

**ESTIMATES COMMITTEE
(1962-63)**

TWELFTH REPORT

(THIRD LOK SABHA)

MINISTRY OF EXTERNAL AFFAIRS

**Action taken by Government on the Recommendations
contained in the Hundred and Thirty-eighth Report
(Second Lok Sabha) of the Estimates Committee on
the Ministry of External Affairs.**



**LOK SABHA SECRETARIAT
NEW DELHI**

February, 1963/Magha, 1884 (Saka)

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ESTIMATES COMMITTEE

(1962-63)

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*Elected w.e.f. 15th November, 1962 vice late Shri B. J. Singh.

**Elected w.e.f. 18th August, 1962 vice Shri Shivram Rango Rane resigned.

INTRODUCTION

1. I, the Chairman of the Estimates Committee, having been authorised by the Committee present this Twelfth Report on action taken by Government on the recommendations contained in the Hundred and Thirty-eighth Report (Second Lok Sabha) of the Estimates Committee on the Ministry of External Affairs.

2. The Hundred and Thirty-eighth Report of the Estimates Committee was presented to Lok Sabha on the 28th April, 1961. Government furnished replies indicating action taken on the recommendations contained in the Report on the 30th October, 1961 and 25th July, 1962.

3. Replies to all the recommendations were considered by the Study Group 'E' (1962-63) on the 31st August, 1962. The draft Report on the action taken on the recommendations was considered by the Study Group on the 23rd November, 1962 and adopted by the Committee on the 30th January, 1963. At the time of factual verification of the draft report the Ministry of External Affairs stated "There have been further developments in respect of certain other items but since the draft report gives the position as on 30-10-1961, it is presumed that these later developments are not to be incorporated in the report."

4. The Report has been divided into the following three Chapters:—

I. Report.

II. Recommendations which have been accepted by the Government.

III. Replies of Government which have been accepted by the Committee.

5. An analysis of the action taken by Government on the recommendations contained in the Hundred and Thirty-eighth Report (Second Lok Sabha) of the Estimates Committee is given in Appendix III. It would be observed therefrom that out of 36 recommendations made in the Report, 30 recommendations i.e., 83·3 per cent have been accepted by Government. Of the rest, replies of Government in respect of 6 recommendations i.e., 16·7 per cent have been accepted by the Committee.

H. C. DASAPPA,
Chairman,
Estimates Committee.

NEW DELHI—1.

February 4, 1963

Magha 15, 1884 (Saka)

CHAPTER I

REPORT

The Estimates Committee are glad that the points brought out in their Hundred and Thirty-Eighth Report (Second Lok Sabha) on the Ministry of External Affairs have been replied to by Government generally to their satisfaction.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

S. No. (as in the appendix of the Report)	Reference to Paragraph No. of the Report	Summary of Recommendation/conclusion	Reply of the Government
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I 2

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4

2

I 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

No reply called for.

[Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61].

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 reorganisation is necessary to ensure that the work and its load are rationalized and evenly distributed.

3 22-23 *Prima facie* 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

As the Estimates Committee were informed at the time a Committee had already been set up under the chairmanship of JS (Admn.) to study, *inter alia*, the constitution of the existing Territorial Divisions and to make recommendations about the re-allocation of work among the different Divisions to ensure that the work-load was evenly distributed, rationalised and manageable in each Unit. The proposals made by the Reorganisation Committee, have been accepted by this Ministry with slight modification and are being implemented.

[Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61].

The proposals made by the Estimates Committee have been accepted in principle and are being implemented.

[Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61].

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.

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.

4 24 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.

The proposals made by the Estimates Committee have been accepted in principle and are being implemented.

[Ministry of External Affairs O.M. No. F. 9(S)—
O. & M. 61 dated 30-10-61].

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 interrelated. 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.

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

After detailed discussions with the various Ministries concerned an Economic and Coordination Division has been set up. It started functioning on 15th July, 1961. The main object of the Division will be to help in the coordination of political and economic work affecting India's relations with the outside world. To achieve this objective, the Economic and Coordination Division will keep in constant touch with the other Ministries of the Government (mainly the Ministries of Finance and Commerce & Industry) concerned with international economic and allied questions as also with Indian Missions abroad.

