

ESTIMATES COMMITTEE (1978-79)

(SIXTH LOK SABHA)

TWENTY-NINTH REPORT

MINISTRY OF EXTERNAL AFFAIRS

WORKING OF INDIAN DIPLOMATIC MISSIONS

Presented on 26 March 1979



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(1978-79)

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(1978-79)

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INTRODUCTION

I, the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Twenty-ninth Report on the Ministry of External Affairs—Working of Indian Diplomatic Missions.

2. The subject was taken up for examination by the Estimates Committee (1977-78). Necessary information was obtained and evidence of certain non-officials was taken by them. The Report, however, could not be finalised during 1977-78. The Committee (1978-79) decided to continue the examination of the subject.

3. The Committee took evidence of the representatives of the Ministry of External Affairs on 3, 4, 7 October and 22 December, 1978. The Committee wish to express their thanks to the officers of the Ministry for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

4. The Committee also wish to thank Sarvashri Kewal Singh, Subimal Dutt, Badr-ud-Din Tyabji, Samar Sen, P. N. Haksar, Prem Bhatia, former diplomats and Dr. Subramaniam Swamy, M.P., for submitting memoranda and for giving evidence and valuable suggestions.

5. The Committee also wish to express their thanks to all those individuals and organisations in India who furnished suggestions and comments on the subject in response to the advertisement published in Indian newspapers or the requests made to them. The Committee also wish to express their thanks to all those individuals who furnished suggestions and comments in response to requests published in newspapers brought out for or by Indians in various foreign countries.

6. The Report was considered and adopted by the Committee on 19th March, 1979.

7. For facility of reference the recommendations|observations of the Committee have been printed in thick type in the body of the Report. A summary of the recommendations|observations is appended to the Report (Appendix III).

New Delhi;
March 21, 1979
Phalguna 30, 1900 (S).

SATYENDRA NARAYAN SINHA,
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY

1.1. Prior to Independence our interests abroad were supposedly looked after by British Government. The pre-independent Government of India established Agencies—General in the USA and China and Indian representations were attached to some British Missions in Persia, Afghanistan and Tibet; this representation was under the Department of External Affairs of the Government of India. Under the Government's Commonwealth Relations Department, there were High Commissions in South Africa and Australia and Agents or Representatives in Burma, Ceylon and Malaya. The High Commission in London, whose main functions at the time was to look after India's trade interests in the U.K., was under the Department of Commerce. After the Ministry of External Affairs and Commonwealth Relations was set up in 1947, all the then existing representations in different countries were gradually brought under its control and a number of new Missions were opened.

1.2. By 1948-49, India already had Legations or Embassies in Afghanistan, Belgium, Brazil, Burma, China, Czechoslovakia; Egypt; France; Iran; Italy; Nepal; Siam; Sweden; Switzerland; Turkey; USA and USSR. India also had Military Liaison Missions in Germany and Japan. There were also High Commissions in Australia, Canada, Ceylon, Pakistan, South Africa and UK. During 1948-49, Commissions were opened in British East Africa, Mauritius, Fiji and British West Indies. There was also a representation in Malaya with headquarters at Singapore. In addition, there were a number of Consulates and Offices of Agents.

1.3. The expansion of India's representation in various parts of world since independence has generally followed three broad criteria:

- (i) political evolution in various parts of the world and the changing pattern of our political relations with countries;
- (ii) need to strengthen our representation in countries or areas with large communities of Indian nationals or persons of Indian origin, with a view to safeguarding their interests;
- (iii) expansion of our economic and commercial relations with different parts of the world and the need to have increased representation to promote these interests.

1.4. The number of Indian Missions abroad has increased gradually over the past 30 years, with the result that by 1976-77, there were 129 Resident Missions/Posts (including five special offices comprising the Representative in Bhutan, Permanent Representatives to the UN in New York and Geneva, Ambassadorial Missions to the EEC and European Coal and Steel Community and Permanent Mission of India to International Organisations in Vienna).

1.5. In the initial stages a number of Missions were opened or existing Missions upgraded in Europe, during the periods 1948-49, 1949-50. In Western Europe, during 1948-49, Embassies were opened in France, Italy, Sweden, Switzerland and in 1949-50 in Denmark, Finland, Holland, Ireland, and Portugal. In the Federal Republic of Germany, a Military representation had commenced in August 1946; but by 1950-51, following the termination of the state of war with Germany, it had been decided to set up a diplomatic Mission at Bonn. In Eastern Europe our Mission in the USSR was opened in July 1947 and in Czechoslovakia in December 1948. The Mission in Yugoslavia was opened in 1954-55, in Hungary and Poland in 1955-56 and Rumania in 1959-60. The Mission in Bulgaria was opened in 1969-70.

1.6. Representation in the neighbouring countries and in the countries of the Commonwealth was set up in the early stages. In the then British Colonies in East Africa, West Indies, Mauritius, Fiji and Malaya, representation was set up by 1948-49 essentially to safeguard the interests of the Indian emigrants. In 1953-54, a Mission was opened in Accra accredited to the then Gold Coast and Nigeria and another Mission in Hong Kong was opened, again with the interests of the Indian communities in mind. As regards North Africa and Middle East, earliest Missions were in Egypt and Iran. A Mission was opened in Baghdad in 1949, in Damascus in 1952-53, in Sudan and Muscat in 1954-55 and Morocco in September 1957. Missions were set up in Kuwait and Beirut during 1961-62 and Algiers and Tunis in 1962-63. With expansion of our trade with the countries of the Gulf and increased presence of Indian nationals seeking employment, our representation in the Middle Eastern countries particularly in the Gulf area has been further strengthened over the years.

In South-East Asia and Far East, we commenced with representations in China, Siam (Thailand) and a Mission in Japan. An Embassy was opened in Indonesia, following the independence of the country during 1949-50. Consulates were opened in Hanoi and the Philippines during the same period. With the gradual expansion of

our relations with various countries new Missions have been opened and existing Missions strengthened and upgraded.

1.7. In Africa, the earliest Indian Mission was set up in Ethiopia in 1949-50. Opening of further Missions followed the political evolution in the region and the strengthening of India's relations with the newly independent countries. In many countries, particularly in the ex-British Colonies, representation was set up much before independence, with a view to looking after the interests of the Indian communities.

1.8. In Latin America, the earliest Indian Mission was set up in Brazil. A Mission in Argentina was opened in 1949-50 and in Mexico in 1954-55. A number of new Resident Missions have been opened in the region in the recent years essentially with a view to promoting political, economic and commercial relations. Several Ambassadors have concurrent accreditation to countries where we could not for various reasons open Resident Missions.

1.9. While the need to strengthen India's representation in many parts of the World have all along been felt, financial constraints have often caused considerable delays in this process.

Primary functions of Missions

1.10. The primary functions and objectives are to safeguard our national interest through winning friends and influencing people at the policy making level in foreign countries. All activities of the Missions, whether in political, economic, cultural or information fields should be so geared as to further these objectives. The various functions of the Indian diplomatic Missions abroad have been briefly stated as follows:

- (i) Political, including maintaining liaison and contacts between the two Governments and watching over political developments in the country concerned and reporting on them so as to assist in the formulation and evaluation of our own policies towards the country and the region.
- (ii) Economic and commercial work which includes promotion of economic co-operation between the two countries (economic assistance to or from; industrial and technological cooperation etc.) and promotion of our exports in the country concerned through analysis of local market trends from various products and reporting on them, and assistance to Indian exporters in making contacts with local importers, in assessing potentialities for various products informing them of local import regulations and formalities

etc. as well as organisation of exhibitions, trade fairs etc. in which Indian products are displayed.

- (iii) *Information and Publicity Work* includes analysis of local press and other media, reporting on Indian events and subjects, issue of press releases and other Publicity material and briefing of local press and other media on developments in India, organisation of Indian cultural events and assistance to Indian artists in this regard, and other forms of publicity, including through Indian books, photographs, films etc.
- (iv) *The consular functions* of the Missions relate to its obligations in respect of Indian nationals. These include provision of passport facilities and other consular services. Included in this category is also the function of issuing visas to foreigners visiting India. The consular services performed include assistance to Indian nationals in distress, repatriation of stranded Indians, etc.

1.11. While in the smaller Missions, all these functions are performed by one or more offices, in the larger Missions, like in U.K., USA, there are separate sections with their own staff dealing with each of these subjects. In several larger Missions there are also from our Armed Forces performing the function of Defence Service Service Advisers. All Missions also perform an administrative function in relation to their officers and staff and in the larger Missions, there are separate sections of perform this function.

1.12. The Committee would like to emphasise at the outset that the subject of diplomatic relations among nations has assumed great importance in the world today. The inter-play of conflicting political and economic ideologies in the international arena has put onerous burden on the country. India with its ancient cultural heritage and fast developing economy has acquired a new international identity and relevance. This obviously places a great responsibility on our diplomatic missions abroad and their success lies in playing a positive role for bringing about a synthesis between our national interest and international amity, without in any manner compromising the dignity of our nation and people.

1.13. The Committee would impress upon each functionary of the Indian diplomatic missions abroad, irrespective of his position and status, to consider himself/herself to be an envoy of this great country and make all out endeavour to project true image of India, the great achievements of her people individually and collectively, the challenges—social as well as economic—that lie ahead and the

people's determination to face them, and the significant contribution India has made in the promotion of peace and friendship in international field. The missions are expected to make consistent efforts to correct all erroneous impressions about India and Indians, which might be created or might have been created at certain points of history. They should ceaselessly work to earn and maintain a place of honour for India in the comity of nations and look upon their posting abroad as a valued opportunity not only to serve and look after Indians living, studying or travelling abroad but also to render all possible assistance and guidance to foreign nationals evincing interest in any aspect of our country.

1.14. The Committee have examined the working of Indian Diplomatic Missions from the above angles and have made suggestions and observations in succeeding chapters for their more efficient functioning and fulfilling the role assigned to them.

CHAPTER II

INDIAN DIPLOMATIC MISSIONS

(i) Gradation of Missions

2.1. Indian Diplomatic Missions/Posts have been classified into 'A', 'B' and 'C' stations, based essentially on local living conditions. The classification is based on the current instructions of the Ministry of External Affairs issued in January 1975. The classification as also the specific criteria on which the classification is based is subject to review from time to time depending on changes in the political and economic conditions in the countries concerned.

2.2. The classification of stations in the 'A', 'B' and 'C' is of relevance only in the context of duration of the postings, rotation between different categories of stations. The normal duration of postings of categories of stations, except posts categorised as 'C' asterik is three years. In case of 'C' asterik' stations, the duration is ordinarily limited to two years. A posting to an 'A*' (A asterik) station will count as two full terms in an 'A' station. These instructions are relevant in the context of rotation of the postings of officials, particularly at junior level between 'A', 'B', and 'C' stations.

2.3. Commenting on the present system of grading importance of our diplomatic missions, a former diplomat stated before the Committee:

"We have no system in our country of objectively evaluating importance of Missions in terms of our national interest. Secondly, we have been pursuing a disastrous policy—when we evaluate a Mission as Grade III but we post Grade I Officer..... Evaluation of mission should be done periodically—after every three years. The minutes should be recorded after discussion. Missions A, B & C are of higher importance; D, E & F are not so important and G, H & I are of a little importance. Having done that, for Grade I mission we should have Grade I Officer, for Grade II Missions we should have Grade II Officer and for Grade III Missions Grade III Officer..... Initially it was done..... It was never reviewed. It ought to be reviewed periodically."

2.4. Endorsing the above view, a non-official stated before the Committee:

"I do see some kind of an informal gradation is necessary. Here, the definition of national interests has to be very clear.....A country like Nepal is very small and it is very poorly graded today. It is not a high level posting but it is a very important country.....I would welcome some kind of a gradation; but that gradation should be, not so much in terms of emoluments or pay."

2.5. Asked, whether at present the gradation of the Missions was done principally according to the living conditions and other standards and not from the point of view of our national interest, the Foreign Secretary stated during evidence:

"May I clarify straightaway that this categorisation of A, B and C has absolutely nothing to do with the importance of missions. This is a method of a fair justice and largely a consideration that plays a bigger part for our junior people. There are some places where the living conditions are easier, or where some people want to go. They should not always go to the same kind of coveted missions. The classification is only with regard to living conditions....A, B and C is there in that context. It has nothing to do with the importance of the mission.....It has no relationship with national interest at all.....There were also some points regarding grade I Officer being in a Grade III post or something like that. In the foreign service we do have Grade I, II, III and IV. Now we have a small Service. The date when an officer becomes due for promotion does not necessarily mean that he has finished his three years there. In order to send an Officer who is promoted from Grade III to Grade II, if he has been there only for one year and if we transfer him, the transfer may cost Rs. 20,000 or Rs. 40,000. We had come to an agreement with the Ministry of Finance many years ago and we have obtained a sort of flexibility that though the total number of Grade I posts will not be exceeded (so also Grade II), at times, we may, because an individual is there, transfer temporarily a grade II post where the individual is to save Government's money. It may well be that a Grade I Officer may be in a post which is not really as some other Grade I."

2.6. Giving an example of "flexibility", the Foreign Secretary stated that:

"If Cairo is vacant and we have an officer available, who speaks Arabic, who is in Grade II, it would be better to send him there because he would be in the right place, than to send a Grade I officer who has no background of West Asia. This flexibility enables us to fit in people a little better. Normally a senior officer should be in an important post. For example today we have far more senior officers in Grade I and Grade II in Africa. We never had them before."

2.7. Replying to a question whether the Ministry made an evaluation of a Mission on the basis of national interest, the Foreign Secretary replied in the affirmative and stated: "The Categorisation on the basis of the importance of the Missions is evident from the level and experience of officers, who are posted there."

2.8. When told that "the interest of the Committee is to find out whether the officers can be deployed effectively, regardless of living conditions, whether we can evolve a formula which will be advantageous to the country—by which the person posted will be effective as well as the country will also benefit, the Foreign Secretary replied:

"In the proposition you have made, I would entirely agree, and I would submit that within the exigencies and other limitations—because the officers are there and the posts are there—this is exactly what we try to do. Of course, at some places, there may be a square peg in a round hole. Really your suggestion is being followed in its spirit though there may always be some cases where the posting may not be ideal."

2.9. Asked whether the Ministry had compiled a list of missions in terms of our national importance, the Foreign Secretary stated:

" While we can put a number of countries which are specially important and the countries which are of secondary importance, I do not think it would be right to have a running list of countries in terms of national importance"

2.10. The Ministry showed to the Committee four lists of missions (stations) in the order of their national importance also indicating

the level of officers (Grade I, II III or IV) at which appointment of Heads of Missions would normally be made to the concerned countries. The Ministry stated that "A certain amount of flexibility is however always there depending upon the needs of the situation, and the suitability for a particular post at particular time."

2.11. The Committee note that the Missions/Posts have been classified into 'A', 'B' and 'C' stations, based essentially on local living conditions. The classification as also the criteria on which the classification is based is subject to review from time to time depending on the changes in the political and economic conditions in the countries concerned. It is of relevance only in the context of duration of the postings of officers and rotation between different categories of stations. This classification, it is stated, has nothing to do with the importance of the mission from the point of view of India's national interest.

2.12. The Committee are informed that Indian Missions have been evaluated on the basis of national interest and "the categorisation on the basis of the importance of the missions is evident from the level and experience of officers who are posted there". The Committee are glad to know that importance of mission and not the living conditions there is the principal criterion for posting of officers to the missions and that normally a senior officer is posted to an important mission though sometimes for administrative or other compelling reasons an officer of a certain grade may happen to be allowed to continue in a mission which is normally to be manned by higher grade officer. This flexibility, it is stated by the Ministry, enables them "to fit in people a little better."

2.13. The Committee would like the Ministry to bear in mind that exceptions to the normal practice of posting senior officers to important missions should not become common and should be resorted to only in national interest and where an officer of junior grade is allowed to head a mission which should normally be manned by a higher grade officer for some time in special circumstances, the position should be rectified at the earliest opportunity. The Committee appreciate that, as stated by Foreign Secretary, it may so happen in the course of posting of officers to Missions abroad that, at some place, there may be "a square peg in a round hole". The Committee suggest that as soon as "a squarepeg in a round hole" is discovered, corrective steps should be taken at the earliest opportunity.

2.14. There are some missions and places which are important and would continue to be so from the point of view of our national interest for long time to come while importance of other missions and places may vary from time to time. In the opinion of the Committee, therefore, it is very necessary that inter-se-gradation of missions and places from the angle of national interest is reviewed and redetermined from time to time with the approval at the highest level and posting of officers done keeping in mind the changing importance of the missions.

2.15. The Committee have seen the four lists of missions drawn in the order of national importance and showing the grades of officers (Grade I, II, III or IV) who are normally required to head them. The Committee feel that in the case of certain missions which, the Committee would not like to name here for obvious reasons, there is need to re-determine the gradation of the missions in terms of national importance and post officers of appropriate grade to head the missions. The Committee would suggest that the Ministry should undertake this exercise at an early date.

(ii) Staffing Pattern

Recruitment/Selection

2.16. The Embassies/High Commissions are normally headed by a Head of Mission drawn from Grades I to IV of the Indian Foreign Service. There are also a few non-career Heads of Missions of eminence appointed from outside the IFS cadre.

2.17. The Consulates-General are headed by Consul-General normally drawn from the senior scale of Grade IV/III of the IFS.

2.18. The categories of other officials working in the Indian Diplomatic Missions depend on the size of the Mission which in turn, depends on the extent of our political/economic and other relations with the country concerned. In the larger Missions, there are one or more Ministers (Corresponding to Grade III of the IFS) and Consellors (Corresponding to Grade IV of IFS).

2.19. Other categories of diplomatic officers are: First Secretary, Second Secretary, Third Secretary, Attache (Registrars, Private Secretaries and Senior P.As) officers of the Information Service of India posted as Consellor (Information)/First Secretary (Informa-

tion), Senior Interpreters (Equivalent to Third Secretary). The India-based non-diplomatic staff posted in the Missions abroad include:

- (i) Assistants
- (ii) Personal Assistants
- (iii) Cypher Assistants
- (iv) Stenographers
- (v) UDC/LDC

2.20. In a number of Missions, Security Guards are also posted from headquarters drawn from the Police Forces and Class IV staff of the Ministry. An increasing number of India-based Chaufferes are also being posted in the Missions abroad. A few of the Missions, particularly in neighbouring countries have also Class IV staff (Peon/Daftries etc) posted from headquarters.

2.21. Appointments of officers/staff in Missions abroad are approved by the Foreign Minister/Minister of State on the recommendations of the duly constituted body such as the Foreign Service Board, the Senior Establishment Board and the Junior Establishment Board.

2.22. Besides staff and officers sent from India (hereinafter referred to as India-based officials), there are, local based persons working in certain missions.

Appointment of local based personnel in Missions

2.23. The Ministry have informed the Committee that:

Indian Missions abroad themselves appoint local-based persons against manipulative posts like Messengers, Chauffeurs, Gardeners and Cleaners and non-sensitive clerical posts like Clerks, Typists, and Marketing Assistants. These posts are mostly manned by local nationals and by Indian nationals also wherever available.

The number of these local-based personnel in ten representa-

tive/principal Missions during the last three years is as follows:

Name of Mission	1975-76	1976-77	1977-78			Total
			No. of Indians	No. of Non-Indians		
Washington	108	106	71	33		104
London	165	141	110	22		132
Burussis	15	14	2	12		14
Cairo	47	47	1	45		46
Nairobi	29	29	3	26		29
Kuala Lumpur	45	44	33	11		44
Tokyo	32	32	2	30		32
Canberra	10	10	1	9		10
Moscow	19	19	..	19		19
Kuwait	17	18	5	13		18

India-based officials perform functions of sensitive nature in the various fields, viz. Consular, Publicity, Commerce, Political and Administration; but the local staff are solely detailed to perform non-sensitive work and other manipulative jobs.

