

ESTIMATES COMMITTEE (1975-76)

(FIFTH LOK SABHA)

EIGHTY-EIGHTH REPORT

**Cabinet Secretariat (Department of Personnel and
Administrative Reforms)—Deputation of Indian
Experts and Officers abroad**



**LOK SABHA SECRETARIAT
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 (DEPARTMENT OF PERSONNEL & ADMINISTRATIVE REFORMS)

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ESTIMATES COMMITTEE

(1975-76)

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(iv)

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*Elected with effect from 17-1-76 vice Shri Mohd. Khuda Baksh,
died.

INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Eighty-eighth Report on the Cabinet Secretariat (Department of Personnel and Administrative Reforms)—Deputation of Indian Experts and Officers abroad.

2. The Committee took evidence of the representatives of the Cabinet Secretariat (Dept. of Personnel and Administrative Reforms), Ministries of External Affairs, Education, Finance and Planning Commission on the 25th and 26th November, 1975. The Committee wish to express their thanks to these officers for placing before them the material and information which they desired in connection, with the examination of the subject and for giving evidence before the Committee.

3. The Committee also wish to express their thanks to Shri S. Ranganathan, M.P., Shri S. S. Khera, I.C.S. (Retd.) and Shri Govind Narain, I.C.S. (Retd.) for furnishing memoranda to the Committee and also for giving evidence and making valuable suggestions.

4. The Committee also wish to express their thanks to all the institutions and individuals who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on the 20th January, 1976.

6. A statement giving the summary of recommendations/conclusions contained in the Report is appended to the Report (Appendix III).

7. A statement giving the analysis of recommendations/conclusions contained in the Report is also appended to the Report (Appendix IV).

NEW DELHI;
January 24, 1976.

Magha 4, 1897 (S).

R. K. SINHA,
Chairman,
Estimates Committee.

CHAPTER I

ASSIGNMENTS OF INDIAN EXPERTS AND OFFICERS ABROAD

In recent years, Indian Experts and Officers are increasingly being sent on deputation to foreign countries. The extent of increase in the number of Indian experts and officers sent on deputation abroad can be judged by the fact that while in the entire year 1970, a total of 351 Indian Experts and Officers were sent on deputation abroad, as many as 1414 Indian Experts and Officers were sent abroad in 1974 and in the first ten months of 1975 as many as 2421 Indian Experts and Officers were sent under Bilateral and ITEC assignments alone. The number of Indian experts and officers sent on deputation during the last five years is as follows:—

Year	Number of Experts/Officers sent abroad
1970	351
1971	431
1972	837
1973	1026
1974	1414
1975 (Upto 31-10-75)	2421 (under ITEC & bilateral assignments alone).
TOTAL	6480

1.2. Deputation of Indian Experts and Officers on foreign assignments abroad can be broadly classified into the following three categories:

- (i) Assignments in International Organisations;
- (ii) Bilateral or Direct Contract Assignments; and
- (iii) Assignments under the Aid Programmes of the Government of India.

A. Assignments in International Organisations:

These assignments include posts under the United Nations and its several allied agencies like:—

- (i) Food and Agriculture Organisation (FAO)
- (ii) International Labour Organisation (ILO)

- (iii) United Nations Development Programme (UNDP)
- (iv) United Nations Industrial Development Organisation (UNIDO).
- (v) World Health Organisation (WHO)
- (vi) United Nations Educational Scientific and Cultural Organisation etc.

These assignments also include deputation to the World Bank, the International Monetary Fund, Asian Development Bank etc.

1.3. According to the Government of India (Allocation of Business) Rules, 1961, as amended from time to time, a number of central Ministries deal with different U.N. Agencies. For example, the Ministry of Labour deals with the ILO; the Ministry of Health deals with the WHO; the Department of Industrial Development deals with the UNIDO that Department of Economic Affairs deals with the World Bank, the Asian Development Bank, International Monetary Fund, UNDP etc. The Ministry of External Affairs deals with the deputation to the Headquarters organisations of the UNO.

1.4. As and when any vacancy occurs in the UN Organisation or its Agencies, the same is circulated to the member States of the UNO. The relevant Central Ministries get these vacancy circulars from the concerned UN Agencies. They, in turn, circulate the vacancies to other relevant Central Ministries etc., for suggesting suitable names. On receipt of the recommendations of all these Ministries and sometimes of the State Governments, the administrative Ministry concerned send the final recommendations to the UN Agency which had circulated the vacancy.

B. Bilateral or Direct Contract Assignments

1.5. Some of the developing countries of Asia, Africa and Latin America at times request for the services of Indian experts for specific periods on contract appointment basis. Expenditure connected with the deputation of these experts is met by the foreign governments concerned. As relations with foreign governments and Commonwealth countries are included in the subjects allotted to the Ministry of External Affairs, the requests of the foreign governments are received by the Ministry of External Affairs through our Missions abroad. The Ministry of External Affairs in their turn request the Department of Personnel and Administrative Reforms to suggest suitable names keeping in view the job requirements.

1.6. In order to service such requests as and when received from the Ministry of External Affairs, the Department of Personnel and Administrative Reforms maintain a panel of experts in various fields who can be considered for assignments to the developing countries. These panels are drawn up by open advertisements in the Press as well as by writing to the Central Ministries and State Governments. The Department of Personnel and Administrative Reforms also advertise the requirements of a foreign government if adequate number of persons are not available in the panel maintained by it. For example, such advertisements were issued when the Iranians required large number of medical personnel.

1.7. The willingness of the persons registered in the foreign assignments panel is ascertained before their names are suggested for any assignments under any foreign government. On receipt of panel of names from the Department of Personnel and Administrative Reforms, the Ministry of External Affairs forward these to the foreign governments concerned. Before forwarding these names proper scrutiny is made to ensure that they fulfil the job requirements and are in accordance with the qualifications etc. prescribed by the foreign governments. After receiving the panels of names, the Foreign Governments make the final selections generally after interviewing the candidates in India. For this purpose they send recruitment delegations to India.

1.8. Sometimes the Ministry of External Affairs also approach the other Ministries/Departments for recommending suitable names if names of such experts are not likely to be available in the panel maintained by the Department of Personnel and Administrative Reforms. For example, names of petroleum experts or agricultural experts are obtained directly from the administrative Ministries dealing with this category of experts. The cases of these experts are processed further by the Ministry of External Affairs themselves.

C. Assignment under the Aid Programme of the Government of India

1.9. Services of Indian Experts are provided by the Government of India by way of aid under the following programmes:

- (a) Indian Technical and Economic Cooperation Programme (I.T.E.C. Programmes) of the Ministry of External Affairs.
- (b) Colombo Plan; and
- (c) Special Commonwealth Assistance to Africa Programme (S.C.A.A.P.).

The Ministry of External Affairs deals with the matters connected with the I.T.E.C. Programmes. The Department of Economic Affairs deals with technical assistance given by India.

1.10. Under the ITEC Programme, the Ministry of External Affairs provides assistance by way of aid to the developing countries. Such assistance may take the form of projects, capital equipment or deputation of Indian experts. Whenever that Ministry receives such requests from foreign Governments for assistance of experts by way of aid, such requests are passed on to the Department of Personnel and Administrative Reforms for making suitable selections. The job descriptions are given and on the basis of that, the Department of Personnel and Administrative Reforms make the selections. To meet urgent requirements, panels of persons are maintained who have expertise in various fields. After consulting the panels, the willingness of the candidates for any particular assignment is obtained. In addition, sometimes advertisements are also issued inviting applications if suitable persons are not readily available in the panel. The selection of experts for assignments under the I.T.E.C. Programme is done by the Foreign Assignments Selection Committee. The candidates are generally called for interview before selection by the foreign Assignment Selection Committee. Experts in the relevant fields are coopted as members of the Foreign Assignments Selection Committee at the time of interview of the candidates. The names of selected candidates are then passed on to the Ministry of External Affairs. That Ministry takes further action to depute these experts abroad and make further correspondence with the Governments concerned. If experts whose salary is Rs. 2,000/- p.m. or above are to be deputed under I.T.E.C. Programme, approval of the Appointment Committee of the Cabinet is taken.

1.11. Asked about the organisational set up in the various Ministries to deal with the deputation of Experts and Officers abroad, the Department of Personnel & Administrative Reforms have furnished the following information as reported by the individual Ministries/ Departments:—

Ministry of Industry and Civil Supplies/Department of Industrial Development)

The Ministry of Industry and Civil Supplies is the nodal Ministry for securing assistance from the United Nations Industrial Development Organisation (UNIDO), Vienna and for participation in the other supporting activities of the UNIDO. A section called the UNIDO Section has been set up in the Ministry under the supervision of a Joint Secretary and a Director. This section *inter alia* processes all requests received from UNIDO for the assignment abroad of Government officials.

Department of Health

There is no particular organisational set-up to deal with the deputation of experts/officers abroad, the proposals are considered in consultation with the Technical Advisers and orders of the Minister or the Deputy Minister are obtained on each individuals' file. The clearance of the Ministry of External Affairs, wherever, necessary, is obtained and the terms and conditions of deputation are settled in consultation with the Ministry of Finance.

Ministry of Labour

The subject of deputation of experts and officers to ILO is being *inter alia* dealt with in Conventional Section (LC Section) in the Ministry of Labour manned by Secretariat Officers.

Ministry of Railways

There is no special set up to deal with deputation of experts and officers abroad. However, this is one of the duties allotted to a particular section of the Ministry of Railways (Railway Board). Assignments are approved by the Board and the Minister of Railways.

Department of Education

The Indian National Commission for Cooperation with UNESCO which is a constituent Unit of the Ministry of Education and Social Welfare (Department of Education) is the collaborating agency in respect of the appointment of Indians to various assignments under UNESCO.

Department of Economic Affairs

(i) International Bank for Reconstruction and Development:

This Department has constituted a Sponsorship Committee for World Bank Jobs comprising Secretary EA (Chairman), Joint Secretary (Member) and Establishment Officer (Member) to consider nominations for various posts under IBRD and IMF. The Sponsorship Committee considers nominations for various notified vacancies by IBRD/IMF. As and when the World Bank/IMF notify vacancies in various disciplines, these are circulated to the Chief Secretaries of all State Governments and Departments/Ministries/Organisations of the Central Government to recommend suitable names for the posts. These nominations are placed before the Sponsorship Committee to which a representative of the Department/Ministry concerned with

'the disciplines is also invited. Particulars of candidates selected by the Sponsorship Committee are referred to the IBRD/IMF for further action. Before recommending officers belonging to IAS, IES, etc., and other Central Service Class I, clearance of the Department of Personnel and Administrative Reforms is invariably taken.

There are certain other posts such as Executive Directors on IBRD and IMF and staff like Technical Assistants etc., attached to the office of Economic Development. Selection to these posts are made by this Department in consultation with the Department of Personnel and Administrative Reforms.

(ii) United Nations Development Programme:

The Department of Economic Affairs is the focal point for all expert assignments coordinated by the United Nations Technical Recruitment Services New York. United Nations Development Programme has a local office in India which is headed by the Resident Representative. The UNDP local office at New Delhi handles all requests for experts under this programme in India and they communicate only with the Department of Economic Affairs on all matters relating to their expert recruitments.

In the Department of Economic Affairs, recruitment of experts under UNDP is handled by the UN Section. A Joint Secretary heads the T.C. division dealing, *inter alia*, with the work of recruitment of Indian Government officials for UNDP assignments. He is assisted by a Director, an Under Secretary, a Research Officer, an Assistant and a typist.

(iii) Commonwealth Fund for Technical Cooperation:

Department of Economic Affairs is the focal point for all expert assignments from India under the Commonwealth Fund for Technical Cooperation (CFTC). The CFTC sends requests for deputation to various countries to the Department of Economic Affairs. The requests are processed in consultation with the concerned administrative Ministries/Departments including invariably the Department of Personnel and Administrative Reforms. The work is handled by IA Section in the Technical Cooperation division which is headed by a Joint Secretary. He is assisted in this work by a Director and an Under Secretary.

(iv) Special Commonwealth African Assistance Plan and Colombo Plan:—

For deputation of Indian experts and specialists to foreign countries under the Colombo Plan and SCAAP, the Department of Eco-

nomic Affairs is the focal point. Requisitions from the foreign governments are received throughout the Indian Missions abroad and are processed with the concerned administrative Ministries/Departments including invariably the Department of Personnel and Administrative Reforms. The work is handled by IA section in the Technical Cooperation Division which is headed by a Joint Secretary. He is assisted in this work by a Director and an Under Secretary.

(v) **Asian Development Bank:**

A Sponsorship Committee has been constituted with Secretary (Economic Affairs) as the Chairman and the Establishment Officer and the Joint Secretary in the Department of Economic Affairs dealing with the Asian Development Bank as members. This Committee selects Government servants and officers from the public sector for nomination. The Committee also takes the advice of other Secretaries to Government while considering the various nomination proposals received by the Committee.

Ministry of Communications

Ministry of Communications deal with the deputation of experts and officers abroad under the following International Organisations:—

- (i) Executive Organisation of the INTELSAT, Washington serves as the Secretariat of the International Telecommunications Satellite Organisation, responsible for the establishment, operation and maintenance of the global satellite communications system.
- (ii) Commonwealth Telecommunications Bureau London serves as the Secretariat of the Commonwealth Telecommunications Organisations, set up for the administration of telecom. services and administration of the financial arrangements under the Commonwealth Telecommunications Financial Agreements—1973.

