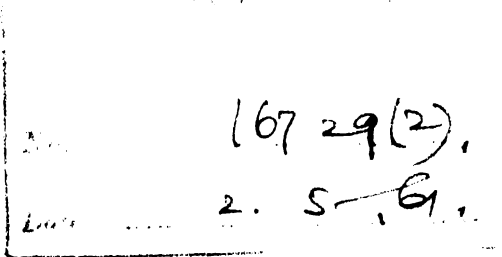


ESTIMATES COMMITTEE 1960-61

HUNDRED AND THIRTY-EIGHTH REPORT (SECOND LOK SABHA)

MINISTRY OF EXTERNAL AFFAIRS



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1961/Vaisakha, 1883 (S)

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CORRIGENDA

Hundred and Thirty-Eighth Report on the Ministry of External Affairs.

<i>Page</i>	<i>Para/heading</i>	<i>Line</i>	
3	11	10	<i>Insert the word 'relating' between the words 'grants' and 'to'.</i>
7	15	4	<i>Substitute comma (,) for fullstop (.); and for 'Except' read 'except'.</i>
9	21	19	<i>For 'Chand' read 'Chad'.</i>
		20	<i>For 'Marritania' read 'Mauritania'.</i>
10	Marginal heading	3	<i>for 'boy' read 'for'.</i>
11.	29	6	<i>for 'ecoomic' read 'economic'</i>
12	30	Penultimate line	<i>Substitute 'considerations, a' for 'considerations. A'</i>
	31	12	<i>Delete 'of' after the word 'Commerce'</i>
14	foot-note	2	<i>for 'ful fledged' read 'full-fledged'</i>
18	Marginal heading	6	<i>for 'E & I and external' read 'C. & I. and External'</i>
22	Heading (iii)	2	<i>for 'autonooous' read 'autonomous'</i>
23	64	4	<i>After the words 'South East Asia' Substitute comma (,) for 'fullstop (.)'</i>
24	first sub-para		<i>Insert '69' at the commencement of the para starting with words 'It has been...'</i>
	69	20	<i>for 'deel' read 'deal'</i>
28	82	7	<i>for 'revial' read 'revival'</i>
30	(i) Sub-para of para 87	3	<i>Delete fullstop (.) after the words 'leave reserve' and insert comma (,).</i>
	(ii) Sub-para of para 87	4	<i>insert 'fullstop (.) after the word 'Appendix V'</i>

P.T.O.

<i>Page</i>	<i>Para/heading</i>	<i>Line</i>	
	88	last line	<i>After the word 'Africa' insert comma (,).</i>
31	88	3	<i>for 'Ambassies' read 'Embassies'</i>
	89	3	<i>After the word 'status' insert comma (,)</i>
			<i>After page 31 at the top substitute '32' for '37'</i>
33	96	5	<i>After 'sometimes' insert the word 'even'</i>
35	103	6	<i>for 'Head Quarters' read 'Headquarters'</i>
	104	8	<i>Insert 'may' between the words 'headquarters' and 'be'</i>
			<i>After page 36 substitute '37' for '32'</i>
37	114	2	<i>After 'foreign allowances' insert 'paid'</i>
38	118 Marginal heading		<i>for 'training programme' read 'Training Programme'</i>
39	122	35	<i>Delete fullstop (.) after the word 'life' and for 'Without' read 'without'</i>
42	Category A S.No. 11		<i>for 'Geneve' read 'Geneva'</i>
	Category A S. No. 19		<i>for 'Osle' read 'Oslo'</i>
	Category B S.No. 25		<i>for 'Tananariva' read 'Tananarive'</i>
47	147	1	<i>for 'During their discussion of' substitute 'During the discussion with'</i>
53	S.No. 16		<i>for 'Atacheto' read 'Attache to'</i>
	S.No. 22		<i>for 'Union of Soviet Republic' read 'Union of Soviet Socialist Republics'</i>
56	7	7	<i>for 'Urudi' read 'Urundi'</i>
63	Col. 3 S.No. 12		<i>for 'Hesai' read 'Hanoi'.</i>
66	Col. 1 App. VI		<i>for 'Lexico' read 'Mexico'</i>

<i>Page</i>	<i>Para/heading</i>	<i>Line</i>	
67	Col. 1		for 'Banoi' read 'Hanoi' .
74			for 'APPENDX' read 'APPENDIX'
80	S.No. 7	3	for 'the' read 'be'
81	S.No. 11	7	for 'matterl' read 'matters'
		8-9	for 'Ministry of Commerce' read 'Ministry of Commerce and Industry'
	S.No. 12	3	for 'be' read 'be'
82	S.No. 14	6	for 'Externa' read 'External'
83	S.No. 19	5	for ' fixaton' read 'fixation'
84	S.No. 23	10	for 'Headqutegs' read 'Head- quarters'
86	S.No. 36	4	for 'consuler' read 'consular'

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1960-61

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(iv)

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Shri A. K. Ray—*Deputy Secretary.*

Shri M. C. Chawla—*Under Secretary.*

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Hundred and Thirty-eighth Report on the Ministry of External Affairs.

2. The estimates relating to the Ministry of External Affairs were examined in detail by the Committee which took the evidence of the representatives of the Ministry on the 25th February, the 22nd and the 23rd of March, 1961. The Report was considered and adopted by the Committee at their sitting held on the 24th April, 1961.

3. The Committee wish to express their thanks to the Special Secretary and other officers of the Ministry of External Affairs for placing before them the material and information that they wanted in connection with the examination of estimates. They also wish to express their thanks to Sardar K. M. Pannikar, Dr. Tara Chand, Sarvaswari G. L. Mehta, Jogender Sen-Mandi and Dinesh Singh for giving evidence and making valuable suggestions to the Committee.

NEW DELHI;

April 26, 1961.

Vaisakha 6, 1883 (Saka).

H. C. DASAPPA,

Chairman,

Estimates Committee.

INTRODUCTION

A department to deal with foreign affairs was first created by Warren Hastings in 1784 during the time of the East India Company. Uptill 1842, this was known as the "Secret and Political Department". Historical Background.

2. In 1842, the name of the Department was changed to "Foreign Department". It was organised in three branches—Foreign, Political and Domestic and was administered directly by the Governor General with the help of the Secretary to the Department. After 1905, it was felt that the work of the Foreign Department was too heavy to be managed by one Secretary. Consequently, another post of Secretary was created in 1914. The name of the Department was also changed to the "Foreign and Political Department". The "Foreign" wing of the Department dealt with all matters pertaining to the frontiers of India, the territories outside India, etc. and the "Political" wing with all matters relating to or emanating from the Indian States and the areas administered by the Foreign and Political Department.

3. The constitutional changes that followed the Government of India Act, 1935, led to a considerable increase in the volume of work in the Foreign and Political Department. This necessitated the splitting up of the Department into two distinct Departments called the "External Affairs Department" and the "Political Department". The External Affairs Department and the Political Department took over all matters previously administered by the foreign wing of the Foreign and Political Department. Development since 1935.

4. Till 1941 the interests of Indians overseas were looked after by a section of the Department of Education, Health and Lands. In that year a new Department, called the Indian Overseas Department, was created. In 1945 this Department was entrusted with the work connected with Burma and the Commonwealth countries, including that relating to the rights of Indians in those countries. Subsequently, it was redesignated as the Department of Commonwealth Relations.

5. In 1947, the Department of Commonwealth Relations was amalgamated with the External Affairs Department. It

became a part of the latter Department and was known as the "Commonwealth Relations Wing". The Department itself was first designated as the "Department of External Affairs and Commonwealth Relations". Later on it was called the "Ministry of External Affairs and Commonwealth Relations". In March, 1949, amalgamation of both the wings of the Ministry was completed and it was redesignated as the Ministry of External Affairs.

Limited functions and work before Independence.

6. Before Independence, there was little for the "External Affairs" and the "Commonwealth Relations" Department to do because most of the work relating to foreign policy was dealt with by the British Colonial or Commonwealth Office. In the domain of independent nations India had no place and the question of having representation in those countries did not arise. Until the advent of the Interim Government in 1946, India had its representatives in 12 countries. These representatives mainly looked after the commercial, consular and other special interests of Indians settled in those countries. There was also a representative at the United Nations.

Increase in Representation abroad since Interim Govt./Independence.

7. During the period of Interim Government, the number of representatives abroad was raised to 23. Lists showing the names of countries where India had its representatives and their status.

- (i) until the advent of the Interim Government;
- (ii) during the period of Interim Government; and
- (iii) as on 1-4-1948,

are reproduced in Appendix I.

Functions of the Ministry of External Affairs.

8. The Ministry of External Affairs is responsible for the conduct of India's relations with foreign countries. It is also responsible for the country's representation in the United Nations. It acts as the main channel of correspondence between the Government of India and foreign countries. For this purpose it has to maintain close contact with all the Ministries of the Government of India.

Missions abroad.

9. India has established diplomatic relations with almost every country where it is considered necessary to do so in the country's political, economic and cultural interests. As

will be seen from the table below, there were 118 Indian Missions and Posts abroad at the beginning of the year 1961.

Indian Missions|Posts abroad on 1st January, 1961

Embassies	54
High Commissions	11
Legations	6
Commissions	9
Trade Commissions	3
Consulates-General	16
Consulates	8
Vice Consulates	5
Special Missions	3
Agencies	3

Total 118

10. In the domestic sphere the Ministry is responsible for the Administration of the North East Frontier Agency and the Naga Hills and Tuensang Area and for matters of policy relating to former French Possessions in India. The administration of the Indian Emigration Act of 1922, the Reciprocity Act 1943, Haj Committee Act of 1959, the Indian Merchant Shipping Act in so far as it relates to pilgrim Ships, the Indian Pilgrim Rules of 1933, the Protection of Pilgrims Act of 1887 (Bombay) and the Protection of the Mohammedan Pilgrims Act of 1896 (Bengal) are also the special responsibility of the Ministry of External Affairs. Responsibility in the Domestic sphere.

11. The above account gives only somewhat a bare skeleton of the history of the Ministry of External Affairs. One would, however, like to have a more exact idea of the role it is playing in the world and its fast changing political panorama and something of its relationship *vis-a-vis* other nations including the great powers. The Committee could do nothing better than to quote some extracts from the latest speech of the Prime Minister in the Lok Sabha on the 1st April, 1961 while initiating the discussion on the demands for grants to the Ministry.

* * * * *

“The External Affairs Ministry is a Ministry which not only deals in a sense with the world at large, in so far as India is concerned, and as such it is inevitably involved in many of the world problems, and it is involved during a period when the dynamic of change and history

is working at an unusually fast pace. The burden on the External Affairs Ministry, not merely of carrying on the routine administration of a great department of this Government but of facing novel problems, is very considerable."

* * * * *

"The Ministry's work has grown considerably and it goes on growing. It grows because of various reasons. One, of course is that more and more countries become independent—it is a happy development—and we have to face the problems of our representation there and their representation here, more particularly, from the countries of Africa newly independent, but it grows more especially because the problems facing the world become more intricate and more difficult."

* * * * *

".....in external affairs, we have to deal with not only a changing concept, but with, if I may say so, history being written or acted, which will be written later. It is a dynamic process that is going on all over the world."

* * * * *

"Of course, in the ultimate analysis so far as any country's future is concerned, it depends principally on itself, on its own strength and ability, and partly on the rest of the world. Both factors play their role. Therefore, whether they are external affairs or internal matters, the first thing we have to think of is to build up our own nation, build up its economy, build up the general condition of its people, so that it may meet any problems with confidence. That, of course, is always the basic position. But even in building that up, much depends on what one does, apart from the economic aspect which will now come before the House again and again—our Five Year Plans and the rest—how one does it and what kind of relations it develops with the rest of the world. Does it develop friendly relations, broadly speaking, or at any rate, does it succeed in avoiding hostilities and enmities with other countries—which is important, because they come in the way? We may well say that at the present moment, in many ways we are peculiarly fortunate in having the

goodwill and the friendship of many of the countries of the world, certainly of the two super Powers, as they are called, the United States of America and the Soviet Union. I think I can say with confidence that our relations are not merely correct, as they are, but friendly, which is perhaps surprising to many people, because these two great countries themselves have not been in the past at all friendly to each other; in fact, they are the heads of great coalitions and great power blocs."

* * * * *

".....we in the External Affairs Ministry are constantly dealing with this dynamic of history in a changing world and in a changing India and in circumstances which are without parallel in history. And we do not get much help from the past in trying to unravel the future. The Ministry has had all kinds of new duties assigned to it, new problems. We deal with the problem of Tibetan refugees. It is not normally a problem of external affairs, but we do deal with that problem. We deal with other problems also which are not external affairs exactly. But they have been connected by historical process, and we shall continue to deal with them."

12. *Having regard to the fact that the period after freedom was a dynamic one and the world witnessed vast changes the task of steering the foreign affairs successfully through the changes, and that without many precedents to rely upon, could not have been easy. • The Committee note that the policy pursued by India in the conduct of external affairs has led to the establishment of relations with many countries in the world which are not only 'correct' but also 'friendly'. Its policy is in consonance as much with the genius of India's culture and tradition as with the requirements of statecraft. That India, though not a military power of any magnitude, has been able to find a respectable place in the comity of nations, many of them with different ideologies, during these years could only be ascribed to the righteousness of its stand and its keeping clear of alignments.*

II

SECRETARIAT OF THE MINISTRY OF EXTERNAL AFFAIRS

A. Estimates

13. A statement showing the actual expenditure for 1959-60; Budget and Revised Estimates for 1960-61 and Budget Estimates for 1961-62 under "Demand No. 18—External Affairs" is given below.

(In lakhs of rupees)

	Actual 1959-60	Budget Estimate, 1960-61	Revised Estimate, 1960-61	Budge Estimate, 1961-62
A. Ministry of External Affairs	1,18·30	1,27·73	1,26·50	1,23·83
B. Embassies and Missions abroad	3,32·31	3,42·52	3,49·14	3,47·27
C. High Commissioners and Agents in Commonwealth countries .	98·77	1,05·16	1,07·87	1,06·11
D. Subsidies	90·20	1,52·40	1,73·64	2,07·87
E. Entertainment Charges .	24·97	20·00	23·00	20·00
F. Special Diplomatic Expenditure .	10·74	10·95	11·50	11·30
G. Works :	·87	·61	·09	·21
H. Refugees and State Prisoners	42·98	34·43	57·82	1,15·58
I. Emigration Establishments	2·28	..	..	..
J. Central Passport Organisation .	23·61	28·19	25·52	25·73
K. Miscellaneous .	2,02·23	2,03·71	60·01	47·62
L. Cost of implementing Government's Decision on the Pay Commission's Report .	..	2·19	..	..
M. Charges in England .	77·26	67·70	2,47·9	2,19·32
GRAND TOTAL .	10,24·52	11,85·59	11,83·01	12,24·84

B. Secretariat set-up

14. The Secretariat of the Ministry is organised into 14 Divisions. Eight of these are called Territorial Divisions. Five are Specialised Divisions and the last being the Administration Division. **Functions of the various Divisions.**

15. The Territorial Divisions deal exclusively with India's relations with foreign countries, each Division dealing with a number of countries grouped on geographical or 'territorial' basis. Except for the Conference Division dealing with matters connected with the United Nations. The five specialized Divisions are concerned with Protocol and Consular matters, Passports and Emigration, External Publicity, Historical Research, Legal matters and Treaties.

16. The principal officer of the Secretariat is the Secretary-General. There are three other Secretaries—the Foreign Secretary, the Commonwealth Secretary and the Special Secretary. The Secretary-General, as his designation indicates, is the principal official adviser to the Minister on matters relating to foreign policy. He is also responsible for supervision and co-ordination of work in the Ministry as a whole. The Foreign Secretary is in charge of work relating to all Territorial Divisions excepting those dealt with by the Commonwealth Secretary. The Commonwealth Secretary looks after the work pertaining to all the countries of the Commonwealth except Canada, South East Asia and Africa south of Sahara. The Special Secretary is in general charge of the administration of the Ministry and the Indian Missions abroad. In matters involving policy the Special Secretary works in close collaboration with the Foreign Secretary and Commonwealth Secretary. **Duties of various Secretaries.**

C. Territorial Divisions

(i) Review of the distribution of work in each Territorial Division

17. Territorial jurisdiction is decided upon the basis of contiguity and/or geographical grouping of the countries involved, or on the basis of administrative convenience. The eight Territorial Divisions are:

1. Western Division
2. Eastern Division
3. China Division
4. Southern Division
5. Pakistan Division
6. West Asia and North Africa
7. U.K. and Africa Division
8. Conference Division

**Allocation
of work
among Ter-
ritorial Divi-
sions.**

18. The territories and special functions, if any, allotted to each of the eight Territorial Divisions are reproduced in Appendix II. It will be seen that the Eastern Division deals with Japan, Korea and Mongolia. It also deals with neighbouring countries of Bhutan, Sikkim and Nepal. Inside India it looks after the North East Frontier Agency and the Naga Hills and Tuensang Area. The Southern Division also deals with neighbouring countries like Burma and Ceylon, Far Eastern countries like Malaya, Singapore and Indonesia and with the Philippines. Besides dealing with all countries in Europe, both Eastern and Western, the former French Establishments in India and their administration, the Western Division looks after the countries in North and South America, including Cuba. Further, it is entrusted with:

- (i) Matters relating to International Organisations concerned mainly with Europe e.g. NATO, E.D.O., Council of Europe and Paris agreements etc.
- (ii) Repatriation of Chinese nationals from U.S.A.
- (iii) Matters connected with Indo-U.S. Agreements.
- (iv) Aid to and from those areas and various Technical Assistance Schemes.
- (v) General supervision of programmes and policy relating to Colombo Plan and connected matters.
- (vi) Looking after Indian scholars and deputationists proceeding abroad under the different Agreements and Schemes referred to above.