Class IV Staff in Indian Missions abroad

3.24. Under the category of Class IV staff come Messengers, gardeners, sweepers, watchmen etc.

India based Class IV staff have been deployed only in a few of the Missions in neighbouring countries.

2.25. At present there are 18 India-based Class IV staff working in five Indian Missions in the neighbouring countries as per details given below:

Name of Station	No. of Class IV staff
Dacca	7 (Peon 6, Daftry 1)
Jalalabad	1 (Pron)
Kabul	1 (Peon)
Peking	2 (Peach 1, Daftry 1)
Islamabad	7 (Peon 3, Sweeper 2, Gardener 2)

Appointment of Chauffeurs in Indian Missions abroad

2.26. The Ministry have informed the Committee in a note furnished in December, 1977 that the strength of Chauffeurs in the Indian Missions abroad was 209 (India-based 27, local-based 182).

2.27. The Missions generally employ local qualified nationals as Chauffeurs in view of the need for the chauffeurs to be fully familiar with local area and conditions. Where suitably qualified Indians are locally available, their services are also made use of on a casual or a regular basis. In the choice of a person, whether local national or local Indian as Chauffeur, Missions consider factors such as qualifications, experience and availability of services at the scale of salary offered.

2.28. The structure, organisation and functions of the Foreign Service were examined in depth by a Committee set up by the Government in 1965, and are subjected to critical review by the Foreign Service Inspectors from time to time during their inspections of Missions, which *inter alia*, covers the adequacy and efficacy of the organisational set up with emphasis on streamlining the work patterns while relating staff requirements to basic functional necessities, the accent being on economy, consistent with operative norms and functional efficiency. As a result of implementation of recommendations of the Foreign Service Inspectors which inspects Missions from time to time, growth of staff strength has not only been contained, but has also been brought down to a level well below that prevailing in 1968-69. During the last 10 years, our Missions have increased from 100 in 1968 to 124 in 1978-79. On the basis of 1968-69 norms, the additional staff for the 24 Missions would be 816 i.e. 34 per Mission and the total strength for all the Missions would be 4178. Inspite of the increase in the number of Missions, the total strength of our Missions, both India-based and local, now stands at 3234 as against 3362 in 1968-69. This is largely due to rationalisation of staffing patterns, thus resulting in reduction of 944 posts.

2.29. Rationalisation of the staffing pattern of our Missions abroad in the light of developing situations and functional compulsions is a significant feature of the staff reviews conducted by the Foreign Service Inspectors from time to time. Consequent upon the implementation of their recommendations, the strength of the High Commission of India, London which was 1340 in 1958-59 now stands at 392 (263 India-based and 124 locals). The strength of the Embassy of India, Washington in 1973 was 266 (144 India-based and 122 locals); as a result of implementation of the FSI's recommendation its present strength is 166 (86 India-based and 80 locals).

Introduction of System of Multi-Functional Officials

2.30. A former diplomat suggested to the Committee during his evidence that with a view to improving the functional efficiency of the Diplomatic Missions and achieving economy in expenditure, the traditional staffing pattern obtaining in Delhi should be done away with in Indian Missions abroad and a system of multi-functional officers (combining in themselves the functions of Cypher, stenography, interpretership etc.), be introduced progressively so that the Indian Foreign Service becomes more economical and more efficient.

2.31. He added that "I have personally never understood why the P.A. to an Ambassador, even from the security point of view, should not be a man from the Cypher Bureau. It is not clear to me why the Foreign Service Officer should not attend to cypher work also, so that in small missions such cypher work can be handled even by the First Secretary or Second Secretary or an Attache. Also I do not see any reason why the Foreign Service Officer should not himself be a good typist...."

2.32. Asked whether the Ministry apprehended any difficulties in introducing a system of multifunctional official in Missions abroad the Foreign Secretary stated during evidence:

"All Foreign Service Officer when they join, as part of their initial training, have to learn & operate cypher. They are always there for reserve use in case the cypher assistant is not available.... There is a special consideration. The knowledge to operate cyphers should not be extended too much because of the security risk involved, we do use this multi-purpose idea that a man must be able to do more than one kind of work. What we do is that a Cypher Assistant in a small mission is required to do other jobs like general assistant work or account assistant work etc. In the small missions we do try to economise."

2.33. The Committee are informed that besides the Heads of Missions, other categories of diplomatic officers in our missions are Minister, Counsellor, First Secretary, Second Secretary, Third Secretary, Attache, senior Interpreters. The non-diplomatic staff (India-based) in the missions include Assistants, Personal Assistants, Cypher Assistants, Stenographers, Upper Division Clerks and Lower Division Clerks. In a number of missions security guards, class IV staff and Chauffeur, are also posted from the headquarters. Seeing the large number of categories of staff posted in missions abroad, the Committee have a feeling that the hierarchical set up obtaining in the Ministry has been needlessly duplicated in the missions.

The Committee agree with the suggestion made by a former career diplomat that with a view to improving the functional efficiency of diplomatic missions and achieving economy in expenditure, the traditional staffing pattern obtaining at headquarters should not be followed in Indian Missions abroad and a system of multi-functional officers (combining in themselves the function of cypher, stenography, interpreter etc.) be introduced progressively in the missions. In his evidence before the Committee the Foreign Secretary stated that "we do use this multi-purpose idea that a man must be able to do more than one kind of work. What we do is that a Cypher Assistant in a small mission is required to do other types of jobs like general Assistant's work or account Assistant's work etc."

2.34. The Committee do not think there should be any difficulty in PAs or PSs to Ambassadors or even diplomatic officers doing cypher work except in large missions where the quantum of cypher work may justify posting of exclusive staff for this work. Nor should there be any difficulty for a security man or a messenger to act as Chauffeur or vice-versa. The Committee suggest that staffing pattern in each mission should be critically studied and re-determined from this angle. The posting of officers should be made for doing a 'job' which cannot be done otherwise, and not for merely filling a 'vacancy' to conform to the traditional hierarchy at headquarters. The Committee are not oblivious of the likely resistance that this concept of multi-functional officers will have to face at the hands of traditionalists but they would urge that the system of work and pattern of staffing in Missions should be modernised in the interest of efficiency and economy. The Committee would like to be informed of the action taken in the matter.

2.35. The Committee are informed that besides India-based staff, Indian Diplomatic Missions also appoint local-based persons against manipulative posts like Messengers, Chauffeurs, Gardeners, Cleaners and against non-sensitive clerical posts like Clerks, Typists, Interpreters/Translators and marketing Assistants. As Interpreters/Translators must be serving as crucial link between Missions' officers and outsiders and translating all kinds of documents from one language into the other, the Committee wonder how posts of Interpreters/Translators could be called "non-sensitive" posts. The Committee would like the Ministry to consider whether the missions' secrets in the hands of local-based Interpreters/Translators are safe. In the Committee's opinion, local based Interpreters/Translators should not be allowed to handle classified matter or be present during discussions of secret or sensitive nature.

2.36. The Committee are also informed that while recruiting local based persons, Indian nationals living abroad are also selected, wherever available. The Committee would like to recommend that, wherever available, Indian nationals possessing the required qualifications should be given preference while recruiting local-based persons for posts in the Missions. The Committee are very keen to ensure that there is absolute parity in salaries, allowances and terms and conditions of service between locally recruited foreigners and locally recruited Indians. If there is any discrimination anywhere, it should be removed without delay.

2.37. The Committee note that India-based Class IV staff have been deployed in some of the missions in neighbouring countries (Dacca, Jallalabad, Kabul, Peking, Islamabad). Amongst India-based Class IV staff are Peons, Farrashes, Sweepers and Gardeners. The Committee are not able to appreciate the necessity of posting Gardeners, Sweepers, Peons, Farrashes and Daftaries from headquarters in Indian Missions abroad. They suggest that the question of posting of these categories of staff from headquarters should be re-examined.

2.38. The Committee note that the structure, organisation and functions of the Foreign Service were examined in depth by a Committee set up by the Government in 1965 and are subjected to critical review by the Foreign Service Inspectors from time to time. They are informed that as a result of implementation of recommendations of the Foreign Service Inspectors and rationalisation of staffing pattern, inspite of the increase in the number of missions from 100 in 1968 to 124 in 1978-79, the staff strength has not only been contained but also progressively brought down and it now stands at 3243 as against 3362 in 1968-69. While the Committee are glad at the reported rationalisation of staffing pattern and reduction in total staff strength in the missions, they feel that there is a need for a fresh study of the staffing pattern and systems of work in the light of what the Committee have recommended in the preceding paragraphs. The Committee would like this study to be undertaken by an expert at an early date and results communicated to them.

(iii) Objectives

2.39. In a memorandum submitted to the Committee, a former career diplomat stated:—

"The organisational structure of Indian Diplomatic Missions follows the accepted International pattern. A change in it is neither necessary nor desirable. What is necessary, and

is noticeably lacking now, is of directly relating a Mission's activities to the actual needs of the situation as it develops to the actual needs of the situation as it develops from time to time, both in the country where the Mission operates, and in India (especially in the Foreign Office) where what it is doing abroad or attempting, has to be utilised in the national interest. For this purpose, it is essential that what has actually to be done in, and by Missions should be specially spelt out, definite targets set for its accomplishment, and objectives defined in concrete terms (not in vague generalities, such as 'promoting friendships', but how, which papers are to be won over, which associations are to be wooed, who are the political leaders to be specially cultivated? etc. And these should be reviewed and revised, if necessary, yearly."

2.40. Elaborating his views further, the former diplomat stated during his evidence before the Committee:—

"What is lacking now is the definition of our objectives in each area or country. I admit that it is not always easy to say definitely that in such and such a country this is what we want, but surely some priorities could be laid down and some guidance could be given from time to time to a Mission on what it should do——. I would say that there should be some organisation to work out more or less what is required to be done in each area."

2.41. Another former diplomat stated before the Committee:—

"..... no Head of the Mission when sent abroad is given a written assignment. Very often we judge him by the certificates he obtains from the receiving countries."

2.42. Subscribing to the above views, a non-official who appeared before the Committee stated during evidence:—

"..... the most disturbing feature is that there is no clear objective as to what a mission is supposed to do. —— there is a danger that the institution of diplomatic missions may be reduced to that of a post office in the sense that they will receive messages from the Government and just transmit the same and no other function at all. This is what, in my opinion, is happening and this is something we should take note of because there is no definite objective for which the missions are functioning. But this realisation has not drawned on the Government which still continues to function as if they were functioning 50 years ago."

2.43. The Ministry were asked whether any objectives were laid down for missions and whether any evaluation of the results achieved by the missions was done from time to time. In a note furnished to the Committee the Ministry stated that:—

"It is quite true that efficient functioning requires us to spell out objectives for each of our Missions and to maintain a continuous dialogue between our missions and the corresponding Divisions of the Ministry of External Affairs. A regular dialogue is, in fact, conducted between Headquarters and Missions abroad. The Ministry indicated to Missions wherever necessary and appropriate, subjects on which information and analyses are required from that Mission. It also issues instructions on various aspects of the Mission's work and keeps a watch over their implementation. There is thus continuous dialogue between the Ministry of External Affairs and the Missions abroad."

2.44. Asked whether the missions were given specific objectives to be realised and that whether Heads of Missions were given any written assignments on appointment, the Foreign Secretary stated during evidence:—

"Actually, I might inform the Committee that since last year we started the system of giving written briefs. But that does not mean to say that earlier they were not briefed."

2.45. The Committee note that though the Ministry concede that "efficient functioning requires us to spell out objectives for each of our Missions. ", all that they appear to be doing is to issue instructions on various aspects of the Mission's work" and to keep a watch on their implementation. They have been informed by Foreign Secretary during evidence that since last year the Ministry "started the system of giving written briefs" to the Heads of Missions but still, it appears they have not introduced any system of laying down specific objectives to be achieved by our diplomatic missions abroad. As the missions are set up for realisation of certain objectives, the Committee would like to recommend that the objectives for each mission should be defined in concrete terms (not in vague generalities like promotion of friendship etc.) and inter-se priorities and broad guidelines regarding ways and means of achieving the objectives laid down by the Ministry. Each mission should be asked to report to the Ministry periodically the progress made in the realisation of these objectives and the Ministry should, in the light of these progress reports, review the situation and if necessary, revise the objectives, priorities and guidelines from time to time.

(iv) Review of Performance of Missions

2.46. The Ministry informed the Committee that in 1965 the Government set up a Committee headed by Shri N. R. Pillai, former Secretary-General of the Ministry of External Affairs, to review various aspects of the working of the Indian Foreign Service, including functioning of the Service abroad. It was specified that the object of the Review was to bring about an improvement in the efficiency of the Foreign Service, and in the working of the Indian Missions abroad so as to make the Foreign Service better able to meet the present and future needs of India's foreign policy and diplomatic representation abroad. The report of the Committee was presented towards the end of 1966. The Committee's recommendation related essentially to policies of recruitment, training and service conditions in the IFS, but it also made recommendations relating to performance of various functions in the Missions abroad and in particular to External Publicity. Many of the recommendations of the Committee have been implemented.

2.47. The review of the functioning of the Missions abroad is conducted by Foreign Service Inspectorate which includes Administration and Finance Officials of this Ministry. The Inspectorate has been conducting inspections of various Missions and making recommendations with a view to increasing efficiency and affecting economies in expenditure.

2.48. A former Career diplomat in his memorandum to the Committee stated:

"The subject (Administrative reforms) is so large and important in its implication that a complete review after 30 years of experience seems to have become urgent. There have been ad hoc attempts for introducing administrative reforms (e.g. Pillai Committee) but there has not been any comprehensive review, which would especially indicate how the different elements of decision making and of administration could more closely and more effectively cooperate."

2.49. A suggestion was also made that there should be mission by mission review of the administrative set up of each mission by a Committee to be headed by an ex-Ambassador with a view to determine the pattern and size of the set up best suited to achieve optimum results at most economic cost in the country of its accreditation.

2.50. On being asked whether the Government had any plans to undertake a comprehensive review of the working of Diplomatic Missions abroad and, if so, what in the Government's view would be the proper agency or institution who could be asked to undertake such

a review, the Ministry stated that in Government's view, the existing institution of the Foreign Service Inspectorate was adequate to undertake a review of the working of the diplomatic missions abroad including their administrative set up by periodic visits to Missions abroad for a on the -spot study, of the functional requirements of the Mission and for suggesting improvements in the method of working to promote optimum efficiency within the financial constraints.

2.51. Under the standing instructions from the Ministry, Heads of Missions personally review the functioning of the Mission on a regular basis and provide analytical and objective assessment on the functional efficiency of the different Wings of the mission in the form of an Annual Report to the Ministry of External Affairs.

2.52. Asked whether there was any system of evaluation of the working of Missions etc. a former Foreign Secretary and Ambassador stated during his evidence:

"Valuation is in the form of reports on Officers and what they have achieved. The Heads of Missions themselves send reports on individual officers-in-charge of matters political, commercial and cultural. But there is no other valuation. Now that you suggest it, it occurs to me that having a cell may be an excellent idea. Twice a year the Secretaries of the Ministry of External Affairs should sit with Minister and tell him about this, viz. such and such are results of the valuation of the functioning of our Missions abroad, in commercial and cultural fields. The cell can meet at least once a year and study reports received from sources other than the Ambassadors, e.g. from visiting Senators, dignitaries etc. and thereby come to a sort of conclusion on how the Mission is functioning, and how far it is discharging its responsibilities in an efficient manner."

2.53. In this regard, the Foreign Secretary stated during evidence:

"No independent evaluation is done but Secretaries do evaluate the performance of Heads of Missions and the Minister when he visits the missions formulates some impressions. He shares his assessments with the Secretary and this way the quality is evaluated. But it is not institutionalised."

2.54. As to whether in his view there was a need for an independent evaluation of Missions by some cell for the purpose, the Foreign Secretary stated:

"Evaluation will have to be done by somebody who is seeing the performance regularly. There is no cell for evaluation

but the annual confidential report is in effect the evaluation of the Head of the Missions' performance in variety of ways."

2.55. Asked whether he agreed with the suggestion for a systematic evaluation of the performance of missions by the Secretaries of the Ministry of External Affairs and the Minister, the Foreign Secretary replied:

"I am not objecting to that."

Review of Administrative set up

2.56. Stating his views on the suggestion that there should be a mission by mission review of the administrative set up of each mission by a Committee headed by an ex-ambassador, the Foreign Secretary said:

"I do not think some non-official body—an ex-ambassador or anyone else—can do this task. This is squarely the responsibility of the Minister and the Ministry and such evaluation is done."

(v) Role of Foreign Service Inspectorate

2.57. The terms of reference of the Foreign Service Inspectors (FSI) are to achieve economy and efficiency in Missions abroad, based on their assessment, on the spot, of local costs, work-loads and work methods, etc. while no specific cost benefit analysis has been made, the very purpose of Foreign Service Inspection is to achieve a favourable cost benefit analysis ratio. The expenditure on their visits, in fact, is more than counter-balanced by the financial savings to Government as a result of such assessments.

2.58. The FSI's team generally comprises of the Additional/Joint Secretary in the administration, from the Ministry of External Affairs and the Financial Adviser. The periodicity of the visits by FSI's is normally triennial but it has not been usually so lately for a variety of administrative and financial reasons.

2.59. The following are broadly the terms of their reference:

- (i) Assessment of local costs of living to determine foreign allowance, Representational Grant, Daily Allowance, house rent ceilings, local pay scales: other financial and administrative problems peculiar to each Mission.
- (ii) Determination of standards of amenities and staffing patterns;

- (iii) Evaluation of financial, accounts, security controls and administrative disciplines;
- (iv) Assessment of Mission's functional effectiveness, including that of officers.

2.60. The Ministry added that Inspectors not only go beyond a mere comment on the adequacy of the Mission's traditional and routine work but also judge its overall effectiveness in the context of current executive diplomacy. The conclusion, therefore, is that the Foreign Service Inspectorate are at present constituted are competent to judge the performance of the Heads of Missions, officers and of the Mission and are an important adjunct of the administrative set up of the Ministry of External Affairs. Although it is possible to determine the rates of foreign allowances on the basis of the price lists furnished by the Missions and UN indices relating to cost of living, an on-the spot examination by the Foreign Service Inspectorate provides the necessary fillip between the Mission and the Ministry. There is therefore, no gain saying the fact that the Foreign Service Inspectorate is basically an institutional set up designed to ensure administrative efficiency, functional effectiveness and economy in expenditure.

2.61. The expenditure incurred on the foreign visits of the Inspectorate, during the last five years, as intimated by the Ministry is as follows:

Years	Expenditure in lakhs
	Rs.
1973-74	2.77
1974-75	2.00
1975-76	4.03
1976-77	0.25
1977-78	1.74

2.62. Commenting on the functioning of the Foreign Service Inspectorate, a former Foreign Secretary stated before the Committee during his evidence:

"Over the years, demand has always been that the Inspectorate should mean that there is an inspection of the functioning of the mission, what is the prestige of the mission in that country. What sort of activities they are doing. On that side, nothing significant is being done. Un-

less the Inspectorate is headed by a person who is very senior and senior enough for any Ambassador to be able to say that I have respect for him, I have served under his guidance, he is the man of some judgment and he has the right to ask questions on various things, things would not improve."

2.63. Asked whether in his view the Inspectorate in its present shape, should be abolished, the witness stated:

"There is a school of thought which believes in that saying.. . . .I still feel that they do render some good service."

2.64. As to whether Inspectors reported on the tone of administration, he added:

"They do. But they never go upto the Ambassador's efficiency. It becomes a ticklist matter.....If a person is senior enough, then he would exercise his judgement. A junior officer will hesitate in asking questions from the Ambassador.....The ideal would be to have a very senior man to do these inspections."