WPC WING (Ministry of Communication):

WPC Wing (Ministry of Communications) being the national co-ordinating authority relating to telecommunication matters under International Telecommunication Union deals with ITU vacancy notices for deputation of experts and specialists abroad.

Posts and Telegraphs Boards

In the Posts and Telegraphs Board cases of deputations of experts and officers abroad are dealt with by the staff sections dealing

with the staff cases of Telecommunications officers and are submitted to the Deputy Director General (T) for consideration.

Different Committees consisting of Members of Posts and Telegraphs Board are set up in the Directorate to select suitable Officers for different assignments.

Department of Power

The demands received through the Department of Personnel and Administrative Reforms etc., are considered both by the Central Electricity Authority and the Ministry of Energy (Department of Power). The Central Electricity Authority examines this from technical angle and the Ministry from policy angle. Thereafter, proposals are sent to the Department of Personnel and Administrative Reforms etc., who makes final selection in consultation with the foreign Government/agency.

Ministry of Tourism and Civil Aviation

No separate organisational set up as such exists in the Ministry to deal with the cases relating to the deputation of experts and officers abroad. These cases are dealt with by the respective administrative sections in the Ministry alongwith their other work. Normally, the proposals for deputation of experts and officers abroad are initially processed by the respective Departments which submit their recommendations to the Ministry. In certain cases of deputation of officers to ICAO, these are dealt with directly by the concerned administrative Sections in the Ministry. However, in case of the Department of Tourism, since Director-General of Tourism is also *ex-officio* Additional Secretary, the scrutiny, screening etc. required to be done by the Ministry in case of other departments such as India Meteorological Department and the Civil Aviation Departments, is done by the Department of Tourism direct.

Ministry of Commerce

A Selection Committee consisting of Secretary (Commerce) and four Joint Secretaries including Joint Secretary in-charge of administration and Joint Secretary in-charge of Technical Assistance Programme has been constituted to examine and recommend applications for deputation abroad.

Department of Mines

A career Management Cell, in the Establishment Section, consisting of one UDC and one LDC deals with the deputation of Experts and Officers abroad.

1.12. A leading Institute of Management in the country have, in their memorandum submitted to the Committee, stated:—

“To ensure parity and justice to the incumbents and to maintain uniformity in the quality of the intake, it is desirable that a unified agency should function. The agency should have representation from the various Ministries at the Central and the State level and from Government Departments and agencies controlling higher education and research in this country.”

1.13. A former leading civil servant in the country has stated in his memorandum submitted to the Committee:—

“In the interest of maintenance of uniformity of standards, it would be desirable to have a unified agency for making these selections, but the agency should have an adequate representation of experts on it, so as to make the selection more methodical and effective.”

1.14. Another Institute of Training in Industrial Engineering in their memorandum submitted to the Committee, have stated:—

“A separate agency may be necessary to process selection of Indian Experts and Officers. Within the agency, there should be special groups for processing different professionals like Medical Practitioners, Engineers, Architects, Management Teachers, Professionals etc.”

1.15. Asked if it would not be desirable to have a unified agency for selection of Indian Experts and Officers for deputation abroad, the representative of the Cabinet Secretariat (Department of Personnel and Administrative Reforms) stated in his evidence before the Committee:—

“Actually the difficulty is this. There are a large number of specialist jobs which can be fully assessed only by the specialised agencies....Take for instance engineering or any other scientific posts like the Zoologists and so on.... So far as selection of personnel for the specialist posts is concerned, obviously the idea is to go in for the best people....In relation to those cases, I am not sure whether the selection by a unified agency is actually going to help us. It can certainly be considered with a view to evolving certain uniform procedures and with a view to creating expertise in regard to the selection of such specialists, and

if can be considered whether or not a unified agency in Government of India in so far as officers of Government of India are concerned could be created."

1.16. Asked if policy directions and guidelines have been laid down in the matter of deputation of Indian officials abroad for assignments with International Organisations and foreign governments, the representative of the Department of Personnel & Administrative Reforms stated in his evidence before the Committee:—

"If there is a unified agency, naturally there would be uniform procedures and rules followed by them. Because these various agencies are existing, we have not issued any guidelines to them except where it concerns the security of the State. In that case, the Home Ministry would be consulted, the Ministry of External Affairs would also be consulted as far as relationship with foreign governments is concerned. These are broad guidelines....If we were to accept having a centralised agency, then you will have to go for a similar procedure being evolved for all the selections. Since we do not have it right now, the point to consider is whether we can issue any guidelines on the score."

1.17. In a subsequent note submitted to the Committee in December, 1975, the Department of Personnel and Administrative Reforms have stated:—

"The question of reviewing and improving the existing procedures for selection and nomination of our officers for assignments with the International Organisations has been under consideration for sometime past. In November, 1970 a 'Position Paper' on Foreign Assignments was prepared and circulated to the concerned Ministries for their comments on some of the points which included whether a Central agency should be established to handle foreign assignments. The comments received from the Ministries/ Departments on the 'Position Paper' were placed before the Senior Selection Board at its meeting held on the 15th November, 1971 for advice. In accordance with the advice of the Board, it has been decided that various Ministries and Departments should continue to handle the foreign assignments in their operational spheres as at present."

1.18. The Committee note that Indian experts and officers are increasingly being sent on deputation to foreign countries and the number of such experts and officers has shown continuous increase dur-

ing the last five years. As against 351 experts and officers sent on deputation abroad in 1970, the number of such experts and officers during 1974 was 1,414. During the first 10 months of 1975, as many as 2,421 experts and officers have been sent abroad under the Bilateral or Direct Contract and I.T.E.C. assignments alone.

1.19. The Committee note that at present different Ministries deal with the selections of experts in different fields for deputation to international organisations and there is no central or co-ordinating agency dealing with the selection of such experts and officers. The Committee further note that no specific guidelines regarding the procedure to be adopted for these selections have been issued. It has thus been left entirely to the concerned Ministries to make the selection for these deputations. The Committee in paragraphs 1.11 have referred to the varying procedures being followed by different Ministries for making these selections. It has been represented to the Committee by a number of non-officials that in order to ensure uniformity, objectivity and impartiality in these selections, there should be a unified agency. The representative of the Department of Personnel and Administrative Reforms has, however, expressed difficulty in having a unified agency for making these selections on the ground that most of the persons required are for specialised jobs which can be fully assessed only by the specialised agencies. The Committee also note that in November, 1970, a 'Position Paper' on Foreign Assignments was prepared and circulated to the concerned Ministries for their comments. One of the points in this paper, related to the question of setting up of a central agency to handle foreign assignments. In the light of the comments received from the Ministries/Departments on the subject, it was however, decided that various Ministries and Departments should continue to handle foreign assignments in their operational sphere as at present.

1.20. The Committee consider that in view of the increasing number of experts and officers who are being sent on deputation abroad from year to year, it is imperative that uniform procedures should be adopted for the selection of these experts and officers to select the most suitable ones as also to obviate any complaints in this regard. The Committee recommend that to ensure uniformity of standards in the selection of these experts, Government should lay down specific procedures and guidelines for the guidance of all Ministries/Departments dealing with such selections. The Committee further recommend that while selection of specialised persons for deputation abroad, may continue to be dealt with by the concerned Ministries the selection procedure should specifically provide for the association of a represen-

tative of the Department of Personnel in such selections in the interest of ensuring uniformity of approach.

1.21. The Committee recommend that the Ministries/Departments dealing with the selection of specialised persons for deputation abroad should also undertake forward planning in regard to the estimated requirement of these experts/officers for deputation abroad. The Committee have dealt with this aspect in greater detail in a later Chapter.

1.22. The Committee further recommend that selection of persons for categories other than specialised ones, for deputation abroad should be centralised and handled in one Department namely the Department of Personnel and all requests of foreign Governments/agencies for such deputations should be addressed to that Department. That Department should appoint a small Committee in the Department to deal with such cases of selection and arrange to consult all concerned Ministries/Departments etc. in making the selections.

1.23. The Committee also recommend that the revised procedures and guidelines should be reviewed periodically say once every year in the light of experience gained. For this purpose they would like Government to undertake a systematic and close follow-up of the performance of the experts and officers sent on deputation so as to assess the adequacy or otherwise of the selection procedures followed in order to effect timely improvements.

CHAPTER II

RECRUITMENT OF PERSONS FOR DEPUTATION ABROAD

A. Panel of Names for deputation abroad

The Committee enquired about the various jobs and fields for which panel of names are being maintained by Government for recommending names for being sent on deputation abroad. The Department of Personnel and Administrative Reforms have furnished the various fields of specialisation for each Panel (Appendix-I). It is seen from the list furnished by the Department of Personnel and Administrative Reforms that five categories of Panel of experts are being maintained by them. The first is the panel of doctors, nurses etc., which contains 38 fields of specialisation. The second is the Panel for Accountants, Financial experts etc., which contains 24 fields of specialisation. The third is the Panel of Professors/Lecturers and Teachers which contains 76 fields of specialisation. The fourth is the Panel for engineers which contains 47 field of specialisation and the fifth is the Panel of experts in miscellaneous categories which contains 27 fields of specialisation.

2.2. Asked to state at what intervals are these panels reviewed and how the same are kept upto date, the Department of Personnel and Administrative Reforms have stated in a written note submitted to the Committee—

“A review is already contemplated regarding the persons who are on the panel for three years or more to weed out those who have become either over-age or belong to a category for which there is no demand.”

2.3. The Committee note that Government are at present maintaining panels for different fields of specialisation under five categories and the number of panels for various fields of specialisation total 212. The Committee recommend that as the number of Indian experts and officers going on deputation is continuously on the increase and as there is likelihood of greater demand for Indian experts and officers, Government should conduct an immediate review of the present panels and the various fields of specialisation so as to include panels for new fields of specialisation for which there is demand from foreign countries and to omit such fields for which

there is no demand. They further recommend that such reviews should be conducted periodically at regular intervals say once a year.

Liaison with Universities etc.

2.4. A leading authority in Public Administration has suggested in his memorandum submitted to the Committee:—

“If non-Government servants are not to be excluded from the panel of experts for deputation, it seems desirable to invite applications from the general public for the purpose in the same manner as applications are invited from Government servants and a coordinated lists of possible experts should be drawn up subject-wise. This should be a continuing process. The U.P.S.C. which is an expert body for making selection of candidates for specific jobs under the Government of India may be associated with the process of panel making by requesting it to become the selection agency.”

2.5. An Institute of Management has stated in its memorandum submitted to the Committee:—

“It should be possible for the Government to approach those persons who are considered to be outstanding in their respective fields but who have not made their services available through the formal selection procedure now in vogue. The panel of experts now being maintained could be sufficiently updated by including therein the names of faculty members and researchers engaged in teaching/research in Institutions of higher education in India and the names of senior research and technical personnel in Government/Government companies/public sector companies/undertaking.”

2.6. Asked about the present procedure for selection of non-Government persons for deputation abroad and whether any separate panel of non-Government persons was being maintained. the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

“Non-Government servants are not excluded from the panels for Bilateral Assignments. Advertisements in the normal course are issued through the press and all the people, including non-Government servants are screened and put on the panel. It is not really necessary to have any

separate arrangement for the government servants and non-government servants. As it is, we do not maintain a separate panel, as far as these specialists are concerned. It is only in the case of I.T.E.C. assignments it is necessary to have this sort of selection Committee in which both the Government servants and non-Government Servants take a chance."

2.7. Asked if Government were maintaining any liaison with the Institutes of higher education, training etc., for identifying deserving candidates for being sent on deputation abroad, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:

"I would submit that there is neither the need, nor the practice, at the moment of maintaining any formal liaison with institutions of higher education or research. But certainly, there is informal liaison with most of those institutions. For instance, to give an example, the Vice-Chancellor of the Aligarh University has been keeping in touch with the Establishment Division here in the Department in order to be able to make specific recommendations with regard to such of the specialists whom they think they can sponsor. Similarly, other University Vice-Chancellors have also been keeping in touch with us like the Agriculture University, Pantnagar. All this is informal, it is not necessary to formalise it. Because after all, what we do as part of our procedure is to issue advertisements which go to these institutions of higher learning and research and anyone who is interested can apply in response to these advertisements and get empanelled by the Selection Committee."

2.8. The Committee note that at present Government are not maintaining any formal liaison with the Universities and other Institutes of Higher Education for drawing up panels of experts etc., for deputation abroad. They were, however informed that informal liaison was maintained with most of the Institutions/Universities and that there was no necessity for maintaining formal liaison as panels of names were prepared after advertisements in the Press. The Committee recommend that Government should maintain formal liaison with Vice-Chancellors of all Universities and Career Guidance Bureaus in Universities and leading Institutes like All India Institute of Medical Sciences, Institutes of Technology, leading Institutes of Management, Indian Council of Agricultural Research etc.,

and address them specifically to forward names of suitable candidates for consideration by Government.

2.9. The Committee further recommend that Government should assess in advance the likely demand of persons trained in various disciplines and make it known to the University Grants Commission, Universities, leading Institutions etc., so that they may make suitable adjustments as necessary in their training facilities, to meet in full the demand for trained persons within and outside the country.