19. The China Division deals with only problems relating to China including Hongkong and the Portuguese posts in China. Similarly, the Pakistan Division deals with only matters relating to Pakistan. The U.K. and West Africa Division has been dealt with separately later.

20. There may have been no doubt good reasons which led to the present grouping of countries under the different Territorial Divisions. Even so, it seems that the Western Division, as at present constituted, is somewhat unwieldy. The reason for Sikkim, Bhutan and Nepal being included in the Eastern Division along with Japan, while Malaya, Singapore, Burma, Ceylon and the Philippines are in the Southern Division, is not very apparent. The Special Secretary to the Ministry informed the Committee that in comparison to the areas they had to deal with, the number of Territorial Divisions was inadequate and that the allocation of work in the Divisions

of the Ministry required to be reviewed. With large number of Missions being established abroad, it was necessary to strengthen the Foreign Office correspondingly. *The Committee consider that it would be desirable to examine the existing allocation of work amongst the Divisions to see what reorganisation is necessary to ensure that the work and its load are rationalised and evenly distributed.*

(ii) *Creation of new Division for Africa*

21. At present, the U. K. and Africa Division deals with matters relating to the (1) United Kingdom (2) Ireland, (3) British Guiana (4) British West Indies (5) British Honduras (6) Surinam and other colonies (7) Jamaica (8) Malta, and (9) Trinidad. In addition to the above it also deals with the following territories in Africa:

Present
Allocation.

(1) South Africa (2) British Protectorate in South Africa (3) South West Africa (4) Ethiopia (5) French Somaliland (6) Somalia (7) Kenya (8) Uganda (9) Tanganyika (10) Zanzibar (11) Nyasaland (12) Northern Rhodesia (13) Southern Rhodesia (14) The Congo (15) Ruanda Urundi (16) Ghana (17) Nigeria (18) Sierra Leone (19) Togoland (20) The Republic of Cameroons (21) Gambia (22) British Cameroons (23) Liberia (24) Portuguese East Africa (25) Republic of Guinea (26) Portuguese Guinea (27) Portuguese West Africa (28) Seychelles (29) Mauritius (30) Malagasy Republic (31) Re-Union Islands. (32) Ivory Coast (33) French Congo (34) Gabon (35) Central African Republic (36) Chad (37) Upper Volta (38) Senegal (39) Mali (40) Dahomey (41) Mauritania and (42) Niger. The Division also has some other specialized functions like Commonwealth Conferences, Foreign Affairs Departmental meetings, Co-ordination with other Territorial Divisions, Government of India General Scholarship Schemes, etc.

22. *Prima facie, the jurisdiction of the U. K. and Africa Division appears heavy. Considerations of contiguity and/or geographical grouping which are stated to be taken into account in deciding the jurisdiction are not met in a number of instances. Perhaps, the arrangement of having a common Division for the U. K. and Africa was considered administratively suitable and came into being at a time when many of the African countries were under British control. But the political scene in Africa is changing very fast. A large number of countries have attained independence or are about to do so. Any consideration of administrative convenience in dealing with Africa along with U. K. has largely ceased to hold good.*

23. At present the Commonwealth Secretary is incharge of Pakistan, U. K. and Africa Division. So far as the work relating to Africa Division is concerned the Secretary is assisted by a Joint Secretary and a Deputy Secretary in charge of Africa. There is also an Afro-Asian and Indo-China Cell. *With the fast growing political importance of Africa and the rapid changes that are taking place in the continent it is doubtful if the existing arrangements provide an adequate organisation to deal with all the African countries which necessarily have a large dynamic content in them. It is noteworthy in this connection that in the U. K. both the Foreign and Commonwealth offices have a Division dealing with Africa.*

Creation of a new Division by African countries.

24. In the course of evidence the Special Secretary to the Ministry said that the U. K. and Africa Division was too unwieldy. With the political upsurge of new independent African nations it would be necessary to have a separate Division to deal with all the African countries. According to him it was an omission not to have an Africa Division. *The Committee consider that it is necessary to have a separate Territorial Division for Africa alone in the Secretariat of the Ministry of External Affairs. This Division could deal with all the African countries south of the Sahara. The West Asian Division could continue to deal with other African countries. The Committee trust that the matter will be examined by Government early.*

D. Specialized Divisions

(i) Creation of an Economic Division

Organisation for International, Commercial and Economic Matters.

25. Under existing arrangements commercial and economic matters of international importance are dealt with by the Ministries of Commerce and Industry and Finance respectively. Though the commercial sections abroad form part of the Mission for purposes of supervision it is the Ministry of Commerce and Industry which controls them. Similarly the Commissioners General for Economic Affairs at Washington and London whose main task is to arrange for external assistance for India's development programme, are functioning under the control of the Ministry of Finance.

26. The Committee understand that so far as the policy to be followed in regard to external assistance is concerned adequate co-ordination is maintained at the Cabinet level between the Ministries of Finance and External Affairs.

27. In regard to commercial interests abroad co-ordination is to be effected through the Heads of the Missions who, along with other diplomatic matters also look after the commercial matters and send reports periodically in that connection to the Ministry of External Affairs. There is an International Trade and Development Section of the Planning Commission which enabled it to keep in touch with day to day developments in the Commerce and Finance Ministries in so far as they affect planning. This unit also works as a research unit to keep the Planning Commission posted of information and developments of interests to it abroad. *There is, however, no agency in the Ministry of External Affairs, particularly in various Territorial Divisions, to keep a close watch on the developments taking place in these fields.*

28. The Committee understand that in the U.K. all foreign activities, including those relating to economic and commercial matters, are dealt with by the Foreign Office which operates a fully integrated foreign service. For technical matters the Foreign office in the U.K. has its own service experts who examine the technical advice given to them by the Treasury or the Board of Trade. Recently, when a question on this matter was raised in the House of Commons, the Prime Minister of the U.K. stated that experience had shown that the promotion of the export trade, no less than other external assistance, was best served by maintaining and developing a unified Foreign Service capable of dealing with the whole range of international relations. To quote Mr. Macmillan:—

Arrangements in the U.K. for dealing with international trade and commercial matter .

“I think it would be a retrograde step to go back to merely having one or two representatives of the Board of Trade in our foreign missions, rather than trying to imbue the whole Foreign Service with the importance that this is part of the function they should carry out. I would not like without a great deal of thought to switch back to the old system.”

29. It was represented to the Committee that it was necessary to have an Economic and Commercial Division in the Ministry of External Affairs. This Division could maintain close co-ordination with the Department of Economic Affairs, Ministry of Finance and the Ministry of Commerce and Industry in respect of various economic and commercial matters arising out of or affecting our foreign policy.

30. The Special Secretary to the Ministry said that it was an anomaly that the Government of India's economic, trade and commercial activities in foreign countries were not dealt with to a larger extent by the External Affairs Ministry. He attributed this to the special nature of the growth of Ministries in India in which External Affairs Ministry came into being after functions other than diplomatic had been taken up by other Ministries. He was of the view that unless an integrated Foreign Service was created there would be a tendency to separate politics from economics and *vice versa* which was undesirable. He also said that realizing the need for having proper co-ordination between the economic and commercial matters and the political considerations. A proposal for creation of an Economic Division in the Ministry is under consideration.

31. *It is perhaps necessary and desirable that in the context of the country's Plan programmes, the urgent necessity of obtaining foreign assistance and of increasing our exports, responsibility for these matters should continue to rest with the Ministries of Finance and Commerce who are specially equipped and organised to carry out these duties. But all external activities of a country are closely inter-related. In the long run, the dividing lines between political economic and commercial activities tend to disappear. With the successful implementation of the country's development programme the special reasons for the Ministry of Finance and Commerce of paying attention to securing of external assistance and the development of export trade directly will, it is hoped, gradually disappear. The Committee consider that the time for a full fledged Economic Division in the External Affairs Ministry to replace the functions presently performed by the Commerce and Finance Ministries may not have arisen immediately but even so it would be desirable to take a decision on the pattern to be evolved ultimately in consultation with the Ministries concerned so that the necessary organisation may be gradually worked out towards that end.*

(ii) Need for a Cultural Division

32. The Committee understand that the U.K. Foreign Office has a Cultural Division to deal with foreign cultural activities. The British Foreign Office supervises the British Council—an institution which projects British cultural activities in foreign countries. In India there is no Cultural Division in the Ministry of External Affairs to deal with our cultural affairs in foreign countries. The Ministry of External Affairs arranges cultural publicity for India abroad and

also promotes contacts with cultural organisations in foreign countries through the External Publicity Division. But the main responsibility in the field of cultural affairs has been left with the Ministry of Scientific Research and Cultural Affairs and with other independent organisations such as the Indian Council for Cultural Relations, India International Centre etc.

33. *Cultural relations play a very important role in the field of promoting mutual goodwill and understanding amongst the nations. They pave the way for better understanding abroad of a country's foreign policy. It appears to the Committee that the External Affairs Ministry is in the best position to judge what type of cultural activities abroad would be most useful and effective and also whether the personnel sent abroad would best fulfil the object of such delegations. There is also a view possible that such cultural delegations should not have a propagandist tint. Without being very categorical about the function being taken over from the Ministry of Scientific Research and Cultural Affairs, the Committee consider that it may be useful to have a cell in the External Affairs Ministry to work in full coordination with the Ministry of Scientific Research and Cultural Affairs.*

III

MISSIONS|POSTS ABROAD

A. Opening of Missions

(i) *Criterion for opening of Missions*

34. The functions of *Missions|Posts abroad is broadly stated to be to safeguard India's political, commercial and economic and other vital interests by keeping the Government informed of the policies and the Developments in the country where the mission is situated on the one hand and on the other to make known to that country India's points of view on matters of general importance or national interest. Within the broad framework of these functions, there are a variety of duties entrusted to our Missions abroad. These relate to political, commercial and economic matters, the promotion of export trade, publicity and public relations, consular work, issue of passports, looking after the interests of Indian nationals, students etc. A detailed list is reproduced at Appendix III.

35. A Mission|Post is generally opened on political, commercial or consular considerations. The opening of a Mission follows the establishment of diplomatic relations between the countries and is a mutual arrangement on the part of both. After diplomatic relations have been established it is customary for the respective Governments to exchange diplomatic envoys who have the rank either of an Ambassador or Minister. Of recent years, since the last war, it has become customary for almost all diplomatic representation to be at the level of Ambassador. So far it has not been possible for the Government of India to establish diplomatic Missions in all the countries with whom it has diplomatic relations. This has been mainly due to the shortage of personnel and the need for economy. Wherever possible, Government have endeavoured to satisfy the need for representation by accrediting one Ambassador to two or more countries at the same time.

*The term "Mission" generally means an Indian representation abroad under the charge of a fullfledged diplomatic Head of Mission. Indian "posts" abroad function under the supervision and general administrative control of the Head of Mission in the country concerned and are not fully independent.

36. In a Commonwealth country the envoy from another Commonwealth country is called the High Commissioner and the Mission is known as the High Commission. For practical purposes they do not substantially differ from an Ambassador and an Embassy.

Nomenclature of missions.

37. It is sometimes necessary to have subordinate offices to an Embassy to promote commercial and consular relations. These are generally established in the grades of Consul-General, Consul or Vice-Consul, depending upon the importance of their functions. In British colonies such offices, which otherwise would have been known as Consulates or Consulates General, are designated as Commissions.

Status of missions.

38. As already stated in para 9, at the beginning of the year, 1961, there were 118 Indian Missions|Posts abroad. A list is given in Appendix IV. *Keeping in mind the resources available at present, the criteria followed in opening of Missions appear to be satisfactory. A few suggestions in this regard are discussed below.*

Existing Indian missions/ posts.

(ii) Missions in Africa

39. So far Missions have been opened in the following independent countries of Africa:

Number of missions in Africa.

<i>Embassies</i>	<i>Opened in</i>
1. United Arab Republic (Cairo)	February, 1948
2. Ethiopia (Addis Ababa)	February, 1950
3. Malagasy (Tananarive)	January, 1954
4. Sudan (Khartoum)	January, 1955
5. Morocco (Rabat)	September, 1957
6. Congo (Leopoldville)	October, 1960
<i>High Commissions</i>	
7. Ghana (Accra)	September, 1953
8. Nigeria (Lagos)	November, 1958

40. A number of suggestions have been made with regard to opening of new Missions in Africa. One was that with the rapid and vast changes that were taking place in the continent, she was emerging as a very important area of political dynamism. This called for close attention. But the situation was still fluid and not sufficiently clear. Another view was that with our present resources it would not be practicable to think of diplomatic representation in every country attaining independence. That might lead to dilution of representational quality.

41. It was represented to the Committee that with the disappearance of colonial rule certain centres of political dynamism were emerging South of the Sahara. First, there were the French African countries which have attained freedom, like Senegal and Mali. These would play a very important part in the future. Then, there were the British African areas which are becoming independent. Apart from these, there were countries like Guinea which had been under France having their own distinctive dynamism. There were also other countries like Ghana, Nigeria and Congo. All these areas called for attention.

42. The Special Secretary to the Ministry informed the Committee that with the increase of independent countries they were making a study to assess how many missions were necessary in the different African countries and at what level. The study was not yet complete because an increasingly larger number of countries were attaining independence at present. India had 11 Missions|Posts in Africa and it might be necessary to have a few more shortly. It would be necessary to have one or more missions to deal with the countries which were formerly a part of French Africa. Another mission might be opened at Dar-es-Salam to look after Tanganyika and Zanzibar.

43. *The Committee are happy to learn that the Government are alive to the necessity of having adequate diplomatic representation to keep abreast of the fast changing scene in Africa. It would be obviously desirable, subject of course to resources, for India to see that no important country in that continent goes without diplomatic representation. It would also be necessary to ensure that India is represented in these areas by men of sufficiently high status, imagination and calibre. Apart from the establishment of adequate diplomatic representation, the Committee consider that it would be useful for the Government to send periodically high-level commercial and cultural delegations to visit the African countries.*

(iii) *Mission in Mexico*

Existing
missions in
Latin American
countries.

44. There are at present 3 Embassies of India in the Latin American countries viz., in Argentina, Brazil and Chile. The Ambassador to Brazil is concurrently accredited to Venezuela as Minister. The Ambassador in Chile is concurrently accredited to Bolivia and Columbia. The Ambassador resident in Washington is concurrently accredited to Mexico. The Mission in Mexico is looked after by a *Charge d' Affaires*.

The Committee understand that the present practice of the Indian Ambassador to the U.S.A. being jointly accredited to the Mexico has not naturally worked as well as independent representation could. Mexico is perhaps the most important of the Central American countries. The Special Secretary to the Ministry agreed that it was really desirable to have a separate head of Mission in a fairly senior grade to represent India in that country. *The Committee hope that Government will examine the possibility of having an independent representation in Mexico.*

Views of the Representative of the Ministry.

(iv) *Mission at Vatican*

45. At present the Indian Ambassador in Switzerland is concurrently accredited to the Vatican as a Minister. 48 countries have their diplomatic relations with the Vatican. Of these as many as 43 are directly accredited. Such independent representation includes not only countries like Great Britain and France but also Japan, Indonesia, Pakistan and the U.A.R.

46. It has been represented to the Committee that though the Vatican is not a temporal power, its influence on world affairs is such as to make it eminently desirable for India to have independent representation there. The Special Secretary to the Ministry also agreed that it was desirable to establish such an independent Mission. *The Committee suggest that Government might consider the possibility of establishing a separate Mission at the Vatican.*

Committee's suggestion.

B. Commercial Sections in Missions

(i) *Set-up of Commercial Sections*

47. Originally the Trade Commissioners' organisation used to be independent of the Indian Missions abroad. On the recommendations of the Estimates Committee in 1953, these organisations were amalgamated with the Indian Missions and designated as "THE COMMERCIAL SECTIONS." Commercial sections abroad now form an integral part of the Missions|Posts and function under the overall supervision of the Head of the Mission|Post concerned. The commercial representatives are expected to keep the Head of the Mission fully informed of their activities and to take his instructions in all important matters. Their specific function is to assist the Head of the Mission in the discharge of his duties and responsibilities in so far as they relate to trade and commerce. Only

such Indian commercial establishments abroad for which *budget provision* for the establishments in question is made by that Ministry come under the Ministry of Commerce and Industry. Their number at present is 37.

(ii) *Assessment of work done by Commercial Sections*

Lack of coordination between the ministries of E&I and External Affairs.

48. The Ministry of External Affairs are not expected to keep a close watch at present on the results of the activities carried out by the commercial sections which it was stated, was the function of the Ministry of Commerce and Industry. The Heads of Missions no doubt forward copies of the reports sent by them to the Commerce Ministry, to the External Affairs Ministry but the latter Ministry examined them only from a political angle.