2.65. Another former diplomat, giving his opinion in the matter, stated before the Committee during evidence:

"My view is that we need not have an inspectorate at all. This conviction is further strengthened.....the International Service Commission whose duty, *inter alia* is the adjustment of the cost of living almost on a monthly basis in 150 countries where the U.N. personnel are posted.... do it without having an inspectorate. That is if the function of the Inspectorate is largely to assess the scale of foreign allowance. If they are to assess how the mission is functioning, that duty cannot be performed. The level of the Inspectorate will be Additional or Joint Secretary and the head of the mission will be God-almighty....."

2.66. On being asked to comment on the need and role of the Inspectorates, the Foreign Secretary stated during evidence:

"The Inspectorate now exists in all good foreign Services. Our Inspectorate has been too small as the burden on Headquarters is such that the frequency of inspections could not be adhered to because of inadequate number. In any case I agree that the task of the Inspectorate should

not only be for the purpose of checking inflation in cost of living but it is necessary having some method of total inspection of the Mission and its working. Normally any inspection team would be at the level of Joint Secretary. Admittedly there are some missions where the Head of the Mission may be higher but it does not prevent any officer from the Headquarters from inspecting the post."

2.67. The Committee studied some of the recent reports of the Foreign Service Inspectorate pertaining to the following missions/posts (year in bracket showing when the Inspection was carried out):

	year earlier inspection
1. Permanent Missions in New York and Consulate General of India, New York (1976)	1973
2. Embassy of India, Washington (Dec., 1975-Jan. 1976)	1973
3. High Commission of India, London (1973)	1972
4. Embassy of India, Tunis (1977)	1964
5. Embassy of India, Tehran (1977)	1969
6. Embassy of India, Algiers (1977)	1964
7. Embassy of India, Belgrade (1977)	1972
8. Embassy of India, Rome (1977)	1972
9. Embassy of India, Paris (1973)	1971
10. Embassy of India, Cairo (1977)	1969
11. Embassy of India, Rabat (1977)	1964

2.68. The study of these reports revealed that the main points dealt with by the Inspectorate during their inspection of various missions were staff position, expenditure on staff, administrative set up, hiring of accommodation for staff, House rent allowance, revision of rental ceiling for office and residential premises, revision of local pay scales, supply of crockery, reimbursement of car insurance, replacement of typewriters, recovery of air-conditioning charges for officers, advance for medical expenses, provision of carpets at the residence of officers, repairs of embassy residence, purchase of chairs,

Information Service (review of activities and office records), facilities to local staff, cooking range for embassy residence, Government owned and leased buildings, office equipment, office cars, medical facilities, education for children, maintenance of embassy buildings, purchase of furniture, carpets, furnishings etc. retirement age of local staff, wireless link, telephones etc.

(vi) System of Regional Supervision of Missions

2.69. In a memorandum submitted to the Committee, a former diplomat suggested that to obtain best results from the Missions a system of regional supervision be introduced so that the small missions and young or inexperienced Heads of Missions can have the benefit of advice and guidance of Senior Heads of Missions in their region.

2.70. Commenting on the above suggestions the Ministry stated in a note furnished to the Committee:

"Under the existing arrangements, officers of Grade IV of IFS, with 14 years of service and above are considered for appointment as Heads of Missions; by the time they are promoted to Grade IV, they would have rendered service as Second and First Secretaries in a few Missions in different fields of activities, thus acquiring the necessary administrative and diplomatic skills by the time they come due for appointment as Heads of Missions. All Heads of Missions before they take up their assignment abroad are given the necessary briefing at Headquarters of the Ministry of External Affairs and also undertake Bharat Darshan Tour to acquaint themselves with the developments in the various fields of activities in the country. There is also a constant dialogue between the Heads of Missions and the Headquarters on various matters of importance from political, economic and administrative angles. Conferences of Heads of Missions are also organised on regional basis to facilitate exchange views on subjects of mutual interest. The reports of the Missions are circulated to the Missions in neighbouring countries and other Missions in the region to keep them apprised of the developments in that region. These built in arrangements provide the Heads of small Missions and young Heads of Missions the benefit of advice of not only the Headquarters of the Ministry of External Affairs but also of the senior Heads of Missions in the region concerned. It may be added that a Head of Mission is the representative of the Head of State and is accredited to the host country, and it will therefore be politically

inexpedient to super impose supervision of a senior Head of Mission in the region over the Head of another Mission, although he may be young.

2.71. Commenting on the suggestion of regional supervision by a senior ambassador in the region, the Foreign Secretary stated during evidence:

"The idea of regional exchange and co-ordination....is very good. I think it can be done effectively from headquarters. To have a super-Ambassador for a region would be objected to by those countries themselves. This is in fact, the task of the Secretaries or Additional Secretaries who are looking after them."

2.72. A view has been expressed by a former career diplomat that while there have been ad hoc attempts for introducing administrative reforms in diplomatic mission e.g. Pillai Committee, (1965) there has not been any comprehensive review which would specially indicate how the different elements of decision making and of administration could more closely and more effectively cooperate. In Government's view, the existing institution of the Foreign Service Inspectorate is adequate to undertake a review of the working of the diplomatic missions including their administrative set up. The Inspectorate is expected to study administrative, financial and disciplinary matters of Missions and to assess the missions' functional effectiveness, including that of officers.

2.73. Commenting on the activities of Foreign Service Inspectorate, a former Foreign Secretary and career diplomat has stated that the Inspectorate goes into only administrative questions like cost of living problems of the missions; it does not do anything significant to evaluate the working or effectiveness of the missions. This is borne out by the study made by this Committee of the latest reports of the Inspectorate in respect of our diplomatic missions posts in New York, Washington, London, Tunis, Teheran, Algiers, Belgrade, Rome, Paris, Rabat and Cairo. These reports show that the Inspectorate has gone into only routine administrative matters like staff position, accommodation problems, house rent allowances, local pay scales, supply of office equipment, furniture and furnishings, medical expenses and children's education. In none of these reports, the Inspectorate has made any comments about the functional effectiveness or overall performance of the missions.

2.74. The Committee agree with two former career diplomats that, headed as it is by an officer of the rank of Additional Joint Secretary of the Ministry of External Affairs, the Inspectorate cannot be expected, for obvious reasons, to do its job effectively or dispassionately in missions which are headed by officers of higher grade or even by officers of equivalent grade but senior in service.

2.75. The Ministry have stated that periodicity of Inspectorate's visits is normally triennial but lately it has not been usually so due to administrative and financial reasons. The Committee have found that in the case of two of the eleven missions, referred to above, the inspection visits were paid after 5 years, in 2 cases (Tehran and Cairo), after more than 8 years and in 3 other cases (Rabat, Algiers, Tunis) after more than 13 years.

2.76. While the Committee do not agree to the view of a former diplomat that "we need not have an Inspectorate at all", they have come to the conclusion that the Inspectorate has failed to discharge its primary duty viz., to measure the achievements and deficiencies of missions or to evaluate their overall efficiency and performance with the desired degree of independence and objectivity. Its inspections visits are few and far between. It concentrates on routine administrative matters of the missions for which it should not be necessary for a team of officers to go all the way from the headquarters. Most of the matters, like rates of allowance, pay scales, purchase of office equipment etc., can be attended to without spot inspection by a team of officers from the headquarters.

2.77. The Committee feel that the most important, but hitherto neglected, functions of the Inspectorate are to assess the functional effectiveness of missions and to bring about optimum efficiency in their working consistent with the need for economy to enable them to fulfil the tasks assigned to them. The Inspectorate will do well not to fritter away its energy and time on routine matters. The Committee suggest that the terms of reference of the Inspectorate be re-defined and priorities of its functions re-determined so that it is required to concentrate more on making an overall assessment of the performance of the missions in the political, economic, cultural and consular spheres and the degree of success achieved by them in their public relations. While making such an assessment, the Inspectorate should go into the performance of individual officers including heads of missions, the number and deployment of staff, the staffing pattern

and administrative procedures and make suggestions for the more efficient and economical working of the missions.

2.78. If the Inspectorate has to make a success of its mission, it should, in the opinion of the Committee, be upgraded and headed by an officer of the rank of Secretary in the Ministry as was the position in 1972 and 1973, at least when it visits missions headed by Grade II and Grade I Officers.

2.79. The Committee also feel that the Inspectorate's team which at present comprises Additional|Joint Secretary of the Ministry of External Affairs and the Financial Adviser, is not sufficiently broad-based and cannot bring in freshness of approach in its work unless it is augmented by inclusion of a senior expert in organisation and management affairs from outside the service.

2.80. The Committee are of the opinion that it is too much of a job for an inspection team from headquarters to visit each and every mission once in three years. Besides being an expensive exercise, the headquarters team cannot do full justice to its work within a short stay of 2-3 days, as at present. The Committee feel that there is a need to decentralise this work on a regional basis. While there is strength in the Ministry's view that it will be "politically inexpedient to superimpose supervision of a senior Head of Mission in the region over the Head of another Mission, although he may be young", the Committee feel that the idea of regional exchange and coordination in administrative matters, which the Foreign Secretary has welcomed, should be given a concrete shape. The Committee suggest that the Ministry should evolve an informal system where-under a senior head of mission in position in a region or just before the beginning or soon after the end of his term is available to other heads of missions in the region, not for supervision, but for advice and guidance in administrative matters which, as has been recommended by them elsewhere in this Chapter, need not await the attention of Foreign Service Inspectorate. A designated head of mission in each region may go into the questions of cost of living and other allowances, local pay scales, medical bills, and all such day to day administrative matters and forward all such cases with his recommendation to the headquarters for final decision. The Committee hope that where proposals require Finance Ministry's approval before implementation, the Finance Ministry will view them in proper context and take early decisions in the interest of more efficient working of the Missions abroad. Such a decentralisation of functions will not only bring

about uniformity and quicken the pace of decisions but also relieve the Foreign Service Inspectorate and the Headquarters of a lot of work of routine nature.

2.81. The Committee are informed by the Foreign Secretary that there is no institutionalised system of evaluation of the performance of heads of missions or the missions though Secretaries in the Ministry to evaluate their performance and the Foreign Minister also formulates some impressions during his visits abroad and shares his assessment with the Secretaries. The Committee feel that the system should be institutionalised to make for a more systematic and regular evaluation of the performance of each mission. The overall assessment of the performance of the mission in the political, economic and other fields may be made by visits to the missions by the Secretary/Additional Secretary in-charge of the region. All the Secretaries in the Ministry should then meet in a body to make an appraisal of the performance of diplomatic missions in the light of the reports of Foreign Service Inspectorate, Annual, monthly and special reports of the heads of missions, reports received from all other sources and place their assessment of the achievements made by each mission in various fields and deficiencies noticed in their working before the Foreign Minister and thereafter communicate the considered views of the Ministry to the Heads of Missions concerned for their guidance in the future. Such an exercise should be done at least once a year.

(vii) Office and Residential Accommodation

2.82. At 16 places Indian Missions are housed in Government owned buildings, and at 103 places these are housed in rented Buildings.

As regard residential accommodation, at 31 places, Indian Ambassadors are living in Government owned houses, and at 86 places they live in rented houses. At 14 places staff live in Government owned accommodation. There is however, no country where the entire staff live in Government owned houses.

2.83. When asked whether there have been any proposals made by the Missions to purchase the rented premises or other premises for the offices or officers of the missions, the Ministry informed:

Purchase of property abroad for the use of missions is a continuous process. Each proposals for purchase of property abroad is considered in depth on the basis of few guidelines laid down for the purpose, viz., importance of the

place from the political and commercial angles, economies of the proposal on the basis of outgo on rent, availability of resources etc. Thereafter priorities for acquisition|construction of property abroad are determined, and each proposal is considered from the financial viability angle.

2.84. The Ministry has further informed that during the period 1st January, 1976 to 31st December, 1977 24 proposals for purchase of properties received from different Missions were considered. Out of these 24 proposals 6 were implemented; 5 proposals were accepted and the formalities were being completed to finalise the deals; three proposals were under consideration and ten proposals were rejected on various grounds like 'financially not accepted", "area in excess of Mission's requirements" and "building not found suitable, being more than 100 years old."

2.85. Explaining the Government policy on purchase or requisition of buildings abroad, the Ministry have stated that because of imbalance between demand and supply of real estate in several countries abroad, rents are rising at appreciable levels and hence Government's rental bill has increased during the last few years. In order to check this global rental enhancement, Government have, as a matter of policy, decided to acquire|construct property abroad for office as well as residential use.

2.86. In the past the foreign exchange availability was an important consideration for making Budget provisions and sanctioning purchase|construction of buildings abroad. However, when a faster increase in the rentals for properties abroad than before was noticed in June, 1972, 1972, the Ministry of Finance indicated that for acquisition|construction of properties abroad, the annual allocation would be of the order of Rs. 50 lakhs and further, for attractive and sound proposals for outright purchase of ready-built property, supplementary funds could be made available.

2.87. After provision is made in the Budget, it is evident that for purchase|construction to be agreed to, it should be more economical than renting of property abroad. But here are other considerations also to be taken into account, like political importance of the Mission, the element of national prestige involved in some places and feasibility of embarking on construction. Capitals which are of long term interest to us and where rentals are exorbitant or are rising steeply, receive attention on priority basis and of these where we have already purchased plots of land for construction, the highest priority requires to be accorded. Again, in the same station, the

first requirement is to have the Chancery and Embassy residence in our buildings.

2.88. While a scheme of priorities could be laid down, in actual practice the Ministry of Finance recognises some difficulties in strict adherence. Though vacant plots have been acquired by the Ministry in different Missions years ago, actual construction in foreign countries is beset with manifold difficulties, which reflect in the cost also. But it is inescapable that in countries where we should have a dignified presence, like the neighbouring countries, there is often no other alternative than to construct ourselves. Also, in many of the developing countries, particularly the oil rich countries where rents are also exorbitant, the only satisfactory solution to the problem is to have our own construction. Also, when it comes to ready-built property, a deal acceptable in economic terms may not materialise in the station where we would like to purchase first. As a matter of fact, today we are in a position to purchase ready-built property in many stations of long-term interest, provided it is established that in economic terms it is preferable to renting accommodation.

2.89. The Ministry informed the Committee that the Government had acquired land for constructing buildings for Missions' Offices and residences for Officers' Staff at the following stations:

1. Kabul (Afghanistan)
2. Islamabad (Pakistan)
3. Ankara (Turkey)
4. Port of Spain (Trinidad & Tobago)
5. Brasilia (Brazil)
6. Lusaka (Zambia)
7. Kuwait
8. Bangkok (Thailand)—Two plots of land, one for Chancery building and the other for residences.
9. Ottawa (Canada)
10. Lilongwe (Malawi)
11. Colombo (Srilanka)
12. Canberra (Australia)

2.90. The Ministry have further stated that the construction projects are presently under various stages of implementation at the above stations except at Port of Spain and Lilongwe Construction

Projects at Kathmandu (Nepal), Lagos (Nigeria), Dubai (UAE) and Doha (Qatar), are also underway.

2.91. The Committee noticed that in 1976-77 while the total allocation for acquisition of buildings for diplomatic missions was Rs. 1.40 crores, the amount actually spent was Rs. 91.13 lakhs; similarly in 1977-78 as against an allocation of Rs. 4.86 crores, a sum of Rs. 1.58 crores was spent.

2.92. On being asked to comment on the above position, the Ministry informed the Committee in a written note:

The reasons for under-utilisation of the funds in 1976-77 were solely due to the disharmony between the acceptance of proposals and the budget allocation for the same. In some cases properties were not ultimately purchased though budget provision for these proposals had to be kept.

The reason for a variation in the utilisation of the budget grant of Rs. 4.86 crores in 1977-78 was largely due to the fact that a sum of Rs. 2.38 crores was provided for the purchase of a building to accommodate the office of the Indian Embassy in Tehran. The amount could not be utilised due to the landlord having backed out at the last minute from the deal.

2.93. The Committee understood that Government of India had provided land to foreign diplomatic missions for construction of their offices and residential accommodation at very reasonable rates.

2.94. Asked whether similar facility had been demanded by the Ministry of External Affairs from other Governments for Indian Missions abroad and that whether such a facility had been made available to our missions in any country, the Foreign Secretary stated during evidence:

"Now, this question of reciprocity depends on what are the conditions and laws in the other country. Here the land would have to be acquired from Government. Supposing you could buy it freely, than you cannot bring in reciprocity. Socialist countries want to buy property and we try to ensure reciprocity if we are also in search for our own property."

2.95. Asked, whether we should not ask for the facilities on reciprocal basis, from the countries which have been provided land for such

purpose by the Government of India, the Foreign Secretary added:—

“We are trying to buy wherever possible, but it is not always possible. Here we control the land. In other places, Government do not own the land. You have to be in the market there to buy it. In some places, we have already got the accommodation. Sometimes, some people want it here, but we do not want it in their countries.”

Policy regarding supply of furniture, furnishing etc. to Missions abroad.

2.96. As regards the supply of furniture, furnishings and other material for use in diplomatic missions abroad, the Ministry in a note stated:

It is the Government's policy to supply from India important items of furnishings like curtains, carpets, sofa covers, bed covers, bed and table linen etc. These items are supplied from India not only because these are cheaper here but mainly to impart an Indian atmosphere to the representational areas of residences of our officers abroad as well as offices of the Heads of Missions. In very rare exceptions are the missions authorised to purchase such items locally.

Expensive items like crockery, cutlery and glassware used for representational purposes are standardised items and supplied from London. However, these very items meant for daily use are sent from India.

Furniture is generally not supplied from India. However, nearby Missions and those with easy access are supplied furniture from India.

Objet d'art and decorative items for the residence of Heads of Missions abroad are invariably supplied from India.

2.97. Explaining the position regarding purchase of Crockery and Cutlery etc. from abroad, the Ministry have informed that the crockery and cutlery for representational use of offices upto the rank of Counsellor are supplied from India. It is only in the case of Heads of Missions and a few other officers of comparable status that these articles are now supplied from London. However, in the case of glassware for representational officers which was being supplied till recently from the U.K., a beginning has been made in providing glassware also from India to some neighbouring Missions.

2.98. Daily use crockery for officers of all ranks and staff is supplied from India, except local purchase in the case of newly opened

Missions. The decision in such cases are always taken at the appropriate level, after keeping in view the representational requirements both from functional angle and austerity standards.

2.99. The following statement shows the expenditure incurred on supply of furnishings to missions, during the last 5 years:

Year	Total Expenditure on furnishings	Foreign exchange content
1973-74	2,29,350·19	86,146·75
1974-75	2,94,206·40	1,28,808·04
1975-76	5,87,921·09	2,51,360·53
1976-77	8,41,198·73	2,11,076·09
1977-78	8,56,187·58	3,81,670·72
TOTAL	28,08,863·99	10,59,062·13

2.100. Details of year-wise expenditure on purchase of crockery, cutlery and glassware from abroad and from India during the last 5 years as furnished by the Ministry are as follows:—

Year	Expenditure on supplies from India	Expenditure on supplies from abroad
1973-74	2,17,801·56	1,09,358·19
1974-75	84,576·16	91,946·26
1975-76	1,59,882·94	1,07,165·40
1976-77	77,767·88	2,52,940·66
1977-78	1,30,479·30	4,03,246·72
TOTAL	6,60,307·83	9,39,657·23

Note:—The figures in both the tables above do not cover expenditure of our Missions at Aden, Buenos Aires, Kathmandu, Madrid, Moscow, Kuala Lumpur, and Peking as the replies are still awaited from these missions.

2.101. When asked whether carpets, upholstery, furnishings, are objects and paintings should not be "invariably" supplied from India regardless of "economic merits" if Indian touch has to be imparted to our Missions and residences of Heads of Missions, the Foreign Secretary stated during evidence:

"In principle, we agree what the bulk of the furnishings, carpets, linen etc. are supplied from India. There may be exception, I agree, perhaps due to economic reasons, or for reasons of urgency, sometime furniture, furnishings etc. are purchased locally. But we are increasing purchases from India and adopting a system whereby we can get things on loan or from surplus in the museums etc. We do so."