2.10. The Committee further recommend that Government should also prepare brochures, giving detailed information about the various jobs/disciplines etc., in which experts and specialists are generally required for deputation abroad and the requisite qualifications for these posts.

2.11. The Committee would like to stress that the system of selection of Indian experts/officers for deputation abroad should be broad-based and equitable. The intention is that all those persons who fulfil the prescribed qualifications have a fair chance to apply for these assignments and for being fully considered on merits for selection. The application forms should also be so devised that they enable all the candidates to furnish relevant factual information to facilitate objective assessment of their qualifications, experience etc., at the time of selection. Moreover, the system of processing of applications for inclusion in the panels should be on a scientific, equitable and rational basis so as to ensure that all those who fulfil the required qualifications are included in the panel.

B. Circulation of vacancies to State Governments

2.12. During their on the spot visits to the various States, the Study Groups of the Estimates Committee were informed by the representatives of the State Governments that intimation regarding vacancies of posts for deputation abroad is generally received by them very late and sufficient time is not given to them to make selection of suitable names and recommend these names. Asked to state the factual position in this regard, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:

“By and large these are circulated to State Governments also. It is not correct to say that all the State Governments are not consulted. Four to six weeks time is given unless a time-limit is fixed by the agencies requiring the services

of these people. There is only one agency, WHO, which has been brought to our notice which does not circularise the vacancies. It selects people from its own panel and enquire from the concerned Ministry namely Health, whether or not, a specialist who has been chosen by it, would be made available. All the other organisations intimate their requirements to us or to the nodal Ministries. They circulate these to State Governments."

2.13. Asked if in case sufficient time was available, these vacancies were circulated to the State Governments, the representative of the Department of Personnel and Administrative Reforms replied:—

"Invariably when there is adequate time available. The only difficulty is regarding WHO and in a few other cases which have come to my notice. For instance, if it is the ILO, they treat the Labour Ministry in the Government of India as the nodal Ministry irrespective of the type of persons they require. They may require a person in cooperatives, but they write to the Labour Ministry who in turn write to the State Labour Departments. Similarly in respect of vacancies in Asian Development Bank or World Bank etc. the Finance Ministry gets the intimation and they circulate it to the State Governments."

2.14. The representative of the Department of Personnel and Administrative Reforms added:—

"When foreign governments make a request to us as far as these advertisements are concerned, we now insist that at least 30 days' time should be allowed so that we can get applications, assess them and make the recruitment. As far as the complaints of State Governments is concerned, I am not quite sure whether all the State Governments have complaints."

2.15. The Committee, during their study tours, were informed by a number of State Governments that they did not receive timely intimation regarding vacancies of persons for deputation abroad, with the result that they were not in a position to recommend the names of suitable candidates in time. According to the representative of the Department of Personnel and Administrative Reforms, four to six weeks' time was given to the State Governments for intimating names, wherever possible. The Committee consider that

Government should examine the reasons for a general feeling among the State Governments of not getting sufficient time to recommend names for deputation abroad and streamline the procedures so that the State Governments may not have any reason for complaint in this regard. In case the time available is short, intimation may be sent to the State Governments telegraphically and through their Liaison Officers in Delhi so that the State Governments may get as much time as possible to forward the names and particulars of officers whom they consider qualified for the assignment.

2.16. The Committee recommend that Government should analyse the time factor required in the various stages of processing of applications so that a fair margin is allowed to the State Governments to call for applications specially from officers in the field and send considered recommendations and obviate any complaints from the State Governments in this regard. In the interest of cutting out delays in correspondence it may be helpful if an officer is specifically named at the Centre and States in this behalf.

2.17. The Committee further recommend that in the light of experience gained, Government should anticipate demand of experts/officers in various disciplines and prepare in advance panels for the same. The data collected in regard to the experts should contain all the facts about the persons in the panels so that whenever a demand is received for a person in a particular discipline, all the persons possessing the requisite qualifications could be considered for selection objectively.

2.18. The Committee would further urge that Government should impress upon the foreign Governments/agencies asking for Indian experts/officers for deputation abroad, the desirability of giving sufficient notice for making these nominations.

2.19. The Committee note that at present World Health Organisation does not circularise their vacancies but selects experts from its own panel. It only asks the concerned Ministry if the selected persons would be made available. The Committee note that other U.N. Agencies approach the Government for recommending names of Indian Experts/Officers for deputation abroad. The Committee see no reason why it should not be possible for World Health Organisation to adopt the same procedure for selection of Indian Experts/Officers for deputation abroad, as is being followed by other U.N. agencies.

C. Issue of Press Notes

2.20. A former Civil Servant had suggested in his evidence before the Committee that "Whenever Government receive intimation regarding vacancies in other countries, a press note may be issued inviting applications upto a particular date."

Asked about their reactions to the above suggestion, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

"There is no objection in principle to the issue of a Press note the moment some vacancies are notified, but the problem arises when the time-limit which is given by the foreign Government is limited. In that even what we do is to draw upon the panel which we maintain in Foreign Assignment Division. This panel is prepared—through a regular notification in the Press and we invite applications for the various specialities for which experts need be empanelled and on the basis of that screening, we put the best people available on the panel so that in case time available is short, we dip into the panel and find out the names which could be sponsored. By and large, these bulk requirements which are received from the foreign Governments, are advertised and there is adequate time for obtaining applications and putting up candidates before the Selection Board."

2.21. The Committee have been informed that if time permits, Government issues press advertisements for inviting applications from candidates for being sent abroad. In cases where the time allowed by the foreign Government is limited, the names are recommended from the panels which are maintained in the Foreign assignment Division. There is, however, a general feeling that information about the availability of foreign assignments is not widely known and only persons having contact with the sponsoring authorities are successful in getting these assignments. It is, therefore, necessary that this impression should be dispelled by giving wide and adequate publicity to the foreign assignments so as to enable large number of qualified persons to apply for the same. The Committee recommend that in order to allow a fair opportunity to qualified candidates to apply, Government should invariably issue press advertisements about foreign assignments open to non-Government personnel in the leading newspapers which have all India coverage. The Committee need hardly stress that adequate time margin should be

given in the advertisements to enable persons working anywhere in India to submit the application in time.

D. Direct Recruitment of Indian Experts/Officers by foreign countries

2.22. Asked if some foreign Governments had issued press advertisements and made selection of Indian experts for deputation directly without consulting the Government of India, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

"By and large, the foreign Government make recruitment within the country with the assistance of the Government of India. That is to say, they circularise the vacancies through the Ministry of External Affairs or Department and in some cases, through the Ministry of Finance, but I will confess that there have been cases where foreign Governments have advertised directly in the Press, without any intimation to the Government of India, about their requirements and have also recruited people and these people have gone abroad for service under these countries. The External Affairs Ministry who are seized of this problem examined the legal position as it stands today, and it was advised that at the present there are no legal compulsion to prevent such a thing happening. Therefore, the External Affairs Ministry has now gone to the Cabinet with a proposal that we might have two changes in the law so that we are able to take care of this problem. The first is that no foreign Government can advertise directly in the Press or make direct recruitments, it will have to be channelised through the Government, and the second is to make changes in the Passport Act, where persons having specialisation, which is scarce within the country, may not be granted Passports.....By and large our relations with all countries are friendly. Friendly pressures could be exerted on them to see that they channel their requirements only through the Government of India. In cases where we enter into bilateral agreements, we should enter into a protocol and make this condition a part of the protocol. In fact only two days ago the External Affairs Minister entered into a protocol with the Government of Iran."

2.23. The representative of the Ministry of External Affairs stated:—

“We have been continuously in touch with many friendly Governments when we meet them in connection with agreements on economic and technical cooperation and in the meetings of the joint commissions, and our impression is that by and large most of the friendly developing countries are cooperating with us and trying to ensure that all their requirements are met through Government agencies. The Secretary has read out an extract from the agreement with Iran. We have come to similar arrangements with many other countries. Zambia, Tanzania, Iraq, Libya have also agreed to meet their requirements through the Government of India's designated agency.”

2.24. The representative of the Department of Personnel and Administrative Reforms added:—

“This will be possible only with regard to requirements on a Government to Government basis, but where private agencies come and advertise here, it could create problems. Therefore, my personal view would be that whatever the difficulties might be, we can draft a law whereby this could be banned. For instance, the Middle East and Gulf countries are wanting to make oil explorations. They know that India has developed an expertise in this field, and their private oil exploration agencies have come to this country and they want to take away the very scarce material that we have in this country. In such cases, I suppose some sort of law would be necessary.”

2.25. A former eminent Civil servant in the country has stated in his Memorandum submitted to the Committee:—

“As far as possible, we should not allow any foreign country to recruit Indians from the open market. Their requests should come to the Government of India and it can then be decided by us if in accordance with the requirements, persons should be sponsored from our regular cadres or if recruitment should be made from the open market. In the latter case, the initiative should vest in the Government of India and consultation could be made with the requesting country or organisation.”

He stated in his evidence before the Committee:—

“I do not want any foreign country to be able to recruit stooges from India, who would disgrace India and sell their souls and carry on adverse propaganda against India and Indians. They can give all kinds of allurements by way of money etc. Therefore, Government of India should have a hold on recruitment. As to who should be allowed to go for employment and who should not be allowed, the final say should be with the Government of India.”

2.26. The Committee have been informed by Government that there have been cases where foreign Governments have advertised vacancies directly in the Press and have recruited Indians directly without consulting the Government of India. The Committee note that the Ministry of External Affairs are already seized of the matter and that they have been trying to enter into agreements with foreign Governments to ensure that all foreign assignments on Government to Government basis, are made through Government only. The Committee are, however, concerned to note that under the existing law, it is not possible to stop private foreign agencies from recruiting Indians from the open market. Government are stated to be proposing to make amendments in the existing law to ensure that no direct recruitment of Indians by any foreign agency is allowed. The Committee feel that India is very fortunately placed in respect of trained manpower and specialists in most of the fields of relevance to development. The Committee also realise that the deputation of experts and trained personnel to assist the other developing countries would be in the larger developmental interest of the world community. The Committee would, however, like to draw special attention to the fact that in certain fields like petro-chemicals etc. there is at present a dearth of experts and it is but appropriate that the services of such experts are utilised in the country itself. The Committee would like Government to examine the matter in depth and devise suitable regulations to see that the services of such personnel remain available within the country and that they do not manage to take employment outside the country.

E. Briefing of Indians going abroad

2.27. Asked if any arrangements have been made for the briefing of Indians going abroad, the representative of the Department of

Personnel and Administrative Reforms stated in his evidence before the Committee.

"Where individual persons selected for these assignments are concerned, it has not been possible to do any briefing as such, but where groups are concerned—for instance, when a group of 70 or 75 doctors was sent out to Iran, arrangements were made for that group to be adequately briefed and during the year 1975, both the External Affairs Ministry and the Ministry of Education and particularly the Indian Council of Cultural Affairs took steps to adequately brief these groups before they went abroad. But as far as students and others going on research are concerned and other non-officials going on service in an individual capacity are concerned, as far as our knowledge goes, no specific programme of such briefing has been initiated either by the External Affairs Ministry or the Education Ministry."

2.28. The representative of the Ministry of External Affairs stated:—

"We fully realise the importance of briefing all our nationals going abroad under the Indian Technical Cooperation Programme or under bilateral arrangements. For larger groups, we organise rather elaborate briefing sessions. The doctors who went to Iran were addressed by our Minister of Health as well as by senior officers from the Ministry of External Affairs, Department of Culture etc. We have also been briefing groups of doctors, engineers etc. who have recently been going to Libya. But difficulties do arise when individual experts came from different centres. In those cases, we have also tried to advise the Missions to remain in touch with them through our Passport Section because all these experts do contact our Passport department, and we have also prepared special country notes which are given to each of the experts going abroad. We also prepare special brochures giving background information on the conditions and development programmes in India and in different fields. . . . In fact one of the most important points which we emphasise to the experts is that the moment they land in foreign countries they should register themselves with our Mission, and we have also instructed our Missions to

remain in constant touch with them so that they are continuously kept up-to-date with the changing scene of the country in which they are working.”

2.29. A leading former Civil Servant has suggested in his Memorandum submitted to the Committee:—

“Selection of persons for being sent on deputation should be made carefully. Briefing should be given to the deputationists so that they could bring any possible benefits to India.”

In his evidence before the Committee, he stated:—

“The type of briefing that I have in mind is this. For example, the persons who are sponsored, are responsible and owe an obligation to their country and to their own government. They should be clearly told about it. Then comes the behaviour they should exhibit while in the foreign country. Even if a private individual goes to foreign countries, he goes as an Indian. Whatever he says or does there, will reflect on the character of the Indians. The eyes of the foreigners will be fixed on him and on whatever he says and does. So he must be trained in the matter of his behaviour abroad. He can also perhaps be trained in what he would be able to observe in the country of his assignment. Then he may be briefed as to how to make friends and cultivate goodwill in the other country, for the benefit of our country. I think it is very desirable that anybody who goes out of India should get some kind of an orientation. Many countries are doing it.”

2.30. **The Committee note that large number of Indians have been going abroad in recent years and the number of Indians going abroad as experts and officers on deputation as well as on Direct Assignment or under Bilateral Agreements has shown considerable increase in the last two years. The Committee would like to point out that Indians going abroad are un-official ambassadors of the country. Their conduct and behaviour in foreign countries projects in a way the image of the country. The foreigners, by and large, tend to judge India by the performance and behaviour of our nationals. It is, therefore, necessary that Indians going abroad should conduct themselves in such a manner as would enhance the prestige of the country. They should be fully conscious of their responsibilities and should endeavour to bring credit to this country by their actions.**

It is also necessary that Indians going abroad are fully aware of the developments in this country.