49. *It appears to the Committee that there should be better coordination in this matter between the Ministries of External Affairs and Commerce and Industry. Economic and commercial affairs abroad and political matters are inter-related. As indicated at para 31 the present conditions may justify commercial matters being the special responsibility of the Ministry of Commerce. But, eventually it may be desirable to have an integrated foreign service to look after economic, commercial and political matters. There the Committee have dealt with the idea of creating an Economic Division in the External Affairs Ministry. They hope that this Division would help the External Affairs Ministry to maintain a close coordination with the Ministry of Commerce and Industry in respect of commercial matters.*

50. It was represented to the Committee that commercial staff abroad was not always very effective in particularly with regard to promoting exports from India. Some complaints were made to the Committee of the ineffectiveness of the commercial staff abroad. One of the complaints was that more attention was paid to prospective exports to India than to imports from India. The Committee wanted to know whether any assessment had been made of the work done by the 'commercial sections' and the impact of their activities on the country's foreign trade. They were informed by the special Secretary that no such assessment had been carried out by the Ministry of External Affairs. *It may not be possible to assess with a desired degree of accuracy the benefits flowing from the activities of the commercial sections. Much of that would be indirect. Nevertheless, taking into account the expenditure on commercial sections abroad which was Rs. 50.94 lakhs during 1960-61, it is desirable to have at least a general assessment of the increase in foreign Trade, particularly in exports as a result of the work done by the Commercial Sections.*

C. Delegations sent abroad

(i) Reduction in the number of delegations

51. The following table shows Ministry-wise number* of delegations sent abroad during the years 1956-57 to 1959-60:

Year	No. of delegations**		No. of Delegations sent abroad during the last five years.
1956-57	200	(Figures of delegations sent by certain Ministries are not available.	
1957-58	173		
1958-59	204		
1959-60	180		

52. The delegations went for a variety of purposes. Purpose of Some of them were:— Delegations.

1. For purchase of rice from Burma and China.
2. For supervision of shipments|inspection of rice imported from China (Whampao) under the agreement between the Government of India and the Government of China.
3. Indian delegation to attend May Day Celebrations 1956 in Russia and China.
4. Indian Delegation to study Agrarian Co-operatives in China.
5. Indian Delegation to China for finalization of matters relating to utilization of external assistance.
6. Indian Delegation for establishing contacts with importers of Tea and for studying the possibilities of expansion of the Indian Tea market in U.S.A. and Canada.
7. To explore possibilities of promoting exports to markets in certain countries and to establish necessary contracts and to study export promotion problems in some countries.
8. To organize Indian exhibition in Peking and Sudan.
9. To procure steel for the Indian Railways.
10. Goodwill visits.
11. To attend independence day celebrations of foreign countries.

*Vide Reply to Lok Sabha U.S.Q. No. 358 dated 30.7.57, Lok Sabha U.S.Q. No. 3289 dated 6.5.58, Rajya Sabha U.S.Q. No. 72 dated 3.12.59 and Rajya Sabha U.S.Q. No. 192 dated 20.4.1960.

**It is not known whether this number includes the delegations sent by the public undertakings.

Scrutiny of proposals for sending official Delegations.

53. The Committee enquired whether any of the functions assigned to the various Delegations sent to the foreign countries for trade and allied purposes could have been entrusted to the Missions located in those countries thus avoiding expenditure on delegations. The Ministry of External Affairs have replied that all proposals for official delegations going abroad on purchase mission or for exploration of foreign markets etc., are referred to the Ministries of External Affairs and Finance for prior approval before referring these to the Cabinet for their final acceptance. The Ministry of External Affairs is thus given an opportunity to examine whether the proposal involves any duplication which could be avoided. Approval to the proposal is only accorded where the purpose of the visiting delegation cannot ordinarily be met through normal diplomatic channels.

Views of non-official regarding delegations.

54. It was represented to the Committee that many functions dealing with trade, commercial and industrial matters for which generally such delegations were being sent could be discharged by our Missions abroad and the number of delegations to that extent could be cut down. The representatives of the Ministries of External Affairs and Finance agreed that this could be done.

55. It was however stated that the Ministry of External Affairs was not in overall control of this matter. Though the proposals for sponsoring delegations were referred to the Ministry of External Affairs for their prior approval before being referred to the Cabinet, in actual practice that was only a formality. The Ministry of External Affairs could not turn down a proposal made by a technical Ministry.

56. The representatives of the Ministry of Finance assured the Committee that since the last two years or so, there had been a great deal of strictness in regard to delegations going abroad and a procedure in this behalf had been laid down fairly elaborately.

57. *It is perhaps true that the administrative Ministries are in some respects better suited to decide whether the purpose for which a delegation is to be sent abroad could or could not be served by the Mission/Post in that country in view of the likely technicalities involved in it. But a decision in the matter ought to be only taken after ascertaining that the Missions abroad could not undertake the work and that could be determined only in consultation with the Ministry of External Affairs. It is obviously desirable that no delegation should be sent abroad for purposes which can be carried out by the Missions/Posts abroad. The Committee*

feel that the External Affairs Ministry may not treat a reference by the Ministry sponsoring a delegation as a mere formality and that it may bring to bear its own considered thought on the necessity of the delegation before the proposal is placed before the Cabinet.

(ii) *Associating Missions with the work of the delegations*

58. It was represented to the Committee that the Missions abroad were not properly associated with the visiting delegations from India. The Missions were also not briefed with the purposes and programme of such delegations although instructions in this regard have been issued by the Ministry of External Affairs to all Ministries of the Government of India. The Special Secretary to the Ministry informed the Committee that the various Ministries sponsoring official delegations did not always follow the instructions laid down in this behalf. The latest instructions issued by the Ministry of External Affairs in the matter *vide* their O.M. No. 15(30)GA/59(EAI/59/105), dated the 9th March, 1959, themselves point to this lapse, as would be evident from the following extract therefrom:

Complaints regarding non-association of Missions with delegations.

“.....in spite of detailed instructions laid down therein cases continue to occur where visitors/visiting delegations going from India to abroad inform the foreign governments through their Embassies in India about their proposed visits without sending similar intimations to the Indian Missions concerned.

* * * *

No direct approach in the matter should be made to foreign Embassies in India. Where there is no time, the Indian Missions abroad may be approached direct but even then a copy of the request should be sent to this Ministry.”

59. It has been also stated by the Special Secretary that sometimes the purpose of visit is known only after the return of the delegations.

60. *This is not certainly a happy state of affairs. The Committee agree entirely with the External Affairs Ministry in its view that visitors or visiting delegations going abroad from India are not correct in informing the foreign governments through their embassies in India without intimating the Indian Missions concerned. In para 57 the Committee have recommended the necessity to ensure that fullest use is made of the Missions abroad to reduce the number or the compositions of the delegations going abroad.*

When it is found essential to send a delegation it goes without saying that the Heads of Missions and the Ministry of External Affairs should be kept fully informed of the purpose of the visit and the programme of the delegation. It will also enable the services available in the existing organisations abroad being fully utilised.

(iii) *Delegations sponsored by Government Companies, autonomous bodies etc.,*

Existing control over the delegations sponsored by Government Companies and autonomous bodies.

61. The Committee understand that the procedure of taking prior approval of the Cabinet before a delegation is sent abroad does not apply to Government Companies and Statutory Corporations. There is, however, a check from the representative of the Finance Ministry on the undertaking and also the regulation of foreign exchange. Apart from these checks it is left to each undertaking to take a decision in consultation with the administrative Ministry concerned. The practice is said to be due to the autonomous character of the undertakings. This can lead to a large number of delegations being sent independently by the different undertakings for different purposes. Apparently, the possibility of utilising the services of the Missions abroad is not also exploited.

62. *In the Committee's opinion, it would be desirable to coordinate the sending of delegations by these autonomous undertakings and to regulate their composition and number. For this purpose the Committee would suggest the setting up of an Inter-Ministerial Board by the Ministry of External Affairs consisting of representatives of that Ministry and of the Ministries of Finance, Commerce and Industry and some other Ministries like Railways, Defence and Ministry of Steel, Mines and Fuel which control a number of public enterprises. The representative of the Ministry sponsoring any delegation may also be associated with it when any proposal relating to them is considered by this Board. The Board can bring about a rationalisation of the foreign delegations which may make for both efficiency and economy. The Committee trust that the suggestion will commend itself to Government.*

D. Communications between the Missions and the Ministry

Existing means of Communications.

63. At present the two means of communications ordinarily available between the Ministry of External Affairs and the Missions abroad are:

- (i) Letters sent through the Diplomatic bag.
- (ii) Telegrams sent through the Overseas Communication Service.

64. The Special Secretary to Ministry in the course of his evidence urged before the Committee that if the Ministry had their own transmitting sets installed at least in London, North America, and perhaps one in South East Asia. they could get in touch expeditiously with their Missions and independently of the normal telegraphic facilities which were more expensive.

65. The Committee are informed that the necessity to have a direct wireless transmission link between the Indian High Commission in London and the Ministry of External Affairs in New Delhi on the lines of the one at present installed in the U. K. High Commission in New Delhi has been keenly felt. The U. K. Government, it is stated, have no objection to the Ministry of External Affairs establishing a wireless link with the Indian High Commission in London. It is obvious that the volume of traffic will increase considerably after the establishment of the wireless link. The Ministry will transmit more messages for the High Commission itself. Also this link can be used to send communications to London for onward transmission to our various Missions on the continent and some other countries, which may be linked with London. Onward transmission from London being far cheaper than direct telegrams from India, it is expected that the establishment of a wireless link will result in overall economy apart from giving the advantage of a more secure and expeditious connection almost round the clock.

66. The Committee are informed that the Ministry of External Affairs propose to establish a wireless transmission link with London in the first instance. The proposal had been examined by the Ministry of Transport and Communications and action for the issue of administrative and financial sanctions in the matter was on hand.

67. *The Committee are glad to learn that steps to improve existing means of communication between the Ministry of External Affairs and the Missions have been already taken in the shape of the proposed wireless transmission link between New Delhi and London. If this link proves economic and useful, it is hoped steps will be taken to have more of such links.*

E. Reporting from Missions

68. There are two important aspects of the functioning of a Mission. A Mission has to perform normal political and consular work and send its periodical Reports and maint-

ain contacts at government level with the other country. Another important aspect of its work is to study the economic, scientific and social developments taking place in that country and report them back to the Headquarters. The normal complement of officers in a Mission viz. the First Secretary, Commercial Secretary are likely to be fully occupied with the first kind of work which is its normal function. They may not also possess in all cases the specialized knowledge necessary for handling the second kind of work.

It has been represented to the Committee that the real strength of a country nowadays depended upon the scientific, industrial and economic achievements. It has, therefore, been suggested that there should be one or two specialised officers posted in all the major Missions who should be well equipped in modern economic, industrial and scientific problems. Such officers would be able to understand and analyse the various developments taking place in those fields and report to the Head of Mission. In the course of the discussion with the Ministry's representatives, the Committee understood that it might not be possible to provide such specialised help because of difficulty of finance and personnel. An additional Counsellor in a Mission abroad would cost about Rs. 5000 per month. Further, as there were already posts of Counsellors in the major Missions, the Ministry did not favour the idea of posting additional special reporting Counsellors of this type. The Special Secretary to the Ministry contended that these counsellors, apart from looking after their regular work could deal with any subject which the Head of the Mission desired them to look into.

It appears to the Committee that neither the I.F.S. probationers nor the existing Counsellors may be adequately equipped for such special work requiring a certain amount of scientific and economic background. The need for such specialist staff in some of the important Missions seems to be fully justified. They hope Government will examine the possibility of making available officers conversant with economic, scientific and industrial matters to the major Missions.

IV

FOREIGN SERVICE INSPECTORATE

A. Functions of the Inspectorate

70. The Foreign Service Inspectorate in India was set up in May, 1954. It functioned till August, 1959 since when it has been held in abeyance. The Inspectorate has inspected all the Missions|Posts abroad at least once and in some cases more than once. Its establishment was:

Genesis of the Inspectorate.

- (i) A Foreign Service Inspector of the rank of Joint Secretary from the Ministry of External Affairs.
- (ii) One Financial Adviser of the rank of Joint Secretary from the Ministry of Finance.
- (iii) One Accountant.
- (iv) One P.A. (Stenographer) to the Foreign Service Inspector.
- (v) One P.A. (Stenographer) to the Financial Adviser.

71. Broadly, the functions of the Foreign Service Inspectorate were to visit from time to time the Indian Missions and Posts abroad and to advise the Government on (a) the fixation of rates of foreign and daily allowances and (b) on other administrative and financial questions.

Functions of the Inspectorate in India.

72. The Committee understand that the main purpose of the Corps of Inspectors in the U.K. is to ensure that the Foreign Service runs smoothly and efficiently. To this end, the Inspectors visit Foreign Service Posts overseas to investigate such matters as:

Functions of the Inspectors in U. K.

- (i) the assessment of Foreign Allowances of United Kingdom based staff;
- (ii) the scales of salary of locally engaged staff;
- (iii) the organisation of the work of posts, including the number and grading of staffs with a view to the most effective use of manpower available and the proper training of juniors;

- (iv) the welfare of staff;
- (v) office and personal accommodation;
- (vi) Government property;
- (vii) security arrangements;
- (viii) the control of accounts;
- (ix) the running of official car pools;
- (x) the administration of the Foreign Service (over-seas) medical scheme;
- (xi) the proper execution of routine duties; including such consular duties as birth and death registrations, issue of passports, the administration of the Merchant Shipping Acts and similar matters.

73. Apart from the duties mentioned above, it is the function of the U.K. Inspectors to act as liaison officers between the Foreign Office and posts abroad and to explain to the posts the requirements of the department and *vice-versa*. They are also expected to give, when necessary, advice to Heads of Posts and their members on questions affecting their work or personal position and to make representations to the Foreign Office on their behalf in all such matters. Inspectors also undertake sometimes, in conjunction with other senior officers, inspections of the Foreign Office itself.

74. A view was expressed before the Committee by some non-officials who had held important posts abroad that, in practice, the Indian Foreign Service Inspectorate merely examined the details of the personal accounts of the Officers in the Missions. It even examined their food expenses. It was represented that this kind of checking was not fair either to the Inspectorate or to the diplomatic officers concerned. It was suggested that the functions of the Inspectorate might be enlarged on the lines of the U.K. Inspectorate.

75. The Committee discussed these points with the Special Secretary to the Ministry. He stated that while they should like to follow the U.K. pattern in this behalf the question of funds and suitable personnel came in the way. As regards examination of food expenses etc., it was necessary for the Inspectorate in the beginning to know the food habits of persons at different Missions|Posts. As almost all the Missions|Posts had been covered by preliminary inspections once there would be no need to conduct an examination of those items in future.

B. Revival of the Inspectorate

76. The expenditure incurred by the Inspectorate from year to year is shown below:

Year	Expenditure	Expenditure incurred on the inspectorate.
	Rs.	
1954-55	1,37,085	
1955-56	1,07,951	
1956-57	1,18,474	
1957-58	1,20,643	
1958-59	49,859	
1959-60	1,13,500 (Approx)	
1960-61	75,000 (Revised estimates)	

The budget provision for 1961-62 is Rs. 75,700.

77. Regarding the expenditure in 1960-61 and budget provision for 1961-62, the representatives of the Ministry informed the Committee that these provisions were made following the usual practice when a 'Section' was to close. They were for what was called in budgeting 'sweeping operations' i.e. towards the payment of T.A. bills, air freight bills etc. which did not always come in during the year and were paid in subsequent years. It was not, however, expected to spend the whole amount.

78. The Committee were informed that the Inspectorate was kept in abeyance for the following reasons:

Reasons for holding the Inspectorate in abeyance.

1. The main function of the Inspectorate viz. fixation of the rates of foreign allowances was practically over as the Inspectorate had inspected all the Missions|Posts abroad once and in some cases twice.
2. The question of suitable agency for the inspections etc. i.e. whether there should be a team of Inspectors or whether permanent officials who deal with these areas could go out for this purpose, was under consideration.
3. Difficulty in the implementation of the recommendations already made by the Inspectors.
4. Shortage of funds.
5. Want of suitable personnel.

79. So far as the first reason viz. the fixation of rates of foreign allowances is concerned, the Committee feel that it was no doubt an important task and has been completed.

But there are other equally important tasks e.g. reviewing the working of the Missions, the question of staffing in the Missions etc. which call for a continuous watch. It is necessary to have a suitable agency to visit periodically the Missions and look into these and other allied matters relating to the efficient and economic discharge of functions.

80. In regard to a suitable agency being evolved for inspections, the Special Secretary of the Ministry informed that the outcome of the decision depended upon financial and administrative resources. A decision was expected to be taken in about 3 months' time.

81. Regarding the implementation of the recommendations of the Inspectorate, the Special Secretary held the view that there was no point in making proposals if they were not carried out. The representative of the Ministry of Finance pointed out that it was not as though all the proposals were rejected unilaterally. He informed the Committee that the proposals made by these Inspectors were discussed between Officers of the Ministry of External Affairs and the Ministry of Finance and agreed decisions were taken. About 75% of the recommendations were accepted by Finance.

82. The other main difficulties are in respect of funds and personnel. Regarding funds, the representative of the Ministry of Finance informed the Committee that if they were satisfied that the inspections were necessary, whatever the agency, the Ministry of Finance would not stand in the way. *The Committee, therefore, see no insurmountable difficulty in the revival of the inspectorate on this account. During the period it was in existence the expenditure incurred on the Inspectorate was not very much, being a little over a lakh of rupees annually. Any expenditure that may have to be incurred on inspections in future, if inspections are resumed, is not likely to be sizeable. Further, such expenditure should be more than re-paid by the savings likely to be effected as a result of the inspection.*

83. *When the Inspectorate comes to be revived its function may approximate to that of the U. K. Inspectorate. Its strength need not be as large as that of the U. K. specially in view of the fact that the question of fixation of foreign allowances has recently been reviewed.*

C. Composition of the Inspectorate

84. The composition of the Indian Foreign Service Inspectorate has been given in para 70 of this report. It

nas been suggested to the Committee that for efficient discharge of their functions the Inspectors should be of sufficiently high status, say of the rank of Ambassadors. The Foreign Service Inspectorate teams in some of the foreign countries included many senior people such as retired Foreign Secretary. The Special Secretary to the Ministry agreed during evidence that the Officer in charge of Inspections should be a very senior man who could assess the functioning of the missions. *The Committee trust that the desirability of having an Officer of adequate status to be in charge of inspections will be kept in view by Government when reviving and reconstituting the Foreign Service Inspectorate.*

V

STAFF MATTERS

A. Strength of Staff

Composition
of the
Foreign
Service.

"85. The Indian Foreign Service is composed of two Branches, 'A' and 'B'. Branch 'A' of the service includes the posts of all diplomatic officers in Missions abroad and in the Ministry of External Affairs. The posts are filled mainly by direct recruitment, although non-officials and officers of other services may be appointed to posts borne on its cadre. IFS (A) is generally referred to as the IFS.

86. Branch 'B', termed as the IFS(B) , is the junior service and largely includes ministerial personnel except for Grade I and Grade II where the officers are required to man certain representational posts. The initial constitution of all grades of this Service has been completed."