[*Ministry of External Affairs O.M. No. P. 9(5)—
O. & M./61 dated 30-10-61.*]

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 be satisfactory.

8 43 The Committee are happy to learn that the Government are alive to the necessity of having

The desirability of having a cultural Cell in the Ministry of External Affairs is recognised. But due to certain practical difficulties in putting it into effect, not only of staff and expenditure, but also of accommodation, it is anticipated that it will take some time before this can be done.

[Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61].

No reply called for.

[Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61].

Endeavours are being made to have India represented in practically all the countries of Africa. With

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.

regard to some of these countries, decisions have already been taken. These are :—

- (i) An Indian Embassy was opened in Leopoldville on 29-9-60, temporarily headed by a Charge d' Affaires.
- (ii) The Commissioner for India in Mauritius has recently presented his Credentials as Ambassador to Somalia. It is proposed to create a post of First Secretary (Commercial) at Mogadiscio, the capital of Somalia.
- (iii) An Indian Ambassador has been appointed to Senegal (Dakar).
- (iv) The High Commissioner for India in Accra (Ghana) has been, concurrently accredited to Guinea, Liberia and Sierra Leone.
- (v) It is proposed to post Commercial Secretaries in the existing Missions at Rabat (Morocco), Accra (Ghana), Lagos (Nigeria).

2. The selection of Heads of Missions is made at the highest level and the recommendation made by the Estimates Committee "to ensure that India is represented in African countries by men of sufficiently high status, imagination and calibre" has been kept in view while making selections. The recommendations of Estimates Committee will be kept in mind

in deciding future appointments to these posts.

3. As will be seen from Appendices I and II, a number of cultural and commercial delegations have been going to various parts of Africa. The recommendations of the Estimates Committee will, however, be borne in mind in future planning.

[*Ministry of External Affairs O.M. No. P. 9 (5)—O. & M./61 dated 30-10-61*].

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9 44 49 11

The Committee hope that Government will examine the possibility of having an independent representation in Mexico.

The Government have appointed an Ambassador to Mexico with his headquarters there.

(*Ministry of External Affairs O.M. No. P. 9(5)—O. & M./61 dated 30-10-61*).

There should be better coordination in the matter of work done by the Commercial Sections in the Missions/Posts abroad between the Ministries of External Affairs and Commerce & 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

After detailed discussions with the various Ministries concerned, an Economic and Coordination Division has been set up. It started functioning on 15th July, 1961. The main object of the Division will be to help in the coordination of political and economic work affecting India's relations with the outside world. To achieve this objective, the Economic and Coordination

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.

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.

Division will keep in constant touch with the other Ministries of the Government (mainly the Ministries of Finance and Commerce & Industry) concerned with international economic and allied questions as also with Indian Missions abroad.

(*Ministry of External Affairs O.M. No. F. 9(5)—O. & M./61 dated 30-10-61.*)

A circular has been issued to all the Ministries requesting them to consider carefully the question of utilising the personnel in Missions abroad, instead of sending delegations from India. The procedure for clearing proposals from other Ministries has also been tightened up. In future, all such proposals have to be submitted for concurrence through the Directors of Divisions to the Foreign Secretary/Commonwealth Secretary/Special Secretary, depending on the territory involved.

(*Ministry of External Affairs O.M. No. F. 9(5)—O. & M./61 dated 30-10-61.*)

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 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.

16 67 The Committee are glad to learn that steps to improve existing means of communication

Repeated requests to the various Ministries have not led to the required results. In order to get over this difficulty, it has been decided recently that the Ministry should on its own, get in touch with the Missions concerned as soon as any particular deputation is approved of by this Ministry. To facilitate such intimation, all the Ministries have been asked to send to this Ministry spare copies of their proposals and summaries for the Cabinet.

(Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61).

Arrangements for the installation of a wireless transmission link between New Delhi and London

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 & London. If this link proves economic and useful, it is hoped steps will be taken to have more of such links.

have been completed and the first transmission was made on the 23rd October, 1961.