2.31. The Committee need hardly point out that there should be no occasion for any discomfiture being caused by any inadvertant behaviour or by any act of ommission or commission by any Indian in a foreign country. This underlines the necessity of orientation and briefing of Indians going abroad on deputation or on assignments sponsored by Government. The Committee, therefore, recommend that suitable briefing should be arranged for all Indian specialists and officers going abroad on deputation, so as to make them fully acquainted with the deveiopment and achievements of our country as well as the basic facts about the country to which they are going.

2.32. The Committee are glad to note that having realised the importance of such briefing, Government arranged such a briefing in collaboration with the Ministry of Education and Indian Council of Cultural Affairs for the Indian doctors who were selected for service in Iran. The Committee recommend that this scheme of briefing should be devised on a systematic basis and should be extended to cover all Indian experts, specialists and officers going abroad on deputation. The assistance of relevant professional institutes may also be sought in this regard. The Committee further urge that these briefings should be of sufficient duration and be arranged at selected places for the convenience of those who are going to foreign countries. The Committee further recommend that assistance of audio-visuals including films should be taken for such briefings.

2.33. The Committee note that Government have prepared special country notes and special brochures, giving background information on the conditions and development programmes in India in different fields. From the brochure supplied to the Committee, it is however seen that the same is only a collection of articles written by different persons on different aspects and does not meet the requirements of the type of briefing that is actually contemplated. The Committee, therefore, recommend that Government should get these brochures prepared by eminent experts on the subjects which should contain up-to-date information, highlighting the achievements of the country during the last few years, in the economic and industrial fields. The Cultural heritage of the country should also be depicted in the brochures in such a way as to present a unified picture. It should be ensured that these brochures are artistically 'designed, printed

in English, Hindi and other regional languages and are made available at modest price.

2.34. The Committee feel that Indians going abroad should also be aware of the important facts and customs of the country to which they are going. The Committee recommend that Government should also make arrangements for the preparation of brochures on foreign countries where Indians are going in large numbers, giving factual information in brief about the various aspects of those countries, in consultation with our diplomatic representatives in those countries. These brochures which should be for restricted circulation, should be neatly printed and may contain a set of Do's and Don'ts for the ready guidance of Indians going to that country.

CHAPTER III

PERIOD AND CONDITIONS OF DEPUTATION ABROAD

A. Normal period of deputation and extensions to persons sent on deputation

Asked about the normal period of deputation of Indian Experts and officers and maximum period for which these experts and officers have remained on deputation, the Department of Personnel and Administrative Reforms have stated in a written note submitted to the Committee:—

“The period for which Indian Experts are deputed to foreign assignments depends on the nature of the jobs and specific requirements of International Organisations and the foreign Governments. In some cases, these assignments may be related to the implementation of certain specific projects while in others the assignments could be for longer durations. The period of deputation depends on the requirements of the foreign governments. However, it can be stated that ordinarily experts are initially deputed for a period ranging from one to three years depending upon as to whether the assignment concerned is on a fixed contract basis or for execution of any specific project or of an advisory nature.”

Although at the time of release, Ministries/Departments specify the period for which the officers will be on deputation in the foreign assignment, generally requests are received from employing organisations and foreign Governments for extending the term of deputation of Indian Experts, in view of the useful services rendered by them in such circumstances. Before February, 1972, extensions in the term of deputation of Indian Experts on foreign assignments were being granted by the administrative Ministry concerned on receipt of requests from foreign employing organisations. Such requests were considered by the Ministries, keeping in view their own requirements and the nature of requests received. In November, 1971, the Senior Selection Board while considering certain procedural matters relating to foreign assignments, recommended that extensions in the term of deputation of Indian Experts on foreign assignments upto a period of three years may be granted by the

administrative Ministries concerned with the approval of their Ministers while cases of extensions beyond three years, but upto five years may be referred to the Senior Selection Board/Central Establishment Board, as the case may be, for their consideration. All Ministries/Departments were also informed that extensions beyond five years should not be considered, save in very exceptional circumstances.

In November, 1972, the Cabinet Committee on Political Affairs decided that Government servants should normally be deputed to International Organisations for three years in the first instance and thereafter an extension for a period of two years on special grounds can be considered. It was felt that such a system would ensure that the experience gained by our officers abroad is again made available to the agency, deputing them. The Cabinet Committee also decided that in extraordinary cases, short extensions beyond five years may be granted, but after that the Government servant must be made to return to India so that their experience is made use of in India and that a larger number of Indians could have an opportunity of working in foreign countries. It was decided that the above policy can also be applied, as far as is practicable, to Indians serving in International Organisations who were not government servants. Accordingly, instructions were issued to all Ministries/Departments in January, 1973. On the basis of experience gained in the implementation of the instructions issued in January, 1973, especially with regard to persons who are not Government servants, the Senior Selection Board recommended in November, 1974, that the policy of restricting upto a period of five years only, the deputation of Indians to International Organisations and/or foreign Governments need not apply in the case of persons who are not Government servants. The Board also recommend that in their cases, extensions beyond a period of five years may be allowed by the administrative Ministries concerned. As far as the procedure to be followed in respect of Government servants in granting extensions, the Board recommended that such extensions upto a period of five years may be allowed by the administrative Ministries with the approval of the Cadre authorities concerned and the Ministry of External Affairs. The Board recommended that cases for grant of extensions of deputations beyond the period of five years may be referred to the Central Establishment Board/Senior Selection Board by the administrative Ministries only in very deserving cases. These recommendations were approved by the Appointments Committee of the Cabinet and suitable instructions in the matter were issued in December, 1974. It has been clarified that each case would have to be considered by Board on merits, keeping in view the importance

of the assignment and the overall national interest. While issuing these instructions, it has been clarified that before making such reference to the Department of Personnel and Administrative Reforms for grant of extension in the case of Government servants beyond the period of five years, it would be advisable to obtain the views of our senior representatives in the International Organisations/countries concerned, wherever practicable, with regard to the need for such extensions. Each case would have to be considered by the Board on merits, keeping in view the importance of the assignment and the overall national interest.

3.2. A leading former civil servant in the country in his memorandum submitted to the Committee has stated:—

“The period of deputation should normally be for a period of two years and in no case should it extend beyond three years. It is important that officers and experts who go out on deputation abroad do not get out of touch with the conditions at home, thereby generating a desire in them to stay away, leave their occupations in the country and find work in foreign countries. If this happens, the country will be faced with brain-drain of a kind which might be difficult to replace.”

3.3. A leading authority on public administration has stated in his memorandum submitted to the Committee:—

“Normally the deputation period should not exceed three years and it should not be less than two years. In the case of specialist professors and experts where it is difficult to spare their services so long, the borrowing agencies should be told in advance the shorter period for which such specialists can be spared.”

3.4. A leading former civil servant in his evidence before the Committee has stated:—

“Sometimes people go on assignments to the International Organisations or other world bodies. They go on getting extension after extension till the date of their retirement and once they retire, they become free lancers. So, the country does not get anything out of it. Therefore, the period of deputation should be limited. They should come back to the home country so that the expertise they gained from their experience could be of some benefit to the country.”

3.5. Asked about the number of cases where extensions were requested and the number of extension granted beyond five years, the

Department of Personnel and Administrative Reforms have furnished the requisite information for the years 1972 to 1975 (upto 30-4-1975) (Appendix II). It is seen from the information supplied to the Committee that during this period, 802 cases of extensions were considered out of which in 787 cases, extensions were approved in 15 cases, requests for extensions were rejected. Out of these, in 440 cases extensions were approved beyond five years and in 17 cases extensions were sanctioned beyond a period of ten years.

3.6. Asked about the grounds on which these extensions have been granted, the Department of Personnel and Administrative Reforms have furnished the following grounds:—

- (1) A large number of technicians mostly belonging to the Post and Telegraphs Board (Ministry of Communications) and the Ministry of Railways were sent in batches for manning technical projects in the developing countries. Although their tenures expired at the same time, all of them could not be recalled together. Their withdrawal had to be done in a phased manner.
- (2) In view of the national advantages flowing from having Indians in key positions in the International Organisations and the foreign Governments, proposals for extension of deputation of persons holding such positions were considered favourably.
- (3) Cases where the Indian experts deputed abroad had good prospects of being promoted to key position were also considered favourably.
- (4) Extensions were granted in the cases of persons who were involved in projects in such a manner that they could not be released midstream.
- (5) Extensions were allowed in special cases in the national interest.
- (6) Extensions were granted liberally in the case of non-officials and retired officials.
- (7) The developing countries of Asia, Africa, and Latin America do not yet have adequately trained counter-parts to take over from the Indian experts and officers deputed to those countries. These countries, therefore, sometimes approach the Government of India for granting extensions in the terms of deputation of our experts. Such requests were considered sympathetically consistent with our own requirements of technical personnel."

3.7. Asked if Government have prescribed any maximum period upto which a person can remain on deputation, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

“By and large, the period of deputation normally granted to a person going out is three years. It is only after he has completed three years that specific recommendations are received. Every individual case goes upto the Central Establishment Board or the Senior Selection Board as the case may be in order to determine whether it is necessary to extend the period of deputation. By and large, the maximum period is five years, where individual extensions are granted, there are certain exceptions also where people have been granted extensions for more than five years. The reasons are firstly, that it is felt that it would be in the national interests to hold on to the key post which is at the present moment held by an Indian. If he were to come away, it is not likely that the post would go to an Indian. That may be a strategic position in an International Organisation. In that case, we would permit an Indian national to continue beyond five years. The other cases, where this extension has been granted relate to the technical people. There again, it is felt that the expertise that is available or which can be gained by the person there holding the jobs would be useful when he comes back to this country. That job would be available to him only when he comes back to the country.”

3.8. Asked why extension beyond five years had been granted in as many as 440 cases, the representative of the Department of Personnel and Administrative Affairs stated in his evidence before the Committee:—

“It is not a fact that extensions have been granted extensively. As the figures would reveal only about 15-16 per cent persons are able to get an extension beyond five years and the rest 85 per cent have to come back within the particular time-limit. We have scanned all these cases where extensions have been granted beyond five years..... In fact it was not in the individuals interests that these extensions have been granted. They were granted in larger national interests.”

3.9. Asked about the composition of Senior Selection Board and the Central Establishment Board, the representative of the Depart-

ment of Personnel and Administrative Reforms stated before the Committee:—

“The Senior Selection Board comprises, the Cabinet Secretary as Chairman, the Secretary, Department of Personnel and the Secretary, Home Ministry as members and two other senior secretaries nominated by the Prime Minister. The Establishment Officer is the *ex-officio* Secretary of the Board.

As far as the Central Establishment Board is concerned, the Secretary, Department of Personnel is the *ex-officio* Chairman and the Establishment Officer is the *ex-officio* Member-Secretary and consists of three other Secretaries nominated by the Prime Minister.

These Boards consider not only the cases of extensions but also consider cases of postings, tenure, training, selection and all the rest of them.”

3.10. Asked about the position prevailing in the Ministry of External Affairs regarding extension to officers deputed to Indian Missions abroad, the representative of the Ministry of External Affairs stated:—

“External Affairs Ministry officers go abroad for three years under the normal rule and they come back to Headquarters after serving for two or three terms abroad. This, however, is subject to exigencies of the service. And for personal reasons, they may be recalled even before the normal period of assignment.”

3.11. Asked about the number of officers who have been posted at their present station of posting for more than 3 years, 5 years or 10 years, the Ministry of External Affairs have furnished the following statement on the basis of available information:—

Category of Officers	Total No. of Officers posted abroad.	Posted at their present station of posting for more than		
		3 years	5 years	10 years
I	2	3	4	5
1. Grades I-IV of I. F. S. . . ,	121	11	2	nil
2. Sr. Scales of I. F. S. & other class-I officers . . .	272	18	1	nil
	393	29	3	nil

3.12. The Committee note that at present Indian experts and Officers are being deputed abroad normally for a period of three years and extension beyond this period of three years is granted by the administrative Ministries concerned upto a further period of two years. Extensions beyond a period of five years are being granted by the Senior Selection Board/Central Establishment Board only. The Committee further note that between the period 1972 to 30th April, 1975, extensions were approved in as many as 785 cases, out of which extensions in 440 cases were approved beyond five years and in 15 cases extensions were sanctioned beyond a period of ten years.

3.13. It has been represented to the Committee that generally experts and officers sent on deputation abroad continue to get extensions with the result that other people do not get a chance to go abroad and the country is also deprived for a prolonged period the benefit of experience gained by these experts and officers who have gone abroad. While admitting that there may be certain deserving cases where in the national interest, it would be necessary to grant extension of term of deputations abroad, the large number of cases in which such extensions have been granted during the last three years underlines the need to screen such requests for extension more strictly so as to obviate any cause of complaint in this regard. The Committee would, therefore, like the Government to examine the position thoroughly and ensure that the cases of grant of extensions are reduced to the barest minimum. In any case, it should be ensured that the persons sent on deputation do not develop a vested interest in their continuing in foreign assignments.