Strength of
the Service.

87. At present the permanent strength of the Indian Foreign Service is 211. In addition, there are 10 supernumerary posts and 95 temporary posts in various grades. The permanent strength of the Indian Foreign Service 'B' is 1695. In addition there are 591 temporary posts in the various sub-cadres.

Details of
the strength
of the
Service.

A statement showing the break-up of the permanent sanctioned strength of the IFS and IFS(B) according to permanent duty posts, deputation reserve, leave reserve. Training Reserve and the supernumerary posts is given at *Appendix V* Permanent posts which have been either temporarily upgraded or kept vacant as a measure of economy are indicated in the statement at *Appendix VI*. A Statement showing the temporary sanctioned strength of IFS and IFS(B) is appended at *Appendix VII*. The actual strength of IFS and IFS(B), excluding the posts held against Deputation Reserve and Leave Reserve is indicated in the statement at *Appendix VIII*.

Non-
official's
view regard-
ing the
strength of
staff in
Missions.

88. Opinions regarding the adequacy or otherwise of the staffing in Missions, which came to the notice of the Committee differed. One view was that there was considerable room for economy in the staffing of Missions. Another view, with particular reference to Africa was that

the Indian Missions in that country are in some places overstaffed. Yet another view expressed is that most of the Ambassies/Missions/ Legations abroad were very inadequately staffed. The Special Secretary to the Ministry stated that they had not noticed any tendency for proliferation of posts and appointments. As regards Africa, except for Leopoldville, the Missions were not appreciably understaffed.

89. The Committee understand that the requirements of posts in our Missions and Posts abroad vary from station to station. The variation is largely due to the status jurisdiction and political importance of a Mission. In sanctioning the posts on the opening of a Mission, the Ministry generally takes into consideration the actual strength of a few of the Missions of the same category of representations. Later on, as the Mission establishes itself, its strength is reviewed on the basis of statistics of work and its actual needs. For this purpose, the norms followed in the Secretariat for sanctioning the various categories of staff are followed for correspondence work. The fact that besides correspondence work the staff of the Missions have also to undertake outdoor and protocol duties is taken into consideration in sanctioning additional staff or in reviewing the existing establishments in the Missions. The norms followed in the Secretariat for sanctioning the various categories of staff as such could not be followed abroad because the Mission represented the Government of India as a whole. The Secretariat of the Ministry at the Headquarters represented only one activity of the Government.

Reasons for variation in the strength of staff in the Missions.

90. *The Committee appreciate that it might be difficult to assess accurately the strength of staff required in some of the newly set up Missions. Even so it is necessary to lay down, after examination, a normal pattern of organisation for each category of Mission/Post to be varied, if necessary, in special circumstances. As regards established Missions, it may be useful to carry out periodical reviews of the staff strength to examine their adequacy as the pattern and volume of work become clearly discernible.*

Committee's views.

91. So far as the Secretariat is concerned, the Committee are glad to note that in response to an economy drive started in June, 1957, it was decided to effect a 10 per cent reduction in personnel at the Headquarters in all grades upto and including Deputy Secretaries. Accordingly, posts of one Deputy Secretary, 3 Under Secretaries, 5 Section Officers, 52 Assistants, 5 Upper Division Clerks, 34 Lower Division Clerks, 7 Daftries, 40 Peons, 1 French Interpreter and 1 Assistant Librarian were reduced. The savings on this account as vetted by the Ministry of Finance

Reduction in the strength of staff in the Headquarters.

were estimated to be Rs. 2,05,805. Further the experiment in reorganization was continued in the financial years 1958-59 and 1959-60 and as a result thereof, posts of 8 Section Officers (Grade II) 3 Section Officers (Grade III) 26 Assistants, 14 Upper Division Clerks, 10 Lower Division Clerks, and 8 steno-typists were kept in abeyance against creation of 6 posts of Under Secretaries and 16 posts of Stenographers. This resulted in a saving of Rs. 24,690 per quarter or Rs. 98760 per year.

92. *It has been suggested to the Committee that in order to deal effectively with the reports received from the Missions abroad and to guide them properly, there should be adequate staff at higher levels at the Headquarters of the Ministry. The reorganization of the methods of work referred to above would appear to be a step in this direction.*

B. Recruitment to I.F.S.

Recruitment through annual competitive examination.

93. Apart from a 10% reservation for promotion of officers of Grade I of the Indian Foreign Service (B) and of the Information Service, recruitment is made in the Junior Scale of the Service, exclusively through a combined annual competitive examination held by the Union Public Service Commission. The number recruited to the IFS during each of the last five years is given below:

Year	No. of IFS Officers recruited
1956	11 (one has since resigned)
1957	10
1958	10 (one has since resigned)
1959	10
1960	9

10 candidates are proposed to be recruited in 1961.

Non-official's view regarding recruitment.

94. It was represented to the Committee that except at the very top, it would be desirable to man the entire diplomatic service by officers of the IFS. For this purpose the present rate of recruitment was inadequate.

95. The Special Secretary to the Ministry also stated that the present rate of intake was very inadequate. It ought to be near about 18 to 20 a year.

Lack of Eagerness to join I.F.S.

96. The Special Secretary to the Ministry informed the Committee that there was not sufficient eagerness on the part of the young man to join the Foreign Service. In other countries the Foreign Services were more popular but that it was the other way about in India. Foreign Service

required its members to be separated from their homes and to have the wherewithals to represent their country abroad in a worthy manner. It also required a certain flair for this type of work. Besides, they were subjected to undue criticism, sometimes in Parliament, which affected their morale. The right psychological atmosphere about the place and position of the I.F.S. had yet to be created.

He also mentioned certain specific difficulties relating to the conditions of service. These have been discussed separately.

97. The representative of the Ministry of Finance who happened to be a member of the Selection Board for direct recruitment to the I.A.S., I.F.S., etc., in 1960-61 gave his own reading of the situation. Altogether 360 candidates were interviewed. There was, it is, true some kind of disinclination on the part of candidates to elect for the I.F.S. Many of them did prefer the I.A.S. to the I.F.S. In most cases when asked by the Chairman of the Selection Board why they preferred the I.A.S. to I.F.S., the majority of answers were that they wanted to serve within their own country. Many of them said that they had personal difficulties like old parents while others said that on the ground of orthodoxy it would be very difficult for them to go abroad. But he was not aware of a single case where any student said that the Foreign Service was not regarded as something good or that the conditions and terms of service were not attractive enough.

Preferences
given to IFS
vis-a-vis
I.A.S. etc.

98. *As regards criticisms in Parliament the Ministry furnished certain extracts from the proceedings of the Lok Sabha alleged to indicate criticisms of the Indian Foreign Service. They are criticisms normally to be found in any Parliament and should not affect the morale of any service.*

Criticism of
Foreign
Service in
Parliament.

99. The position of I.F.S. is modelled on that of U.K. Foreign Service. Pay in the Foreign Service is equated to that of the Home Civil Service as in the U.K. For additional expenses and difficulties abroad they are compensated by suitable allowances. *The Committee consider that the principles of recruitment and the system of allowances to compensate for service abroad are on the whole on right lines. The Committee have dealt with allowances separately.*

Position of
I. F. S.

100. *One way of overcoming the reported difficulty of recruitment is to hold a separate competitive examination for recruitment to I.F.S. alone. The successful candidates would not thus have the option to exercise any preference*

vis-a-vis the I.A.S. It is, however, interesting to note that the Special Secretary to the Ministry, to whom this was put, was not in favour of the idea. He said that it would restrict the field of recruitment and there is also a risk of candidates not getting anything. The Committee cannot agree with this stand as the candidates can always take other competitive examinations if they so choose. On the other hand the candidates who sit for the I.F.S. examination alone would do so with a preparedness to join I.F.S. should they come out successful. They suggest that the possibility of having such a separate examination may be considered.

C. Facilities to Staff

(i) Accommodation facilities

Concession
admissible to
the officers
and staff in
Missions
abroad.

101. The following concessions are admissible to the officers and staff in the Missions abroad:

- (i) Free furnished accommodation or house rent allowance in lieu thereof.
- (ii) A children's education allowance of Rs. 80.00 per month to help to meet the higher cost of education of children both in schools abroad or left in boarding schools in India. This is only admissible for two children.
- (iii) Children's holiday passage by air in respect of not more than two children receiving education in India, once a year during the long vacation.
- (iv) Free passage for himself and his family during home leave, ordinarily once in three years.
- (vi) Medical assistance under the Assisted Medical Attendance Scheme under which the entire expenditure incurred on medical consultation fees and two-thirds of the expenditure incurred on the purchase of prescribed medicines, hospital bills and specialist consultations etc. is met by the Government.

Principle
followed in
providing
the facilities.

102. *The basic principle followed by Government is to enable an officer to maintain the same standard of living as he has in Delhi and partly to compensate him for extra cost and inconvenience suffered by him because of his serving abroad. The Committee heard of no complains regarding the accommodation facilities offered to Foreign Service personnel in the Missions abroad. They were, however, told that the I.F.S. personnel when posted to Headquarters had to face considerable difficulties in this regard.*

103. It was stated that an officer of the Government of India in the Secretariat Service was able to get Government accommodation in New Delhi after 5 or 6 years. He had not to pay more than 10% of his emoluments on account of rent. I.F.S. personnel, particularly those getting less than Rs. 500 p.m., on return to the Head Quarters after their term abroad were seldom able to get Government accommodation immediately. They had to spend high amounts on private accommodation. Their service abroad no doubt counted for their allotment, but in actual practice 80% of the staff getting less than Rs. 500 p.m. did not get Government accommodation. The Ministry of Works, Housing and Supply had recently agreed to the construction of a hostel for I.F.S. personnel in Delhi.

Difficulty faced in the matter of accommodation.

104. *The construction of a hostel for the Indian Foreign Service personnel employed in the Ministry of External affairs should considerably relieve them of the difficulties in finding suitable accommodation when posted back to India. The Committee would recommend that certain other measures like earmarking a specified number of quarters in New Delhi for out-of-turn allotment to Foreign Service personnel posted back to Headquarters be considered.*

Proposal to construct a hostel.

(ii) *Educational facilities for the children of Foreign Service personnel*

105. Another difficulty experienced by the Indian Foreign Service personnel is that of education of their children. The nature of their assignments require them to shift from one country to another at periodical intervals. It is thus always a problem for them to arrange for the education of their children. It is also not always possible to keep their children with them, because the language of one country differs from another. If they choose to keep their children in India, although as stated earlier, they get an educational allowance for the purpose, the allowance may not be adequate. Further this allowance is admissible for a maximum of two children only. In any case, officers have to make their own arrangements for the schooling of their children, either abroad or in India.

Difficulty in the matter of education of the children.

106. *The Committee understand that the Government of the U.K. and the U.S.A. have evolved a satisfactory solution to this problem by running their own schools in certain of their Missions abroad. This may not be possible for*

Practice in U.K.

Government of India to do. The cost of running such schools will be high. The number of students may not also be adequate for such schools.

Proposals
submitted by
the Ministry.

107. The Committee were informed during evidence by the representative of the Ministry that a proposal had been submitted to the Ministry of Education to construct two schools, one for boys and another for girls, mainly for the children of the Foreign Service Officers and staff.

Committee's
views.

108. *It may not be either desirable or feasible to have schools exclusively or predominantly for children of I.F.S. personnel. That might give the institution an exclusiveness not desirable in itself and there may not be enough number of students forthcoming to justify a separate institution. A better course may be to reserve seats for children of I.F.S. officers in a selected number of residential schools in the country or sponsor a school for this purpose into which other students could also be admitted. It may be also useful to have one or more hostels at Delhi for children of I.F.S. personnel who may attend the regular schools in the city.*

D. Foreign Service Allowances

Allowances
admissible.

109. In addition to the facilities and concessions mentioned in Section 'C', I.F.S. personnel posted abroad are paid the following allowances:

- (i) Foreign allowance.
- (ii) Representational grant for officers of diplomatic status to cover the cost of official entertainment given by them.

110. The rates of foreign allowances prescribed for officers posted in some important countries viz., the U.K., U.S.A., U.S.S.R., Germany, Japan, China, Pakistan and Burma are given in the statements in Appendix IX.

111. The basis on which the above allowances are stated to have been fixed is as follows:

- (i) Representational grant is based on the amount of expenditure which is normally incurred by officers of diplomatic status on official entertainment given in the course of the performance of their official duties.
- (ii) Foreign allowance is based on the difference in the cost of living in India and the station of posting abroad.

112. A note explaining how the representational grant and the foreign allowance are worked out is given in *Appendix X*.

113. Estimated expenditure on this account and the allowances/grant as compared to the salaries drawn by officers abroad for the year 1960-61 and the Budget Estimates for 1961-62 worked out as follows:

Expenditure on allowances.

	1960-61 (B.E.) Rs.	1961-62 (B.E.) Rs.
1. <i>Salaries</i>		
Pay of Officers	50,59,400	52,17,000
Pay of Establishment	1,17,53,000	1,18,73,700
Total	1,68,12,400	1,70,90,700
2. Foreign Allowances and Representation Grant	1,06,56,500	1,09,47,400

114. The Secretary to the Ministry informed that the foreign allowances by the Government of India were low as compared to some other important countries of the world.

Views of the representatives of the Ministry.

115. On the other hand it was represented to the Committee that the foreign allowances fixed on the recommendation of the Foreign Service Inspectorate were by and large adequate. In some cases the Foreign Service personnel managed to live frugally and remit the savings to India.

Views of the non-officials.

116. *It is not possible for the Committee to go into the adequacy or otherwise of the present rates of foreign allowances. But in any case, a comparison with a country like the U.K., with higher resources and standards of living, cannot be very valid. Whether in India or abroad resources determine the scales. Care must be taken, however, that the basic needs at least are met. It is worth mentioning that the Seventh Report from the Select Committee on Estimates Session 1953-54 of the U.K. pointed out that there was no doubt that, generally Foreign Service officials abroad lived more comfortably than their colleagues at home, dressed better and enjoyed a higher standard of living. It was also represented to them by the staff representatives of the Whitley Council that Foreign Office Servants at Home, after deducting all expenses were left with less for saving than Foreign Office servants abroad and consequently were poorer. It would be interesting if such a comparative study is made, of Indian Foreign Service personnel.*

Committee's view.

117. *The Committee note that one of the main functions of the Foreign Service Inspectorate was to assess and review the rates of Foreign Service allowance in respect of different*

countries abroad. In view of the Inspectorate being held in abeyance, the Ministry of External Affairs called for quarterly statements from all the Missions abroad and on the basis of that conducted periodical reviews of the foreign allowances. The allowances were thus not kept static but were changed if and when there was an increase or decrease of more than 10% in the rates.

E. Training of Staff

(i) General Pattern

Details of the training programme.

118. A programme of training for I.F.S. Officers recruited through competitive examination has been laid down by the Ministry of External Affairs. Broadly, it consists of a course at the National Academy of Administration at Mussorrie for 6 months along with the Officers of Indian Administrative Service and other Central Services probationers. Thereafter, they are sent to selected districts in the various States for practical training in district administration, including developmental projects under the Plans. After this training, which lasts 3 to 4 months, they are attached to selected Deputy Secretaries and Under Secretaries in the Ministry for acquiring practical knowledge in administration, establishment, budget and accounts, passport and visa, consular, territorial and protocol matters. This short course of training at the Ministry is followed by a tour of India to get first hand acquaintance with important developmental projects, before posting abroad to countries where satisfactory arrangements can be made for learning the compulsory foreign language. A compulsory foreign language is allotted to each Officer under Rule 24 of the I.F.S. Rules 1954. To study this language an officer is posted to a foreign country or a University. Sometimes, while learning the language, he is also called upon to work in the Indian Mission concerned for the purpose of getting an insight into the working of a diplomatic mission abroad.

Training in Commercial Work.

119. Whenever officers of I.F.S.(A) or I.F.S. (B) are posted abroad to perform commercial work, they are given specialised training in commerce and trade in the Ministry of Commerce and Industry. This includes visits to the major ports for meeting the Chambers of Commerce and other interests concerned with the foreign trade of India.

(ii) Training in Laws relating to Repatriation etc.

Defects in the existing training programme.

120. *It would be observed from the preceding paras that there is no provision for any training in consular work as a normal part of the training of the diplomatic personnel. The*

study of laws in respect of repatriation, extradition, emigration, passports etc., has also not been prescribed in the syllabus of I.F.S., training courses. The Special Secretary to the Ministry told the Committee that as a part of their training, the I.F.S. Probationers went through the Consular and Passport Sections in the Secretariat and Missions. The training in the intricate question of consular laws as such was not thought necessary because these questions were dealt with at the higher levels. It was conceded by the Special Secretary of the Ministry that a little more training could be usefully given in consular work. He undertook to examine this aspect.

Committee's
view.

121. *The Committee feel that a knowledge of the laws relating to these subjects would be very useful in the discharge of their consular work by the diplomatic officers abroad. They recommend that Government may examine the desirability of prescribing a study of the laws relating to repatriation, extradition, emigration, passport etc., in the training syllabus for the I.F.S. officers.*

(iii) *Reorientation of the training given to I.F.S. personnel*

122. The main purpose of district training is to bring the I.F.S. Officers into direct touch with villages and get them to know the conditions and problems of rural life. Without knowledge of which their education would not deem to be complete. An I.F.S. Officer is required to take part in Community Projects or National Extension Service work and to write a report on the impact of these projects on the economic and social patterns of village life in the area where he has worked. He is also required to tour extensively and to camp frequently in rural areas. Visits are also arranged to industrial, commercial or other plan projects situated in the geographical region in which the probationers receive their district training. It has been represented to the Committee that some of the officers who go on diplomaic assignments abroad at times exhibit ignorance even of the basic conditions and developments taking place in the rural India. The Special Secretary to the Ministry said that as I.F.S. Officers were given special district training he imagined that the officers knew something about rural life. He was satisfied with the knowledge and experience of the I.F.S. Officers.