2. A note has been made of the Estimates Committee's recommendation regarding the establishment of more such links.

[*Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61*].

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.

The practice of inspections has been revived. They will now be made by the territorial Secretary concerned with the area. He will inspect the Missions in that area, both from the administrative and political points of view.

[*Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61*].

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,

* of the original Report.

such expenditure should be more than re-paid by the savings likely to be effected as a result of the inspection.

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 in-charge of inspections will be kept in view when reviving and reconstituting 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 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.

In pursuance of the recommendations of the Estimates Committee, a special committee was set up in the Ministry, under the chairmanship of the Joint Secretary (Admn.) to study the constitution of the existing Missions/Posts and to lay down, after examination, a standard pattern for the normal staffing of each category of Mission/Post. The Committee has already held four meetings. It is now engaged in the study of, what may be considered, medium-sized Missions with a budget not exceeding Rs. 10 lakhs ; as well as small Posts the budget of which does not exceed

Rs. 3 lakhs. The staff requirements of other Missions/Posts will be taken up subsequently. Due to the complex nature of the problem, it may also be necessary to consult certain Missions/Posts before deciding on the final pattern. The Committee is expected to complete its work by early next year.

[*Ministry of External Affairs O.M. No. F. 9 (5)—O. & M./61, dated 30-10-61*].

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 earmarking a specified number of quarters in New Delhi for out-of-turn allotment to Foreign Service personnel posted back to Headquarters may be considered.

So far as the construction of a hostel is concerned, the Ministry of External Affairs have already issued the Administrative approval. However, other formalities like issue of Financial sanction etc. are still to be completed by the Ministry of W&H. & S. before the actual construction of the Hostel starts.

This Ministry have been trying to persuade the W. H. & S. Ministry to reserve a separate pool of residences for allotment to Indian Foreign Service personnel but that Ministry has not yet seen their way to accept the proposal. However, the Directorate of Estates have placed at this Ministry's disposal the following types of transit flats.

B type	:	1
DI type	:	1
DII type	:	3
G type	:	16

Since this allotment is far below the requirements the Ministry is pursuing the matter further with the W. H. & S. Ministry.

[*Ministry of External Affairs O.M. No. F. 9 (5)—O. & M./61, dated 30-10-61*].

24 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.

In the past it has not been possible to persuade any school to reserve seats for the children of Foreign Service personnel. It has, therefore, been decided in principle to open two schools in Delhi for about a thousand students each in which around 40 per cent of the places will be reserved for the children of Foreign Service personnel. Of the remaining places, priority will be given to the children of other Central Government employees. Tentatively, the Ministry have been promised some land in the Diplomatic Enclave. Details of the schools are now being worked out in consultation with the Ministry of Education and private educational bodies.

[*Ministry of External Affairs O.M. No. F. 9(5)—O. & M./61, dated 30-10-61*].

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

The Government agree that it will be useful to undertake the comparative study suggested by the Committee. However, as such a study would

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.

involve a considerable amount of research work, it cannot be undertaken immediately with the present resources of the Ministry. The Government will undertake this study as soon as it is feasible.

[*Ministry of External Affairs O.M. No. F. 9 (5)—
O. & M./61, dated 30-10-61.*]

120-121 It would be observed from the preceding paras that there is no provision for any training in consular work as 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 IFS 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.]

The Committee feel that a knowledge of the laws relating to these subjects, would be very useful

In the past when the I.F.S. Probationers were sent for Oxford or Cambridge for one academic year, they were expected to study international law, which included the study of laws relating to repatriation, extradition, emigration, etc. While this brief University period did not make our officers expert in the subject, they became conversant with the legal principles involved and also with important case histories, so that when required, in the actual course of their duties, they could find references and interpret them intelligently.

Since the practice of attaching IFS Probationers to a foreign University was suspended in 1958, the necessity arose of devising an alternative mode of imparting this training. The training programme of IFS probationers which was thoroughly reviewed this year, has been redesigned to include an attachment to the Indian School of International Studies, New Delhi, for three months. The IFS Probationers will, along

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, passports, etc. in the training syllabus for the I.F.S. Officers.

with other International Law and International Relations subjects, make a special study of laws relating to repatriation, extradition, emigration, passports there. This should enable them to discharge satisfactorily their normal consular responsibilities. They will also be given practical training in consular work in the External Affairs Ministry.