D. Age-limit for persons sent on deputation

3.14. Asked if senior persons who were on the verge of retirement were selected to go on deputation abroad with the result that the country did not get any benefit of their experience, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

“What is necessary to remember is that, for sending out people from here, we are not making the selection, it is someone else who is making the selection, and he does so on a competitive basis. Very often, the competition is between the candidates sponsored from here and the candidates sponsored from other countries, including developed countries. Therefore, the persons who have to be sponsored have got to be fairly senior in order to be able to stand their ground in competition *vis-a-vis* the others. This is an important fact to be taken note of which will have

an impact on the age and qualifications. The Second thing which has to be taken note of is the fact that it is the younger people who tend to be attracted by the glamour of the other countries and, therefore, the point became relevant that if we send out far too young people, they are likely to stay back and forget our country. Therefore, we have got to strike a balance as between the younger group and the older group. I know, this balancing feat is somewhat difficult. But I may say that, by and large, we have not been sponsoring people who are on the verge of retirement."

3.15. The Committee note that at present there is no prescribed maximum age-limit for the persons who are sent on deputation. The Committee would like to point out that our policy regarding selection of persons for being sent abroad on deputation, particularly to U.N. Agencies, should be such as would enable the country to get maximum benefit from the experience of those persons on return to the country. The Committee, therefore, recommend that Government may examine the feasibility of prescribing maximum age-limit so as to ensure that only those persons are sent on deputation to these organisations who have sufficient service left and are expected to return to their assignment in India, after the expiry of the period of their deputation abroad.

C. Resignation by Experts/Officers while on deputation abroad

3.16. At its meeting held on 29th November, 1972, the Cabinet Committee on Political Affairs considered a note from the Cabinet Secretariat and, *inter alia* approved the following proposal:—

"At present, Government servants on deputation to International Organisations who wish to resign from service have to return to India before their resignation is considered. The possibility of taking a bond from Government servants deputed to International Organisations and prescribing a heavy penalty in the event of resignation without approval should be examined."

3.17. Asked about the action taken on the proposal of taking a bond from Government servants deputed to International Organisations and prescribing a heavy penalty in the event of resignation, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

"That was a suggestion made at one time, but after examination we came to the conclusion that it was not necessary in the case of Government Servants because if he were

to resign, he loses all the benefits he has earned while in service. Therefore, there have been very few cases where a Government servant has opted to resign while working with U.N. Organisations or with any other organisation. In such cases where someone tenders his resignations, the rule is that he will come back to the country and his resignation will be accepted only then which means that he will have to come back if at all the wishes to quit and he may go back at his cost and join. That is why this rule has been provided that he will have to come back to country before his resignation is accepted...
As far as others are concerned, I suppose there is no question of resignation as such. But the question of taking bond from people who are working in public sector undertakings certainly needs to be examined because as it is, these rules do not apply to public sector undertakings and some of them do go out. So, that is a good suggestion to examine."

3.18. The Committee note that in case a Government servant on deputation abroad, wishes to resign from Government job, he has to return to this country and only thereafter he can resign from the post. As by resigning he loses all retirement benefits, it is not considered necessary to take any bond from Government servants being sent on deputation. The Committee, however, note that this condition does not apply in the case of employees of public undertakings. The Committee consider that as large number of persons from public undertakings etc. are also being sent on deputation abroad, the system of taking a bond from them before being sent abroad on deputation so as to ensure that they do not resign in foreign countries, should be introduced without delay.

D. Terms and conditions of the deputation of Experts and Officers abroad.

3.19. In the case of Central Government servants, period of foreign service is treated as service under Government. The selected officer remains in the cadre in which he was included in substantive or officiating capacity immediately before proceeding on deputation abroad.

Pension

A Central Government servant deputed on foreign service abroad:

- (i) continues to be governed by the pension rules of his parent employer for which he or his foreign employer should pay pension contribution to the parent employer;

- (ii) is not allowed to join any foreign scheme of the foreign employer;
- (iii) with the U.N. bodies and the Commonwealth Secretariat may be allowed to join the U.N. Joint Staff Pension Fund subject to certain conditions. No pension contributions are required to be paid in such cases.

Pension contributions

The Central Government employee deputed under Bilateral arrangement has generally to himself pay pension contributions to the Government of India in respect of his foreign service at the rates in force from time to time. He thus counts the period of deputation abroad for pension under Central Government. The amount of such contribution is intimated by the Audit Officer in individual cases.

Gratuity

No restriction is applied on the salary etc. received in foreign assignments. But the Finance Ministry has placed certain restrictions in the matter of acceptance by Indian Officers of gratuity offered by certain countries on successful completion of assignment abroad. According to these instructions the amount of such a gratuity (generally 25 per cent of total basic salary drawn abroad) should be credited in the G.P.F./C.P.F. of the Officer concerned. The amount of gratuity would thus become part of the accumulation in the G.P.F./C.P.F. of the officer concerned.

Leave

The leave of Central Government employees during the period of foreign service is regulated under the rules of the foreign employer. The leave salary in respect of leave granted by that employer is also paid by him and the leave is not debited against the Government servant's leave account. The period of foreign service do not count towards leave under the Government of India.

Provident Fund

During the period of foreign service a Central Government employee continues to subscribe to the Provident Fund to which he was subscribing at the time of proceeding on foreign service in accordance with the rules of such fund.

Ministry of Finance (Expenditure Division) is the main agency which prescribes general conditions for deputation abroad.

3.20. Asked about the currency in which pension contributions and subscription to the Provident Fund were being paid by Government employees sent on deputation abroad, the representative of the Ministry of Finance stated in his evidence before the Committee:—

“There is no prescription at the moment regarding the currency in which pension contributions and other things have to be paid. The question was examined in 1973 in respect of pension, gratuity and other contributions of an Indian Officer working abroad. We consulted the Ministry of Law, Department of Personnel and in our own Ministry, Department of Expenditure also. We had in mind the idea to ensure all these payments should be made in foreign currency. As a result of inter-ministerial and inter-departmental discussion, it was felt that we should allow the present system where it could be paid in foreign exchange or in rupees. The reasons were that the type of deputation were different and it would be difficult to evolve a uniform pattern..... The Ministry of Law who were consulted sometime ago felt that we cannot legally enforce a requirement of the type which would force him to use the foreign exchange for this purpose. It was our view that while in terms of the present orders, we could not legally enforce it, it was worth examining whether the contracts could be so devised as to make this requirement compulsory.”

3.21. The representative of the Ministry of Finance further stated:—

“I should like to refer to the more general question which I believe is at the back of this question: We have invested so much in the training of our professional men who then go abroad but should not this country get the benefit of some part of their foreign exchange earnings? We ourselves in the Ministry of Finance raised this point and considered this question. This question covers the Government officers but we considered all persons, engineers, doctors and other professional people. At the highest level, it was considered whether we could not make renewal of passports conditional on evidence being produced of remittances being made through legal Indian banking channels. It was felt that we need not insist on compulsion and that we should persuade our professional people

working abroad that they should remit at least ten percent of their earnings abroad to India by way of foreign exchange remittances and I submit that we might want to see how this experiment works. We have ourselves got statistics to show that more Indians are working abroad than nationals of some other neighbouring countries but the amount of foreign remittances that those countries get are much more. But recently remittances coming into our country have increased manifold compared to what it was about a year ago and this is due to the stern measures against exchange compensation racketeers."

3.22. The Committee note that at present Government employees sent abroad have the option to pay their pension, provident fund contributions etc. in foreign currency or in Indian rupee. The Committee consider that in view of the difficult position regarding foreign exchange and the need for earning maximum foreign exchange, it should be ensured that all Indians serving abroad who are getting their salary in foreign currency and who have to contribute to their pension, provident fund etc. in India should be made to pay their contributions in foreign currencies. The Committee note that at present there is some legal lacuna due to which it has not been possible to make it compulsory for these persons to pay their contribution in foreign currencies. The Committee recommend that Government should take immediate steps to remove any legal lacuna in this regard and make it compulsory for all Indians whether in Government service or public or private sector service, who are serving abroad and are getting their salary in foreign currency and who have to contribute to pension, provident fund etc. in India to pay their contributions in foreign currency only.

3.23. It has been pointed out by the representative of the Ministry of Finance during evidence that although more Indians are working abroad than nationals of some other countries, the amount of foreign remittance that India receives, is much less than those countries. This is a very peculiar situation. The Committee note that for the present Government is relying more on the policy of persuasion than of compulsion in this matter. The Committee recommend that Government should take effective and strict measures to ensure that Indians working in foreign countries remit their savings through legal channels. As a first step, Government should ensure that those persons who have been sponsored by Government should send their remittances through legal channels only. The Committee have no doubt that such a measure would have an impact on all Indians who send their remittances to India. The Com-

mittee further suggest that wherever request for extension of passports are received from Indians serving in foreign countries, Government may check the remittances made by them through legal channels and may take this duly into account while reaching a decision on the request for extension of the Passports for a further period.

CHAPTER IV

MANPOWER PLANNING.

A. Planning regarding Experts and Officers for deputation abroad

As has been stated earlier, during the last three years, there has been considerable increase in the number of Indian Experts and Officers who are being sent abroad on deputation. The categories of Experts who are required to be sent on deputation abroad and their disciplines are also very large. Asked if any study has been made of the type and number of experts which are normally required for such assignments, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

“The answer is in the negative. No formal study has so far been made and it would be worthwhile making such a study. But by and large, our embassies and missions abroad keep on assessing the requirements of the personnel likely to be drafted from the country and keep the External Affairs Ministry informed, who in turn informs us. There are a few countries who have projected their requirements for the next few years. Iran, for instance, has projected its manpower requirement in the technical field for the next five years.”

4.2. Asked if Government have made any detailed review with reference to manpower required in various fields for meeting the country's requirements as well as the known and estimated requirements of other developing countries and if in carrying out the above review, have Government taken into account the capacity available in our Universities, professional and training institutes etc., the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

“So far as the first part is concerned, the answer is in the negative. For the second, it is in the affirmative.... As far as studies for assessing the manpower requirements are concerned, the Planning Commission had appointed in 1972 before the formulation of the Fifth Plan, a steering group on Employment and Manpower and they made a special study of the requirements of manpower in the coun-

try for the next five years in six categories *viz.*, engineering, agriculture, medicine, teaching, science and technology and managerial. This group of the Planning Commission made special studies and made its recommendations which were incorporated ultimately in the Fifth Plan."

4.3. The representative of the Planning Commission further stated:—

"In connection with the formulation of the Fifth Plan, a Steering Group on Employment and Manpower was set up under the Chairmanship of Prof. S. Chakravarty, Member, in January, 1972 to examine the manpower requirements for the entire economy for the Fifth Plan period and to identify sector-wise, the manpower problems and to indicate the manpower strategy in the context of economic development. To examine this problem, six Working Groups were set up to deal with various issues relating to supply and demand of six selected categories. The Steering and Working Groups in their deliberations and final report reviewed the stock position, the expansion of training facilities that has taken place in respect of different categories of manpower and other attendant problems and various issues relating to supply and demand and made an estimate of the requirements of the technical personnel during the Fifth Plan period. The views and recommendations of the Steering Group and the six Working Groups were taken into account by the Planning Commission while drawing up the draft Fifth Five Year Plan....But the estimated requirements of different categories in other developing countries have not been looked into by the Planning Commission. All studies relate to India as such."

4.4. Asked about the main recommendations made by the Steering Group on Employment and Manpower, the representative of the Planning Commission stated:—

"The recommendations made after the detailed study of selected categories of manpower are contained in Chapter 12 of the report of the Steering Group on Manpower. Certain policies and changes in strategy have been indicated in it for different categories of manpower, and the matter is also being pursued with the concerned Ministries and other agencies, so that action on the basis of these recommendations are taken quickly."

4.5. The Steering Group on Employment and Manpower had made the following important recommendations in its report:—

1. A periodical review of the expansion of facilities for engineering degree and diploma course during the Fifth Plan is necessary in the light of the estimates of demand made for a Plan period and the prevailing levels of unemployment among graduates and diploma-holders. The restoration of cut in admissions may have to be made selectively in respect of various disciplines in different states only in these fields where manpower shortages are being experienced or new demands for specialised categories of manpower are foreseen.
2. The programme of diversification of craftsman training should be accorded high priority during the Fifth Plan. The case of diversification should be for linking them with the needs of the industry in a region rather than producing the traditional specialists in which there is considerable unemployment. The process of diversification and restructuring of the ITI's should also be oriented to meet the skill requirements of rural areas and the services sector.
3. According to the Medical Education Committee, 1969, the admission capacity of the Post-graduate Department, both in degree and diploma-courses were being under-utilised. The Committee was also critical of the bias towards more specialisation and the special inducements made available to post-graduates. In the circumstances, any proposal for further increase in admission capacity for post-graduate courses during the Fifth Plan should be viewed with greater circumspection.
4. The Mudaliar Committee laid down a norm of one doctor that adequate number of posts have not been created during the decade 1961—71. The ratio is found to be more unfavourable in rural areas. There should be at least one nurse for 3 beds in a teaching hospital and one nurse for 5 beds in a non-teaching hospital. This norm is the minimum required for proper patient care but it is reported that adequate number of posts have not been created. Lack of employment opportunities in many states had led to flight of trained nurses abroad. Steps are required to arrest this growing trend.