123. The representative of the Ministry of Finance explained his understanding of the situation. According to him most of the candidates who joined the I.F.S. through competitive examinations came from the urban areas. That was the position even when he joined service many years ago. As such, officers did not know very much about villages when they joined service. This knowledge they came

to acquire through their work. According to him that position obtained in regard to the Foreign Service also. The six months' district training was not adequate to give them a good background of village conditions and problems, particularly in respect of those who came from the cities. The Special Secretary to the Ministry agreed that if young I.F.S. officers had insufficient knowledge of the conditions in their own country, it would be desirable to improve their training in that respect.

124. *The Committee hope that Government will examine the necessity of making the I.F.S. Officers better acquainted with conditions in their own country especially the rural conditions.*

(iv) *Specialisation in Languages*

Existing
facility for
Specialisation
in languages.

125. After the conclusion of his probationary training in India, the I.F.S. officer is normally posted to an Indian Mission in a country in which the compulsory foreign language allotted to him is in current use. While the officer is also given some regular work, his main task is:

- (a) to attain proficiency in his compulsory language and to pass a written as well as an oral examination by the advanced standard in that language as early as possible, but in any case within the period, counted from the date of joining the Mission abroad,
 - (i) Chinese, Japanese and Tibetan—2 years
 - (ii) Arabic—18 months
 - (iii) French, Spanish, German, Persian and Russian—1 year.
- (b) To familiarise himself as far as possible with the customs, history, ethnology, literature and social problems of the people whose mother tongue is the compulsory language allotted to him.

126. Provision has also been made in Rule 24 of the Indian Foreign Service Rules, 1954, to the payment of language allowance of Rs. 100 per month to a member of Branch A of the I.F.S. who is drawing a basic pay not exceeding Rs. 1,800 a month. This is given after the competent authority is satisfied that the officer has passed an examination in one of the prescribed languages and possesses a competent knowledge, colloquial and otherwise, for ordinary purposes. The allowance is increased to Rs. 200 when a person attains a high standard of proficiency and is able to act as an interpreter. A lumpsum reward of Rs. 1,500 has also been prescribed for passing each additional language other than the compulsory language.

127. It has been represented before the Committee that the existing facilities for the learning of foreign languages are not adequate. It has been suggested that to facilitate specialisation in foreign languages, young I.F.S. Officers should be posted in Missions of the areas of the language with comparatively light loads of work. This is because teaching of a foreign language in India could not come up to the same level as in a country whose language it was.

Non-official's view regarding existing facility in the matter.

128. In the course of their discussion with the representatives of the Ministry, the Committee were informed that the objective of the Ministry was to make Foreign Service Officers compulsorily learn one of the five or six major world languages. For this purpose, they also encouraged them to learn the language of the country in which they were posted, if the language of that country was not the language of his option, by giving them suitable incentives in the form of language awards.

The Committee note that the objective could not be realised because the arrangements for specialisation by the officers of External Affairs Ministry in foreign language were not adequate. *The Committee suggest that Government may take early steps to remove the existing inadequacies in this regard.*

F. Specialisation in Regional Problems

129. It was represented to the Committee that at present there does not appear to be enough room for specialisation in the problems of different regions by Foreign Service Officers. In the United States there is a 'desk' system in the State Department whereby Secretariat Officers specialise in the problems and the conditions of certain regions.

The Committee trust that the Territorial Divisions in the Ministry are being suitably organised to serve this end. They suggest that Government may also examine the need for providing sufficient opportunities to the Officers posted abroad to specialise in problems of particular regions. Periodical rotation in postings between the concerned Territorial Division in the Secretariat and in the regions in which an Officer specialises would also be helpful to this end.

G. Transfer/Posting of Staff in Missions abroad

(i) Categorization of Missions

130. Generally with reference to the cost and conditions of living at various places, Missions have been classi-

fied into the following three A, B, and C categories:—

CATEGORY 'A'

<i>S. No. Name of Mission/Post</i>	<i>S. No. Name of Mission/Post</i>
1. Beirut.	17. Mexico City
2. Buenos Aires	18. New York
3. Brussels	19. Oslo
4. Bonn	20. Ottawa
5. Berne	21. Paris
6. Berlin	22. Rio-de-Janeiro
7. Cairo	23. Rome
8. Canberra	24. Santiago
9. Damascus	25. Stockholm
10. Dublin	26. San Francisco
11. Geneve	27. Sydney
12. Hamburg	28. The Hague
13. Hong Kong	29. Tokyo
14. Kobe	30. Vienna
15. London	31. Washington
16. Madrid	32. Wellington

CATEGORY 'B'

1. Addis Ababa	15. Moscow
2. Ankara	16. Nairobi
3. Bangkok	17. Port of Spain
4. Belgrade	18. Prague
5. Bucharest	19. Rabat
6. Budapest	20. Rangoon
7. Colombo	21. Saigon
8. Gangtok	22. Salisbury
9. Kuala Lumpur	23. Singapore
10. Kampala	24. Suva
11. Kandy	25. Tananariva
12. Manila	26. Tehran
13. Mauritius	27. Warsaw
14. Mombasa	

CATEGORY 'C'

1. Accra	7. Gyantse
2. Aden	8. Hanoi
3. Baghdad	9. Jalalabad
4. Dacca	10. Jeddah
5. D' Jakarta	11. Kabul
6. Gartok	12. Kandhar

S. No. Name of Mission/Post	S. No. Name of Mission/Post
13. Karachi	22. Phenom Penh
14. Khartoum	23. Peking
15. Khorramshahr	24. Rajshahi
16. Kathmandu	25. Shanghai
17. Lagos	26. Sourabaya
18. Lhasa	27. Vientiane
19. Mandalay	28. Yatung
20. Medan	29. Zahidan
21. Muscat	30. Leopoldville

The intention of the Government is to rotate officers among various posts in the three categories as far as possible.

131. The normal term at A and B types of stations is 3 years. For stations grouped in category C, it is only two years. In some of the stations included in Category C, the term is either two years at a stretch or 3 years with home leave after 18 months. Period of posting in different categories of Missions.

132. It has been represented to the Committee that Indian Missions|Posts have not been classified according to either political or regional considerations. They have been graded according to climatic conditions. Transfers and postings are thus being made not on the basis of work but on the considerations of climate only. Complaint regarding the existing categorisation.

133. The representatives of the Ministry told the Committee that the system of categorisation of Missions had been devised with a view to rotate the officers from one region to another. The categorisation was based both on considerations of climate and conditions of work in different Missions. The practice of categorising Missions into 'hard' and 'less hard' countries was obtaining in all other countries, although the criteria of determining what was a hard condition of living and what was less hard might vary. Views of the representatives of the Ministry.

(ii) *Period of Posting abroad*

134. In the course of their career members of the Foreign Service are posted to different Missions as also to Headquarters. No maximum period for which an officer can continuously be allowed to serve abroad has been prescribed. Postings to Headquarters are made with due regard to the previous postings of the officer concerned and posts available in various grades at Headquarters at a particular time. Period prescribed for posting in Missions abroad.

Two statements, A and B, showing India-based officers of I.F.S. (A) and I.F.S. (B) (upto grade III) who have been serving abroad for the last (i) 5 to 10 years, and (ii) more than 10 years as on 31st December, 1960 are given in *Appendix XI*.

Number of officers under postings for more than 5-10 years.

135. The number of officers in the various grades who have been serving abroad for considerable periods is shown in the table below:

	No. of officers serving abroad for the last 5 to 10 years	No. of persons serving abroad for beyond 10 years
Grade I, IFS	1	1
Grade II, IFS	3	..
Grade III, IFS	2	..
Grade IV, IFS	5	2
Grade V, IFS	5	2
Senior Scale, IFS	4	3
Grade I, IFS(B)	8	1
Grade II, IFS (B)	4	..
Grade III, IFS(B)	7	..
TOTAL	39	9

136. Information in respect of other grades of IFS (B) Officers could not be made available to the Committee because of the shortness of time. *From these statements, it would appear that as many as 39 persons are serving abroad for 5 to 10 years, and 9 persons have been serving abroad for more than 10 years without any posting at home. The number among I.F.S.(B) personnel about whom information has not been supplied might also be appreciable.*

Complaint regarding the prolonged posting at a particular station.

137. It has been represented before the Committee that though the policy of the Government was to provide for periodical transfer from one Mission to another Mission after some time, some persons managed to be in certain stations for long periods. As regards ministerial staff it was represented that it would be desirable for the Ministry to keep them rotated every 2 or 3 years. For junior officers two continuous assignments abroad were not too much. But after 5 or 6 years it was necessary to bring them back to the Headquarters. Senior officers could stay longer. A non-official witness represented to the Committee that no person should be away from India without home posting for more than 10 years.

Committee's views.

138. *The Committee appreciate that certain senior officers like the First or Second Secretaries may have to be retained abroad for 5-6 years in the interests of work. But there does not seem to be any necessity to allow junior officers in Grades II and III of IFS (B) to remain away from Headquarters for long periods at a stretch which might come in the way of their brother officers in India being posted abroad. The Committee desire that Government may examine the matter and lay down a policy regarding rotation of staff to be pursued normally.*

VI

MISCELLANEOUS

A. External Publicity

139. External publicity is looked after by the External Publicity Division at New Delhi with a field organisation abroad. In addition to the usual complement of office staff, there are following Officers at Headquarters:

Staff at the Headquarters of the External Publicity Division.

Designation of Post	Sanctioned strength	Actual strength
1. Director, XP Dn	1	1
2. Under Secretary	1	1
3. Director, ISI	1	1
4. Director, Press Relations	1	1
5. Deputy Director, ISI	1	1
6. Information Officers	6	6
7. Asstt. Information Officers Attache (Information)	10	10
8. Information Asstts.	3	3

140. The pattern of organisation abroad is as follows:

Staff in the Missions/ Posts for External Publicity.

Generally in each Mission there is a Press Attache who is also assisted by an Assistant Attache. In important Missions in addition to the Press Attache a Public Relations Officer is also provided. Besides this technical staff in each Mission, an Assistant and a Steno are normally provided.

141. The total number of Press Attaches, Assistant Attaches and Public Relation Officers etc., posted abroad comes to 56.

142. The budget for External Publicity is approximately Rs. 93 lakhs a year. Of this amount, a little over Rs. 23 lakhs was the expenditure on Publicity Division at Headquarters in the year 1959-60. It has been stated by the

Expenditure on External Publicity.

Ministry that the total expenditure of Rs. 93 lakhs includes the salary of Officers and staff, cost of passage, allowances, rent, taxes, postage etc. The expenditure on these items leaves only a very small portion of funds for publicity work.

Forms of Publicity.

143. The main items of External Publicity are:

1. Dissemination of news and Information

From the Headquarters the various overseas Information Posts are kept constantly supplied with information and publicity material which they exploit through various publicity media in accordance with local requirements. News and background to news is supplied to overseas Information Posts through news transmission by wireless broadcast thrice daily from the Headquarters.

2. Supply of printed material

Libraries have been set up in a number of Missions abroad and they are kept regularly supplied with books on various subjects relating to India. Selected Indian newspapers and periodicals and Government publications, besides bulk quantities of maps, posters and pamphlets are also distributed in foreign countries. Production of special pamphlets is also undertaken. On the basis of material supplied to them India's Information Posts abroad bring out their own publications in English and sometimes in local languages for large scale distribution in their areas.

3. Audio Visual Publicity

Large size exhibition photographs, charts and posters, films and gramophone records are regularly supplied to our Information Centres and used by them with good results. The Publicity Division also assists in India's participation in international film festivals and in the organisation of Indian film festivals abroad.

4. Cultural Publicity

The External Publicity Division renders assistance in India's participation in various exhibitions and cultural activities abroad by supplying exhibition material (photographs, costumes, paintings, art publications, etc.) for display in various countries.

5. Press Delegations

Facilities are provided to a number of visiting journalists and they are taken to the development projects.

144. It has been stated that within the limits imposed by available resources our long term publicity has produced results which might be described as positive although it may not be possible to measure them in tangible terms. It is also claimed that this work of spreading knowledge about India goes on from day to day. It may not be productive of spectacular results; nevertheless it does contribute to the promotion of better understanding about India.

145. It has been represented to the Committee that the vast quantity of publicity material circulated does not have really much effect. It has been explained that this is an inherent weakness of all publicity and not only of the External Publicity carried out by India. Publicity is certainly useful for dissemination of information or correcting gross and factual inaccuracies. Apart from that, it can have very little immediate effect on other countries. Political propaganda as such has very little value. A country's foreign policy is regulated by its own interests and not by the publicity of another country. Therefore, the usefulness of publicity in external affairs was only informative.

Ministry's
claim
regarding
External
Publicity.

Non-offi-
cial's view
regarding
the present
External
Publicity
Method.

146. Informative publicity, it was represented to the Committee had three aspects. First, in relation to general cultural and other background *i.e.* the projection of the self-image of the country. Secondly, about the present-day activities and policies. Thirdly, with regard to any controversies and special interests. In most countries people are so engrossed in their own affairs that except for some small groups, nobody is interested in another country's general policy. Secondly, coming to the question of policies and immediate activities, certain interest exists in every country about India and some information can be made available. But it has to be borne in mind that normally important newspapers do not publish foreign news except from its own sources. As regards the third aspect, that of controversies and special interest, a great deal can be done by putting our material before interested groups. In every country there are certain people who are interested in supporting India in such matters. They will welcome and will study this kind of material. The purpose of publicity can be achieved much better through influencing intellectual opinion, men whose social and academic position is very prominent in that country. This task can be performed only at the very highest level either by the Ambassador or people of very high quality. The emphasis, therefore, has to be on public relations rather than on publicity. Effort should be concentrated in developing such public relations at the proper level rather than on publicity.

147. During their discussion of the Committee, the Special Secretary to the Ministry agreed that public relations

was more important. He stated that the Ministry have been reviewing the entire work of publicity both at home and abroad from this angle.

148. *The Committee are glad to know that Government are fully alive to the importance of public relations. They hope that this aspect of the work will form a part of the regular programme of the Heads of Missions to be consciously pursued by them. The functions of external publicity may be mainly to serve the useful aspects of dissemination of information and correction of factual inaccuracies.*

B. Expenditure on Entertainments

**Scales of
representa-
tional grant.**

149. Diplomatic Officers of various grades including the Heads of Mission, are granted a monthly Representational Grant to meet their normal expenditure on official entertainment. This grant varies from officer to officer and is based on the number of guests that an officer is normally expected to entertain keeping in view his official status, duties and responsibilities. The cost per guest is worked out on a conservative basis in relation to the cost of essential articles of food etc. at a particular station. A review of this expenditure is undertaken whenever the Foreign Service Inspectorate visits a station. Since the Inspectorate has been in abeyance since 1959 no review had been undertaken during last two years. But as a result of the review undertaken in the past the representational grant had been increased in some cases by more than 50 per cent. and reduced in certain other cases.

150. For special occasions such as celebration of the Republic Day on the 26th January each year, visits of ships of the Indian Navy, visits of high dignitaries from India etc., special entertainment grants are sanctioned to the Heads of Missions|Posts. The amount of the grant is based on the nature of the occasion, the number of guests likely to be invited, the cost per guest etc. Government have fixed no ceilings in respect of any individual item. But the overall grants—both monthly grants as well as grants for special occasions—are subject to the ceilings prescribed in the individual sanction issued in each case.

**Non-official
view regard-
ing the
expenditure
on entertain-
ment.**

151. It was represented to the Committee that expenditure of this nature was not essential at present and appreciable economy could be effected in this respect. The Reports of the Foreign Service Inspectorate point out how it was possible to economise on this item. One of the non-officials who appeared before the Committee and who had been the Head of an important Mission made a specific suggestion where Government could curtail expenditure on entertainments. He pointed out that whereas the U.S. Mission during

the last few years invited only their nationals for attending their National Day Function i.e., 4th July, our Missions spent a considerable amount on the Republic Day Celebrations. Another non-official informed the Committee that the public entertainments held by British and American Embassies were limited to a very few say, 12 or 15 people once in a week or once in two weeks. He felt that big entertainments by themselves served no useful purpose and it was not necessary to spend foreign exchange on them. *The Committee trust that the Government will examine the relative advantages of having more of smaller parties which may, while economising expenditure, enable the establishment of closer and more useful contacts with the invitees.*

C. Facilities to Pilgrims going abroad

152. India has close cultural ties with some of its neighbouring countries. There is a regular flow of Indian citizens visiting these countries and the citizens of those countries visiting India on festivals and other religious|social occasions. One such example of the Indian citizens going to neighbouring country is the pilgrimage to Pashupathinath in Nepal on the occasion of Shivaratri day. Pilgrimage to Nepal.

153. It was represented to the Committee that adequate medical facilities were not offered to pilgrims going to Nepal on the aforesaid occasion. *They suggest that the desirability of extending medical and other facilities to pilgrims going to Nepal might be examined.*

D. Furniture/Furnishings in Missions

154. The Committee understand that no scales have been prescribed for supply of furniture for the Heads of Missions in view of the undermentioned considerations: Reasons for Scales being not prescribed.

- (i) It would be impracticable and difficult to have a uniform scale for all Heads of Missions as the requirements vary from Mission to Mission due to the varying conditions prevailing at different posts, importance of individual Mission and actual size of the accommodation occupied. However, in respect of items such as cutlery and crockery etc., uniform scales depending on the status of the Head of Mission have been prescribed.
- (ii) On the basis of past experience it has been found to be more realistic and economical to consider each case on merits.

155. Scales for the supply of furniture|furnishings for all residences other than those of Heads of Missions have been prescribed by Government. Scales of Furnishings.

The various considerations underlying these scales are—

- (i) Representational obligations;
- (ii) Status of Officers|staff; and
- (iii) Size of the family.

156. It has been represented to the Committee that furniture for Heads of Missions also should be standardized as in the case of other staff.