[*Ministry of External Affairs O.M. No. F. 9 (5)—
O. & M./61, dated 30-10-61*].

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.

A better acquaintance of our officers with the prevailing conditions in India and especially in the rural areas is being fostered by three methods :

(i) Through a proper selection of books which have been prescribed for compulsory study by the IFS probationers and of lectures which are arranged, at the National Academy of Administration at Mussoorie. The list of books prescribed has been carefully composed in consultation with the Ministries of Education and Scientific Research & Cultural Affairs with the specific object of giving them a sound background knowledge about India ;

(ii) By extensive tours of our important industrial sites and development projects as well as places of cultural and historic interest ;

(iii) By an attachment to the districts where the officer would come into day-to-day contact with rural administration and development and its problems.

This year, a special request was made to the State Governments to draw up a more intensive programme for our officers in order that they may get the maximum benefit out of their district training.

[Ministry of External Affairs O.M. No. F. 9 (5)—
O. & M./61, dated 30-10-61].

26 128 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.

17 Every IFS officer on joining the Service is allotted a foreign language which, usually is one of the 5 or 6 major world languages, for compulsory study. He has to pass an examination in this language by the 'advanced standard' before he is confirmed in the Service. As a matter of policy, each officer is given his first assignment in a country where the language that has been allotted to him for compulsory study is spoken. While at that station, he is given facilities to obtain instruction and coaching in that language, either at the local University or through a private tutor. After he has attained the proficiency to pass an examination by the advanced standard in that language,

efforts are made to allow him to continue at that station for some time more so that he can consolidate his knowledge of the language and generally of the history, culture, economic conditions of that country. Unfortunately, during the recent past, because of a general shortage of officers, it has not been possible to adhere to this pattern. The same factor, namely, the general shortage of officers, has prevented a pattern of postings being followed by which officers are posted back to the regions of the languages in which they have specialised in a regulated fashion.

It is expected that as the present shortage of trained personnel disappears, it will be possible to do so.

[*Ministry of External Affairs O.M. No. F. 9 (5)—
O. & M. 161 dated 30-10-61*].

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

The same problem—inadequacy of personnel—confronts us regarding regional specialisation by our officers. Our officers are moved too frequently to imbibe enough of the local background in the country of their posting. However, from this year, regional specialisation is included on the agenda of the training programme at the Indian School of International Studies. Regional specialisation by the 1960-batch of Foreign Service probationers will be synchro-

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.

nised with the foreign languages each of them will be allotted and consequently with the country of their first posting. More and more pressure is put on Heads of Missions to take more interest in the training of the I.F.S. Officers posted under them and special emphasis is given to the fact that for the first year of posting, officers should not be overburdened with routine work but given time to concentrate on the study of their language etc., as well as to acquaint themselves with local conditions and history.

Generally speaking, careful thought is being paid to the idea of introducing a suitable system of regional specialisation by IFS officers. As soon as an adequate number of officers is available, this idea which, as the paragraph above indicates, already applies to the training of new entrants to the Service, will be extended to more senior officers.

[*Ministry of External Affairs O. M. No. F. 9 (5) — O. & M. /61, dated 30-10-61*].

198 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

The Ministry is already endeavouring to rotate non-diplomatic officers between Missions abroad and Headquarters in as equitable a manner as possible. Due, however, to the fact that the number of posts available at Headquarters and abroad in the various grades of the Indian Foreign Service Branch (B) are different, the extent to which the staff concerned can be rotated

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.

varies from grade to grade. The actual mechanics of transfers and postings is dealt with in detail in the following paragraphs.

1. *Grade I of the Indian Foreign Service Branch (B)*

Officers belonging to this grade invariably hold diplomatic posts abroad and are, therefore, treated in the same manner as officers belonging to the Indian Foreign Service (A).