2.102. The Committee note that in order to check enhancement in the Government's rental bill on account of increase in rents of buildings in several countries, Government have, as a matter of policy, decided to acquire/construct property abroad for office as well as residential use of Indian missions. The Committee are informed that 16 Indian Missions and 31 Heads of Missions are housed in Government owned buildings and at 14 places members of the staff, though not all, are living in Government owned accommodation. In acquiring/constructing property, Government take into consideration importance of the place from political and commercial angles, economics of the proposal on the basis of outgo of rent, availability of resources etc., and thereafter determine inter-se priorities. While the Committee agree with the Government policy in this regard, they suggest that instead of considering proposals in a ad hoc manner, the Ministry should draw up a list of countries, in order of priority, where, for political and other considerations it is desirable to acquire/construct property and formulate a perspective plan, in consultation with Ministry of Finance, to acquire built accommodation or plots of land in these countries in accordance with clearly laid down guidelines. A perspective plan with clear guidelines and necessary delegation of powers will enable the Ministry of External Affairs to focus their attention only on priority countries and to strike the bargains at most favourable prices at the right time without the need to embark upon time consuming discussions ab initio on fundamental issues every time a new proposal is mooted.

2.103. The Committee find that while in 1976-77 the total allocation for acquisition of buildings for diplomatic missions was Rs. 1.40 crores, the amount actually spent was only a little over Rs. 91 lakhs; the under-utilisation of the funds was stated "to be solely due to the disharmony between the acceptance of proposals and the budget allocation". Similarly in 1977-78 out of an allocation of Rs. 4.86 crores a sum of Rs. 3.28 crores could not be utilised

Under-utilisation of funds to such a large extent as found in these two years reveals deficiency of planning and limited range of exploratory efforts of the Ministry and the diplomatic missions concerned.

and the diplomatic missions concerned. The Committee would like The Committee would like the Ministry to learn lessons from the unsuccessful attempts to finalise deals in these years so as to avoid the recurrence of such situations in future.

2.104. The Committee note that the Government have acquired land for constructing buildings at Kabul, Islamabad, Ankara, Port of Spain (Trinidad and Tobago), Brasilla, Lusaka, Kuwait, Bangkok, Ottawa, Lilongwe, (Malawi), Colombo and Canberra and construction projects are at various stages of implementation at all these places except at Port of Spain and Lilongwe. Construction projects are also stated to be underway at Kathmandu, Lagos, Dubai and Doha (Qatar). The Committee would suggest that the services of Indian Architects of standing should be utilised for construction of buildings for Indian diplomatic missions abroad. The buildings should project a glimpse of Indian culture and architecture in their design and elevation.

2.105. It is a matter of public knowledge that Government had provided plots of land to foreign diplomatic missions in New Delhi at reasonable rates for the construction of their offices and residential quarters. When asked whether similar facilities were demanded on reciprocal basis from foreign Governments for the construction of buildings for Indian diplomatic missions abroad, Foreign Secretary stated during evidence that at places where Government did not own land, we had to be in the market to buy land and there was no question of reciprocity; in socialist countries, however, we try to ensure reciprocity. The Committee feel that when Government of India had decided to allot plots of land to foreign missions in New Delhi, they should have simultaneously made sure that, where possible, Indian diplomatic Missions were also given plots of land for construction of their buildings on a reciprocal basis. It appears that Government either did not moot this proposal then or, did not pursue it reciprocity. The Committee feel that when Government of India now, where ever in foreign capital, the Government of that country or any other public authority there owns land which is suitable for construction of building for Indian diplomatic missions, the Ministry of External Affairs, should seriously explore the possibility of acquiring plot of land at Government level for the use of our missions there.

2.106. The Committee are informed that it is the Government's policy to supply from India important items of furnishings like curtains, carpets, sofa covers, bed covers, bed and table linen etc. not only because these are cheaper here but mainly to impart an Indian atmosphere to the representational areas of residences of our officers

abroad as well as offices of the Heads of Missions. Only "in very rare exceptions" are the missions authorised to purchase such items locally. The Committee find that as against a total expenditure of about Rs. 28 lakhs on furnishings during the last 5 years (1973-74 to 1977-78), a sum of nearly Rs. 10.6 lakhs was spent in foreign exchange on purchase of furnishings from abroad. The Committee cannot accept the view that such a big chunk of expenditure on purchase of foreign made furnishings was incurred "in very rare exceptions". It is not merely the foreign exchange element of expenditure on these purchases but the loss of opportunity to impart Indian touch to our missions abroad that is objectionable. The Committee would like the Ministry to tighten control on purchase of furnishings by our diplomatic missions and ensure that furnishings for our missions are invariably supplied from India.

2.107. The Committee regret to find that crockery, cutlery, and glassware used for representational purposes are still supplied from London. Only items meant for daily use are sent from India. The Committee are surprised that the crockery, cutlery and glassware manufactured in India are not considered fit for use by our missions abroad for representational purposes. In their opinion this approach which is a hangover of the past when India did not manufacture quality products calls for an urgent review and change.

CHAPTER—III

HEADS OF MISSIONS

(i) Selection of Heads of Missions

3.1. The Embassies/High Commissions are normally headed by a Head of Mission drawn from Grades I to IV of the Indian Foreign service. Apart from that, there are also a few non-career Heads of Missions of eminence appointed from outside the Indian Foreign Service cadre.

3.2. The Consulates-General are headed by Consul-General normally drawn from the senior scales of Grade IV/III of the Indian Foreign Service.

The Indian Foreign Service 'A' wherefrom the Heads of Missions are selected comprises the following four grades:—

Grade I	Ambassadors, High Commissioners abroad and Secretaries at the Headquarters.
Grade II	Ambassadors, High Commissioners etc. abroad and Additional Secretary at the Headquarters.
Grade III	Ambassadors, High Commissioners, Deputy High Commissioners, Ministers in Missions abroad and Joint Secretaries at Headquarters.
Grade IV	Ambassadors, High Commissioners, Councillors, etc. abroad and Directors at the Headquarters.

3.3 Posts of Heads of Missions and Heads of Posts in countries where there are no Heads of Missions, may be filled by the Central Government at its discretion by appointment of members of the Service or other eminent persons from public life. These appointments are considered and approved by the Foreign Minister who may obtain such advice as he considers necessary from the Secretaries of the Ministry. In para 158 of its report, the Pillai Committee recommended as follows:—

3.4. "A Head of Missions, whether a member of the Service or not, should be chosen not only for his proved ability and capacity but also for his fitness for the particular post which is to be filled. This involves an assessment of the nature and range of problems awaiting solution and the qualities, experience and personality required of the Head of Mission who is to tackle them."

3.5. The above recommendation continues to be the guideline followed in the matter. While selecting persons for senior diplomatic assignments, the Government is guided by the national interest and the consideration of suitability for the post. Government takes into account the experience, ability and eminence while considering non-career diplomats for appointment to such posts.

3.6. Non-career Heads of Missions are already in charge of the Indian Missions in Moscow, Washington, London, Jeddah, Rangoon, Port Louis, Oslo and a few other Capitals. No specific Heads of Missions posts have been reserved for service officers.

3.7. With regard to appointment of career officers as Heads of Missions a former non-official Head of mission stated in his memorandum submitted to the Committee:—

"During my time the appointment of career officers as Heads of Missions was done by a Committee of senior officers in the Ministry of External Affairs, headed by the Foreign Secretary, with the concurrence of the Minister of External Affairs and the final approval of the Prime Minister. Most of the time the appointments were automatically agreed to by the Minister for External Affairs and approved by the Prime Minister. The latter intervened only in important cases such as Washington, Moscow, and London. On certain occasions the Prime Minister himself/herself proposed a name from among members of the IFS. This meant that the officers committee in the Ministry had a great deal of authority and its word was nearly always final."

3.8. It was further stated by him that subsequently in actual practice, the appointments were recommended and even made virtually by some powerful officers without reference to any committee.

3.9. Asked to comment on the above statement the Ministry informed the Committee that proposals for appointment of officers as Heads of Missions are framed by the Foreign Secretary after informal consultation with the other Secretaries of the Ministry. These are

ther placed before the Foreign Minister. Under the Government of India (Transaction of Business) Rules, 1961, all cases relating to the appointment and removal of Ambassadors, Ministers, Charge d' Affairs and other high dignitaries accredited to the foreign countries are to be submitted to the Prime Minister and the President, before the issue of the orders thereon. Accordingly the Foreign Minister makes his recommendation to the Prime Minister regarding the proposals framed by the Foreign Secretary. After the Prime Minister's approval, these proposals are formally submitted to the President for approval.

3.10. The Ministry further stated that in a reply to an unstarred question in the Lok Sabha on the 16th June, 1977, the Foreign Minister stated in this regard as follows:—

"As the manning of high-level Diplomatic posts abroad is a matter of considerable importance, the question of sending appropriate persons from within the Foreign Service or from public life to represent the country is a matter that constantly engages the attention of Prime Minister and Foreign Minister. Changes are made from time to time in the public interest."

3.11. Explaining the system of appointment of heads of missions from career officers, the Foreign Secretary stated during evidence:—

"There is the Foreign Service Board which deals with promotions, transfers, etc. When it comes to the selection of heads of missions, it is more of a discretion to the Foreign Minister, the Foreign Secretary, in consultation with the other Secretaries. They make a proposal bearing in mind all considerations. . . . they (members of the Board) decide or make recommendations, to the Minister regarding transfers, promotions, in all grades, except the appointment of heads of mission, where it is more of a discretion of the Minister. The appointment of Heads of Missions since it has to be a bit flexible, is left to the recommendation of the Secretary in consultation with his other colleagues, to the Minister."

3.12. In reply to questions whether there was any institutional system, any committee, for selection of heads of Missions, the Foreign Secretary stated:

"There is no institutional system, no minutes are kept. —
There has been no Committee for the selection of only heads of missions."

3.13. When asked whether he would not agree that there should be some Committee, specifically to select a head of Mission, before the "file is forwarded to the Foreign Minister or Prime Minister for his consent or approval," the Foreign Secretary added that "In fact, that is how it works. But it is very difficult to institutionalise it... We do have consultations but it is not institutionalised."

3.14. When further asked why there should not be a Committee of three Secretaries to hold a sitting and take a decision about the selection at the sitting, the Foreign Secretary observed—

"I have no objection".

Non-career heads of Missions

3.15. On the question of selection of Heads of Missions from non-officials, a suggestion was made to the Committee that there should be a fair number of non-official Heads of Missions to stimulate regular service appointees and aspirants to prove their mettle in order to win for themselves the prize posts of the service. Specific posts or grades should therefore not be reserved for either of them. There should be a healthy competition between the two for the purpose. One source went to the extent of suggesting that at least 50 per cent of the key posts in all regions of the world should be filled by non-officials as Heads of Missions.

3.16. Replying to a question whether the present number of non-official Heads of Mission was adequate to stimulate the regular foreign service appointees and to create a healthy competition between the two, a former Foreign Secretary and Career diplomat stated during his evidence that the "political masters must take a decision on the basis of experience: what has been the experience, whether such appointments have led to stimulation, inspiration, whether in each case, we could say that the performance (of non-official Heads of Missions) was worthy of the representation of this great nation. I think the reply would be a mixed reply rather than absolutely a positive reply... Panditji made many non-official appointments immediately after India's independence and I think I am right that a majority of them had to be withdrawn, some in one year, some in two years and that sort of thing"..... Witness stated that there had been a number of eminent non-official Heads of Missions. He added that "in respect of non-officials, yes; but with a good deal of wisdom, caution and exercise in choosing the right personality."

3.17. Another former career diplomat giving his views on the appointment of non-official Heads of Missions stated during evidence:—

“.....Government should have the freedom and the right to decide that in special circumstances, which should be analysed, there is a relative advantage of sending a political personality of standing for our diplomatic purposes;..... that in country 'X' in the present situation, the balance of advantage lies in sending someone with political experiences, political background and political stature to represent our interests..... I do believe that from time to time, depending upon the exigencies, Government should have the right to send non-official heads of missions..... it is for the Government to decide on the criteria to be applied in picking up the men”.....

3.18. Giving his views on the question of non-officials as Heads of Missions, another former career diplomat stated during evidence:—

“.....if a politician is needed for a particular job, by all means, let us have him but if, on the other hand, the flexibility is allowed in order to accommodate people from the point of view of rewards, benefits or patronage, it is a difficult matter.....The idea of Foreign Service is to bring in a professional group of people. If anybody can do the job, there is no need for a Foreign Service. Those people who have a political standing in the country and who can perform a particular job extremely well can be brought in if the manpower available in the External Affairs Ministry is not adequate at present to provide suitable persons.”

3.19. Asked to state the present policy of the Government with regard to appointment of non-officials as Heads of Missions, the Foreign Secretary stated during evidence:

“There are no hard and fast rules laid down regarding the method of selection of non-officials or which post would be filled by non-officials. It is flexible. The choice of the

non-officials is really made by the Prime Minister or the Foreign Minister. The suitability is really judged at the political level. At times non-officials have been transferred from one post to another. The Ministry implements the decision taken at the Government level".

3.20. Asked whether there was any objective criteria or in-built structure for selection of non-official Heads of Missions, the Foreign Secretary stated:

"It is in terms of rather experience, political standing, their ability to be able to project India in the country concerned. These are the relevant considerations. For non-officials we did not have the same criteria of selection or promotion as we would have it for service officers. It is best judged by the Prime Minister of the day or the Foreign Minister of the day and the very fact that they may have political standing in the country gives the advantage to be able to project India abroad."

3.21. Asked whether at any stage in the selection of non-officials, as Heads of Missions, the Foreign Secretary was involved or his advice sought on suitability or otherwise of a particular person for a particular country, the Foreign Secretary stated:

"Assuming that no political appointment is in mind, we in the Ministry of course must plan and find out what posts are vacant or are likely to be vacant and what persons are due for posting and we plan naturally, we can plan, only on the basis of the availability of the officers. Now it may be that the Prime Minister or Foreign Minister has in mind somebody from public life. We in the Ministry may not even know the person well as to his intellectual and other background. We cannot know what are the relevant considerations for this posting or assignment, but to judge whether a person will fit in the requirements of the post in the final instance must be left at the level of the Government."

3.22. On being asked whether "by making such political appointments (to minor small unimportant areas) which, on the very face of it, appear to be disposal of favours or pure political accommodation, you are depriving the competent officers of opportunities to serve our country", the Foreign Secretary stated during evidence:

"I think that is the implication. There is a system by which all these posts are listed as cadre posts, including the posts

of Ambassador in USSR and USA. The Foreign Service can, in their dreams if you like, expect that there are possibilities which are open to an officer of the Service. At the same time it has been the practice from the very beginning by which some appointments were given to people who do not belong to the cadre. There is a certain amount of flexibility in the matter. If the posts are earmarked, I do not think it works so well. But it is really difficult for an official to judge something which, by its very nature, is decided at the political level. But we do provide information on what is the requirement of the problems of the place and thereafter we try to send officers to support them, as No. 2, etc., who would help the Heads of the Missions professionally."

3.23. The Committee note that posts of Heads of Missions are filled up by the Central Government at its discretion by appointment of members of the Indian Foreign Service (Grades I to IV) or other eminent persons from public life. Proposals for appointment of career officers as Heads of Missions are framed by the Foreign Secretary after informal consultation with the other Secretaries of the Ministry. These are placed before the Foreign Minister, which places such proposals, with his recommendations, before the Prime Minister for his approval. After Prime Minister's approval, the proposals are formally submitted to the President for approval before issue of orders.

3.24. The Committee are informed that though Foreign Secretary does have "consultations" with other Secretaries of the Ministry before proposing names of career officers for appointment as Heads of Missions, the system is not institutionalised.

The Committee feel that in the interest of fair play, it will be better to institutionalise the system of selection of Heads of Missions at the Ministry's level and to constitute a formal Committee of all the Secretaries of the Ministry for considering and recommending names of suitable officers for the consideration of Foreign Minister.

3.25. As regards appointment of non-officials or non-career officials as Heads of Missions the Committee are told that there are no hard and fast rules laid down for their selection. The choice of the non-officials is made by the Prime Minister or the Foreign Minister and their suitability is judged at the political level. Before

considering non-career diplomats for appointment as Heads of Missions, their "experience, ability and eminence" is taken into account by Government. The Ministry or the Foreign Secretary has no role to play in so far as appointment of non-official Heads of Missions is concerned.

3.26. The Committee agree that Government should have the freedom and the right to appoint non-career officers and public men of eminence as heads of Indian diplomatic missions, if, in the special circumstances, the balance of advantage, in their opinion, lies in sending such persons to represent India's interests in another country. The Committee, however, feel that there should be a fair mix of public men and career diplomats in the appointment of Heads of Diplomatic Missions.

3.27. The Committee also feel that care should be taken to see that only persons of eminence, experience and ability are appointed heads of Missions abroad and those selected are capable of representing this great country.

3.28. The Committee feel that in the case of public men appointed as Heads of Missions who are generally new to the ways of diplomacy, the Ministry should have a special responsibility to see that they are given more than normal support at administrative and professional level to be able to settle down in their new roles with perfect ease and without delay and they are extended whole hearted cooperation in making a success of their assignments in the larger national interest.

3.29. The Committee also feel that where a new non-official is appointed as Head of Mission, his deputy should be an officer of adequate seniority and administrative experience to assist him in day to day tasks of administration.

3.30. The Committee do not think it is necessary to earmark any special missions for non-career diplomats. But they have no doubt that they will be appointed to head missions where their experience, background and stature in public life can be put to most profitable use.

(ii) Communication between Heads of Missions and Foreign Office.

3.31. The Ministry have informed the Committee that all the Indian Missions abroad send monthly reports on the political, commercial, economic, cultural events taking place in the country and

the impact of their publicity work. These reports are instructive and analytical in character, and are extremely useful in that they indicate the trend of development in the various fields in those countries. These reports are studied by the concerned authorities in India and provide authentic material for assessing the developments in the country reported on and their impact on India's relations in the various spheres of importance.

3.32. In addition, special despatches are also sent by the Missions dealing with important developments within the country which need to be reported to the Ministry without delay.

3.33. The bulk of the information received through the device of reporting is exchanged with the interested authorities and summaries of the despatches on important events, whether of general interest to all Missions or of special interest to a few are circulated to the concerned authorities. The Ministry have added that effective Policy formulation and guidance of Missions presupposes more than an improvement in dissemination of information and analytical comment; it calls for a continuous and intelligent dialogue, between the Missions and the Headquarters, as within the broad frame-work of our world policy, adjustments have to be made to suit the changing needs of each region and country. It is in this respect that reports and despatches of our Missions have a significant vital and meaningful role to play. The Ministry therefore attached great importance to the submission of the relevant reports etc. by Missions regularly and in time. For this purpose necessary arrangements exist to exercise control over their timely submission.

3.34. In a memorandum submitted to the Committee, a former career diplomat stated:—

"The area where I feel an improvement is badly needed, is the dialogue between the Ministry and the Missions. At present it is really one sided reporting from the missions with very little questioning, queries and guidance from the Ministry. I feel it is quite necessary to so re-organise the working in the Ministry in such a manner as to allow senior officers adequate time to study in depth some of the important issues and to reflect on them."

3.35. A former Foreign Secretary who has also functioned as India's Ambassador in some of the most important countries observed during evidence that "..... there is no real dialogue between the missions and the Ministry. There is no day to day guidance from the Ministry to the Missions..... The missions have

to be guided; questions have to be posed..... there is nothing which can keep the Ambassadors alert that their performance is being watched, that their suggestions are being considered". In this context he suggested that—

"the strength of the Ministry has to be augmented..... it is not necessary to increase the expenditure. My idea is that at present we have people in missions who can easily be pulled back... In all we should be able to get 40 people (from Missions) back without in any way sacrificing the efficiency of the Missions".