157. The Committee were informed by the Special Secretary to the Ministry that a special Committee was being set up to examine this question. It was not examined earlier because the Heads of Missions had their own tastes for these articles and the Ministry did not wish to interfere with them. *The Committee trust that the special Committee that is being set up by the Ministry for the purpose will be able to standardize the furniture provided for the Heads of Missions. Such standardization may be expected to result in economy.*

E. Construction Works

Existing
Procedure.

158. The Government of India own buildings for use as residences of Heads of Mission, some of the Officers and/or staff and office purpose in several countries.

159. For Tibet, Sikkim and Nepal, the C.P.W.D. is the executing agency in charge of the actual construction. Elsewhere, if the cost of the work is estimated to exceed Rs. 5 lakhs, an architect of the C.P.W.D. in India is normally deputed to prepare the plans and estimates of the proposed work. An engineer of the C.P.W.D. is usually sent from India to supervise the construction where a local architect is available. In case the work costs less than Rs. 5 lakhs, the Head of the Mission concerned selects a reputable architect with the help of the local government and complete proposals are sent to the Government of India for approval. After Government approval has been accorded to the estimates, the Head of Mission, assisted by the local architect, proceeds with the construction. In the case of those countries, where the services of local Architect are not available and the estimated cost of the work is likely to be more than Rs. 50,000, the case is to be reported to the Government of India for consideration whether an Engineer should be sent from India as a special case.

Defects in
the existing
procedure
regarding
construction
etc

160. It would be observed from the above that references to the Government of India in the C.P.W.D. are required to be made at several stages. Further, deputation of an engineer from the C.P.W.D. might also entail considerable time. In certain cases, language may be another problem.

Thus the whole procedure appears to make for much expenditure and delay.

In giving reasons for variations between the budget and revised and actual expenditure on Capital Outlay during the year 1957-58 the Ministry stated that these could not be avoided due to the following among other reasons:—

- (i) C.P.W.D. could not select an engineer for supervising works (Accra).
- (ii) Detailed plans could not be finalized within the financial year even though the site had been visited by the C.P.W.D's Senior Architects (Canberra).
- (iii) Administrative approval|technical sanction could not be issued by the Government|C.P.W.D. in time and as such works either could not be taken up or the works in progress had to be suspended (Gangtok, Hague, Tokyo).

161. It was also brought to the notice of the Committee that in some of the European countries Architects levy an exorbitant charge for rendering any professional advice even in the matter of repairs etc. *It is likely that if an Engineer of the status of a Superintending Engineer is posted at a place like London, he could attend to preparation of Estimates and supervise the construction works etc. in the Missions in Europe. This may be advantageous in more than one respect. It may mean economy in expenditure and quicker execution of work. It will also help supervision of repairs and maintenance.*

F. Annual Reports

162. At present the Annual Report of the Ministry of External Affairs does not contain any account of the total foreign economic aid received from/given to the friendly countries, nor does it indicate in sufficient detail the Consular activities of our Missions abroad. *The Committee feel that it would add to the utility of the Report if such matters were dealt with in the future Reports. It is understood that it is the practice in some of the Commonwealth countries to present these matters in the above manner in their reports. They recommend that the Ministry of External Affairs may examine the desirability of introducing these changes in their future reports.*

Present
Arrange-
ments of
presentation.

NEW DELHI;
April 26, 1961,
Vaisakha 6, 1883 (S).

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

S. No. 1	Countries 2	Level of Representation 3
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A. List of names of countries where India had got its representatives and their status until the advent of the Interim Government.

1.	Australia . . . (Canberra)	High Commissioner
2.	Burma . . . (Rangoon)	Representative
3.	Ceylon . . . (Colombo)	Representative
4.	Ceylon . . . (Kandy)	Agent
5.	China . . . (Nanking)	Agent General
6.	Malaya . . . (Kuala Lumpur)	Agent
7.	Sikkim . . . (Gangtok)	Political Officer
8.	Singapore . . .	Representative
9.	South Africa . . . (Johannesburg)	High Commissioner
10.	Tibet . . . (Lhasa)	Indian Mission
11.	United Kingdom . . . (London)	High Commissioner
12.	United States of America . . . (Washington)	Agent General
13.	United Nations . . . (New York)	Special Mission.

B. List of names of the countries where India had its representatives and their status during the period of interim Government.

1.	Australia . . . (Canberra)	High Commissioner
2.	Burma . . . (Rangoon)	Representative
3.	Canada . . . (Ottawa)	High Commissioner
4.	Ceylon . . . (Colombo)	Representative
5.	Ceylon . . . (Kandy)	Agent
6.	China . . . (Nanking)	Embassy
7.	Indo-China . . . (Saigon)	Vice-Consul
8.	Iran . . . (Tehran)	Additional Consul for Indian Affairs in British Embassy.
9.	Iraq . . . (Baghdad)	Vice-Consul
10.	Iraq . . . (Basra)	Vice-Consul
11.	Japan . . . (Tokyo)	Political Representative

1	2	3
12.	Malaya . . . (Singapore)	Representative
13.	Malaya . . . (Kuala Lumpur)	Agent
14.	Siam . . . (Bangkok)	Consul
15.	Sikkim . . . (Gangtok)	Political Office
16.	China . . . (Shanghai)	Atache to Agent-General
17.	Saudi Arabia . . . (Jedda)	Vice-Consul
18.	South Africa . . . (Johannesburg)	High Commissioner
19.	Tibet . . . (Lhasa)	Indian Mission
20.	United Kingdom . . . (London)	High Commissioner
21.	United States of America . . . (Washington)	Embassy
22.	Union of Soviet Republics . . . (Moscow)	Embassy
23.	United Nations . . . (New York)	India Delegation.

C. List of names of the countries where India had got its representatives and their status as on 1-1-1948.

1.	Australia . . . (Canberra)	High Commissioner.
2.	Burma . . . (Rangoon)	Embassy of India.
3.	Canada . . . (Ottawa)	High Commissioner.
4.	Ceylon . . . (Colombo)	High Commissioner.
5.	Ceylon . . . (Kandy)	Agent
6.	China . . . (Nanking)	Embassy of India
7.	Indo-China . . . (Saigon)	Consulate
8.	Indonesia . . . (Batavia)	Consulate
9.	Iran . . . (Tehran)	Embassy of India.
10.	Japan . . . (Tokyo)	Indian Liaison Mission
11.	Malaya . . . (Singapore)	Representative
12.	Malaya . . . (Kuala Lumpur)	Agent
13.	Nepal . . . (Kathmandu)	Embassy of India
14.	Pakistan . . . (Karachi)	High Commissioner
15.	Pakistan . . . (Lahore)	Deputy High Commissioner.
16.	Pakistan . . . (Peshawar)	Deputy High Commissioner.
17.	Pondicherry . . . (Pondicherry)	Consulate General.

APPENDIX II

Territories and functions assigned to each of the Territorial Divisions

1. Western Division:

This Division consists of Sections dealing with all countries in Europe—both Eastern and Western, the former French Establishments in India (including their administration), and all countries in North and South America, including Cuba.

Matters relating to International Organisations concerned mainly with Europe, *e.g.*, N.A.T.O., E.D.C., Council of Europe and Paris Agreements, etc. are also dealt with in the Sections dealing with European Countries.

The Section dealing with the American countries also deals with the repatriation of Chinese nationals from the U.S.A., matters connected with Indo-US Agreements, aid to and from these areas and various Technical Assistance Schemes, general supervision of programme and policy relating to the Colombo Plan, and connected matters, besides looking after our scholars and deputationists proceeding abroad under the different Agreements and Schemes referred to above.

2. Eastern Division:

This Division comprises Sections dealing with Bhutan, Sikkim, Japan, Korea, Mongolia, Nepal, North East Frontier Area and Naga Hills and Tuensang Area. Indian aid to Nepal, Bhutan and Sikkim is also dealt with in these Sections; as also the problems relating to Tibetan refugees. The Sections dealing with NEFA and NHTA also deal with the administration, development plans and establishment work in respect of these areas.

3. China Division:

This Division deals with problems connected with our relations with China. The Division is, therefore, at present particularly concerned with the questions relating to the Sino-Indian border dispute and political aspects of problems relating to the security of Sino-Indian border. This Division also deals with Hongkong and the Portuguese posts in China.

4. Southern Division:

This Division deals with Australia, Brunei, Borneo (North), Fiji, Indonesia, Malaya, New Zealand, Philippines, Sarawak, Singapore, Thailand, Trust Territories in Pacific, West Irian, Cambodia, Democratic Republic of North Vietnam, Republic of South Vietnam, Laos, Burma and Ceylon; besides matters relating to Portuguese settlements in India.

Grant of visas to Ceylon nationals and matters connected with South East Asia Treaty Organisation (SEATO), South East Asia Friendship and Economic Treaty (SEAFET) and Association of South East Asian States (ASAS) are also dealt with in this Division. Implementation of Geneva Agreement on Indo-China, and work relating to the International Commission for Supervision and Control in Vietnam (North and South) and Cambodia and Afro-Asian and Colombo Powers Conference is also the concern of this Division.

5. *Pakistan Division:*

All matters connected with relations with Pakistan are dealt with in this Division. The major heads of subjects include boundary disputes, demarcation of the boundary, matters arising out of partition, protection of minorities and religious shrines, consular matters, and the administration of the Indo-Pakistan passport and visa system. Policy decisions in regard to subjects dealt with by other Ministries e.g., trade and financial settlements, railway agreements, sharing of waters, and moveable and immoveable properties of refugees are taken in consultation with this Division.

The Indo-Pakistan dispute over Jammu and Kashmir, cease-fire and border violations in the Jammu and Kashmir sector and the Kashmir question in the Security Council are dealt with in the Kashmir Unit, which forms a part of this Division.

6. *West Asia and North Africa Division:*

This Division deals with all countries in West Asia and North Africa which include Aden, Algeria, Iraq, Israel, Jordan, Lebanon, Libya, Mauritania, Morocco, Persian Gulf Sheikdoms (Bahrein, Kuwait, Muscat, Oman, Qatar and Trucial Coast), Sudan, Tangier, Tunisia, United Arab Republic, Yemen, Iran, Afghanistan, Turkey and Saudi Arabia.

Work connected with the Administration of the Oudh and other Trusts and Bequests and Haj Pilgrims is also done in this Division.

7. *U.K. and Africa Division:*

This Division deals with matters relating to the United Kingdom, Ireland, British Guiana, British West Indies, British Honduras, Surinam and other colonies, Jamaica, Malta and Trinidad, and the following territories in Africa:—South Africa, British Protectorates in South Africa, South West Africa, Ethiopia, French Somaliland, Somalia, Kenya, Uganda, Tanganyika, Zanzibar, Nyasaland, Northern Rhodesia, Southern Rhodesia, The Congo, Ruanda Urudi, Ghana, Nigeria, Sierra Leone, Togoland, The Republic of Cameroons, British Cameroons, Gambia, Liberia, Portuguese East Africa, Republic of Guinea, Portuguese Guinea, Portuguese West Africa, Seychelles, Mauritius, Malagasy Republic and Re-Union Island.

The Section dealing with the U.K. also looks after air flights between India and the U.K. and *vice versa*; and arranges flight clearance for foreign military and civil aircraft transiting India. It is also the coordinating Section in respect of other territorial divisions, besides being responsible for the preparation of the Monthly summary for

the Cabinet. The work connected with Commonwealth Conferences and Foreign Affairs Departmental meetings is also handled by this Section.

The Branch dealing with Africa also looks after the Government of India General Scholarships Scheme; scholarships offered to African students by States and Universities in India; selection of scholars and private students of Indian origin domiciled abroad for nomination to reserved seats in Medical, Engineering and other professional colleges, as well as Personal Ledger Accounts for overseas Students Scholarships (Private) Funds.

APPENDIX III

Detailed List of Functions entrusted to Indian Missions/Posts abroad

1. Political matters. *e.g.*, submission of periodical and special reports on political developments; negotiations pertaining to treaties, agreements and conventions; securing support for India's activities and for representation at the United Nations and in allied organisations; intervention in and processing of cases involving Indian interests.
2. Economic and commercial matters and in particular promotion of India's export trade.
3. Public relations, publicity etc., on behalf of India, including cultural activities.
4. Issue of passports, visas and other types of travel documents.
5. Consular work, other than the issue of passports, visas etc., *e.g.*, the administration of estates of Indian Nationals abroad; relief to and repatriation of destitute or distressed Indians abroad; and welfare of Indian seamen.
6. Assistance to Indian businessmen, etc., travelling abroad.
7. Assistance to and care of Indian students studying abroad.
8. Matters relating to semi-permanent Indian residents abroad.
9. Matters relating to Indian Citizenship Act.
10. Matters relating to Indian Exchange Control Regulations.
11. Work relating to visits of dignitaries, delegations etc.
12. Matters relating to international health regulations.
13. Negotiations regarding securing of financial assistance, training facilities etc. from foreign Governments.
14. Matters connected with industrial collaboration.
15. Matters pertaining to Indian Armed Forces, *e.g.*, visits of Naval Ships, training facilities, stores and equipment etc.
16. Obtaining of flights clearances for non-scheduled Indian civil and military aircraft transiting through foreign countries.
17. Care of Indian war graves abroad, in the absence of a representative of the Imperial War Grave Commission.
18. Action on enquiries, requests etc., received from State Governments.
19. Contacts with representatives of other countries accredited to the local Government with a view to furthering India's interests.

APPENDIX IV

List of Indian Missions Abroad

Embassies	Location	
1. Afghanistan	(Kabul)	
2. Argentina	(Buenos Aires)	
3. Austria	(Vienna)	
4. Belgium	(Brussels)	Concurrently accredited to Luxemburg as Minister.
5. Bolivia		Ambassador resident in Santiago (Chile)
6. Brazil	(Rio-de-Janeiro)	Concurrently accredited to Venezuela as Minister.
7. Burma	(Rangoon)	
8. Cambodia	(Phnom-Penh)	
9. Chile	(Santiago)	Concurrently accredited to Bolivia and Columbia as Ambassador.
10. China	(Peking)	Concurrently accredited to Mongolia as Ambassador.
11. Columbia		Ambassador resident in Santiago (Chile).
12. Congo	(Leopoldville)	
13. Cuba		Ambassador resident in Washington (U.S.A.)
14. Czechoslovakia	(Prague)	Concurrently accredited to Rumania as Ambassador.
15. Denmark		Ambassador resident in Stockholm (Sweden).
16. Ethiopia	(Addis Ababa)	
17. Finland	(Helsinki)	Ambassador resident in Stockholm (Sweden).
18. France	(Paris)	
19. Germany	(Bonn)	
20. Greece		Ambassador resident in Belgrade
21. Hungary	(Budapest)	Ambassador resident in Moscow (U.S.S.R.)
22. Guinea		Ambassador resident in Accra (Ghana).

Embassies	Location	
23. Indoneisa	. (Djakarta)	
24. Iran . . .	(Tehran)	
25. Iraq . . .	(Baghdad)	Concurrently accredited to the Hashemite Kingdom of Jordan as Ambassador.
26. Ireland	. (Dublin)	Ambassador resident in London (U.K.)
27. Italy . . .	(Rome)	Concurrently accredited to Albania as Minister.
28. Japan . . .	(Tokyo)	
29. Jordan . . .		Ambassador resident in Baghdad (Iraq).
30. Laos . . .	(Vientiane)	
31. Liberia . . .		Ambassador resident in Accra (Ghana)
32. Libya . . .		Ambassador resident in Cairo (U.A.R.)
33. Madagascar . . .	(Tananarive)	
34. Mexico . . .	(Mexico City)	Ambassador resident in Washington.
35. Mongolia . . .		Ambassador resident in Peking China.
36. Morocco . . .	(Rabat)	Concurrently accredited to Tunisia as Ambassador.
37. Nepal . . .	(Kathmandu)	
38. Netherlands . . .	(The Hague)	
39. Norway . . .	(Oslo)	
40. Philippines . . .	(Manila)	
41. Poland . . .	(Warsaw)	Ambassador resident in Moscow (U.S.S.R.)
42. Rumania . . .	(Bucharest)	Ambassador resident in Prague (Czechoslovakia)
43. Suadi Arabia . . .	(Jedda)	
44. Spain . . .	(Madrid)	Ambassador resident in London (U.K.)
45. Sudan . . .	(Khartoum)	
46. Sweden . . .	(Stockholm)	Concurrently accredited to Denmark & Finland as Ambassador.
47. Switzerland . . .	(Berne)	Concurrently accredited to the Vatican as Minister.

Embassies	Location	
48. Thailand	(Bangkok)	
49. Tunisia	.	Ambassador resident in Rabat (Morocco)
50. Turkey	(Ankara)	
51. United Arab Republic	(Cairo)	Concurrently accredited to Libya as Ambassador and to the Republic of Lebanon as Minister.
52. United States of America	(Washington)	Concurrently accredited to Mexico and Cuba as Ambassador.
53. Union of Soviet Socialist Republic	(Moscow)	Concurrently accredited to Poland and Hungary as Ambassador.
54. Yugoslavia	(Belgrade)	Concurrently accredited to Greece as Ambassador and to Bulgaria as Minister.
<i>High Commissions.</i>		
1. Australia	(Canberra)	Concurrently accredited to New Zealand.
2. Canada	(Ottawa)	
3. Ceylon	(Colombo)	
4. Ghana	(Accra)	Concurrently accredited to Guinea and Liberia as Ambassador.
5. Malaya	(Kuala Lumpur)	Concurrently accredited to Singapore as Commissioner and also to the British North Borneo, territories of Burnei and Sarwak.
6. New Zealand	(Wellington)	High Commissioner resident in Canberra (Australia).
7. Nigeria	(Lagos)	
8. Pakistan	(a) Karachi	.
	(b) Dacca (East Pakistan).	Deputy High Commissioner
	(c) Rajshahi (East Pakistan).	Assistant High Commissioner
9. United Kingdom	(London)	Concurrently accredited to Ireland and Spain as Ambassador.