2. *Grades II/III of the Indian Foreign Service Branch (B)*

The number of posts available at Headquarters are only 67 as against 107 abroad. This makes it administratively impracticable to post every officer in this grade to Headquarters after each foreign posting. As a rule, such officers are given two—and, exceptionally, three—consecutive postings abroad. Apart from the difficulty of finding an adequate number of posts at Headquarters, in the interest of continuity also, it is desirable that once an officer is posted a Headquarters, he should as far as administratively possible, be retained at Headquarters for a minimum period of three years. However, excepting in very special circumstances, e.g., when an officer requests that he should be retained at Headquarters for domestic or other

reasons for a period exceeding three years, officers belonging to these two grades almost invariably get a foreign posting after two to three years at Headquarters.

An exception to the general practice has also to be made for Personal Secretaries who belong to Grade III of the IFS (B). The reason for this is that as against 40 odd posts of Personal Secretaries abroad there are only five such posts at Headquarters. Officers belonging to this category, therefore, have very often to be given more than two or three consecutive postings abroad.

3. *Grade IV of the Indian Foreign Service Branch (B)*

The number of Grade IV posts at Headquarters and abroad is approximately equal. An officer belonging to this grade, therefore, is almost invariably given foreign posting after a three years' stay at Headquarters. The position, however, is likely to alter somewhat when, as a result of the reorganisation of the Territorial Divisions now under way, some 40 posts of Assistants at Headquarters will be abolished.

4. *Grades V/VI of the Indian Foreign Service Branch (B)*

There is a considerable disparity between the number of posts available abroad—259—and at

Headquarters—460. Consequently officers belonging to these grades have to serve at Headquarters for roughly four years at a time before they get a foreign posting. Care is taken to see that no officer is allowed to remain abroad or at Headquarters beyond his normal tenure.

5. *Grades I and II of the Stenographers Sub-Cadre*

As against 230 posts belonging to this grade in Missions abroad, there are only 74 posts at Headquarters. Therefore, the officers concerned are given two to three consecutive postings abroad against one at Headquarters.

6. *Cypher Sub-Cadre of the Indian Foreign Service Branch (B)*

As the proportion of posts at Headquarters and abroad in respect of officers belonging to this cadre is approximately equal, every officer is normally given a home posting after every foreign posting.

[Ministry of External Affairs O.M. No. F.9 (5)—
O.&M. /61, dated 30-10-61].

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

This has been brought to the notice of all Heads of Missions.

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.

[*Ministry of External Affairs O.M. No. F. 9(5)—
O. & M. /61, dated 30-10-61.*]

33

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.

The Government also hold the same view. Instructions have been issued to Missions abroad impressing upon our officers that representational entertainment should, as far as possible, be given at home at small intimate functions.

[*Ministry of External Affairs O.M. No. F. 9(5)—
O. & M. /61, dated 30-10-61.*]

39

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.

33

So far as India is concerned, arrangements for health *i.e.* inoculation, vaccination and sanitation etc. at Raxaul are made by the Government of Bihar on the occasion of the Shivaratri festival at Pashupatinath in Kathmandu. Arrangements for accommodation (tents), light, water supply, food control, police, etc. for pilgrims are also made by that Government at Raxaul.

The Marwari Sewa Samiti makes adequate arrangements for the welfare of yatis in Nepalese territory. Medical teams are also provided by the local 'Propkar' Sangh. There is an Indian Embassy Hospital at Kathmandu and pilgrims in need of medical aid can obtain it there. The hospital caters for both outdoor and indoor patients.

These facilities seem adequate for the pilgrims proceeding to Nepal on the occasion of the Shivaratri festival.

[*Ministry of External Affairs O. M. No. F. 9(5)—O. & M./61, dated 30-10-61*].

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.

The Special Committee has been set up and has started functioning.

[*Ministry of External Affairs O.M. No. F. 9(5)—O. & M./61, dated 30-10-61*].

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 freindly countries, consular 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.

A brochure on external assistance giving a brief account of the economic and technical assistance authorised and received from various external sources, including freindly countries, international agencies and private organisations, is published every year by the Department of Economic Affairs, Ministry of Finance. As such, any special reference to the quantum of external aid etc., in the Annual Reports of this Ministry, is not considered necessary. A brief paragraph on aid and technical assistance given to foreign countries will however, be included in its Annual Reports in future.