3.36. Explaining the reasons for lack of dialogue, the witness went on to submit:—

"Any Joint Secretary, however conscientious and hard working he may be, cannot do justice to about 40 reports received by him. In addition he gets despatches on special issues from all the missions. The Joint Secretary is really the kingpin. It is impossible for him to read all these reports, reflect over them, do some additional reading..... He has no time to critically examine all the reports and formulate policies..."

3.37. In this connection another former diplomat drew the attention of the Committee to the following observation made in a book:

"..... the foreign office does not respond or is constituted to respond to despatches written by Missions abroad and that they are all filed away"

3.38. He added during evidence that "this is a continuing weakness of our foreign office——"

3.39. The Ministry have, however, pointed out that it would not be accurate to say that there is only a one-way dialogue between the Ambassadors and the Foreign Office except in the limited case of monthly reports, which, by convention, do not have to be acknowledged. According to the latest decision in the Ministry. Heads of Missions have been encouraged to write frequent political despatches containing analysis in depth of economic, political and military developments in their area. These despatches are acknowledged promptly and a dialogue is established. The monthly reports are supposed to contain only a chronicle of events which are useful for purposes of reference and record.

3.40. The important paragraphs and passages of reports are side-lined and put up to higher levels and, when necessary, are brought to the attention of Minister of State or Foreign Minister. There is also great care taken to ensure horizontal distribution. Extracts from the reports are sent to other territorial divisions concerned if they do not receive a copy of the original report or to officers in other departments of the Government of India.

3.41. On the suggestion to augment the strength in the Ministry by pulling persons back from the Missions, the Foreign Secretary stated during evidence:

" we would welcome support to enable us to strengthen the Ministry. I think for a country which is involved to the extent that we are having international relations, our Foreign Office is small. But I am not sure that the idea of pulling back officers from Missions is the only method of strengthening our position. I do not think that would have too much scope. I mentioned that in some way our complexity of our relations is growing, our economic relations are developing and there is a new dimension of relation today in so many countries Thus, far from being able to pull back, we have little flexibility. Sometimes to increase our strength, we do manage to transfer from one post to another mission where the pressure is too much. By and large our missions are really small."

3.42. The Committee note that according to a latest decision taken by the Ministry, they are encouraging the Heads of Missions to send frequent despatches to them, containing analysis in depth of economic, political and military developments in the area. These despatches are acknowledged promptly and a dialogue is established between the Ministry and the Missions. Besides these despatches, monthly reports containing chronicle of events in the country are also sent by the Heads of Missions.

4.43. Former career diplomats including retired Secretaries of the Ministry have informed the Committee that "it is really one-sided reporting from the Missions with very little questioning, queries and guidance from the Ministry." According to the Ministry "it would not be correct to say that there is only one-way dialogue between the Ambassador and the Foreign Office except in the limited case of monthly reports which, by convention, do not have to be acknowledged" Admittedly, the monthly reports, which are

stated to be "extremely useful", are not even acknowledged. Nor, from the account of action taken by the Ministry on such reports (para 3.39) do the Committee find any evidence of a dialogue being held with the Ambassadors concerned on the basis of their reports and this is borne out by the personal experiences of career diplomats who have an impression that these reports "are filed away". Even if lack of acknowledgement is overlooked (though all reports should be acknowledged as a matter of common courtesy), the lack of any reaction and lack of any guidance or reference to the Ambassadors on the basis of their reports shows that the Ministry do not attach due importance to such "extremely useful" reports. Such apathy on the part of the Ministry is bound to discourage Ambassadors in sending meaningful reports. In the opinion of the Committee this flaw in the system of work should be removed without delay and all reports, monthly as well as special, should not only be carefully studied and analysed, as is stated to be the practice now, but also acknowledged and used as a basis for a meaningful dialogue with the Ambassador. The dialogue should cover not only matters of particular concern or interest to the mission concerned but also issues of global concern which affect our national interest. Instead of leaving it to the discretion of individual officers in the Ministry, the system of studying and analysing the Reports and taking follow-up action thereon should be institutionalised to achieve the best results.

3.44. The monthly reports, if studied seriously, can become a useful instrument in the hands of the Ministry to keep a watch on the relationship of India with foreign countries besides enabling the Ministry to keep a watch on the working of Indian Missions abroad. These reports can give the Ministry a good insight into the quality of mission's performance and enable them to provide corrective and guidance, where necessary, without loss of time. If the Ambassadors know that their reports are studied and analysed, it will go a long way in keeping them alert and will also give them satisfaction that their suggestions receive careful consideration at the highest level.

3.45. The Committee are concerned to note that senior officers in the Ministry are so hard worked that they have "no time to critically examine all the reports and formulate policies". In this context a former Secretary of Ministry and an experienced career diplomat has stated that the strength of the Ministry has to be augmented but, in his view, "We have people in missions who can easily be pulled back. In all we should be able to get 40 people

(from missions) back without in any way sacrificing the efficiency of the missions". Foreign Secretary stated during evidence that in the context of growing complexity of diplomatic work "our Foreign Office is small" and "by and large our missions are really small". He did not think there was "too much scope" to pull back officers from Missions abroad but he welcomed "support to enable us to strengthen the Ministry". The Committee take serious view of the fact brought to their notice that the senior officers have "no time to critically examine all the reports."

The Committee would like an immediate study to be made to correct the situation so that there is a rational distribution of work and responsibility among the senior officers like Secretaries/Additional Secretaries and Joint Secretaries so as to provide adequate number of senior officers to do justice to the "extremely useful" reports which the Ambassadors so painstakingly draft and which have "a significant, vital and meaningful role to play" in the formulation and shaping of India's policies and reactions towards other countries and events. The frequent changes and shifting around of officers in the Ministry or in the Missions should not be encouraged so that there is some continuity in the foreign office and the dialogue envisaged between Heads of Missions and the Headquarters. The Committee would like this study to be undertaken by the Ministry at the earliest.

(iii) Communication among Heads of Missions

3.46. In a memorandum submitted to the Committee, a former diplomat stated:

"There is also a serious lack of constant dialogue between the Ambassadors of various regions. They do exchange their monthly reports but that is hardly conducive to intimate exchanges of views on controversial issues and problems of the regions as seen by various Government."

3.47. It was suggested by him that the Ambassadors of a region should develop the habit of writing demi-officially to each other to share their assessment of the important questions of debate in the countries of the region with copies endorsed to the Joint Secretary incharge in the Ministry.

3.48. During his evidence before the Committee he added:

".....the Ambassadors shou'd write to each other almost weekly on important issues of the region and get their

assessments pooled. It is only then that their separate reporting to the Ministry can also be more useful".

3.49. Endorsing the above views, another former diplomat stated before the Committee:

"I have no hesitation in saying that it would be good thing if the people situated in South-East Asia, in Thailand, in Hanoi, in Vietnam, in Manila, in Jakarta, were to exchange notes, ideas and so on and a copy of it is endorsed to a Joint Secretary here so that he keeps track of it."

3.50. The Ministry informed the Committee that "many of the countries in the world belong to recognisable political and regional groupings. In all such cases, Ambassadors are not only encouraged but required to circulate to their colleagues in the area important pieces of information and analyses. Outside his particular region, say, Scandinavia, Western Europe, the Socialist world, or Latin America, Africa South of Sahara, the Arab world or South East Asia, it is also expected of the Ambassador to inform his counterparts in the capitals of the Great Powers who usually have a great deal to do with developments in all parts of the world."

3.51. Commenting on the aforesaid suggestion, the Foreign Secretary stated during evidence:

"It is a suggestion which I would endorse. I am not able to say who does or who does not do it. But we do encourage them to pool their judgement and assessment. If necessary this will be done more and more.

3.52. The Committee note that the Indian Ambassadors in countries belonging to recognisable political and regional groupings are required by the Ministry of External Affairs to circulate important pieces of information and analysis to their colleagues in the area. Notwithstanding such an obligation on the part of Ambassadors, the Committee are informed by a former diplomat that "there is a serious lack of constant dialogue amongst the Ambassadors of various regions." The Committee were surprised to learn from the Foreign Secretary during evidence that he was "not able to say who does or who does not do it. But we do encourage them to pool their judgement and assessment."

3.53. The Committee note that the Ministry realise the importance of a constant dialogue amongst the Heads of Missions of various

regions. The Committee desire that the Ministry should advise and urge the Heads of Missions to write to one another on regular basis to exchange views and pool assessment on important matters and keep the Ministry concurrently informed of their exchanges.

(iv) Regional Conferences of Heads of Missions

3.54. The Pillai Committee (1965) which had examined the functioning of the Indian Foreign Service, had *inter alia* recommended:

"Personal contact with and among representatives abroad should be encouraged through Regional Conferences."

3.55. As regards the follow-up action taken on this recommendation, the Ministry stated that "Regional Conferences of Heads of Missions are taking place periodically at a central place in the region apart from being held at Delhi".

3.56. The Ministry have now informed the Committee in a note that there is no regular procedure prescribed to summon Indian Ambassadors, individually or collectively, for consultation or briefing at regular intervals in Delhi. The Heads of Indian Missions abroad are called to Headquarters individually for consultation and briefing whenever it is considered necessary by the Ministry that such consultation or briefing would be useful in developing bilateral relations with the countries concerned or for discussing specific matters of mutual or national interest in relations to that particular country.

3.57. The Conferences of Heads of Indian Missions in different regions are rarely arranged in foreign countries. Such conferences are organised whenever it is so decided by the Foreign Minister, for mutual exchange of ideas in the matter of implementing foreign policy of the Government in the context of the changing international situation. They are normally held if the Foreign Minister is visiting that area on official business. There is no regular procedure for arranging such conferences. The last such conference of Heads of Indian Missions in Latin America and the Caribbean was held in Mexico City in May 1975.

3.58. The following Conferences of Heads of Missions were held in New Delhi during the last two years:—

**(i) Conference of Heads of
Indian Missions in
African countries.**

December 1—4, 1976.

(ii) Conference of Heads of Indian Missions in Wana countries.

January 11—15, 1977.

(iii) Conference of Heads of Indian Missions in South East & East Asia.

August 23—26, 1977.

3.59. A former Foreign Secretary who was formerly an ambassador also, in his memorandum submitted to the Committee stated:—

"We happily have regional conferences of the Ambassadors which I think should be held more often and, in my personal view, in the region concerned rather than in New Delhi."

3.60. Asked whether it will not be useful to hold Conferences of all Heads of Missions, region-wise, at more frequent and regular intervals, either in the region or at Headquarters, the Foreign Secretary stated during evidence:—

"We agree in principle that there should be regular or periodic conferences of a region. We had some in the last two years. It is an expensive business. Once a year will be too much. We prepare in an extensive manner. Once in two or three years will be enough..... I would say that for some regions where our relations are developing fast, it could be more frequent."

3.61. Asked whether it would not be expedient to hold such regional conferences as and when the political situation or development in a particular region so warranted rather than following a pre-fixed schedule, the Foreign Secretary stated:—

"I would agree with you in principle. The time is not sacrosanct. Whenever it is convenient or necessary, we can hold it. If you look at the time table of our annual programme of visitors, conferences abroad, Parliament sitting etc., it would be very difficult to service such a conference once a year....."

In order to make it really worthwhile, I personally prefer these meetings to be held in Delhi.....

In order to make it really worthwhile, I personally prefer these meetings to be held in Delhi..... It is functionally much better to hold it here, even if it costs a little more money, but if it is to be useful, it has to be for ten days, not for just two days. Two or three days may be sufficient for a discussion on the political side, but we would like to discuss cultural relations, information commercial, financial and other aspects."

3.62. The Committee find that the Pillai Committee (1965) had recommended that "personal contact with and among representatives abroad should be encouraged through regional conferences." The Ministry have stated that there is no regular procedure for arranging conferences of heads of Indian Missions in different regions. Such conferences are, however, organised whenever it is so decided by the Foreign Minister and these are normally held if the Foreign Minister is visiting that area on official business. The last such conference of Heads of Indian Missions in Latin America and the Caribbean was held in Mexico City in May, 1975. Three conferences of Heads of Missions of various regions were held in New Delhi during the last 2 years in December 1976, January 1977 and August, 1977. A former Foreign Secretary has suggested to the Committee that regional conferences of Ambassadors should be held more often in the region concerned rather than in New Delhi. The Committee note that in the opinion of the present Foreign Secretary such a conference of Heads of Missions of a region "is an expensive business . . . Once in two or three years will be enough". He also stated that such a conference should preferably be held in Delhi and it should be for "10 days not for just 2 days".

3.63. The Committee feel that it will be useful both to the Ministry and the Heads of Missions in a region if they can be brought together formally or informally atleast once in two years for mutual consultations. In the opinion of the Committee such conferences of Heads of Missions should preferably be held in the region concerned and not in Delhi and it should not be difficult for the Ministry to convene such a conference in a regional centre on the occasion of the visit of Foreign Minister to the region, when the Heads of Missions in that region may meet the Foreign Minister and also exchange ideas in his presence on matters of mutual interest and review their performance. Sub conferences when held in the region, provide the right atmosphere and are far more meaningful than in Delhi.

3.64. The Committee feel that it should not always be necessary to hold a conference of such a nature for as long as 10 days as suggested by Foreign Secretary. It will be better to arrange more number of such conferences for shorter duration frequently than holding a conference for as long as 10 days after long interval. Business like conferences without the large accompanying Heads of Mission may not be expensive nor difficult to organise. If it is considered necessary, as Committee think it is, frequency of such conferences should be increased and may be held preferably in the regions.

CHAPTER IV

INDIAN FOREIGN SERVICE

(i) Recruitment to I.F.S.(A)

4.1. There are two branches of Indian Foreign Service—Indian Foreign Service 'A' and Indian Foreign Service Branch 'B'. The Indian Foreign Service 'A' comprises the following grades:—

Grade I : Ambassadors, High Commissioners abroad and Secretaries at the Headquarters.

Grade II : Ambassadors, High Commissioners, etc., abroad and Additional Secretary at the Headquarters.

Grade III: Ambassadors, High Commissioners, Deputy High Commissioners, Ministers in Missions abroad and Joint Secretaries at Headquarters.

Grade IV: Ambassadors, High Commissioners, Counsellors, etc., abroad and Directors at the Headquarters.

Senior Scale : First Secretaries, Consul-Generals, Consuls, etc., abroad and Deputy Secretaries/Under Secretaries at Headquarters.

Junior Scale : Second Secretaries/Third Secretaries/Vice-Consuls in Missions abroad and Under Secretaries/Attaches at Headquarters.

4.2. The Indian Foreign Service Branch 'B' comprises the following categories:—

(i) **Grade I :** Under Secretaries

Grade II : Section Officers

Grade III

and IV: Assistants

Grade V

and VI : UDCs/LDCs

(ii) **Stenographers Sub-Cadre**

Selection Grade : Private Secretaries

Grade I : Senior PAs

Grade II : PAs

Grade III : Stenographers

(iii) Cypher Sub-Cadre : (Grade II)

4.3 The Pattern of selection/recruitment to IFS 'A' is explained below:—

"Recruitment to the Junior scale of the Indian Foreign Service is made annually through an open combined competitive examination held by the Union Public Service Commission for the IAS and other class I Services. Appointment to senior scale of IFS is made by promotion from among officers in the junior scale and by promotions from Grade I of the IFS(B), the latter according to the following formula:—

Such number of posts in the senior scale as do not exceed 15 per cent of the posts in the senior scale and above in the cadre (excluding half of the posts of the Heads of Missions and Posts) are filled, in consultation with the UPSC, by promotion on merit from among officers of Grade I of the IFS 'B' who have rendered three years service in that grade. Recruitment to all posts above senior scale is made by promotion only. (Posts of Heads of Missions are in some cases filled by the Government at its discretion, by appointment of persons/public men of eminence other than members of IFS).

Inter-se Relationship—Promotions

4.4. On the question of inter-se relationship of two services, in a memorandum from a foreign top level Civil Servant and diplomat, it has been stated:—

"The present inter-se relationship between Indian Foreign Service (A) and Indian Foreign Service (B) is that of the senior service and the junior service. It may not be possible to change this inter-se relationship, but bright and promising members of the Indian Foreign Service (B) should be encouraged by promoting them to the Indian Foreign Service (A) at an early stage. For this, it might be useful to have a promotion quota. The promotion should take place in the first few years of the service because otherwise these officers get confirmed in their attitude as junior officers principally of the clerical cadre and would be rendered unfit to assume higher responsibilities in the Indian Foreign Service (A)."

4.5. Commenting on the above suggestion, another former diplomat stated before the Committee during his evidence:—

"If you ask me whether, if there is a bright young man, he should not be picked up, I would say 'Yes' of course..... if there is a bright young man who has joined the Foreign Service in Branch B on the executive branch—I would still like to say that the differentiation is not vertical but is functional—why should we not give age relaxation to enable him to appear in the competitive examination and get selected? If the normal age limit is 26 years, we can make it 29 or 30 and get him."

4.6. A non-career Former diplomat expressed the view that:

"....A certain proportion of them [IFS(B) Officers] are promoted. I do not know the exact number—to IFS(A) in course of time. But, by and large, promotion from IFS(B) to IFS(A) is by reason of seniority in years. I think, that is wrong. It does prevent heart burning upto a point because favouritism is cut down to the minimum.

The disadvantage is that some good younger persons who may have been unlucky in not getting into IFS(A) through competition, but who are quite competent otherwise, may not be able to get a change....I think, there should be room for encouraging younger people who are likely to be found, in the long run, more competent, and who have the potential of taking up greater responsibility."

4.7. Asked, what method he would suggest for picking up such people, the witness stated:—

"Why can't we have another competition? There are men who are first class M.As but they are poor clerks or Assistants. They may be unlucky. Sometimes they do not get into any senior service. Why not hold another competition in five years' time or every two years or three years?"

Prescribing of examination for Section Officers belonging to IFS(B) to enable them to enter IFS(A)

4.8. It was suggested to the Committee that Section Officers belonging to IFS(B) should also be enabled to enter into IFS(A) level through a system of examination. All Section Officers with a prescribed minimum and maximum of service (say 3 to 7) and below an

age to be prescribed, should be allowed to sit in the examination and selections should be made strictly on the basis of merit in the examination.

4.9. The Ministry in this regard stated that:—

“According to the existing rules, a Section Officer, who belongs to the Integrated Grade II/III of IFS, Branch ‘B’ (Group ‘B’—Gazetted), is promoted to Grade I of the Service (Group ‘A’—Gazetted) after a minimum of 8 years approved service in his grade on the basis of merit. The officers of Grade I of the Service are, then promoted to the Senior Scale of Indian Foreign Service (Branch A) on the basis of merit after a minimum of 3 years of service in their grade.

The suggestion, made to the Committee, therefore, appears to be for promotion of S.O’s in IFS(B) to Grade I of IFS(B), on the basis of examination as against the existing provisions in the rules, mentioned above.

It is understood that a similar proposal for promotion of SO’s in the CSS is under consideration in the Department of Personnel and Admin. Reforms. This Ministry would consider the question further after a decision is taken by the Deptt. of Personnel and Administrative Reforms.”

4.10. On being asked to comment on the suggestion to promote IFS(B) officers of the level of Section Officers to IFS(A) through departmental examination the Foreign Secretary stated during evidence:

“.....IFS(B) grades are parallel to the Central Secretariat Services and the IFS is parallel to IAS. I think some refinement could be introduced. It would be better if this whole thing is adopted in the entire Government of India.... Promotion from IFS(B) to IFS(A) at present demands on the number of vacancies existing. But again I would say, that if you introduce this only for Foreign Service, there will be problems. But there could be a possibility after a person has rendered, say, 5 years of service or 10 years of service promotion could be granted through an examination to be conducted by the UPSC, not by department. Any one who has a degree can take the examination if he

is already in the Ministry.....If there are 20 vacancies in the IFS, half of them could be filled from the departmental examination, and half of them on the basis of seniority and length of service. But if you introduce any such refinement only in the Foreign Service, it may create some problems."