6. There is a felt-need for science and mathematics teachers and women teachers particularly in schools situated in the rural side. The States should first identify the educationally backward areas and initiate studies with a view to assessing the extent of shortage of science|mathematics teachers and for explaining the possibility of inducting women teachers by providing them suitable incentives.

4.6. The Committee note that although the number of Indian experts and officers who are being sent on deputation abroad, is continuously on the increase and experts in diverse fields are required to be sent on deputation abroad, Government have not conducted any study of the type and number of experts which are normally required for such assignments. The Committee would like to point out that manpower and talent are the greatest assets of our country. We have already developed considerable infra-structure in the field of scientific and technical education with the result that skilled and technical persons are available in large numbers in our country. At this stage, we can help the developing countries in implementing their development programmes, by making available our technical manpower, wherever possible. The Committee therefore recommend that Government should conduct a detailed study, not only of the requirements of various categories of experts/specialists in the country but the likely requirements of developing countries in the various fields and suitably adjust our educational facilities and training programmes in such a manner that the manpower requirements both for domestic needs as well as for deputation to these countries, could be met in full. The Committee has already dealt with this in detail in Chapter II of the Report.

4.7. The Committee would like to point out that most of the developing countries have already made projections regarding their manpower requirements in their development plans. It should therefore be possible for Government to study plans and programmes of these developing countries systematically and frame estimates of short term and long term requirements of various types of personnel. Indian Embassies and Missions in the developing countries should also be asked to keep in continuous touch with the developments and requirements of those countries so as to keep the Government of India fully informed in time about their likely requirements of experts and officers on short-term and long-term basis so that the Government may be able to undertake perspective planning in regard to the training and availability of these experts and no difficulty is

experienced in making available the services of experts, required by such countries.

4.8. The Committee further recommend that Government should maintain panels, containing up-to-date information regarding qualifications experience etc., of experts/specialists available in the country in various disciplines so that Government could have ready information regarding the position in respect of availability of experts/specialists in various disciplines and may be able to make selection of such experts, whenever required, even at a short notice. The Committee need hardly emphasise that these panels should be updated periodically.

B. Emigration of Indian Experts to Foreign Countries

4.9. One of the main problems being faced by the country is the emigration of Indian Experts in large numbers to foreign countries. The problem has assumed alarming proportion in the recent years. According to an estimate in 1971, over 30,000 scientists and technical personnel were abroad, out of which about 17,000 held a Postgraduate degree, including 5,000 with a doctorate. The number must have increased considerably since then. The staggering loss to the country from this "brain-drain" can be judged from the following facts brought out by a study conducted by the United Nations Conference of Trade and Development (UNCTAD):—

"When a medical doctor leaves India to settle in the United States, it amounts to a loss of Rs. 3,30,000 for India and a gain of Rs. 51,75,000 to the U.S.

And every scientist leaving India makes the country poorer by Rs. 1,72,000 while adding Rs. 18,75,000 to the wealth of America.

In 1970 a total of 3,141 Indian doctors and scientists emigrated to the U.S. thus contributing a staggering Rs. 6,563 million to that country in a single year by way of brain drain.

These and other "monetary effects" of brain drain have come out of a study by the United Nations Conference of Trade and Development (UNCTAD) of what is called "the reverse transfer of Technology."

4.10. Asked if Government have considered the impact of emigration of a large number of doctors scientists, engineers and other

technical personnel, the representative of the Department of Personnel and Administrative Reforms stated in his evidence before the Committee:—

“There is no doubt that the country has the pre-emptive right to use the talent which is produced here. The C.S.I.R. did carry out some sort of study to find out whether this brain drain, which is so much talked about is in fact correct. Two things have to be taken into consideration: What is the manpower that is being produced annually in the country and how much is going to be absorbed. We have been informed that every year on an average about 30,000 technical personnel are being produced—6000 scientists, 15,000 engineers and 9,000 doctors. In term of the engineers on the unemployed register, it would be sent that all of them have not been absorbed. So far as doctors are concerned, even though we are producing 11,000 medical graduates, in terms of doctor—population ratio, it is unfavourable and all these doctors can be absorbed.....On the one hand we have to ensure that all the people we require are available to this country. On the other, if there is surplus, they should be usefully utilised. Even if they go abroad, they are improving our relations with those countries or bringing in some foreign exchange. All these have to be considered together. But on one point, I am quite sure, i.e. scarce material should not be allowed to go abroad. Yesterday, I mentioned about the Middle-East countries wanting to pinch some of our oil exploration experts. As it is, there is no law to prohibit them to go outside. There should be a law enacted to prohibit such people from going out altogether. Even if it amounts to taking extra legal steps, it would be worthwhile doing so.”

4.11. When his attention was invited to the study conducted by UNCTAD, the representative of the Department of Personnel and Administrative Reforms stated:—

“That was a very interesting UN study. They explored altogether a new ground. Certainly it is a matter of concern to all developing countries.....We are also concerned with this matter. The Department of Science and Technology and the concerned section of the C.S.I.R. made a study of this reverse transfer of technology.”

4.12. The Committee note that a large number of Indian experts/specialists are going away to foreign countries and this trend is on the increase. As has been pointed out by a study conducted by the United Nations Conference of Trade and Development, every medical doctor leaving India amounts to a loss of Rs. 3.3 lakhs and every scientist leaving India makes the country poorer by Rs. 1.73 lakhs. The Committee feel that in view of the heavy cost incurred by the country on the education of these scientists and doctors etc., the country has a prior claim on the services of these persons.

4.13. The Committee would like Government to make a detailed study to find out the reasons why scientists and doctors etc., are eager to go away to foreign countries and to take suitable remedial measures in this regard. Government should also give wide publicity about the employment opportunities in the country, pay scales and other facilities etc., available so that these persons are able to seek employment in the country itself.

4.14. The Committee would like to stress that there are vast opportunities in the country which provide a challenge to the scientists and doctors etc., to put their talents to the service of the nation, particularly, for ameliorating the conditions in rural and backward areas. The Committee also feel that those who have been trained at public expense, should compensate at least for expenditure incurred on their training by serving in the country itself or by remitting an equivalent amount.

4.15. It has been brought to the notice of the Committee that there is considerable shortage of Indian experts/specialists in certain disciplines like Petroleum experts, trained nurses etc. The country, therefore, can ill-afford to allow these experts/specialists to go away in large numbers to foreign countries. The Committee, therefore, recommend that keeping the country's interest uppermost in view, Government should undertake a detailed study of the manpower and technical expertise which is scarce in the country and should take effective measures to restrict their recruitment for service in foreign countries. Suitable measures may also be taken to remove legal lacuna if any, in this regard. The Committee further recommend that arrangements may be made immediately to provide for the training of these scarce technicians and experts/specialists in larger numbers so as to overcome the shortage at an early date.

CHAPTER V

CONCLUSION

Procedure for Selection of Indian Experts/Officers for deputation abroad

Indian experts and officers are being increasingly sent on deputation to foreign countries and the number of such experts and officers has shown continuous increase during the last five years. At present different Ministries deal with the selection of experts in different fields for deputation abroad and no specific guidelines regarding the procedure to be adopted for these selections have been issued. It is imperative that uniform procedures should be adopted for the selection of persons for these assignments. The Government should lay down specific procedures and guidelines for the guidance of all Ministries/Departments dealing with such selections. Government should ensure that in making the selections all applicants who are qualified in the field are duly considered by applying objective criteria to obviate any feeling of discrimination.

5.2. While selection of specialised persons for deputation to international organisations may continue to be dealt with by the concerned Ministry, selection of persons for categories other than specialised ones, should be centralised and handled in the Department of Personnel and all requests of foreign governments/agencies for such deputations should be addressed to that Department. The revised procedures and guidelines for such selections should be reviewed periodically in the light of experience gained.

5.3. The system of selection of Indian experts/officers for deputation abroad, should be broad-based and equitable, so that all those persons who fulfil the prescribed qualifications have a fair chance to apply and be considered on merits for these selections. The application forms should be so devised so as to enable all the candidates to furnish relevant factual information to facilitate objective assessment at the time of selection. The processing of applications should be on a scientific, equitable and rational basis so as to ensure that all those who fulfil the required qualifications are included in the panel.

5.4. The Government should analyse the time-factor required in the various stages of processing of an application so that fair margin

is allowed to the State Governments to call for applications specially from officers in the field. In the interest of expediting correspondence, it would be helpful if an officer is specifically named at the Centre and the States to handle the subject.

Briefing for Indian Experts and Officers going abroad

5.5. As a large number of Indian experts/specialists are going abroad, it is necessary that suitable briefing should be arranged for all Indian specialists and officers going abroad on deputation so as to make them fully acquainted with the developments and achievements of our country as well as basic facts about the country to which they are going. The assistance of relevant professional institutes may also be sought in this regard. Government should get brochures prepared by eminent experts, highlighting the achievements of our country during the last few years and depicting our cultural heritage. Government should also make arrangements for preparation of brochure's on foreign countries where Indians are going in large numbers, giving factual information in brief, about the various aspects of these countries in consultation with our diplomatic representatives in those countries.

Remittance of Pension, Provident Fund Contributions etc.

5.6. At present Government employees sent abroad have the option to pay their pension, provident fund contribution etc., in foreign currency or in Indian rupees. It should be ensured that all Indians serving abroad who are getting their salary in foreign currency and who have to contribute to their pension, provident fund etc., in India, should be made to pay their contributions in foreign currency. The Government should take immediate steps to remove any legal lacuna in this regard. The Government should take effective and strict measures to ensure that all Indians serving abroad who have been sponsored by Government, send their remittances through legal channels only. Whenever requests for extension of passports are received from Indians working in foreign countries, Government may check the remittances made by them through legal channels and may take this duly into account while reaching a decision on the request for extension of Passports for a further period.

Manpower Planning

5.7. Although the number of Indian experts and officers going abroad on deputation is continuously on the increase, Government have not conducted any study of the type and number of experts

which are normally required for such assignments. Government should conduct a detailed study, not only of the requirements of various categories of experts/specialists in the country but likely requirements of developing countries in the various fields and suitably adjust our educational facilities and training programmes in such a manner that the manpower requirements both for domestic needs as well as for deputation to these countries, could be met in full.

5.8. Most of the developing countries have already made projections regarding their manpower requirements in their development plans. Government should study the plans and programmes of these developing countries systematically and frame estimates of short-term and long-term requirements for various types of personnel. Indian Embassies and Missions in the developing countries should also keep in constant touch with the developments and requirements of those countries so as to keep the Government of India fully informed in time about their likely requirements of experts and officers on short-term and long-term basis, that the Government may be able to undertake perspective planning in regard to the training and availability of these experts.

5.9. A large number of Indian experts/specialists are going abroad to foreign countries and this trend is on the increase. Government should make a detailed study to find out the reasons why scientists and doctors etc., are eager to go away to foreign countries and should take suitable remedial measures without delay in this regard. There are vast opportunities in the country which provide a challenge to the scientists and doctors etc., to put their talents to the service of the nation, particularly for ameliorating the conditions in rural and backward areas.

5.10. Wherever in any discipline experts and specialists are short in number and want to leave the country of their own accord, it is but appropriate that they should compensate at least for public expenditure incurred on their training by serving for a specified period in the country itself or by remitting equitable amounts to the institutions where they have been trained. There is considerable shortage of Indian experts/specialists like petroleum experts, trained nurses etc. The country can ill-afford to allow these experts/specialists to go away in large numbers to foreign countries. The Government should undertake detailed study of the manpower and technical expertise which is scarce in the country and should take effective measures to restrict their recruitment for service in foreign countries. Suitable measures may also be taken to remove legal lacuna,

if any, in this regard. Arrangements may also be made immediately to provide for the training of these scarce technicians and experts/specialists in large numbers, so as to overcome the shortage at an early date.

NEW DELHI;
January 24, 1976

Magha 4, 1897 (Saka)

R. K. SINHA,
Chairman,
Estimates Committee.

APPENDIX I
(Vide para 2.1 of the Report)

List of Jobs and fields for which panels of names are being maintained by Government.

Panel of Doctors, Nurses etc.

S. No. Field of Specialisation

1. General Duty Doctors (Physicians)
2. Gynaecology, Obstetrics and Family Planning
3. T.B. & Chest Diseases Physicians
4. Pathologists
5. Ophthalmology
6. Dentists
7. Psychiatrist
8. Radiologists
9. Pharmacology
10. Teaching in Medical Colleges
11. Blood Bank Org. and Administration
12. Port and Airport Health Admn.
13. Eradication (Malaria)
14. Public Health Admn.
15. Orthopaedic Surgeons
16. Prosthetics and Orthotics
17. E.N.T. Specialists
18. Pediatricians
19. Anaesthesiology
20. Otolaryngology
21. Dermatologists
22. Surgeons
23. Dietetics/Nutrition
24. Hakims
25. Health Education
26. Leprosy

- 27. Venerologist
- 28. Radiographers
- 29. Physiotherapist
- 30. Cardiologist
- 31. Homeopathics
- 32. Refractionist
- 33. Neurosurgery
- 34. Ayurveda
- 35. Unani
- 36. Nurses
- 37. Pharmacists
- 38. Lab. Technicians

Panel for Accountants, Financial Experts etc.