**In deference to the wishes of the Estimates Committee,
the consular activities of the Indian Missions
abroad will also be included in future Reports**

**[Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61, dated 30-10-61].**

CHAPTER III

REPLIES OF GOVERNMENT WHICH HAVE BEEN ACCEPTED BY THE COMMITTEE

S. No. (as in the appendix of the Report)	Reference to Paragraph No. of the Report	Summary of Recommendation/conclusion	Reply of the Government
1	2	3	4

10 46 The Committee suggest that Government might consider the possibility of establishing a separate Mission at the Vatican. This has been given careful consideration; but the Government are not convinced of the need of having a separate independent Mission in the Vatican. Our relations with it are being satisfactorily maintained by the present arrangements of concurrent accreditation with a neighbouring country.

[Ministry of External Affairs O.M. No. F. 9(5)—
O. & M. 161, dated 30-10-61].

12 50 It may not be possible to assess with a desired degree of accuracy the benefits flowing from years to countries where we have Commercial

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.

Representatives. The countries have been generally grouped together on a regional basis.

(Rupees lakhs)

	1952	1958	1959	1960
West Europe	38,99	34,55	40,05	44,48
East Europe	5,16	29,18	39,56	42,68
U.K.	126,54	175,71	171,71	174,39
U.S.A.	117,47	93,08	95,24	101,64
Canada	12,76	14,53	15,19	16,94
Africa	21,17	22,95	30,55	29,38
Asia and rest	190,05	128,54	139,63	137,44

2. The above figures indicate that, broadly, our exports to Europe, U.K., Canada and Africa have been on the increase. It would however not be correct to attribute an increase in exports from India to a particular foreign country entirely to the work done by our Commercial Representative in that country. The flow of trade depends on many factors, domestic and international, such as availability, prices, quality, salesmanship, general political and economic conditions, tariffs, import and export restrictions etc. We can only say that they are instrumental in furthering our export trade to the extent they vigorously perform the duties and functions that have been prescribed for them.

3. On the other hand, the role of our Commercial Representatives in State-trading countries can be much more positive. In these countries, foreign trade is State-controlled and directed; so our representatives can through negotiations ensure higher levels of trade. Therefore, it will not be appropriate to compare the expenditure incurred on our commercial Representation abroad with our total exports from year to year.

[*Ministry of External Affairs O.M. No. F. 9(5)—O. & M./61, dated 30-10-61*]

15 6a It would be desirable to coordinate 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

There is already a Screening Committee of Secretaries which decides whether or not a particular deputation or delegation should be recommended to the Cabinet. It was proposed by this Ministry to all other Ministries that a representative from the External Affairs Ministry should sit on this Committee, and that the Committee should then screen all proposals regarding delegations from Autonomous Bodies. The replies of most of the Ministries have already been received. Their views are being communicated to the Cabinet Secretariat for a final decision in the matter.

[*Ministry of External Affairs O.M. No. F.9 (5)—O. & M./61, dated 30-10-61.*]

rationalisation of the foreign delegations which may make for both efficiency and economy. The Committee trust that the suggestion will commend itself to Government.

Any decision taken by the Cabinet Secretariat in the matter may please be intimated.

(L.S.S. O.M. No. 40-61/EC dated 1-3-62).

This recommendation was carefully considered in consultation with the other Ministries of the Government of India. It was felt that, as autonomous undertakings have to compete with the private sector, avoidable delays in the finalisation of delegations would inevitably hamper their work. The present practice of concurrence by the Ministries of Finance and External Affairs is considered quite adequate.

All proposals for the sending out of deputations and delegations are carefully considered in this Ministry so as to avoid sponsoring such of them as are not considered necessary. It has therefore been decided not to implement any change in the existing procedure.

[Ministry of External Affairs O.M. No. F. 8(40) GA/61 dated 26-2-1962].

17 69 It appears to the Committee that neither the IFS 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.