Promotion prospects

4.11. With regard to quota of promotion from IFS(B) to IFS(A), the Staff Council of the Ministry of External Affairs, in their Memorandum submitted to the Committee stated:—

"Consequent on the recommendation of the Administrative Reforms Commission (Recommendation No. 16(a) the Government of India have decided to increase the promotion quota to all Class I Services upto a maximum of 40 per cent. The IAS and other services have already implemented the decision. But not so the Ministry of External Affairs in respect of the IFS(A). The IFS(B) Staff Associations have been representing against the delay in implementing the Government of India's decision in this respect. The Administration in the Ministry of External Affairs has been finding one reason or the other for delay in implementation of the decision by the Government.

The existing quota for promotion of IFS(B) officials to the IFS(A) is 15 per cent. This is perhaps the lowest among all the Central and All-India Services."

4.12. Furnishing a factual note in the matter, the Ministry stated:—

"In accordance with the recommendations of the Administrative Reforms Commission and the decision of the Government of India, the Ministry of External Affairs also propose to increase the promotion quota. The exact quantum of this increase has to be decided with reference to promotion opportunities available and the member of persons available for the posts, and this is presently under study as part of the cadre review of the IFS(B)."

4.13. The Ministry were requested to furnish a list showing names of officers belonging to IFS(B), who rose to the level of Heads of Mission on promotion to IFS(A).

4.14. From the list furnished by the Ministry containing names of IFS(B)/ISI officers appointed as Heads of Missions on promotion to IFS(A), it is seen that the following number of officers of IFS(B)| ISI have risen to the level of Heads of Missions:—

Grade II (Additional Secretary level) Two (2)

Grade III (Joint Secretary level) Nine (9)

Grade IV (Directors level) Twenty-three (23)

None has so far been promoted to Grade I of the Service.

4.15. For comparative study, the Ministry of Home Affairs, Department of Personnel and Administrative Reforms were requested to furnish a list of officers belonging to the Central Secretariat Service who rose to the level of Secretary/Additional Secretary during the last 5 years. The information furnished by them shows that during the last 5 years, there were six officers belonging to the Central Secretariat Service who reached the levels of Additional Secretary and one who reached the level of Secretary.

4.16. The Committee note that there are two Branches of Indian Foreign Service—Indian Foreign Service 'A' and Indian Foreign Service 'B'. Under the existing rules the entry point for the officers of IFS(B) to join IFS(A) is at the level of the senior scale of IFS(A). At this stage Grade I Officers of the IFS(B) i.e. officers of the rank of Under Secretaries who have rendered three years of service in that grade are eligible for promotion on the basis of merit to the senior scale of IFS 'A' (i.e. Deputy Secretary and Under Secretaries) against 15% quota earmarked for such promotions. A former top level Civil Servant and a former diplomat has suggested to the Committee that bright and promising members of the Indian Foreign Service 'B' should be encouraged by promoting them to the Indian Foreign Service 'A' at an early stage of their career before these officers get confirmed in their attitudes as junior officers. Agreeing with this suggestion two other former diplomats stated that the selection of such IFS(B) Officers for promotion to IFS(A) should be made through departmental examination and the officers who have put in 5 years' service or so should be made eligible to sit in the examination. During his evidence before the Committee. Foreign Secretary agreed to the idea of holding a competitive examination through UPSC for officers working in the Ministry of External Affairs who have put in 5 to 10 years of

service. He was, however, of the view that if this system of promotion from IFS(B) to IFS(A) is adopted in the Foreign Service only and a similar system is not adopted in the rest of the Government of India offices, there will be problems. Since the Committee are concerned with foreign service only which is a closed and elitist service, the Committee are unable to appreciate the apprehension expressed by the Foreign Secretary in regard to its repercussions in the rest of the Govt. of India's Ministries. The Committee do not see any valid reason to link this welcome suggestion with the practice in the Central Secretariat*. The Committee urge that the Ministry of External Affairs should introduce at a very early date a system of promotion from IFS(B) to IFS(A) through a competitive examination to be conducted periodically through UPSC and fix certain percentage of posts in IFS(A) (junior scale) to be filled up through this method. After induction in the IFS(A) the officers promoted should be treated at par in all respects with IFS(A) officers initially recruited through UPSC.

4.17. It has been represented to the Committee by Staff Council of the Ministry that consequent on the recommendation of the Administrative Reforms Commission, the Government of India had decided to increase the promotion quota to all Class I Services upto a maximum of 40%. The Council stated that the IAS and other services had already implemented the decision but the Ministry of External Affairs had not done so in respect of IFS(A). The Ministry have stated that they also propose to increase promotion quota for appointment of IFS(B) officers to IFS(A) which at present is stated to 15 per cent. The exact quantum of increase is stated to be presently under study. The Committee desire that this matter may be finalised expeditiously.

4.18. The Committee find that so far only two officers originally belonging to IFS(B) have, on promotion to IFS(A), reached the level of Grade II of Heads of Missions (Additional Secretary level); nine have reached Grade III level (Joint Secretary) and 23 Grade IV level (Director). None from the IFS(B) has so far been promoted to Grade I of the service. In contrast the Committee find that during a short period of last 5 years one officer of the Central Secretariat Service has reached the level of Secretary and 6 officers have reached the level of Additional Secretary in the Central Secretariat. This shows that officers joining IFS(B) at the commencement of their career are at a disadvantage in the matter of career advancement in comparison to officers of Central Secretariat Service.

The Committee feel that promotion prospects of officers of IFS(B) need to be improved so as to enable them to reach the highest grade in the Indian Foreign Service on the basis of merit. This would be possible only if the IFS(B) personnel are inducted into IFS(A) at an early age of their career. The Committee would like the Ministry to remedy the situation at an early date.

(ii) Training

4.19. The training programme of IFS probationers is designed to achieve a four-part objective as follows:—

- “(a) A knowledge of India and its problems in depth. This includes foundational training at Lal Bahadur National Academy of Administration, Mussoorie; district of training; training at the National Institute to Community Development, Hyderabad; military attachment; visits to industrial and commercial complexes/establishments included in Bhabha Atomic Research Centre.
- (b) The second part of the training relates to training in the Ministry of External Affairs, in various Territorial Division, Administration Division; Protocol Division, Passport and Visa Division; and External Publicity Division of the Ministry of External Affairs itself.
- (c) The third part is intended to give the probationers grounding in international aspects of trade and economics. This is sought to be achieved through attachment of the probationers to the Ministry of Finance (Dept. of Economic Affairs), Ministry of Commerce, State Trading Corporation; Minerals and Metals Trading Corporation; Trade Development Authority. In addition; the probationers undergo a training course of 6 weeks with the Indian Institute of Foreign Trade and some training in the Economic Division of the Ministry of External Affairs.
- (d) Finally, the probationers are given training by way of attachment to the school of International Studies JNU, Institute of Defence Studies and Analysis; Indian Council for Cultural Relations and Bureau of Parliamentary Studies and Training.

4.20. The above training programme is completed within a period of 2 years. Thereafter, they may be posted abroad for language

training or given a foundational course at JNU prior to intensive training abroad.

4.21. A view has been expressed in a memorandum from a Foreign diplomat that:—

"a course of training of newly recruited IFS officers should take three years; the first year, Indian system of administration plus language; the second year, specialised training for IFS as just discussed plus language; and the third year in a foreign country—language plus some office work, accounts and the rudiments of international commerce. After each year, there will be examinations and tests and only passing all of them an officer will be fully confirmed. Examinations will be held every six months and the maximum period of probation will be 5 years (including failures)."

The Ministry stated:

"Our present system of training already takes into account the suggestions which have been made in the Memorandum. IFS probationers have a period of training which extends to about 3 years including a year of language training. In order to ensure that officers have the best possible opportunity for learning their language of allotment well, the Ministry sends them out to countries where the language is widely spoken and where good facilities for learning the language exist.

IFS officers have an extremely varied programme or training. In keeping with the present emphasis on trade and commerce, a large part of the training programme is devoted to familiarisation with the world of international trade and commerce. Not only are officers attached to various Economic Ministries for varying lengths of time but also undergo an intensive course at the Indian Institute of Foreign Trade.

Departmental examinations in accounts and Hindi are already prescribed for IFS officers. Only on passing these examinations as also language examination can an officer be confirmed in service.

We are examining a proposal to introduce more departmental examinations, specially in international affairs as well as foreign trade and commerce which would be essential requirements for confirmation.

4.22. A knowledgeable non-official expressed the view:—

“....the kind of training the Indian Foreign Service Officers get is too sterile and too much oriented towards their career, rather than towards becoming important listening posts, or initiators of policy . . .”

The Ministry stated:—

“The training of Indian Foreign Service Officers have been constantly under review and efforts have been made to streamline it in order to prepare the officers for efficiently and effectively discharging their responsibilities. The training is not oriented towards career planning in the narrow sense but towards professionalism.”

4.23. Another Foreign diplomat, expressing his view on the training of the IFS Officers, stated in his Memorandum:—

“It is most important that all recruits to the IFS should have basic knowledge about the history, the principal religions and cultural streams within the country so that when abroad he can speak with some knowledge on these subjects in private conversation at least. At the moment most young men with urban backgrounds and educated through English-medium schools have little knowledge of the history and culture of their country. Some prescribed books on these subjects should be compulsory reading for all officers.”

4.24. The Ministry stated in this regard:—

“The training programme of the Probationers of the Indian Foreign Service included a four-month basic programme of training at the Lal Bahadur Shastri National Academy of Administration, Mussoorie, along with officers of other All India Services. The curriculum at the Mussoorie Institute is fairly extensive. It included courses of study on Constitutional History, Indian Constitution, Administration (at District, State and Centre Levels), International Law, Indian Law (both civil and criminal), Indian History and Cultural History of India, India's planning and development programmes. The Probationers are also sent to Districts for a 20 week training programme to enable them to understand the problems and aspirations of rural masses and to have a “feel” of the impact of the rich cultural heritage of India on the lifestyle of the rural masses.

The points brought out in the Memorandum will be referred to the Ministry of Home Affairs (Department of Personnel & Administrative Reforms) with the request that Lal Bahadur Shastri National Academy of Administration at Mussoorie may be requested to consider the desirability of bringing about some modifications in the syllabus for the training of IFS, IAS, etc. officers in the light of suggestions made therein. The Ministry of External Affairs will take steps to ensure that the IFS Probationers are prescribed certain books on Indian history, Indian culture and Religions for compulsory study during their training period in India and prior to their proceeding abroad for language study.

4.25. A former Career diplomat, who was formerly a Foreign Secretary also, stated in his Memorandum:

"Even at the early stage of the training in Mussoorie or New Delhi, the Foreign Service probationers should be required to pay more attention to the study of international questions and should be initiated in analysing the domestic and international political developments. On the basis of the day-to-day news they should write reports on India's relations with her neighbouring countries, the policies of the super powers, or international problems and India's economic stakes with individual countries and in the international field. Initial efforts, even if somewhat superficial, would inculcate a habit in the Foreign Service probationers of applying their minds to some of the basic questions which he has to tackle throughout his career. The sooner he starts applying his mind to political and economic problems of India and the international developments effecting India, the better it would be for his future work."

Training Institute for the IFS

4.26. It has been stated in a Memorandum submitted to the Committee that:—

"It is surprising that though an organised foreign service has been existing in this country for over thirty years, there is no specialised training school for this Ministry as yet."

4.27. The Ministry stated:—

"..... The question of establishing a separate training school for the Ministry of External Affairs has been considered

in detail but due to the nature of training involved, it is felt that the present system is best suited to cater to the specialised needs for training IFS officers. For one thing, the number of officers involved is small which does not warrant the heavy expenditure involved in setting up a permanent and specialised institution. It is also felt that language training is best imparted abroad in a country where the language is widely spoken."

4.28. Putting out deficiencies in the present arrangements of training imparted to the IFS probationers, another Former diplomat stated before the Committee:—

".....What really happens is this. You are being let loose in the international stage and all your special capacities are being tested, so to say. You are subject to various kinds of temptations; you are subjected to flattery; you are subjected to various kinds of glitter of various sorts and you have to stand on your feet firm yourself. It is not easy thing. They should be trained properly. In respect of training of these people, in my view, there should be a collegium of some retired people, ambassadors and so on who can give them training in the field of culture, economics, international trade etc. The training must be for a period of three years. This is my submission."

4.29. When the attention of the Foreign Secretary was drawn to the above views, he stated during evidence:—

"As far as the imparting of good training is concerned, we fully agree that it should be as good as possible. The training programme has been constantly kept under review.....We would like to see what further improvements are possible..... I personally think that the Foreign Service Officers should, for a certain period, be trained along with the I.A.S. and other service officers. It gives them a sense of comradeship though they may belong to different services. This is a compulsory course which gives an idea of the political, economic and legal systems in India."

4.30. On the suggestion of having refresher courses for the I.F.S. Officers, the Foreign Secretary stated:—

"I am afraid we do not have a system of refresher course. I personally think that that is very important. In some

countries for example there is a Foreign Service Institute. The Socialist Countries have got it. They train diplomats in that institute."

4.31. The Committee are informed that the training programme of IFS probationers includes a 4 months basic programme of training at the Lal Bahadur Shastri National Academy of Administration, Mussoorie along with the officers of other All India Services, training in the various divisions of the Ministry of External Affairs, attachment to the economic Ministries, State Trading Corporation, Minerals and Metals Trading Corporation, Trade Development Authority, Indian Institute of Foreign Trade and finally attachment to the School of International Studies, Jawaharlal Nehru University, Indian Council of Cultural Relations and Bureau of Parliamentary Studies and Training. This training programme is completed within a period of 2 years whereafter the probationers are posted abroad for language training or given foundational course at Jawaharlal Nehru University prior to intensive training abroad.

4.32. An expert in international affairs has opined that "the kind of training the Indian Foreign Service Officers get is to sterile and too much oriented towards their career, rather than towards becoming important listening posts or initiators of policy". According to the Ministry the training of IFS officers is not oriented towards career planning in the narrow sense but towards professionalism. The Committee would like the Ministry to take note of the feelings of outside authorities in this regard and so orient the training programme that, instead of remaining obsessed with their career advancement, the IFS officers are motivated to play an active role in the evolution of the country's foreign policy and in advancing the country's interests abroad.

4.33. A former diplomat has stated that most of the IFS probationers who come with urban background and are educated through English-medium schools have little knowledge of the history and culture of their country. He has suggested that during training the probationers should be given basic knowledge about history, principal religions and cultural streams, of India so that when abroad they can speak on these subjects with some knowledge. The Committee recommend that, as agreed to by the Ministry, the Lal Bahadur Shastri National Academy of Administration should be asked to enlarge the syllabus for the training of IFS/IAS officers in the light of this suggestion. The Ministry should also prescribe books on Indian History, Indian Culture and religions for compulsory study during their training period in India so that prior to their proceeding abroad they become fully aware of the Indian heritage and culture.

4.34. It has been suggested by a former diplomat that there should be examination and tests after each year of training and only after passing all of them a probationer should be confirmed in the service. The Ministry have stated that departmental examinations in accounts and Hindi are already prescribed for IFS officers and only on passing these examinations also language examinations can an officer be confirmed in service. The Committee are informed that the Ministry are examining a proposal to introduce more departmental examinations which would be essential requirements before confirmation. The Committee would like that the proposal to introduce more departmental examinations should be finalised expeditiously and all the probationers should be required to pass the examinations before being considered for confirmation.

4.35. A former Foreign Secretary has suggested that the IFS probationers should be required to pay more attention to the study of international problems and initiated in analysing the domestic and international political developments. On the basis of day-to-day news, the probationers should be required to write reports on India's relations with her neighbouring countries, the policies of the super powers, major international problems and India's economic stakes with the individual countries and in the international fields in order to inculcate in them habit of applying their minds to political and economic problems. The Committee welcome this suggestion and desire the Ministry to give it a concrete shape and include it in the training programme of the probationers.

4.36. The Committee note that the question of establishing a separate training school for the Ministry of External Affairs has been examined in detail but it has been felt that the present system is best suited to cater to the specialised needs of IFS officers. The Ministry also think that the number of officers being small, heavy expenditure involved in setting up a permanent and specialised institution for IFS probationers is not warranted. A former diplomat has stated before the Committee that there is some deficiency in the present system of training and that there is need for arranging special training of diplomats in order to prepare them to stand on their feet firmly in the face of temptations, flatteries and glitter to which they are exposed abroad. He has suggested that there should be a collegium of retired people, Ambassadors and others who can give them training in the field of culture, economics and international trade etc. The Committee also feel that the IFS probationers after having gone through training and attachments in various institutes and organisations should receive 'finishing' touch in the Ministry through special talks and discussion. For this purpose it will be

necessary to have a small training cell in the Ministry of External Affairs itself which may, with the help of 'guest' speakers and others, take care of the special needs of the probationers.

4.37. The Committee note that at present the Ministry do not have any system of Refresher Courses for IFS officers though the Foreign Secretary has admitted the need for such courses. If a special training cell is set up in the Ministry itself, as suggested above, this cell can also organise Refresher Courses for the IFS officers.

(iii) Training in Foreign Languages

4.38. The Ministry have informed the Committee that all officers recruited to the Indian Foreign Service are required to attain proficiency to an advance level in one of the prescribed compulsory foreign languages. No officer can be confirmed and appointed to a duty-post abroad without passing his compulsory language examination. They are expected to maintain an adequate level of proficiency in language of languages allotted to them.

4.39. With a view to ensuring that the I.F.S. officers maintain proficiency in the foreign language(s) a specific column has been inserted in their annual Confidential Reports and the reporting officer is required to take into consideration the language skill of the officer before arriving at an overall assessment with regard to his performance. Thus, each officer, in his own interest and in the interest of the service as a whole, not only maintains proficiency in the foreign language(s) concerned but also tries to further improve his language skill.

4.40. Proficiency in a foreign language is one of the important factors kept in view while deciding postings of Indian Foreign Service officers to Missions/posts abroad. However, it is not always possible to arrange for officers to be so posted as a number of other factors also have to be taken into consideration including the need for officers to be periodically rotated.

The Ministry have further informed:

The School of Foreign Languages, Ministry of Defence, New Delhi holds the examination to test the proficiency of IFS officers in most of the foreign languages. The school does not have facilities for teaching or conducting examinations in some of the foreign languages. In such cases, Officers are posted to our Missions as language trainees in the

countries where the languages are widely in use. They join the language institution there and qualify in the languages from those institutions.

4.41. In a memorandum submitted to the Committee by a former diplomat it has been stated that:—

"They (probationers) learn the foreign language allotted to them during the first two or three years——To my regret, I have found, that most of our young officers lose interest in their language after their confirmation.... We should try to post our own officers more and more to the countries where the language allotted to them is spoken. Even otherwise we could insist that young officers should undergo a language test every three years to judge whether they are keeping up and improving upon their language proficiency or have they completely neglected the language after passing their initial examination."

Commenting on the above view, the Ministry stated:

4.42. The Government are conscious of the fact that the Indian Foreign Service officers should not only acquire sufficiency skill in foreign languages but should also maintain, throughout their service career, an adequate level of proficiency in the foreign languages allotted to them for compulsory and optional studies. The present rules on the subject are under review to achieve these objectives. As suggested in the Memorandum, besides other modifications, the question of introducing periodical tests to ensure that the IFS officers maintain a reasonable and adequate standard of proficiency in the foreign languages allotted to them for study, is already under consideration of the Government.

4.43. A former career diplomat stated during his evidence before the Committee:—

"One can never be sure that an officer once allotted a language will be posted in a place where that language will be spoken so that he can use it. If the Government has any money, they can give it to them as an inducement subject to periodic tests saying that their further promotion will be stopped if they do not pass a particular test."