S. No. Field of Specialization

- 1. Accountant Officers/SAS Accountants/Audit Officers Accountants etc.
- 2. Chartered Accountants
- 3. Cost & Works Accounts Officers/Accountants
- 4. Financial Experts
- 5. Banking Experts
- 6. Insurance Experts
- 7. Operation Research & Computers
- 8. Taxation Experts
- 9. Stenographers
- 10. Clerical/Secretariat Officers
- 11. Co-operative Officers
- 12. Hotel Management
- 13. Economists
- 14. Statisticians
- 15. Store Officers/Clerks
- 16. Library Science Experts
- 17. Miscellaneous Categories
- 18. Planning Experts
- 19. Coaches

20. Demographers
21. Coy. Secretaries
22. Portugese knowing experts
23. Drivers/Motor Mechanics etc.
24. Social Science

Panel of Professors/Lecturer and Teacher

S. No. Field of Specialization

1. Veterinary
2. Sociology
3. Biology
4. Physics & Maths
5. Labour & Social Welfare
6. English & Political Science
7. ENGLISH
8. Geography
9. Commerce
10. Military Academy
11. Science
12. Bio-Chemistry
13. Botany
14. Sanskrit
15. Zoology, Fisheries Anatomy
16. Education Guidance/consulting
17. Vocational Guidance
18. Politics, History, Economics
19. Geology
20. Physics and Chemistry
21. Zoology
22. Educational Admn.
23. Economics/Transport
24. Hindi
25. General Teaching Career
26. History & English
27. Logic/Philosophy/Religion
28. Drama

- 29. Law
- 30. Mathematics
- 31. Fine Arts/Crafts
- 32. English & Social Studies
- 33. Physical Studies
- 34. Mechanical Engineering
- 35. Civil Engineering
- 36. Hydrology/Irrigation
- 37. Electrical
- 38. Meterology
- 39. Automobile
- 40. Mining
- 41. Urdu, Persian, Arabian
- 42. Mechanical Drawing/Painting
- 43. Tele-communication Engineering
- 44. Teachers Training
- 45. Chemical Engineering
- 46. Nautical Engineering
- 47. English & French
- 48. Library Science
- 49. Matallurgy.
- 50. Public Health Engineering
- 51. Industrial Engineering.
- 52. Agriculture
- 53. Aeronautical Engineering
- 54. Nursing
- 55. Home Science.
- 56. Pharmaceutical
- 57. Production T.V.
- 58. Statistics
- 59. Air-conditioning & Refrigeration
- 60. Educational Psychology
- 61. Health Education
- 62. Languages
- 63. Forestry Technology

64. Printing Technology
65. Shorthand & Typewriting
66. Materials Management.
67. Architecture & Town Planning
68. Ceramic Engineering
69. Computers
70. Audiology
71. Radiography
72. Textile Weaving
73. Music
74. Costume, Dress making
75. Electronics, Radio

Panel of Engineers

Sl. No.	Subject
1.	Civil Engineers—Degree Holders —Diploma Holders
2.	Mech. Engineers—Degree Holders —Diploma Holders
3.	Elec. Engineers—Degree Holders —Diploma Holders
4.	Architecture
5.	Technicians
6.	Metallurgy
7.	Chemical Engineers
8.	Automobile Engineers
9.	Petroleum
10.	Sugar Technicians
11.	Production Engineer
12.	Harbour & Coastal
13.	D'man
14.	Aeronautical Engineers
15.	Public Health Engineers
16.	Tracer
17.	Radio Engineers
19.	Mining

20. Overseers
21. Steel Foundry
22. Refrigeration
23. Telecommunication
24. Surveyors
25. Industrial Engineers
26. Electronic Engineers
27. Instrumentation Engineers
28. Large Heavy Engineering Industry Engineers.
29. Elec. & Mec. Engineers
30. Marine Engineers
31. Broadcasting Engineers
32. Light House Engineers
33. Safety Engineers
34. Agricultural Engineers
35. Pilot Engineers
36. Fertilizer & Chemical Engineers
37. Textile Engineers
38. Cartographic Engineers
39. Wireless Engineers
40. Oil Technicians
41. Leo Engineers
42. Ceramic Engineers
43. Hydraulic Engineers
44. Steel & Heavy Engineering Industry Engineers.
45. Material Engineers
46. Soil Experts
47. Welding Engineers

Panel of Experts in Miscellaneous Categories

S. No.	Field of Specialisation
1.	Industrial Advisers/Engineers
2.	Management and Administration
3.	Art Sculpture-Painting-Photography
4.	Law/Police

5. Leather-Hide-skin-Experts
6. Labour Welfare/Social Welfare/Pub. relations/Labour relations.
7. Mining/Geology.
8. Agricultural Experts
9. Fisheries Experts
10. Food & Dairy Technology
11. Vaterinary Experts
12. Insurance Experts
13. Publicity/Journalism/Printing
14. Machine Tools-Instrument MINT Technology
15. Petroleum & Oil
16. Textile Techonology
17. Scientist/Laboratory Technology
18. Forestry Experts
19. Rail/Road/Marine/Transport/Shipping
20. Chemists
21. Metallurgy, Foundary Engineering
22. Production
23. Telecommunication Engineer
24. Aeronatical.
25. Physics/Electronics
26. Marketing, Trade, Purchase, Sale, Store Etc.
27. Community Development.

APPENDIX II

(Vide para 3.5 of the Report)

Statement of cases of extensions in the terms of deputation abroad considered by the Senior Selection Board/the Central Establishment Board.

Year and category of Assignment	No. of cases of extension considered	No. of cases where extension approved	No. of extension cases rejected	No. of extension cases beyond five years approved	No. of extension cases beyond ten years approved
1	2	3	4	5	6
1972					
(i) International Organisations	35	34	1	9	1
(ii) Bilateral	52	48	4	21	2
(iii) Aid Programme	7	7	3		
TOTAL	94	89	5	33	3
1973					
(i) International Organisations	90	88	1	28	4
(ii) Bilateral	332	329	3	260	3
(iii) Aid Programme	19	19	6		
TOTAL	441	436	4	294	7

Year and category of assignment	No. of cases of extension considered	No. of cases where extension approved	No. of extension cases rejected	No. of extension cases beyond five years approved	No. of extension cases beyond ten years approved	No. of extension cases beyond fifteen years approved
1	2	3	4	5	6	
1974						59
(i) International Organisations		84	82	1	32	4
(ii) Bilateral		113	111	2	48	2
(iii) Aid Programmes		33	33	5		..
TOTAL	•	•	230	226	3	85
						6
1975 (Up to 30-4-1975)						..
(i) International Organisations	•	•	14	11	3	8
(ii) Bilateral	•	•	22	22	19	..
(iii) Aid Programmes	•	•	1	1	1	..
TOTAL	•	•	37	34	3	28
GRAND TOTAL	•	802	785	15	440	1.

APPENDIX III

(Vide Introduction)

Summary of Recommendations/conclusions contained in the Report

S. No.	Reference to Para No. of the Report	Summary of Recommendations/Conclusions
(1)	(2)	(3)
1	1.18	<p>The Committee note that Indian experts and officers are increasingly being sent on deputation to foreign countries and the number of such experts and officers has shown continuous increase during the last five years. As against 351 experts and officers sent on deputation abroad in 1970, the number of such experts and officers during 1974 was 1,414. During the first 10 months of 1975, as many as 2421 experts and officers have been sent abroad under the Bilateral or Direct Contract and I.T.E.C. assignments alone.</p>
	1.19	<p>The Committee note that at present different Ministries deal with the selection of experts in different fields for deputation to international organisations and there is no central or coordinating agency dealing with the selection of such experts and officers. The Committee further note that no specific guidelines regarding the procedure to be adopted for these selections have been issued. It has thus been left entirely to the concerned Ministries to make the selection for these deputations. The Committee have referred to the varying procedures being followed by different Ministries for making these selections. It has been represented to the Committee by a number of non-officials that in order to ensure uniformity, objectivity and impartiality in these selections, there should be a unified agency. The representative of the Department of Personnel and Administrative Re-</p>

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forms has, however, expressed difficulty in having a unified agency for making these selections on the ground that most of the persons required are for specialised jobs which can be fully assessed only by the specialised agencies. The Committee also note that in November, 1970, a 'Position Paper' on Foreign Assignments was prepared and circulated to the concerned Ministries for their comments. One of the points in this Paper, related to the question of setting up of a central agency to handle foreign assignments. In the light of the comments received from the Ministries/Departments on the subject, it was however, decided that various Ministries and Departments should continue to handle foreign assignments in their operational sphere as at present.

1.20 The Committee consider that in view of the increasing number of experts and officers who are being sent on deputation abroad from year to year, it is imperative that uniform procedures should be adopted for the selection of these experts and officers to select the most suitable ones as also obviate any complaints in this regard. The Committee recommend that to ensure uniformity of standards in the selection of these experts, Government should lay down specific procedures and guidelines for the guidance of all Ministries/Departments dealing with such selections. The Committee further recommend that while selection of specialised persons for deputation abroad, may continue to be dealt with by the concerned Ministry the selection procedure should specifically provide for the association of a representative of the Department of Personnel in such selections in the interest of ensuring uniformity of approach.

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The Committee recommend that the Ministries, Departments dealing with the selection of specialised persons for deputation abroad should also

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undertake forward planning in regard to the estimated requirements of these experts/officers for deputation abroad.

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The Committee further recommend that selection of persons for categories other than specialised ones, for deputation abroad should be centralised and handled in one Department namely the Department of Personnel and all requests of foreign Governments/agencies for such deputations should be addressed to that Department. That Department should appoint a small Committee in the Department to deal with such cases of selection and arrange to consult all concerned Ministries/Departments etc. in making the selections.

4 1.23

The Committee also recommend that the revised procedures and guidelines should be reviewed periodically say once every year in the light of experience gained. For this purpose they would like Government to undertake a systematic and close follow-up of the performance of the experts and officers sent on deputation so as to assess the adequacy or otherwise of the selection procedures followed in order to effect timely improvements.

5 2.3

The Committee note that Government are at present maintaining panels for different fields of specialisation under five categories and the number of panels for various fields of specialisation total 212. The Committee recommend that as the number of Indian experts and officers going on deputation is continuously on the increase and as there is likelihood of greater demand for Indian experts and officers, Government should conduct an immediate review of the present panels and the various fields of specialisation so as to include panels for new fields of specialisa-

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tion for which there is demand from foreign countries and to omit such fields for which there is no demand. They further recommend that such reviews should be conducted periodically at regular intervals say once a year.

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2.8

The Committee note that at present Government are not maintaining any formal liaison with the Universities and other Institutes of Higher Education for drawing up panels of experts etc., for deputation abroad. They were, however informed that informal liaison was maintained with most of the Institutions/Universities/and that there was no necessity for maintaining formal liaison as panels of names were prepared after advertisements in the Press. The Committee recommend that Government should maintain formal liaison with Vice-Chancellors of all Universities and Career Guidance Bureaus in Universities and leading Institutes like All India Institute of Medical Sciences, Institute of Technology, leading Institutes of Management, Indian Council of Agricultural Research etc., and address them specifically to forward names of suitable candidates for consideration by Government.

2.9

The Committee further recommend that Government should assess in advance the likely demand of persons trained in various disciplines and make it known to the University Grants Commission, Universities, leading Institutions etc., so that they may make suitable adjustment as necessary in their training facilities, to meet in full the demand for trained persons within and outside the country.

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The Committee further recommend that Government should also prepare brochures, giving detailed information about the various jobs/disciplines etc., in which experts and specialists are generally required for deputation abroad and the requisite qualifications for these posts.

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The Committee would like to stress that the system of selection of Indian experts/officers for deputation abroad should be broad-based and equitable. The intention is that all those persons who fulfil the prescribed qualifications have a fair chance to apply for these assignments and for being fully considered on merits for selection. The application forms should also be so devised that they enable all the candidates to furnish relevant factual information to facilitate objective assessment of their qualifications, experience etc., at the time of selection. Moreover, the system of processing of applications for inclusion in the panels should be on a scientific, equitable and rational basis so as to ensure that all those who fulfil the required qualifications are included in the panel.

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2.15

The Committee during their study tours, were informed by a number of State Governments that they did not receive timely intimation regarding vacancies of persons for deputation abroad, with the result that they were not in a position to recommend the names of suitable candidates in time. According to the representative of the Department of Personnel and Administrative Reforms, four to six weeks' time was given to the State Governments for intimating names, wherever possible. The Committee consider that Government should examine the reasons for a general feeling among the State Governments of not getting sufficient time to recommend names for deputation abroad and streamline the procedures so that the State Governments may not have any reason for complaint in this regard. In case the time available is short, intimation may be sent to the State Governments telegraphically and through their Liaison Officers in Delhi so that the State Governments may get as much time as possible to for-

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ward the names and particulars of officers whom they consider qualified for the assignment.

10 2.16 The Committee recommend that Government should analyse the time factor required in the various stages of processing of applications so that a fair margin is allowed to the State Governments to call for applications specially from officers in the field and send considered recommendations and obviate any complaints from the State Governments in this regard. In the interest of cutting out delays in correspondence it may be helpful if an officer is specifically named at the Centre and States in this behalf.

11 2.17 The Committee further recommend that in the light of experience gained, Government should anticipate demand of experts/officers in various disciplines and prepare in advance panels for the same. The data collected in regard to the experts should contain all the facts about the persons in the panels so that whenever a demand is received for a person in a particular discipline, all the persons possessing the requisite qualifications could be considered for selection objectively.

