognise collaboration as the best way forward
Legislative Power	Legislation can only approve or reject the Government's overall budget	Legislature approves the defence budget and also individual projects in it	Legislation can only approve or reject the Government's overall budget	Legislature approves the defence budget and also individual projects in it

THANK YOU