The major Indian Missions abroad for instance, London, New York, Bonn, Geneva, Rome, Tokyo have already got on the permanent strength of their staff specialist attaches in the scientific, industrial and economic fields. Increasing attention is also being given to making the training of IFS Officers, especially the junior officers now entering service, as broad-based as possible. On the whole, it is considered that better results are achieved by imparting specialist training to regular Foreign Service Officers than by increasing specialist staff as such.

Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./61 dated 30-10-61.

22 One way of overcoming the reported difficulty of recruitment is to hold a separate competitive examination for recruitment to IFS alone. The successful candidates would not thus have the option to exercise any preference *vis-a-vis* the IAS. 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 IFS examination alone would do so with a preparedness to join IFS should they come out successful. They suggest that the possibility of having such a separate examination may be considered.

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 recommendation has been given full consideration but not found practicable. By holding a separate IFS examination, we would, at its very inception, be divorcing the IFS from other All-India and Central Services. If the IFS is to attract—and it should—the cream of all the candidates anxious to enter into the All India Services, then it must compete openly with the IAS and other allied services, and offer its own inducements of service conditions to secure the best candidates.

The Ministry is exploring ways and means of improving its conditions of service in order to make it more attractive to such candidates.

[Ministry of External Affairs O.M. No. F. 9(5)—
O. & M./ 61 dated 30-10-61].

All possible steps will be taken to simplify the procedure governing the construction of buildings abroad and to streamline the whole process, keeping in view the observations of the Estimates Committee.

2. *Prima facie* the posting of a Superintending Engineer in London would not be justified, or

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.

economical, at the present moment. The matter, however, is being considered further in consultation with the Ministry of Finance.

[*Ministry of External Affairs O. M. No. F. 9(5)—
O. & M./61 dated 30-10-61*].

NEW DELHI-1.

February 4, 1963

Magha 15, 1884 (Saka)

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

[Vide recommendation No. 8 in Chapter II]

Statement showing Cultural and allied Delegations which visited Africa during 1959-60 and 1960-61.

1. No Delegation was sent to this region in 1959-60. During 1960-61, however, the Ministry of Scientific Research and Cultural Affairs, sponsored the visit of the 22 member Little Ballet Troupe of Bombay to Morocco and Tunisia in May-June, 1960. A sum of Rs. 55,000 was sanctioned for this purpose. The members of the Troupe were treated as guests by the host Governments. During its entire stay in these countries the Troupe's performances were received with enthusiastic applause wherever it gave performances.
2. An Indian Cultural Delegation (Music and Dance Troupe), 13 member strong, was sent to some West Asian countries during 1960-61. Its itinerary included *inter alia* Egypt and Sudan.
3. Tour of East Africa by the Indian Hockey Team (June—August, 1959).
4. Tour of East Africa and the Federation of Rhodesia and Nyasaland, by artistes organised by Shri Harji Arya of Dar-es-Salaam. (November 1959—January, 1960).
5. Tour of East Africa by the Gujarat Cricket Association President XI. (July—September, 1960).
6. Tour of East Africa and Mauritius by Mohan Bagan Football Team (February—May, 1961).
7. During 1961, there was a proposal to send an Indian Cultural Delegation to Ghana, Nigeria and other African countries. This proposal did not materialise as the comments of the Indian Missions in the respective African countries including those of Shri P. N. Haksar, High Commissioner for India in Nigeria, who was recently in New Delhi, were not favourable.

APPENDIX II

[Vide recommendation No. 8 in Chapter II]

Statement showing the Commercial and Trade Delegations sponsored by the Export Promotion Councils during the years 1959-60 and 1960-61 to visit some of the African Countries.