Embassies	Location	
<i>Legations</i>		
1. Albania . . .		Minister resident in Rome (Italy).
2. Bulgaria . . .		Minister resident in Belegarde (Yugoslavia)
3. Luxembourg . . .		Minister resident in Brussels (Belgium).
4. Lebanon . . . (Beirut)		Minister resident in Cairo (U.A.R.)
5. Vatican . . .		Minister resident in Berne
6. Venezuela . . .		Minister resident in Rio-de-Janeiro (Brazil).
<i>Special Missions.</i>		
1. Bhutan . . .		Political Officer resident in Gangtok (Sikkim).
2. Sikkim . . . (Gangtok)		
3. United Nations . . . (New York).		
<i>Commissions</i>		
1. Aden . . . (Aden)		
2. Central African Federation (British) (Salisbury)		Commissioner resident in Nairobi.
3. East Africa (British). (Nairobi)		Accredited to Federation of Rhodesia & Nyasaland as Commissioner and to Ruanda Urundi as Consul General.
4. Fiji . . . (Suva)		
5. Hong Kong . . . (Hong Kong)		
6. Mauritius . . . (Port Louis)		
7. Singapore . . . (Singapore)		
8. The West Indies & Guiana. (Trinidad)		Accredited to Surinam as Consul General.
9. Uganda (Kampala)		Commissioner resident in Nairobi.
<i>Trade Commissions.</i>		
1. Australia . . . (Sydney)		
2. British East Africa (Mombasa)		
3. Canada . . . (Vancouver)		
<i>Consulates General</i>		
1. China . . . (Shanghai)		
2. Denmark . . . (Copenhagen)		Honorary Consul General

Embassies	Location	
3. Dutch Guiana		Consul General resident in Trinidad.
4. Finland . . .	(Helsinki)	Honorary Consul General.
5. Germany . . .	(a) (Berlin) (b) (Hamburg)	
6. Muscat . . .	(Muscat)	
7. Ruanda-Urundi .		Consul General resident in Nairobi
8. Switzerland . .	(Geneva)	
9. Tibet	(Lhasa)	
10. United Arab Republic	(Damascus)	
11. United States of America	(a) (New York) (b) (San Francisco)	
12. Vietnam North .	(Hanai)	
13. Vietnam South	(Saigon)	

Consulates

1. Germany	(a) Munich (b) Stuttgart	Honorary Consul Do.
2. Greece	(Athens)	Do.
3. Iran	(Khorramshahr)	
4. Indonesia	(Sourabaya)	
5. Iraq	(Basra)	Honorary Consul
6. Japan	(Kobe)	

Vice-Consulates

1. Afghanistan . . .	(a) (Jalalabad) (b) Kandahar)	
2. Belgium	(Antwerp)	
3. Burma	(Mandalay)	
4. Indonesia	(Medan)	
5. Iran	(Zahidan)	

Trade Agencies

1. Tibet	(a) (Gyantse) . (b) (Gartok) (c) (Yatung)	
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APPENDIX V

Statement showing the break up of the permanent sanctioned strength of the I.F.S. & I.F.S. (B) according to permanent duty posts, deputation reserve, leave reserve (at 10% of Duty posts at Hqrs.) Training reserve and supernumerary post.

Grade	Permanent Duty Post			Deputa- tion reserve	Leave Reserve		Training Super- Reserve numera- ry posts	Total
	M. of C. & I. Affairs		at 10% of Duty posts at Hqrs. in Missions		at 15.7% of Duty posts in Missions			
	Hqrs.	Missions						
						Hqrs.			Missions
I.F.S.								
Grade I	.	2	10	..	..	..	..	12
Grade II	.	.	14			..	..	14
Grade III	.	.	14	..	..	..	..	14
Grade IV	.	3	10	..	..	..	..	13
Grade V		..	13	..	..	..	..	13
Senior Scale		16	52	3	14	11	2	114
Junior Scale	.	4	11		..	..	16	41
							10	221

I.F.S.(B)

(a) General Cadre

Grade I	.	.	14	6	2	9	4	..	..	..	35
Grade II	.	.	24	41	4	6	9	..	..	..	84
Grade III	.	.	30	58	5	10	7	8	20	..	138
Grade IV	.	.	243	172	26	32	55	27	33	..	588
Grade V	.	.	44	..	5	..	..	..	..	..	49
Grade VI	.	.	266	110	19	19	12	33	20	..	479

(b) Stenographers Sub-Cadre

65

Grade I	.	.	9	10	1	..	2	1	2	..	25
Grade II	.	.	40	109	7	19	10	5	20	..	210

(c) Cypher Sub-Cadre

Grade I	.	.	4	6	..	..	..	..	..	..	10
Grade II	.	.	32	45	..	..	..	..	..	..	77

APPENDIX VI

Statement showing permanent posts which have been either temporarily upgraded or kept vacant as a measure of economy I.F.S.

(a) Upgraded

Location of post	Previous Grade	Previous Designation	Present Grade	Present Designation
<i>Ministry of External Affairs</i>				
Budapest	Senior Scale of I.F.S.	First Secretary	Grade V of I.F.S.	Counsellor/Charge d' Affaires
Lexico	Do.	Do.	Do.	Do.
Saigon	Do.	Consul General	Do.	Consul General
Djakarta	Junior Scale	Third Secretary	Grade I of General Cadre of I.F.S. 'B'.	Second Secretary (Commercial)
<i>Ministry of Commerce & Industry</i>				
Cairo	Senior Scale of I.F.S.	First Secretary	Grade V of I.F.S.	Counsellor (Commercial)
Singapore	Do.	Do.	Do.	Do.

(b) *Posts kept vacant as a measure of economy*
I.F.S.

Location of post	Grade of Post	Designation of Posts	Number of Posts	Remarks
London	Senior Scale of I.F.S	First Secretary	1	
Rangoon	Do.	Do.	1	
<i>I.F.S. (B)</i>				
Rangoon	Grade II of I.F.S. 'B'	Labour Officer <i>cum</i> Welfare Vice Consul.	1	
Djakarta	Do.	Registrar	1	
Jeddah	Grade III of I.F.S. 'B'	Registrar	1	
Ipoh	Do.	Do.	1	
Karachi	Do.	Do.	1	
Kandy	Do.	Do.	1	
Banor	Grade IV of I.F.S. 'B'	Assistant	1	
Kathmandu	Do.	Do.	2	
London	Do.	Do.	2	
Accra	Grade VI of I.F.S. 'B'	Lower Division Clerk	1	XF
London	Do.	Do.	3	
Djakarta	Do.	Do.	1	XP
Kabul	Do.	Do.	1	XP
Shanghai	Do.	Do.	1	
Stockholm	Do.	Do.	1	
Kabul	Grade II of S.S.C. of I.F.S. 'B'	Stenographer	1	
London	Do.	Do.	1	
Rio de Janeiro	Do.	Do.	1	
Shanghai	Do.	Do.	1	
Singapore	Do.	Do.	1	

APPENDIX VII

Statement showing the Temporary Sanctioned strength of I.F.S. & I.F.S. (B)

Grade	Temporary Duty posts		Deputa- tion		Training Reserve posts	Super- numery posts Total
	Min. of External Affairs		reserve @ 10% duty posts at Hqrs.			
	Hqrs.	Missions	Hqrs.	Missions		

Grade II	.	2	4	2	..	..	8
Grade III		14	30	3	..	..	47
Grade IV		7	100	21			128
Grade V		21	4	..	..	..	25
Grade VI	.	105	115	..	..	..	220

(b) *Stenographers*

Sub-Cadre

Grade I	.	1	8	1	..	..	10
Grade II	.	24	64	12		..	100

(c) *Cypher*

Sub-Cadre

Grade I	.	2	..	..	..	..	2
Grade II		5	23	2	..	..	30

APPENDIX VIII

Actual strength of IFS/IFS(B) excluding the posts held against deputation reserve and leave reserve

Service & Grade of Posts	Ministry of E.A.		Ministry of C&I.		Total
	Hqrs.	Missions	Hqrs.	Missions	
<i>I.F.S.</i>					
Grades I to IV . . .	6	54	..	..	60
Grade V	2	24	..	2	28
Senior Scale	26	77	3	17	123
Junior Scale	10	37	..	..	47
Training Reserve . . . . .	..	16	..	..	16
Supernumerary posts	10	..	..	..	10
<i>I.F.S.(B)</i>					
Grade I	21	11	2	17	51
Grades II & III	70	125	9	21	225
Grade IV	250	267	26	53	596
Grades V & VI	436	221	24	19	700
Grades I & II of SSC	74	186	8	32	300
Grade I of CSC	6	6	..	..	12
Grade II of CSC	37	68	..	2	107

The above statement does not include persons held against deputation and leave reserves.

APPENDIX IX

Statement showing Rates of Foreign Allowance prescribed for the Indian Foreign Service personnel when posted abroad

Designation	Rates of Foreign Allowance (In Rupees per month)	
	Married	Single
LONDON		
<i>Head of Mission</i>	2,135	1,905
<i>First Secretary</i>	750	580
<i>Second Secretary</i>	640	574
<i>Third Secretary</i>	640	574
<i>Staff drawing pay Rs. 500·00 p.m. or less</i>	495	380
TOKYO		
<i>Head of Mission</i>	2,040	1,720
<i>First Secretary</i>	1,295	1,105
<i>Second Secretary</i>	1,050	895
<i>Third Secretary</i>	1,050	895
<i>Staff drawing pay Rs. 500·00 p.m. or less</i>	700	525
RANGOON		
<i>Head of Mission</i>	1,355	1,185
<i>First Secretary</i>	695	600
<i>Second Secretary</i>	550	460
<i>Third Secretary</i>	550	460
<i>Staff drawing pay Rs. 500·00 p.m. or less</i>	325	255
PEKING		
<i>Head of Mission</i>	1,535	1,355
<i>First Secretary</i>	980	840
<i>Second Secretary</i>	830	705
<i>Third Secretary</i>	830	705
<i>Staff drawing pay Rs. 500/- p.m. or less</i>	585	440

Designation	Rates of foreign Allowance (In Rupees per month)	
	Married	Single
RAJSHAHI		
<i>Assistant High Commissioner</i>	465	415
Second Secretary	325	280
Third Secretary	325	280
Staff drawing pay Rs. 500/- p.m. or less	275	205
KARACHI		
<i>Head of Mission</i>	1,290	1,130
First Secretary	590	505
Second Secretary	445	370
Third Secretary	445	370
Staff drawing pay Rs. 500/- p.m. or less	340	265
MOSCOW		
<i>Head of Mission</i>	3890	3265
First Secretary	1645	1365
Second Secretary	1430	1210
Third Secretary	1430	1210
Staff drawing pay Rs. 500/- p.m. or less	1125	905
BONN		
<i>Head of Mission</i>	2165	1840
First Secretary	645	555
Second Secretary	635	535
Third Secretary	635	535
Staff drawing pay Rs. 500/- p.m. or less	545	415
DACCA		
<i>Deputy High Commissioner</i>	815	735
First Secretary	465	415
Second Secretary	325	280
Third Secretary	325	280
Staff drawing pay Rs. 500/- p.m. or less	275	205

Designation	Rates of Foreign Allowance (In Rupees per month)	
	Married	Single
SAN FRANCISCO		
<i>Consul-General</i>	1,660	1,450
First Secretary	1,450	1,270
Second Secretary	1,265	1,105
Third Secretary	1,265	1,105
Staff drawing pay Rs. 500/- p.m. or less.	990	775
WASHINGTON		
<i>Head of Mission</i>	3,890	3,425
First Secretary	1,280	1,115
Second Secretary	1,130	980
Third Secretary	1,130	980
Staff drawing pay Rs. 500/- p.m. or less	900	705
NEW YORK		
Permanent Representative to U.N.	3,600	3,215
First Secretary	1,475	1,290
Second Secretary	1,290	1,120
Third Secretary	1,290	1,120
Staff drawing pay Rs. 500/- p.m. or less	990	775

APPEND X X

Note explaining how the representational grant and foreign allowance are worked out

Representational grant is worked out on the basis of meal guests or reception guests that an officer has to entertain. The cost of per meal reception is worked out on the basis of cost of living. In addition to this, some amount is also given towards the printing of invitation cards etc. In the case of the Heads of the Missions, the representational grant also includes some amount for giving charities etc.

The adequacy or otherwise of the rates of foreign allowances fixed for a station is assessed on the basis of the price returns of essential commodities which Missions are expected to furnish to the Ministry regularly every quarter. For this purpose it was customary previously to obtain the personal budgets of officers serving abroad. By and large, these budgets have been averaged out to arrive at the schedules now used to compute the allowances. On the basis of these schedules, the expenditure of a standard family in a foreign country is assessed on essential items such as, "household food", "clothing", "domestic servants", "miscellaneous household requirements", "laundry", "electricity", "water and fuel" and "transport". From this total expenditure, the contribution which each grade of officer is expected to make from his salary towards his personal living is deducted to arrive at the foreign allowance rate.

APPENDIX XI

STATEMENT (A)

Statement showing the India-based persons who have been serving abroad for last 5 to 10 years as on 31-12-1960—Mission-wise

Name of Mission	Designation	Previous posts
Embassy of India, Kabul	First Secretary, S.S.IFS	Shanghai and Rangoon.
Embassy of India, Buenos Aires	Registrar, Grade III, IFS(B)	Ankara and Tehran.
Indian Trade Commission, Sydney.	First Secretary, S.S. IFS	Muscat and The Hague.
Embassy of India, Rangoon	Ambassador, Grade II, IFS. Counsellor, Grade V. IFS. Registrar, Grade III, IFS (B).	Baghdad and Santiago Paris and Washington Mexico.
High Commission of India, Colombo.	High Commissioner, Grade III, IFS. Deputy High Commissioner, Grade V. IFS. First Secretary, Grade I, IFS(B).	Tehran, Gangtok, The Hague and Accra. Kabul and Paris. Tehran and Ottawa.
Visa Office of the Government of India, Kandy.	Visa Officer, Grade I IFS (B).	Kandy.
Office of the Indian Trade Agent, Yatung.	Indian Trade Agent, Grade II, of IFS (B).	Yatung and Gartok.
Embassy of India, Prague	Personal Secretary, Grade III, IFS (B).	Rome and Tokyo.
Commission of India, Nairobi	Commissioner, Grade IV, IFS.	Peking.
Embassy of India, Paris	Registrars, Grade III IFS, (B) (2).	1. Dacca and Manila. 2. Dacca and Rangoon.
Consulate General of India, Frankfurt.	Secretary, Grade I, IFS (B)	Wellington and Rangoon.
Consulate General of India, Hamburg.	Consul General, S.S.IFS	Moscow, Nairobi and Kabul.
Embassy of India, Tehran	Personal Secretary, Grade III, IFS (B).	Suva, Brussels and Prague.
Embassy of India, Djakarta	Ambassador, Grade IV, IFS.	Prague.
Embassy of India, Baghdad	Ambassador, Grade III, IFS. First Secretary, Grade I, IFS (B).	Stockholm. Ottawa and Tehran.
Embassy of India, Rome	Ambassador, Grade II, IFS	Washington, Ankara and Kabul.

Name of Mission	Designation	Previous posts
Embassy of India, Mexico City	Registrar, Grade II, IFS (B)	Lahore and Dacca.
Embassy of India, Oslo	Ambassador, Grade IV, IFS.	Singapore, Colombo and Phnom Penh.
High Commission of India, Karachi.	Acting High Commissioner, Grade IV, IFS. First Secretary, Grade I, IFS (B)	London and Dacca. Singapore, Medan and Hyderabad Sind.
Deputy High Commission of India, Dacca.	Second Secretary, Grade I, IFS (B). Visa Officers, (4) Grade III, IFS(B)	Baghdad, Stockholm and London. 1. London. 2. Canberra and Wellington 3. Hongkong. 4. London.
	Registrar, Grade III, IFS (B)	Tokyo.
Embassy of India, Bucharest	Counsellor, Grade V, IFS	Ottawa and Saigon.
Embassy of India, Khartoum	Personal Secretary, Grade III, IFS (B)	Kathmandu and Ottawa
Consulate General of India, Damascus.	Consul General S.S. IFS.	Peking, Berne and Baghdad.
High Commission of India, London.	Registrar, Grade II, IFS (B) Registrar, Grade III, IFS (B)	London. Karachi.
Embassy of India, Washington	Minister, Grade IV, IFS. Registrar, Grade II, IFS (B)	Karachi and Geneva. Hongkong and Peking.
Permanent Mission of India, New York.	Counsellor, Grade V, IFS. Personal Secretary, Grade III, IFS (B)	Peking and London. Addis Ababa.
Embassy of India, Cairo	Second Secretary Grade I, IFS (B).	Singapore, Kuala Lumpur and Bangkok.
Consulate General of India, San Francisco.	Registrar, Grade III, IFS (B)	Saigon.
Embassy of India, Moscow	Ambassador, Grade I, IFS. Personal Secretary, Grade III, IFS (B)	Moscow. Moscow.
Consulate General of India, Hanoi.	Counsellor, Grade V, IFS.	
Office of the Political Officer, Gangtok.	First Secretary, Grade I, IFS (B).	Yatung and Lhasa.
On Deputation to United Nations (Congo).	Special Representative to United Nations, Grade II, IFS. Secretary to Special Representative to U. N., Grade III, IFS (B).	New York, Belgrade and Karachi. The Hague, Washington and Karachi.

Category-wise

Grade I, IFS	.	.	.	.	.	One
Grade II, IFS	.	.	.	.	.	Three
Grade III, IFS	.	.	.	.	.	Two
Grade IV, IFS	.	.	.	.	.	Five
Grade V, IFS	.	.	.	.	.	Five
Senior Scale, IFS	.	.	.	.	.	Four
Grade I of IFS (B)	.	.	.	.	.	Eight
Grade II of IFS (B)	.	.	.	.	.	Four
Grade III of IFS (B)	.	.	.	.	.	Seventeen

Note.—This list does not include non-service Heads of Missions who are appointed by the Minister of External Affairs in his discretion. Such persons are selected from public life specifically for service abroad and cannot be appointed to posts at Headquarters, which are intended only for career officers.