4.44. The Committee are informed that all officers recruited to the Indian Foreign Service are required to attain proficiency to an advance level in one of the prescribed compulsory foreign languages and no one can be confirmed and appointed to a duty post abroad

without passing his compulsory language examination. It has been brought to the notice of the Committee by a former Foreign Secretary that most of the young officers lose interest in their language after their confirmation. The Committee agreeing with a suggestion made to the Committee recommend that the Foreign Service officers should be required to undergo language test every 3 years to ensure that they maintain an adequate standard of proficiency in the foreign languages allotted to them and that their further promotions should be subject to their passing the test. The tests should be held by a body independent of the Ministry of External Affairs.

(iv) Postings Policy

4.45. Postings of diplomats/officials in Mission abroad is normally for a period of three years, except for certain difficult stations classified as 'Casterik' where the period of posting may be limited to two years. However, the period of posting of any official in any of our Missions may be curtailed or extended in the public interest taking into account factors such as requirements of personnel in Missions, at headquarters etc.

4.46. All officers of the Ministry are liable to serve in any Mission in any part of the world in the public interest. Postings and transfers are effected taking into account the requirements in individual Missions abroad and at headquarters from time to time. In the case of more senior officials, suitability for individual assignments including previous experience in specific types of functions and linguistic qualifications assume importance. In the case of other officials generally a policy of rotation between the different categories of stations is followed so that officials are required to serve in different stations which different living conditions. The proportion of periods spent in posting abroad to periods spent at headquarters largely depends on the requirements of personnel of different categories in Missions abroad, headquarters etc.

4.47. Stating his views on the postings policy of the Ministry for diplomats/officers and staff, a former diplomat stated before the Committee during his evidence.

".....It is from that no one relishes service in places where the climate is very trying and there is nothing very agreeable to eat. What should be done about it? They (Government in pre-independence period) compensated one in some way or the other for one's service in poor stations. We got more pay there. We got more leave. No one in his senses will voluntarily give up a good station for a bad one without such an inducement. He would surely want

to go to a country where more facilities are provided rather than to a country where less facilities are provided. Everyone, therefore, tries to get out of such postings, and you do not get the best people coming forward. We must work out some compensation formula to remedy this; and for some help being given for adequately staffing such stations."

Knowledge of language of the accredited country by Heads of Missions Officers

4.48. According to the information furnished by the Ministry (November, 1978) in the following countries, neither the Heads of Missions nor their next junior officer knew the languages of the countries concerned:

- | | |
|--|-----------------------------------|
| 1. Argentina | 23. Maldives |
| 2. Bangladesh | 24. Nepal |
| 3. Bhutan | 25. Netherlands |
| 4. Burma | 26. Norway |
| 5. Bulgaria | 27. Philippines |
| 6. Cuba | 28. Poland |
| 7. Czechoslovakia | 29. Portugal |
| 8. Finland | 30. Rumania |
| 9. Greece | 31. Saudi Arabia |
| 10. Hong Kong | 32. Singapore |
| 11. Hungary | 33. Sri Lanka |
| 12. Indonesia | 34. Surinam |
| 13. Iraq | 35. Sweden |
| 14. Italy | 36. Syrian Arab Republic |
| 15. Japan | 37. Tanzania |
| 16. Jordan | 38. Thailand |
| 17. Kenya | 39. Tunisia |
| 18. Republic of Korea | 40. Turkey |
| 19. Democratic People's Republic of Korea. | 41. Uganda |
| 20. Lebanon | 42. Socialist Republic of Vietnam |
| 21. Malaysia | 43. Yugoslavia |
| 22. Mongolian People's Republic | 44. Zambia |

4.49. Explaining the position, the Ministry have stated that: We have at present in all 100 Missions and 34 Posts abroad. Out of our 100 Heads of Missions, 27 know the language of the country they

are accredited to. In seven countries English is the mother tongue and in 27 other countries English is widely spoken and used in governmental and diplomatic dealings.

Of the balance in 25 Missions No. 2 or another senior officer speaks the language.

4.50. Our Missions are not very seriously being handicapped on account of want of linguistic expertise. Where necessary we have local or India-based interpreters also appointed in our Missions. In fact, we have now also decided to form a separate cadre of competent and well-qualified interpreters. The scheme is under implementation and once qualified interpreters are recruited, all important Missions would have this facility in addition to the knowledge of the language which the diplomatic office would have.

4.51. Ours is a small service and it is inevitable that an Officer cannot be posted almost continuously either to the same country or to the same region. Even from the functional point of view it would be desirable to give him a more broad-based experience by making him serve in other countries and regions of his specialisation, he be more effective. Our effort has all along been to strike a judicious balance between specialisation and broad-based experience and knowledge with a global perspective.

4.52. The following statement showing the number of officers of the rank of First Secretary/Counsel and above in Diplomatic Missions in China, West Asia, Latin America and French-speaking countries who know the languages of the countries in which they are serving has been furnished by the Ministry:

No. of the Missions in China, West Asia, Latin America and French-speaking African countries having officers of the rank of Counsellor/First Secretary and equivalent	No. of officers of the rank of Counsellor/First Secretary and equivalent	No. of officers out of Col. 2 who know the language of the country of their posting.	
	1	2	3
A China(1)	2	1	
B West Asia (10)	26	3	
C Latin America (4)	4	1	
D French-speaking African countries (4)	5	1	

4.53. A suggestion has been made to the Committee that, instead of following a policy of rotation between different categories of stations to enable the officers to serve in different stations with different living conditions, officers should on the basis of their language proficiency etc. be earmarked for different groups of countries and mostly posted within the group upto, a certain stage in their careers so that the specialisation developed during posting in one country can be put to use during next posting in a more or less similar country, the Ministry stated:

Postings and transfers of India-based officers/staff to Missions abroad are decided taking into account the following factors:—

- (i) Requirement of a particular post;
- (ii) Identification of special talent of an officer and area or field which may be his forte;
- (iii) Linguistic and other qualifications of an officer;
- (iv) Experience of the officer;
- (v) The availability of posts at a particular time;
- (vi) Judicious rotation between various classes of stations to ensure that an officer has a fair share of 'soft' & 'Hard' stations, during his service career.

An objective balance of the above considerations provides, by and large, a satisfactory and flexible rationale for the norms followed for posting of India-based officers/staff abroad. While due consideration is given to the linguistic proficiency of an officer, his postings to various Missions located in specified areas enable an officer to have a broader view of the world's political, economic and social horizons.

4.54. Posting policy followed in the USA, UK and China is stated to be as follows:—

- (1) U.S.A.: The Government of U.S.A. does not have any hard and fast rules regarding postings of their foreign service officers on the basis of regional expertise or language proficiency. These considerations are, of course, kept in view but basically the posting policy is dictated by availability of officers at any given time. An officer with proficiency in a particular language may have two or more postings in the same region during his career but he is not exclusively earmarked for that region.
- (2) U.K.: According to the practice followed by the British Government, postings are decided partly on the basis of

rotation between agreeable and less agreeable stations, taking into consideration the experience of officers. Officers with specialised language qualification are expected to spend quite some time of their service in countries of the respective languages.

- (3) **China:** China's Foreign Office prefers to follow specialisation by area and language though this is not the exclusive criterion determining postings of all their Foreign Service Officers at all ranks.

4.55. A former diplomat expressing his views on the subject stated in his memorandum:

"After having taught our young probationers foreign languages at some expense, we should make sure that they put these foreign languages to use as early as possible and as frequently as can be arranged, the objective always being to make the best use of this asset. The more obscure or difficult the language that is learnt, the greater need to keep it up, without practice these languages are forgotten and our training programme to some extent nugatory".

4.56. Asked, whether he agreed with a proposition that as IAS Officers are allotted to various states in which they work till certain stage of their careers, the IFS Officers should also be allotted to various language group countries on the basis of their foreign language proficiency and rotated within that language group till they are ripe to move out to a wider sphere, he stated during his evidence before the Committee:

".....But the officers knowing these languages cannot be kept in these countries for more than 6 or 8 or 10 years. The question is how to keep up the language? There, my suggestion is that you pursue to the extent you can in the normal way to keep up the language. But if that is not possible, keep this in mind and frequently restore the knowledge by the language. In other words, for example, an officer knows Swedish and he returns for Sweden after his tenure, you keep him in Egypt for 3 years or in Delhi for 3 years, but send him back again in Sweden. So, we must have people who are specialists in some language."

4.57. In another Memorandum from a former diplomat it has been stated that:

"I am aware that the IFS do not have an adequate number of officers who know the principal languages of the world.

But when there is one with such knowledge, there is no reason why he should not be posted to that country where he can read the newspaper himself. Thus, for example, can Arabic knowing officer should be posted to an Arabic speaking country, irrespective of whether it is his turn now to go to a west Asian country."

4.58. On being asked whether the IFS officers should not be allocated to language group of countries, according to their specialisation and rotated within that group at best for sometime in the initial stages, the Foreign Secretary stated during evidence:

".....All Officers are posted to the country where that language is spoken-with the exception of one or two. We have quite a sizeable body of language specialists, quite a number of officers who have learnt and passed the examinations in the second language which 'they offer or which is allotted to them....."

* * *

"The officer must go back to the region whose language he has learnt for a long period. Normally what happens is: once a man learns a language, he has to make room for some other young officer assigned to that language; that officer goes to another region according to the rotation principle but then he comes back to the same region after some time."

4.59. All Foreign Service Officers are liable to serve in any mission in any part of the world in public interest. In the case of officers generally a policy of rotation between the different categories of stations is followed so that all officers are required to serve in different stations with different living conditions. A former civil servant and diplomat of standing stated that "no one relishes service in places where the climate is very trying and there is nothing very agreeable to eat" and that "every one tries to get out" of posting to "bad" station. The Committee feel that there is weight in the suggestion made by him that some sort of formula should be worked out to compensate officers for posting at "bad" stations and thus induce good officers to accept posting at such places without demur.

4.60. The Committee feel that the Ministry have been following an irrational posting policy not warranted by requirement of the missions as is borne out by the fact that in as many as 44 countries, neither the Heads of Indian Missions nor the next junior officers know the languages of the countries to which they are accredited. The list of these 44 countries includes important countries like Bangladesh, Cuba, Indonesia, Iraq, Italy, Japan, Korea, Malaysia,

Soudia Arabia, Turkey, Vietnam and Yugoslavia. Out of 100 Heads of Indian Missions, only 27 know the language of the country concerned. Out of 26 officers of the rank of Counsellor/First Secretary in our Missions in West Asia, only 3 know the local languages; out of 4 such officers in Latin America, only one knows the language; and out of 5 officers in French speaking African countries also, only one knows the language. What surprises the Committee is that even when the lack of knowledge of the main local language is so widespread among Heads of Missions and other senior officers, the Ministry smugly think that "our mission are not very seriously being handicapped on account of want to linguistic expertise". The Committee cannot but strongly regret this complacent attitude on the part of the Ministry in this vital matter. The Committee would like the Ministry to remedy the situation without delay so as to ensure that as far as possible, Missions should be headed by officers knowing the local language and where the head of Mission does not know the main local language the next Junior Officer must know it. The Committee would like to be apprised of the action taken in the matter.

4.61. In the opinion of the Committee, proficiency in the language of the country of accreditation gives a tremendous advantage to the Heads of Missions and Senior Officers as then they can watch and serve the national interest in the country of their accreditation with much greater success. The knowledge of language should therefore be an important consideration while deciding postings of Foreign Service Officers abroad. As is the case in UK and as experienced by former diplomats who appeared before the Committee, officers with specialised language qualifications should spend quite some time of their service in countries of the respective languages. The Foreign Secretary has also agreed that, even under the system of rotation in posting, the officers should, after some time, go back to the regions whose languages they have learnt. The Committee strongly feel that there is need for the posting policy to be so modified that Foreign Service Officers are allotted to groups of countries according to the languages of their specialisation and rotated and kept within the same language region for maximum period. If it becomes necessary to post an officer of a particular language group to another region to enable him to have more broad-based experience or for some other compelling reason, it should be ensured that when he is moved out of mission, the mission is left with enough language expertise at equivalent level or he is succeeded by one who knows the language and that he comes back to his language region before long. Besides serving the national interest, this will help the officers to keep up their proficiency in the foreign languages learnt by them at great public expense.

(v) Indian Foreign Service (B)

4.62. Then Indian Foreign Service Branch 'B' was constituted in August 1956 and recruitment under the Initial Constitution Rules was completed by March 1959. Recruitment to maintenance/regular vacancies thereafter is being regulated under the IFS(B) (RCSP) Rules 1964 which came into force on 1st June, 1964. Subsequently in August 1969 the Stenographer Sub-Cadre of the IFS(B) was re-organized on the basis of the Central Secretariat Stenographers Service.

Stagnation

4.63. The staff council of the Ministry of External Affairs brought to the notice of the Committee that there was stagnation in the various grades of IFS(B). The Council stated:

"An officer who is recruited to the Junior Scale of Branch 'A' on the basis of the Combined Competitive Exam held by the PSC from time to time is not required to undergo any further test of his capability to earn promotion. In his case, promotions are automatic on a time-bound basis. There is no officer in the Junior Scale or in the Senior Scale who would have reached the maximum of the scale before moving up to the next higher step of the ladder. But in the case of direct recruits to various Grades of IFS(B) through the UPSC there is no such system of regular time-bound promotion even though only top ranking candidates from various UPSC examinations are recruited to the IFS(B). Many direct recruit Section Officers in the IFS(B) have not moved even one step ahead even though they were recruited in 1962-63. Similarly, a number of direct recruit Assistants from the examinations conducted by the UPSC in 1955, 1957 and later have not yet reached the stage where they would be even considered for promotion even though they have rendered more than 20 years of service. A number of Assistants & Section Officers who were recruited to IFS(B) on transfer from the Central Secretariat have yet to get promotion to the next higher grade in spite of having rendered service of 20—25 years and many of them have only to wait for their retirement. A fortunate few of the directly recruited Assistants who could compete in the Limited Competitive Examination conducted by the UPSC were able to move to the next higher Grade in time. The overwhelming stagnation becomes demoralising as officers in Grade-I quickly reach

the maximum of the pay scale prescribed for that Grade and remain there for years and ultimately superannuate. Similarly, many officers in Grade-II, III & IV etc. have reached the stagnation point in their pay. So far as the Stenographers and Cypher Sub-Cadres are concerned, the situation is the same. Moreover, officers in these sub-Cadres ultimately converge in Grade I or Grades II & III of the General Cadre. Thus, they suffer in the same way as officers who initially started their career in the General Cadre."

The Ministry in this regard stated:

"It is recognised that there has been stagnation in promotions in the IFS(B). This has been in evidence in other equivalent services and other Government Departments where too there is a wide variation in the promotion prospects available to the Central/All India Services and the junior services equivalent to IFS(B). However, in order to mitigate, though to a very limited extent, the frustration resulting from stagnation, Selection Grades with pay scales approximating somewhat to the next higher grade have been introduced recently in the following grades of the IFS(B) for the benefit of those stagnating for very long years in the particular grade:

1. Grade I of the IFS(B).
2. Grade II of the Stenographers Sub-cadre of the IFS(B).
3. Grade VI of the IFS(B).

The question of introducing the Selection Grade for the Grade IV of the IFS(B) and Grade II of the Cypher Sub-Cadre is under consideration of Government."

4.65. On this question, the Foreign Secretary stated during evidence:

"There are three grades of IFS(B) in which there is a certain amount of stagnation in promotion. The method of removing it is only to enlarge the openings for them."

Disparity in Service conditions

4.66. Pointing out disparities in service conditions, representational grants, pay and allowances etc. of IFS(A) and IFS(B), the staff council stated in their memorandum:

"Grade I Officers of the IFS(B) are functionally equivalent to the officers in the Senior Scale of IFS(A) while serv-

ing as Under Secretaries at New Delhi and First Secretaries/Second Secretaries in Indian Missions abroad. Similarly, officers in the Integrated II & III of IFS(B) are functionally equivalent to the Junior Scale Officers in the IFS(A) when appointed as Attaches at Headquarters and Third Secretaries abroad. An integrated Grade II/III officer appointed as Attache abroad is normally not given a Representational Grant but such a grant is given to him when he is appointed as a Third Secretary. The IFS(B) personnel in the higher Grades perform the same functions and acquire and possess the same skill and expertise in diplomatic, political, economic, commercial, consular, etc. fields as do the IFS officers in the equivalent grades. However, in the matter of career prospects, promotion, and conditions of service the Branch 'B' officers are on a different footing, as is evident from the following:

- (A) *Pay*.—An Officer in Branch 'A' while serving at the Headquarters as Under Secretary/Attache gets head-quarter allowance in the form of special pay, but the same is denied to an Under Secretary/Attache of Branch 'B' though conditions of Service in both the cases are identical, and the directive principles of state Policy enshrined in the Constitution of India envisage equal pay for equal work.

The argument advanced in perpetuating this discrimination refers to the parity between the IAS and IFS(A) on one side and the Central Secretariat Service and IFS(B) on the other, notwithstanding the fact that functionally both branches of the Foreign Service are identical. Unlike IAS, the IFS is a Central Service. Indian Missions abroad have no different Cadres. They are part of the Ministry of External Affairs. An IFS(B) officer posted at New Delhi after assignment abroad is exactly in the same situation as an IFS(A) officer. The parity on the cadre and pay structure between IAS and IFS (A) has been stretched a little too far and unjustly to deny equal treatment to a Branch 'B' Officer. An IAS officer gets a special pay on his appointment to a Central Secretariat post (upto the rank of Directors), as these are non-cadre posts for him, and under the existing orders would have been entitled to draw a deputation allowance

@ 20 per cent, if no special pay was granted. The quantum of deputation allowance at the minimum of the Senior Scale of the IAS would have been Rs. 240/- P.M., whereas an IAS officer posted as an Under Secretary in the Central Secretariat draws only Rs. 200/- P.M. as Special Pay. For IFS(A) officers posts at the Headquarters of the Ministry of External Affairs are cadre posts, and thus the analogy of IAS officers for the purpose of drawal of special pay when posted at the Headquarters does not hold good.

An IFS(A) officer working as an Under Secretary, after two years service as an Under Secretary/Second Secretary is posted abroad as a First Secretary whereas an Under Secretary of the IFS(B) must put in six years service as Under Secretary/Second Secretary before he is given the rank of First Secretary. There is no rational basis for this differential treatment.

(B) **Allowances.**—In regard to other conditions of Service prescribed under IFS (Pay, Leave, Compensatory Allowance, etc.) Rules, the disparities in the matter of outfit allowance, foreign allowance (particularly during leave), baggage allowance, insurance, etc., have been codified as a separate chapter to the rules. An IFS(B) officer like an IFS(A) officer is also required to be in possession of prescribed dress for formal and less formal occasions but the quantum of outfit allowance, the number of renewals allowed and the periodicity of its payment is much less as compared to what are available to Branch 'A' officer. A Branch 'A' officer receives an initial instalment of outfit allowance and three more instalments subsequently on completion of 12th, 21st and 30th year of service. But an IFS(B) officer receives an initial allowance and two more instalments subsequently after ten year intervals each. These ten year periods are not counted on the basis of service, as in the case of IFS(A) officers, but from the dates of drawals of the earlier instalments.

All these disparities/disabilities affect the functional efficiency of a Branch 'B' officer. He feels disgruntled and demoralised mainly because of denial of equal treatment to him not only in relation to the promotion to

higher grades but also in regard to other conditions of service.

4.67 Furnishing their comments in this regard, the Ministry stated:

In the matter of service conditions and various entitlements, members of the IFS(A) are governed by the IFS (PLCA) Rules, 1961, and the Government of India's decisions thereunder. By and large, these very rules and decisions have been made applicable to members of IFS(B) with some modifications in view of its functional rule, auxiliary status and its generally non-representational character. We are not aware of any cadre or service where absolute equality obtains in the matter of emoluments and of entitlements which in the very scheme of things, have to be on a grade pattern having relevance to the responsibilities devolving on each cadre as also on each grade within the cadre. Normally, only officers of Grade I of the IFS(B) hold representational posts in our Missions abroad and also enjoy almost similar privileges as the members of the IFS(A).