Serial No.	Name of the Export Promotion Council which sent the Delegation	Period of visits	Places visited
I. 1959-1960			
1	Plastic Export Promotion Council, Bombay	March—April, 1959	Bahrain, Kuwait, Damascus, Beirut, Amman, Cairo, Accra, Tripoli, Lagos, Tehran.
2	Sports Goods Export Promotion Council, New Delhi.	November—December 1959	Iraq, Syria, Lebanon, Egypt, Sudan and Br. East Africa.
3	Plastic Export Promotion Council, Bombay.	January—February, 1960	Aden, East Africa, Zanzibar, Madagascar and Mauritius.
II. 1960-1961			
1	Silk & Rayon Export Promotion Council, Bombay.	April—May, 1960	Iran, Iraq, Lebanon, Sudan, Br. East Africa, Mauritius, Ethiopia and Aden.
2	Chemicals and Allied Products Export Promotion Council, Calcutta.	August—October, 1960	West Pakistan, Iran, Iraq, Kuwait, Egypt, Lebanon, Br. East Africa, Aden and Sudan.
3	Engineering Export Promotion Council, Calcutta.	February—March, 1961	Lebanon, Syria, Iran, Greece, Yugoslavia, Italy, U. K., France, Spain and Egypt.
4	Chemicals & Allied Products Export Promotion Council, Calcutta.	February—March, 1961	West Pakistan, Iraq, Kuwait, Bahrain, Iran, Br. East Africa and Aden.
5	Cotton Textiles Export Promotion Council, Bombay.	February—March, 1961	Libya, Nigeria, Ghana, Ivory Coast, Sierra Leone, Senegal, Morocco, Spain and France.

APPENDIX III

Analysis of the action taken by Government on the recommendations contained in the 138th Report (Second Lok Sabha) of the Estimates Committee

I. Total number of recommendations	36
II. Recommendations accepted fully by Government (<i>vide</i> recommendation Nos. 1—9, 11, 13, 14, 16, 18—21, 23—34, and 36 in Chapter II).	
Number	30
Percentage to total	83·3%
III. Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee (<i>vide</i> recommendation Nos. 10, 12, 15, 17, 22 and 35).	
Number	6
Percentage to total	16·7%

26. A. H. Wheeler & Company, Private Limited, 15, Elgin Road, Allahabad.
27. Law Book Company, Sardar Patel Marg, Allahabad.
28. Goel Traders, 100-C, New Mandi, Muzaffarnagar.
29. B. S. Jain & Company, 71, Abupura, Muzaffarnagar.

WEST BENGAL

30. M. C. Sarkar & Sons (Private) Limited, 14, Bankim Chatterjee Street, Calcutta-12.
31. W. Newman & Company Limited 3, Old Court House Street, Calcutta.
32. Thacker Spink & Company (1933) Private Ltd., 3, Esplanade East, Calcutta-1.
33. Firma K. L. Mukhopadhyay, 6/IA, Banchharam Akrur Lane, Calcutta-12.

DELHI

34. Jain Book Agency, Connaught Place, New Delhi.
35. M/s. Sat Narain & Sons, 3141 Mohd. Ali Bazar, Mori Gate, Delhi.
36. Atma Ram & Sons, Kashmere Gate, Delhi-6.
37. J. M. Jaina & Brothers, Mori Gate, Delhi-6.
38. The Central News Agency, 23/90, Connaught Circus, New Delhi.
39. The English Book Stall, 7-L, Connaught Circus, New Delhi.

40. Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.
41. Lakshmi Book Stores, 42, M. M. Janpath, New Delhi.
42. Kitab Mahad (W.D.) Private Ltd., 28, Faiz Bazar, Delhi.
43. Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.
44. Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi.
45. Oxford Book & Stationery Company, Scindia House, Connaught Place, New Delhi-1.
46. People's Publishing House, Rani Jhansi Road, New Delhi-1.
47. Mehra Brothers, 50-G, Kalkaji, New Delhi-19.
48. Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.
49. The United Book Agency, 48, Amrit Kaur Market, Paharganj, New Delhi.

50. Hird Book House, 2 Jan Path, New Delhi.
51. Bookwell, 4, Sant Narankari Colony, Kingsway Camp, Delhi-9

MANIPUR

52. Shri N. Chaoba Singh, Newspaper Agent, Ramlal Paul High School, Annexe, Imphal, Manipur.

AGENTS IN FOREIGN COUNTRIES

U. K.

53. The Secretary, Establishment Department, The High Commission of India, India House, Aldwych, LONDON, W.C.-2.

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