12 2.18 The Committee would further urge that Government should impress upon the foreign Governments/agencies asking for Indian experts/officers for deputation abroad, the desirability of giving sufficient notice for making these nominations.

13 2.19 The Committee note that at present World Health Organisation does not circularise their vacancies but selects experts from its own panel. It only asks the concerned Ministry if the selected persons would be made available. The Committee note that other U.N. Agencies approach the Government for recommending names of Indian Experts/Officers for deputation abroad.

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The Committee see no reason why it should not be possible for World Health Organisation to adopt the same procedure for selection of Indian Experts/Officers for deputation abroad, as is being followed by other U.N. agencies.

14 2.21 The Committee have been informed that if time permits, Government issues press advertisements or inviting applications from candidates for being sent abroad. In cases where the time allowed by the foreign Government is limited, the names are recommended from the panels which are maintained in the Foreign Assignment Division. There is, however, a general feeling that information about the availability of foreign assignments is not widely known and only persons having contact with the sponsoring authorities are successful in getting these assignments. It is, therefore, necessary that this impression should be dispelled by giving wide and adequate publicity to the foreign assignments so as to enable large number of qualified persons to apply for the same. The Committee recommend that in order to allow a fair opportunity to qualified candidates to apply, Government should invariably issue press advertisements about foreign assignments open to non-Government personnel in the leading newspapers which have all India coverage. The Committee need hardly stress that adequate time margin should be given in the advertisements to enable persons working anywhere in India to submit the application in time.

15 2.26 The Committee have been informed by Government that there have been cases where foreign Governments have advertised vacancies directly in the Press and have recruited Indians directly without consulting the Government of India. The Committee note that the Ministry of External Affairs are already seized of the matter and that

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they have been trying to enter into agreements with foreign Governments to ensure that all foreign assignments on Government to Government basis, are made through Government only. The Committee, are however, concerned to note that under the existing law, it is not possible to stop private foreign agencies from recruiting Indians from the open market. Government are stated to be proposing to make amendments in the existing law to ensure that no direct recruitment of Indians by any foreign agency is allowed. The Committee feel that India is very fortunately placed in respect of trained manpower and specialists in most of the fields of relevance to development. The Committee also realise that the deputation of experts and trained personnel to assist the other developing countries would be in the larger developmental interest of the world community. The Committee would, however, like to draw special attention to the fact that in certain fields like petro-chemicals etc. there is at present a dearth of experts and it is but appropriate that the services of such experts are utilised in the country itself. The Committee would like Government to examine the matter in depth and devise suitable regulations to see that the services of such personnel remain available within the country and that they do not manage to take employment outside the country.

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2.30

The Committee note that large number of Indians have been going abroad in recent years and the number of Indians going abroad as well as experts and officers on deputation as well as on Direct Assignment or under Bilateral Agreements has shown considerable increase in the last two years. The Committee would like to point out that Indians going abroad are un-official ambassadors of the country. Their conduct and behaviour in foreign countries projects in a way the image of the country. The foreigners, by and

large, tend to judge India by the performance and behaviour of our nationals. It is, therefore, necessary that Indians going abroad should conduct themselves in such a manner as would enhance the prestige of the country. They should be fully conscious of their responsibilities and should endeavour to bring credit to this country by their actions. It is also necessary that Indians going abroad are fully aware of the developments in this country.

2.31 The Committee need hardly point out that there should be no occasion for any discomfiture being caused by any inadvertent behaviour or by any act of omission or commission by any Indian in a foreign country. This underlines the necessity of orientation and briefing of Indians going abroad as deputation or on assignments sponsored by Government. The Committee, therefore, recommend that suitable briefing should be arranged for the all Indian specialists and officers going abroad on deputation, so as to make them fully acquainted with the development and achievements of our country as well as the basic facts about the country to which they are going.

2.32 The Committee are glad to note that having realised the importance of such briefing, Government arranged such a briefing in collaboration with the Ministry of Education and Indian Council of Cultural Affairs for the Indian doctors who were selected for service in Iran. The Committee recommend that this scheme of briefing should be devised on a systematic basis and should be extended to cover all Indian experts, specialists and officers going abroad on deputation. The assistance of relevant professional institutes may also be sought in this regard. The Committee further urge that these briefings should be of sufficient duration and be arranged at selected places for the convenience of those who are going to foreign countries. The Committee further recommend that assistance of audio-

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visuals including films should be taken for such briefings.

17 2.38 The Committee note that Government have prepared special country notes and special brochures, giving background information on the conditions and development programmes in India in different fields. From the brochure supplied to the Committee, it is however seen that the same is only a collection of articles written by different persons on different aspects and does not meet the requirements of the type of briefing that is actually contemplated. The Committee, therefore, recommend that Government should get these brochures prepared by eminent experts on the subjects which should contain up-to-date information, highlighting the achievements of the country during the last few years, in the economic and industrial fields. The cultural heritage of the country should also be depicted in the brochures in such a way as to present a unified picture. It should be ensured that these brochures are artistically designed, printed in English, Hindi and other regional languages and are made available at modest price.

18 2.34 The Committee feel that Indians going abroad should also be aware of the important facts and customs of the country to which they are going. The Committee recommend that Government should also make arrangements for the preparation of brochures on foreign countries where Indians are going in large numbers, giving factual information in brief about the various aspects of those countries, in consultation with our diplomatic representatives in those countries. These brochures which should be for restricted circulation, should be neatly printed and may contain a set of Do's and Don't's for the ready guidance of Indians going to that country.

19 3.12 The Committee note that at present Indian experts and officers are being deputed abroad

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normally for a period of three years and extension beyond this period of three years is granted by the administrative Ministries concerned upto a further period of two years. Extensions beyond a period of five years are being granted by the Senior Selection Board/Central Establishment Board only. The Committee further note that between the period 1972 to 30th April, 1975, extensions were approved in as many as 785 cases, out of which extensions in 440 cases were approved beyond five years and in 15 cases extensions were sanctioned beyond a period of ten years.

3.13 It has been represented to the Committee that generally experts and officers sent on deputation abroad continue to get extensions with the result that other people do not get a chance to go abroad and the country is also deprived for a prolonged period the benefit of experience gained by these experts and officers who have gone abroad. While admitting that there may be certain deserving cases where in the national interest, it would be necessary to grant extension of term of deputations abroad, the large number of cases in which such extensions have been granted during the last three years underlines the need to screen such requests for extension more strictly so as to obviate any cause of complaint in this regard. The Committee would, therefore, like the Government to examine the position thoroughly and ensure that the cases of grant of extensions are reduced to the barest minimum. In any case, it should be ensured that the persons sent on deputation do not develop a vested interest in their continuing in foreign assignments.

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3.15

The Committee note that at present there is no prescribed maximum age-limit for the persons who are sent on deputation. The Committee would like to point out that our policy re-

garding selection of persons for being sent abroad on deputation, particularly to U.N. Agencies, should be such as would enable the country to get maximum benefit from the experience of those persons on return to the country. The Committee, therefore, recommend that Government may examine the feasibility of prescribing maximum age-limit so as to ensure that only those persons are sent on deputation to these organisations who have sufficient service left and are expected to return to their assignment in India, after the expiry of the period of their deputation abroad.

21 3.18 The Committee note that in case a Government servant sent on deputation abroad, wishes to resign from Government job, he has to return to this country and only thereafter he can resign from the post. As by resigning he loses all retirement benefits, it is not considered necessary to take any bond from Government servants being sent on deputation. The Committee, however, note that this condition does not apply in the case of employees of public undertakings. The Committee consider that a large number of persons from public undertakings etc. are also being sent on deputation abroad, the system of taking a bond from them before being sent abroad on deputation, so as to ensure that they do not resign in foreign countries, should be introduced without delay.

22 3.22 The Committee note that at present Government employees sent abroad have the option to pay their pension, provident fund contributions etc. in foreign currency or in Indian rupee. The Committee consider that in view of the difficult position regarding foreign exchange and the need for earning maximum foreign exchange, it should be ensured that all Indians serving abroad who are getting their salary in foreign currency and

who have to contribute to their pension, provident fund etc. in India should be made to pay their contributions in foreign currencies. The Committee note that at present there is some legal lacuna due to which it has not been possible to make it compulsory for these persons to pay their contribution in foreign currencies. The Committee recommend that Government should take immediate steps to remove any legal lacuna in this regard and make it compulsory for all Indians whether in Government service or public or private sector service, who are serving abroad and are getting their salary in foreign currency and who have to contribute to pension, provident fund etc. in India to pay their contribution in foreign currency only.

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3.23

It has been pointed out by the representative of the Ministry of Finance during evidence that although more Indians are working abroad than nationals of some other countries, the amount of foreign remittance that India receives, is much less than those countries. This is a very peculiar situation. The Committee note that for the present Government is relying more on the policy of persuasion than of compulsion in this matter. The Committee recommend that Government should take effective and strict measures to ensure that Indians working in foreign countries remit their savings through legal channels. As a first step, Government should ensure that those persons who have been sponsored by Government should send their remittances through legal channels only. The Committee have no doubt that such a measure would have an impact on all Indians who send their remittances to India. The Committee further suggest that whenever request for extension of passports are received from Indians serving in foreign countries, Government may check the remittances made by

them through legal channels and may take this duly into account while reaching a decision on the request or extension of the Passports for a further period.

24 4.6 The Committee note that although the number of Indian experts and officers who are being sent on deputation abroad, is continuously on the increase and experts in diverse fields are required to be sent on deputation abroad, Government have not conducted any study of the type and number of experts which are normally required for such assignments. The Committee would like to point out that manpower and talent are the greatest assets of our country. We have already developed considerable infrastructure in the field of scientific and technical education with the result that skilled and technical persons are available in large numbers in our country. At this stage, we can help the developing countries in implementing their development programmes, by making available our technical manpower, wherever possible. The Committee therefore recommend that Government should conduct a detailed study, not only of the requirements of various categories of experts/specialists in the country but the likely requirements of developing countries in the various fields and suitably adjust our educational facilities and training programmes in such a manner that the manpower requirements both for domestic needs as well as for deputation to these countries, could be met in full.

25 4.7 The Committee would like to point out that most of the developing countries have already made projections regarding their manpower requirements in their development plans. It should therefore be possible for Government to study plans and programmes of these develop-

ing countries systematically and frame estimates of short term and long term requirements of various types of personnel. Indian Embassies and Missions in the developing countries should also be asked to keep in continuous touch with the developments and requirements of those countries so as to keep the Government of India fully informed in time about their likely requirements of experts and officers on short-term and long-term basis so that the Government may be able to undertake perspective planning in regard to the training and availability of these experts and no difficulty is experienced in making available the services of experts, required by such countries.

26 4.8 The Committee further recommend that Government should maintain panels, containing up-to-date information regarding qualifications experience etc., of experts/specialists available in the country in various disciplines so that Government could have ready information regarding the position in respect of availability of experts/specialists in various disciplines and may be able to make selection of such experts, whenever required, even at a short notice. The Committee need hardly emphasise that these panels should be updated periodically.

27 4.12 The Committee note that a large number of Indian experts/specialists are going away to foreign countries and this trend is on the increase. As has been pointed out by a study conducted by the United Nations Conference of Trade and Development, every medical doctor leaving India amounts to a loss of Rs. 3.3 lakhs and every scientist leaving India makes the country poorer by Rs. 1.73 lakhs. The Committee feel that in view of the heavy cost incurred by the country on the education of these scientists and

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doctors etc., the country has a prior claim on the services of these persons.

4.13 The Committee would like Government to make a detailed study to find out the reasons why scientists and doctors etc., are eager to go away to foreign countries and to take suitable remedial measures in this regard. Government should also give wide publicity about the employment opportunities in the country, pay scales and other facilities etc., available so that these persons are able to seek employment in the country itself.

28 **4.14** The Committee would like to stress that there are vast opportunities in the country which provide a challenge to the scientists and doctors etc., to put their talents to the service of the nation, particularly, for ameliorating the conditions in rural and backward areas. The Committee also feel that those who have been trained at public expense, should compensate at least for expenditure incurred on their training by serving in the country itself or by remitting an equivalent amount.

29 **4.15** It has been brought to the notice of the Committee that there is considerable shortage of Indian experts/specialists in certain disciplines like petroleum experts, trained nurses etc. The country, therefore, can ill-afford to allow these experts/specialists to go away in large numbers to foreign countries. The Committee, therefore, recommend that keeping the country's interest uppermost in view, Government should undertake a detailed study of the manpower and technical expertise which is scarce in the country and should take effective measures to restrict their recruitment for service in foreign countries. Suitable measures may also be taken to

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remove legal lacuna, if any, in this regard. The Committee further recommend that arrangements may be made immediately to provide for the training of these scarce technicians and experts/specialists in larger numbers so as to overcome the shortage at an early date.

APPENDIX IV

(Vide Introduction to the Report)

- A. Recommendations for improving the Organisation and working:—1, 2, 3, 4, 5, 8, 9, 10, 11, 14, 15, 19, 20, 21, 24, 25 and 26.**
- B. Recommendations for effecting economy:—22, 23, 27 and 28.**
- C. Miscellaneous Recommendations:—6, 7, 12, 13, 16, 17, 18 and 29.**