STATEMENT B

Statement showing the India-based persons who have been serving abroad for beyond 10 years as on 31-12-1960—Mission-wise

Name of Mission	Designation	Previous posts
Embassy of India, Phnom-Penh	Ambassador Grade IV, IFS.	Abadis-Ababa, Karachi-Alexandaria, Cairo, San Francisco and Singapore.
Embassy of India, Addis Ababa	Ambassador Grade IV, IFS.	Buenos Aires, Karachi, Cairo, Rabat and Khartoum.
Embassy of India, Bonn	Ambassador, Grade I, IFS.	Lisbon, Rome, Brussels, Bangkok, Canberra and Buenos Aires.
Embassy of India, Kathmandu	Counsellor Grade V, IFS	Manila, Shanghai, Hongkong, Goa and Bonn.
High Commission of India, Wellington.	First Secretary, IFS.	Buenos Aires, Vienna and Colombo.
Embassy of India, Cairo	Counsellor, Grade V, IFS.	Mombasa, Sydney, Bonn and Hamburg.
High Commission of India, London.	First Secretary, IFS.	Tehran, Pondicherry and Singapore.
Embassy of India, Washington	First Secretary, IFS.	The Hague, Bonn, Kathmandu and Ottawa.
Embassy of India, Belgrade	First Secretary, Grade I, IFS (B)	Dacca, Karachi, and Peking.

Category-wise

Grade I IFS	.	.	.	.	.	One
Grade IV IFS	.	.	.	.	.	Two
Grade V IFS	.	.	.	.	.	Two
Senior Scale IFS	.	.	.	.	.	Three
Grade I IFS (B)	.	.	.	.	.	One

APPENDIX XII

Statement showing the summary of conclusions and recommendations of the Estimates Committee contained in the Report

S. No.	Para No. of the Report	Summary of Conclusions/Recommendations
1	2	3
1	12	Having regard to the fact that the period after freedom was a dynamic one and the world witnessed vast changes, the task of steering the foreign affairs successfully through the changes and that without many precedents to rely upon, could not have been easy. The Committee note that the policy pursued by India in the conduct of external affairs has led to the establishment of relations with many countries in the world which are not only 'correct' but also 'friendly'. Its policy is in consonance as much with the genius of India's culture and tradition as with the requirements of statecraft. That India, though not a military power of any magnitude, has been able to find a respectable place in the comity of nations many of them with different ideologies, during these years could only be ascribed to the righteousness of its stand and its keeping clear of alignments.
2	20	There may have been no doubt good reasons which led to the present grouping of countries under the different Territorial Divisions in the Ministry of External Affairs. Even so, it seems that the Western Division, as at present constituted, is somewhat unwieldy. The reason for Sikkim, Bhutan and Nepal being included in the Eastern Division along with Japan, while Malaya, Singapore, Burma, Ceylon and the Philippines are in the Southern Division, is not very apparent. The Committee consider that it would be desirable to examine the existing allocation of work amongst the Divisions to see what re-organisation is necessary to ensure that the work and its load are rationalized and evenly distributed.

- | I | 2 | 3 |
|---|-------|--|
| 3 | 22-23 | <p><i>Prima facie</i> the jurisdiction of the U.K. and Africa Division in the Ministry of External Affairs appears heavy. Considerations of contiguity and/or geographical grouping which are stated to be taken into account in deciding the jurisdiction are not met in a number of instances. Perhaps, the arrangement of having a common Division for the U.K. and Africa was considered administratively suitable and came into being at a time when many of the African countries were under British control. But the political scene in Africa is changing very fast. A large number of countries have attained independence or are about to do so. Any consideration of administrative convenience in dealing with Africa along with U.K. has largely ceased to hold good.</p> <p>With the fast growing political importance of Africa and the rapid changes that are taking place in the continent, it is doubtful if the existing arrangements provide an adequate organisation to deal with all the African countries which necessarily have a large dynamic content in them.</p> |
| 4 | 24 | <p>The Committee consider that it is necessary to have a separate Territorial Division for Africa alone in the Secretariat of the Ministry of External Affairs. This Division could deal with all the African countries south of the Sahara. The West Asian Division could continue to deal with other African countries. The Committee trust that the matter will be examined by Government early.</p> |
| 5 | 27-31 | <p>There is no agency in the Ministry of External Affairs particularly in various Territorial Divisions, to keep a close watch on the developments taking place in the field of international commercial and economic relations. It is perhaps necessary and desirable that in the context of the country's Plan programmes, the urgent necessity of obtaining foreign assistance and of increasing our exports, responsibility for these matters should continue to rest with the Ministries of Finance and Commerce who are specially equipped and organised to carry out these duties. But all external activities of a country are closely inter-related. In the long run, the dividing lines between political, economic and commercial activities tend to disappear. With the successful implementation of the country's development programme, the special reasons for the Ministries of Finance and Commerce of paying attention to securing of external assistance and the development of export trade directly will, it is hoped, gradually disappear.</p> |

The Committee consider that the time for a full fledged Economic Division in the External Affairs Ministry to replace the functions presently performed by the Commerce and Finance Ministries may not have arisen immediately but even so it would be desirable to take a decision on the pattern to be evolved ultimately in consultation with the Ministries concerned so that the necessary organisation may be gradually worked out towards that end.

- 6 33 Cultural relations play a very important role in the field of promoting mutual goodwill and understanding amongst the nations. They pave the way for better understanding abroad of a country's foreign policy. It appears to the Committee that the External Affairs Ministry is in the best position to judge what type of cultural activities abroad would be most useful and effective and also whether the personnel sent abroad would best fulfil the object of such delegation. Without being very categorical about the function being taken over from the Ministry of Scientific Research and Cultural Affairs, the Committee consider that it may be useful to have a cell in the External Affairs Ministry to work in full coordination with the Ministry of Scientific Research and Cultural Affairs.
- 7 38 Keeping in mind the resources available at present, the criteria followed in opening of Missions appear to the satisfactory.
- 8 43 The Committee are happy to learn that the Government are alive to the necessity of having adequate diplomatic representation to keep abreast of the fast changing scene in Africa. It would be obviously desirable, subject of course to resources for India to see that no important country in that continent goes without diplomatic representation. It would also be necessary to ensure that India is represented in these areas by men of sufficiently high status, imagination and calibre. Apart from the establishment of adequate diplomatic representation, the Committee consider that it would be useful for the Government to send periodically high-level commercial and cultural delegations to visit the African countries.
- 9 44 The Committee hope that Government will examine the possibility of having an independent representation in Mexico.

1	2	3
10	46	The Committee suggest that Government might consider the possibility of establishing a separate Mission at the Vatican.
11	49	There should be better co-ordination in the matter of work done by the Commercial Sections in the Missions/Posts abroad between the Ministries of External Affairs and Commerce and Industry. Economic and commercial affairs abroad and political matters are inter-related. As indicated at para 31, the present conditions may justify commercial matters being the special responsibility of the Ministry of Commerce. But, eventually it may be desirable to have an integrated foreign service to look after economic, commercial and political matters. There, the Committee have dealt with the idea of creating an Economic Division in the External Affairs Ministry. They hope that this Division would help the External Affairs Ministry to maintain as close coordination with the Ministry of Commerce and Industry in respect of commercial matters.
12	50	It may not be possible to assess with a desired degree of accuracy the benefits flowing from the activities of the commercial sections. Much of that would be indirect. Nevertheless taking into account the expenditure on commercial sections abroad which was Rs. 50.94 lakhs during 1960-61, it is desirable to have at least a general assessment of the increase in foreign trade particularly in exports as a result of the work done by the Commercial Sections.
13	57	It is perhaps true that the administrative Ministries are in some respects better suited to decide whether the purpose for which a delegation is to be sent abroad could or could not be served by the Mission/Post in that country in view of the likely technicalities involved in it. But a decision in the matter ought to be taken after ascertaining that the Missions abroad could not undertake the work and that could be determined only in consultation with the Ministry of External Affairs. It is obviously desirable that no delegation should be sent abroad for purposes which can be carried out by the Missions/Posts abroad. The Committee feel that the External Affairs Ministry may not treat a reference by the Ministry sponsoring a delegation as a mere formality and that it may bring to bear its own considered thought on the necessity of the delegation before the proposal is placed before the Cabinet.

1

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- 14 58—60 The Committee are not happy that the Missions abroad were not being properly associated with the visiting delegations from India and that the Missions were not being briefed with the purpose and programme of such delegations although instructions to that effect had been issued by the Ministry of External Affairs. The Committee agree entirely with the External Affairs Ministry in its view that visitors or visiting delegations going abroad from India are not correct in informing the foreign governments through their Embassies in India without intimating the Indian Missions concerned. In para 57, they have recommended the necessity to ensure that fullest use is made of the Missions abroad to reduce the number or the compositions of the delegations going abroad. When it is found essential to send a delegation, it goes without saying the Heads of Mission and the Ministry of External Affairs should be kept fully informed of the purpose of the visit and the programme of the delegation. It will also enable the services available in the existing organisations abroad being fully utilised.
- 15 62 It would be desirable to co-ordinate the sending of delegations by the autonomous undertakings and to regulate their composition and number. For this purpose the Committee would suggest the setting up of an Inter-Ministerial Board by the Ministry of External Affairs consisting of representatives of that Ministry and of the Ministries of Finance, Commerce and Industry and some other Ministries like Railways, Defence and Steel, Mines and Fuel which control a number of public enterprises. The representative of the Ministry sponsoring any delegation may also be associated with it when any proposal relating to them is considered by this Board. The Board can bring about a rationalisation of the foreign delegations which may make for both efficiency and economy. The Committee trust that the suggestion will commend itself to Government.
- 16 67 The Committee are glad to learn that steps to improve existing means of communication between the Ministry of External Affairs and the Missions have been already taken in the shape of the proposed wireless transmission link between New Delhi and London. If this link proves economic and useful it is hoped steps will be taken to have more of such links.

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17	69	It appears to the Committee that neither the I.F.S. probationers nor the existing Counsellors may be adequately equipped for reporting on economic, industrial and scientific developments in a country for which special background is necessary. The need for such specialist staff in some of the important Missions seems to be fully justified. They hope Government will examine the possibility of making available Officers conversant with economic, scientific and industrial matters to the major Missions.
18	79	The Committee feel that while the fixation of rates of foreign allowances was no doubt an important task and has been completed, there are other equally important tasks, e.g., reviewing the working of the Missions, the question of staffing in the Missions etc. which call for a continuous watch. It is necessary to have a suitable agency to visit periodically the Missions and look into these and other allied matters relating to the efficient and economic discharge of functions.
19	83	When the Inspectorate comes to be revived its function may approximate to that of U.K. Inspectorate. Its strength need not be as big as that of U.K. and specially in view of the fact that the question of fixation of foreign allowances has recently been reviewed.
20	84	The Committee trust that the desirability of having an officer of adequate status to be incharge of inspections will be kept in view when reviving and re-constituting the Foreign Service Inspectorate.
21	90	The Committee appreciate that it might be difficult to assess accurately the strength of staff required in some of the newly set up Missions. Even so, it is necessary to laydown, after examination, a normal pattern of organisation for each category of Mission/Post to be varied, if necessary, in special circumstances. As regards established Missions, it may be useful to carry out periodical reviews of the staff strength to examine their adequacy as the pattern and volume of work become clearly discernible.
22	100	One way of overcoming the reported difficulty of recruitment is to hold a separate competitive examination for recruitment to I.F.S. alone. The successful candidates would not thus have the option to, exercise any preference <i>vis-a-vis</i> the I.A.S. It is

however, interesting to note that the Special Secretary to the Ministry, to whom this was put, was not in favour of the idea. He said that it would restrict the field of recruitment and there is also a risk of candidates not getting anything. The Committee cannot agree with this stand as the candidates can always take other competitive examinations if they so choose. On the other hand, the candidates who sit for the I.F.S. examination alone would do so with a preparedness to join I.F.S. should they come out successful. They suggest that the possibility of having such a separate examination may be considered.

- 23 104 The construction of a hostel for the Indian Foreign Service personnel employed in the Ministry of External Affairs should considerably relieve the foreign service personnel (drawing less than Rs. 500/-) of the difficulties in finding suitable accommodation when posted back to India. The Committee would recommend that certain other measures like ear making a specified number of quarters in New Delhi for out of turn allotment of Foreign Service personnel posted back to Headquarters may be considered.
- 24 108 It may not be either desirable or feasible to have schools exclusively or predominantly for children of I.F.S. personnel as proposed by the Ministry of External Affairs. That might give the institution an exclusiveness not desirable in itself and there may not be enough number of students forthcoming to justify a separate institution. A better course may be to reserve seats for children of I.F.S. officers in a selected number of residential schools in the country or sponsor a school for this purpose into which other students could also be admitted. It may be also useful to have one or more hostels at Delhi for children of I.F.S. personnel who may attend the regular schools in the city.
- 25 116 It is not possible for the Committee to go into the adequacy, or otherwise of the present rates of foreign allowances. But in any case, a comparison with a country like the U.K. with higher resources and standards of living cannot be very valid. Whether in India or abroad, resources determine the scales. Care must be taken, however, that the basic needs at least are met. It would be interesting if a comparative study is made of the conditions of living of the Indian Foreign Service personnel posted abroad and their colleagues at home.

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26	121	The Committee recommend that Government may examine the desirability of prescribing a study of the laws relating to repatriation, extradition, emigration, passport etc., in the training syllabus for the I.F.S. Officers.
27	122—124	The Committee hope that Government will examine the necessity of making the I.F.S. Officers better acquainted with conditions in their own country especially the rural conditions.
28	128	The Committee note that the objectives of the Ministry of E.A. to make Foreign Service Officers compulsorily learn one of the five or six major world languages could not be realised because the arrangements for specialisation by the officers of External Affairs Ministry in foreign languages were not adequate. The Committee suggest that Government may take early steps to remove the existing inadequacies in this regard.
29	129	At present there does not appear to be enough room for specialisation in the problems of different regions by Foreign Service Officers. The Committee trust that Territorial Divisions in the Ministry of External Affairs are being suitably organized to serve this end. They suggest that Government may examine the need for providing sufficient opportunities to the Officers posted abroad to specialise in problems of particular regions. Periodical rotation in their postings between the concerned Territorial Division in the Secretariat and in the regions in which an Officer specialises would also be helpful to this end.
30	138	The Committee appreciate that certain senior officers like the First or Second Secretaries may have to be retained abroad for 5-6 years in the interests of work. But there does not seem to be any necessity to allow junior officers in Grades II and III of IFS (B) to remain away from Headquarters for long periods at a stretch which might come in the way of their brother officers in India being posted abroad. They desire that Government may examine the matter and lay down a policy regarding rotation of staff to be pursued normally.
31	148	The Committee are glad to know that Government are fully alive to the importance of public relations. They hope that this aspect of work will form a part of the regular programme of the Heads of Missions to be consciously pursued by them. The functions of external publicity may be mainly to serve the use-

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		ful aspects of dissemination of information and correction of factual inaccuracies.
32	151	The Committee trust that the Government will examine the relative advantages of having more of smaller parties which may, while economising expenditure, enable the establishmet of closer and more useful contacts with the invitees.
33	153	The Committee suggest that the desirability of extending medical and other facilities to pilgrims going to Pashupatinath Temple in Nepal on Shivaratri day might be examined.
34	157	The Committee trust that the special Committee that is being set up by the Ministry will be able to standardize the furniture provided for the Heads of Missions. Such standardization may be expected to result in economy.
35	161	The present procedure regarding construction of works in Missions/Posts appears to make for much expenditure and delay. It is likely that if an Engineer of the status of a Superintending Engineer is posted at a place like London, he could attend to preparation of estimates and supervise the construction works etc. in the Missions in Europe. This may be advantageous in more than one respect. It may mean economy in expenditure and quicker execution of work. It will also help supervision of repairs and maintenance.
36	162	The Committee feel that it would add to the utility of the Annual Report of the Ministry of External Affairs if matters such as total economic aid received from/given to friendly countries, consuler activities were dealt with in the future Reports. It is understood that it is the practice in some of the Commonwealth countries to present these matters in sufficient detail in their reports. The Committee recommend that the Ministry of External Affairs may examine the desirability of introducing these changes in their future reports.

APPENDIX XIII

Analysis of Recommendations contained in the Report

I. Classification of recommendations.

- A. Recommendations for improving the Organisation (Serial Nos. 2, 3, 4, 5, 6, 9, 10 and 17.).
- B. Recommendations for improving the methods and procedure of work (Serial Nos. 7, 8, 11, 12, 13, 14, 15, 16, 19, 20, 21, 22, 27, 28, 29, 30 and 31.)
- C. Recommendations for effecting economy (Serial Nos. 18, 32, 34 and 35).
- D. Miscellaneous (S. Nos. 1, 23, 24, 25, 26, 33, and 36).

II. Analysis of the more important recommendations directed towards economy.

Serial No.	No. as per summary of recommendations.	Particulars.
I	2	3
1	18	It is necessary to have a suitable agency to visit periodical-ly, the Missions and look into these and other matters relating to the efficient and economic discharge of functions.
2	32	The Committee trust that the Government will examine the relative advantages of having more of smaller parties which may, while economising expenditure enable the establishment of closer and more useful, contacts with the invitees.
3	34	The Committee trust that Special Committee that is being set up by the Ministry will be able to standardise the furniture provided for the Heads of Missions. Such standardisation may be expected to result in economy.
4	35	An Engineer of the status of a Superintending Engineer posted in a place like London could attend to prepara-tion of Estimates and supervise the construction works etc. in the Mission in Europe.