4.68. *Special Pay*.—The Indian Foreign Service was constituted on the pattern of the IAS. Its field of activity is scattered the world over through the network of Missions/Posts abroad. The peculiar character of the Indian Foreign Service enjoins its own responsibilities, specific modes of conduct and functioning and maintenance of particular standards which in a great measure extend to tenures at Headquarters. The IFS(A) officers when posted at headquarters are entitled to the rates of Special Pay as are admissible to IAS officers on their appointment againsts the posts of the Central Secretariat. The Grade I officers of the IFS(B) stand on the same footing as Grade I officers of the Central Secretariat; the latter officers are not entitled to any Special Pay since the IFS(B) is patterned on the basis of C.S.S., Grade I officers are not eligible to any Special Pay while holding posts of Under Secretary at Headquarters.

4.69. Even though the IFS officers when at headquarters hold charge of posts in the same Cadre, the functional identicity of the two wings of the Foreign Service pleaded in the Staff side Memorandum has a parallel in the Central Secretariat where the CSS officers in higher grades perform the same functions as the IAS officers but do not draw any special pay.

4.70. The method of recruitment of IFS(A) officers and the elaborate training imparted to them render them amply suitable for shouldering the responsibilities of the Foreign Service. Even during their probation they are posted abroad and they hold representational

posts as Third Secretaries. This training and experience render them quite suitable for posting as First Secretaries even after two years' service as Under Secretaries after their promotion to the Service Scale of IFS. In the case of IFS(B) officers no such training has been prescribed and prior to their promotion to the Under Secretary's grade they generally hold the charge of Posts of Attaches and thus do not acquire the necessary specialisation in handling political and representational work. For these reasons, they are appointed as First Secretaries after completing of six years of Secretary by which time they become sufficiently experienced in the concerned skills for posting as First Secretaries.

4.71. Regarding Section Officers posted as Third Secretaries it may be mentioned that such cases are very few; moreover, it depends upon availability of vacancies at the time of posting and is not related to the relative seniority of the Section Officers thus posted. It would not, therefore, be possible to give any weightage to their tenures as Third Secretaries at the time of posting as First Secretaries as it would adversely affect the interests of the officers senior to them. They have, therefore, to be governed by the relevant general provisions in this regard.

4.72. B. Allowances.—As already stated, the service conditions, facilities, perquisites, privileges etc. under the IFS (PLCA) Rules and GOI's decisions thereunder for IFS(A) and IFS(B) officers in our Missions abroad are not identical in all respects. The additional facilities, perquisites privileges etc. which are admissible to officers of IFS(A) only are mainly given in view of the representational duties, which are normally not required to be carried out by junior officers of IFS(B). Besides, officers belonging to Grade I of IFS(B), who hold posts carrying representational duties in our Missions abroad, get facilities almost similar to those admissible to officers of IFS(A).

4.73. Statement showing the facilities, privileges etc. which are admissible to officers of IFS(A) and not to officers of IFS(B) other than those in Grade I of the IFS(B) is enclosed (Appendix I).

4.74. The baggage allowance, admissible to the officers of IFS(A) and IFS(B) is based on the gradation, as per the Supplementary Rules. The disparity, if any, is only to the extent as it exists under the SRs and as applicable to Central Government employees in various Ministries/Departments. The ceilings for insurance of personal effects are also related to relative representational responsibilities.

4.75. The representational officers are more often required to attend ceremonial functions than the junior non-representational officers in the IFS(B). Besides, the officers of the IFS(A) spend a comparatively longer period of their service abroad than the officers of the IFS(B). The amount of Outfit Allowance is, therefore, higher for members of the IFS(A) than those of the IFS(B).

4.76. There is no disparity in the matter of provision governing grant of foreign allowance to the two wings of the Foreign Service either while on duty abroad or during leave except on leave-cum-transfer when the IFS(B) officers except Grade I are paid DA/ADA at the rates applicable from time to time whereas IFS(A) officers and Grade I of IFS(B) officers get only a fixed amount as foreign allowance as laid down in the Rules.

4.77. With regard to discrimination in the service conditions etc. of IFS(A) and IFS(B). the Foreign Secretary stated during evidence:

"Basically these facilities are related to the functions of the job, not depending on whether he belongs to IFS(A) or IFS(B) etc. It is where the officer has representational responsibility—it means that he has to go out in the evening very often—that is he is entitled to a baby sitter. If a person is performing the representational functions and he belongs to IFS(B), he will get the same thing, as the IFS(A). If an officer is performing only administrative functions and does not have to go out, naturally it is difficult to justify such an allowance".

4.78. Asked, why was the discrimination there between officers with regard to granting of special home leave, the Secretary stated:

"It will be removed".

Nomenclature of Indian Foreign Service

4.79. Commenting upon the nomenclature of the two Branches of IFS(A) and IFS(B), during course of his evidence before the Committee a former diplomat expressed the view that:

"It is very unfortunate that initially these were labeled as 'A' and 'B'. In British Foreign Service they are called the 'administrative grade' and the 'executive grade'. There is no hierarchical label..... They have only different executive functions..... I suggest that they may be designated instead of Branch 'A' and Branch 'B' as 'Administrative Grade' and 'Executive Grade'."

Non-Cadre posts

4.80. It has been brought to the notice of the Committee that:

"In the Ministry of External Affairs, it is understood, there are a few Class I officers of the Ministry of External Affairs holding isolated ex-cadre posts and these officers are performing work functionally comparable to that done in Grade I of IFS(B). Their case for integration merits consideration specially because these few officers have no cadre and have been in the same jobs for more than 8 to 10 years without any promotional prospects whatsoever."

4.81. The Ministry informed the Committee in this regard that it has already been stated in Parliament, with reference to Lok Sabha Uns.answred Question No. 5317 on 24th August, 1978 regarding the working of Ministry of External Affairs, that all aspects of service conditions of IFS, IFS(B) as also non-IFS Officers of the Ministry of External Affairs are continuously under review in order to facilitate administration and ensure fairness to all employees.

4.82. The Committee regret to note that there has been stagnation in promotions in the various grades of IFS(B) and this fact has been recognised by the Ministry. The Ministry are reported to have introduced selection scales in various grades of IFS(B), to mitigate to a very limited extent, the frustration resulting from stagnation. The Committee suggest that this matter should receive more serious consideration of the Ministry and ways found to remove stagnation wherever it exists in IFS(B).

4.83. It has been represented to the Committee by the Staff Council that there are disparities in service conditions of IFS(A) and IFS(B) officers doing the same or similar types of jobs. It is stated that an officer of IFS(B) on appointment as Attache abroad is not given representational grant whereas an IFS(A) officer holding a similar appointment is given such a grant. An IFS(A) officer working as Under Secretary after 2 years service is reportedly posted abroad as First Secretary whereas an IFS(B) officer in similar position has to wait for 6 years for a similar appointment. There are disparities alleged in the matter of outfit allowance, foreign allowance, baggage allowance insurance, special home leave etc. From the reply given by the Ministry, it is seen that officers of

Grade I of IFS(B) holding representational posts in Missions abroad enjoy "almost similar" privileges as the members of the IFS(A). The Ministry have also stated that the facilities enjoyed by officers of IFS(B) discharging representational duties abroad are also "almost similar" to those admissible to officer of IFS(A). The Ministry have not explained why the privileges and facilities of IFS(B) are "almost similar" and not "exactly similar" to those of IFS(A) officers, when the officers of the two Branches perform similar jobs. The Committee do not see any reason to discriminate against officers of IFS(B) in the matter of appointment and grant of allowances and facilities vis-a-vis IFS(A) officers. The rights, allowances and facilities of officers should be related to the duties discharged by the officers of the two services—IFS(A) and (B)—and not to the category of service from which they are drawn. The Committee would like the Ministry to review all the discriminating rules and practices and ensure that officers performing similar duties and holding similar posts are treated equally in the matter of postings, allowances and facilities regardless of whether they belong to IFS(A) or IFS(B). The Committee would also suggest that IFS (PLCA) Rules 1961 may also be reviewed with a view to meet the requirements of the present situation.

4.84. The Committee find that the Staff Council has very strongly represented against the grant of preferential treatment to IFS(A) officers in the matter of grant of special pay on appointment of headquarters. The Ministry of External Affairs have justified the grant of special pay on the analogy of the IAS Officers getting similar pay on appointment in the Central Secretariat. There appears to be weight in the contention of the Staff Council that the analogy between IFS(A) and IAS Officers in this regard is not very correct. The Committee feel that this matter should be considered dispassionately in greater depth.

4.85. A former diplomat has stated that the hierarchical levels (A) and (B) given to Indian Foreign Service are "very unfortunate". The Committee welcome the suggestion that the two Branches of Indian Foreign Service should be redesignated as Indian Foreign Service (Administrative Grade) and Indian Foreign Service (Executive Grade) in place of the present nomenclature of IFS(A) and IFS(B).

4.86. It has been brought to the notice of the Committee that in the Ministry of External Affairs there are a few posts of officers

which do not form part of either IFS(A) or IFS(B) or any other-regular cadre. It has been stated that these officers who have been working in the same jobs for 8—10 years have no avenue of promotion as they do not belong to any cadre. The Committee strongly recommend that the non-Cadre Officers working in the Ministry for 8 to 10 years should be integrated in the main Cadre at an early date.

CHAPTER V

PUBLIC RELATIONS

5.1. The facilities provided by Missions to Indians visiting a country depend on the requirements of various categories of visitors and the resources available to the Mission in the form of personnel etc. As regards persons visiting as tourists etc. the normal passport and consular services of the Mission are available for any particular requirements of these services and it is the duty of the Mission to assist in case any Indian citizen is in distress or facing any problems vis-a-vis the local authorities etc. In regard to business exporters etc. from India the commercial section of the Mission is available for assistance in meeting local counterparts etc. Similar assistance from the Information section of the Mission would be available for journalists, artists etc. visiting the country.

5.2. Experts/officials visiting a country normally do so as part of delegations and the Mission is generally involved in all aspects of the arrangements made for the visit. Where requested the Mission also helps arrange meetings with local officials, visits to institutions etc. for Indian officials/experts.

5.3. The arrangements made by Missions in regard to visitors depend essentially on the size of the Mission and the facilities physically available in the Mission building. In most missions there is a reception counter where a visitor can state his requirements so that he may then be guided to the appropriate section or officer. In larger missions there are separate consular counters where consular services are provided. Depending on the facilities available within the Mission the provision is generally made for a Visitors Room or a Reading Room where newspapers and periodicals from India are available. All the missions have been instructed to extend all possible facilities to Indian visitors coming to the Missions and be courteous in their dealings with such visitors.

5.4. In countries where large communities of Indians are settled, like in the UK, the Indian Mission has an appropriately strengthened consular section which keeps watch over the general problems which Indians might face. In countries where large numbers of Indians are arriving to seek employment, like in the Gulf area, the missions make special efforts to ensure that the Indians workers are not ex-

ploited in any way and that their employment contracts, conditions of service etc. are satisfactory and comparable to those of other foreign workers.

5.5. On the question of accessibility of Heads of Missions and other Senior Officers of the Missions to Indian visitors, the Ministry informed the Committee in a note.

5.6. Instructions have been issued to our Missions abroad from time to time asking them to extend all possible courtesies to visiting resident Indian Nationals, depending upon local circumstances such as the strength of the Mission, the size of the Indian community, etc., the Head of Mission and other officials of Mission make themselves available for meetings with Indian nationals. It may be added however that many of our Missions have only a small officer strength with the result that the same person combines in himself several of the functions performed by the Mission. In such case, it may not be possible for him to meet all Indian visitors to the Mission individually but, within the framework of the resources of the Mission, all possible effort is made to cater expeditiously to the needs of the visiting resident Indians.

5.7 Resident Indian nationals (or their representatives in case the community is large) are normally invited by the Head of Mission for get-togethers at the time of Independence Day Republic Day. The response to this has of course been extremely good. In most countries where significant numbers of Indians are settled, the Indians have organised themselves into one or more associations for social-cultural purposes and the officials of the Mission associate themselves with the functions organised by these associations. All encouragement and possible assistance is given by the Missions to such activities.

INSTITUTIONAL ARRANGEMENTS FOR KEEPING IN TOUCH WITH PROBLEMS AND AFFAIRS OF INDIANS SETTLED OR STUDYING ABROAD.

5.8. The Ministry was asked to furnish details of the institutional arrangements made by the missions to keep themselves in touch with the problems of Indians and the assistance given by our missions *suo motu* to the Indian settled or visiting abroad. The Ministry in a written note informed the Committee.

5.9. Welfare of Indians living in the countries of their accreditation is a primary function of every Mission. For this purpose, all Missions are under instructions to keep in close touch with the local

Indian communities so that all possible assistance is given in the solving of their problems and generally to promote their welfare.

5.10. Institutional arrangements for keeping contacts with Indians vary from country to country, largely depending on the size of the Indian community. This would also depend on the nature and composition of the community, their special problems and interests, their relations with the local communities, local Government etc. The Heads of Missions themselves are expected to take a personal interest in the welfare of the Indian community. They visit areas with sizeable Indian communities from time to time in order to meet the members of community or their representatives. The other members of the Mission are also expected, wherever possible to establish such contacts with the Indian communities.

5.11. While a Mission as a whole has an overall responsibility in respect of the welfare of the Indians, specific aspects are dealt with by the concerned sections within the Mission.

5.12. It is, however, primarily the Consular Section of the Mission which coordinates the Mission's contacts with the local Indian communities. In countries where the Indian communities are sizeable the consular sections of the Missions are also appropriately strengthened to deal with the problems of the Indian communities. Where possible, the Consular section maintains lists giving names and addresses of the Indian living in the area. In the case of countries with larger Indian population, full details of their organizations/associations, and other relevant information is kept so that it should be possible to keep in close touch with the communities.

5.13. The functions of the Consular Officer under the overall supervision of the Head of Mission in relation to the Indian communities include:—

Advisory function

They are expected to advise and guide the Indian community in an impartial manner in a variety of matters affecting the existence of the community as a whole.

Organisational activities

In countries where there are large Indian communities, these are organised into one or more Indian organisations/associations. All possible assistance is given to these organisations in furthering their welfare/cultural functions. Efforts are also made to coordinate the activities of the various organisations/associations so that they are able to work together in furthering the interest of the community as

a whole. In countries where Indian associations do not exist it will also be the endeavour to encourage the process of the Indian community organising themselves for promoting their own interests.

Liaison with local bodies, local Government etc.

Particularly in countries with large Indian communities the Consular Officers maintain close touch with the local Government offices and various local bodies concerned with community relations with a view to promoting relations between the Indians and local communities and anticipating and helping solve the problems faced by the Indians.

Cooperation in trade, cultural matters etc.

The cooperation of the Indian community and their associations is sought in matters relating to trade and commerce, in promoting Indians cultural events etc.

Keeping Indian community informed of developments in India.

Representational function

The Consular Officer (or sometimes the Head of Mission himself) participates in various functions organised by the Indian association/ organisations to marks important occasions or for cultural purposes etc.

5.14. In a memorandum submitted to the Committee by a former Secretary to the Government of India who also later functioned as Ambassador it has been stated:

"With the exception of the relevant departments in the mission, no institutional arrangements for keeping in touch with the problems and affairs of Indians settled or studying in foreign countries or visiting those countries for a short period, exist."

5.15. Commenting on this observation, the Ministry stated:

Because of financial constraints it is not possible to have institutional arrangements as a matter of course in small sized/medium sized missions for keeping touch with the problems of Indian settled or studying in foreign countries or visiting those countries for a short period. Nevertheless Heads of Missions and other officers by and large keep in touch with them.

Assistance to Indians seeking employment

5.16. The Ministry informed the Committee that the Indian Missions play a purposeful and useful role in assisting Indians seeking employment abroad both at the time of recruitment in India and after a person is employed abroad. Specifically in regard to the gulf area, the following will illustrate the nature of the assistance provided by the Indian Missions:—

5.17. The Indian Missions also look into specific cases of complaint of non-conformity to agreements of employment, maltreatment of workers, harassment etc., once they are brought to their notice. In a number of cases, Missions enquire into these matters and try to settle them amicably to the satisfaction of Indian workers, where necessary, they also arrange to repatriate the affected workers.

Suggestions for improvement of Public Relations

Establishment of rapport with Indian students and Indian associations by our Missions

5.18. A suggestion was made to the Committee by a former diplomat and Foreign Secretary that all officers on tour (in the countries of their accreditation) should meet Indian students and Indian Associations, hear their complaints and problems and submit a report at the end of each tour. They should invite leading Indian scientists, professors, engineers, businessmen to a conference at the Embassy once a year and set up regional committees in various centres to meet more frequently.

5.19. Giving their views on the above suggestion, the Ministry stated:

Normally our Heads of Missions and other diplomatic officers meet Indian students and Indian Associations in the course of their local tours. In the countries of Middle East where they are not concentrated in the capital it may not be always possible to maintain contacts with them in every city except with those residents in the capital or important places of visit.

5.20. Considering the staffing pattern of our Missions, holding of annual conference of the leading Indians may not be feasible both from point of view of the individual concerned and of the Missions in view of the expenses involved.

5.21. A former diplomat stated in a memorandum that:—

“....ordinarily the Ambassador himself should see a visitor if he receives a request to that effect. In any case, it should not be left to the Private Secretary to the Ambassador to .

decide who can or cannot see the Ambassador.... In many missions, the head of the mission does not keep regular office hours with the result that it becomes difficult for visitors to see him. This should not happen.... Members of Parliament and other important visitors should of course, be received and treated with courtesy and indeed an ordinary person also who does not have any claim to VIP status is also entitled to courtesy and such facilities as do not have financial implication."

5.22. The Ministry agree to the views that the Head of Mission should himself see a visitor if he receives a request to that effect and our Heads of Missions generally do see the visitors themselves if such requests are received by them. There are instructions to the effect that the HOM should be easily accessable to visitors.

5.23. Our Heads of Missions do keep regular working hours. They may, however, have to be out of office to attend to various official or representational duties.

Setting up of Advisory Committee selected from Indians settled abroad

5.24. It has been suggested to the Committee that Indian Missions Abroad should have some Advisory Committee selected from citizens abroad to advise the Heads of Missions about day to day difficulties, problems etc faced by Indians.

5.25. Comments of the Ministry on the above suggestion were:

Most of our Missions are either small or medium-sized. However in the case of the remaining few missions, due to financial constraints it may not be possible to set up such Advisory Committees in Missions. HOMs and other officers by and large keep in regular touch with Indians.

Preparation of Guidance Book for Indian Visitors

5.26. In a memorandum submitted to the Committee, a suggestion was made by a former diplomat:

"Our Missions should each prepare a booklet for the guidance of Indian visitors and explain more specifically what assistance and facilities are available from our Missions. It should indicate briefly local customs and manners, special features and interests of the country, of value to an Indian visitor and the system of tipping always difficult to a newcomer and often a cause for embarrassment."

5.27. Stating their views on the above suggestion, the Ministry informed the Committee:

All Indian Mission abroad have prepared fact-sheets in respect of the country of their accreditation giving necessary information which could be useful for Indian official, and non-official delegations going abroad. These fact sheets are available in the Ministry of External Affairs.

5.28. Indian visitors going abroad on their own as tourists, may obtain information of tourist interest from the Missions of those countries in India.

Giving of Printed list of Missions with Telephone Numbers to the Indian Visitors from India to Abroad

5.29. Another suggestion made to the Committee was:—

"Ministry of External Affairs should whenever issuing a passport, give a printed list of our Missions with telephone numbers with a request that the visitors call on the Embassy for such a help as he or she may need. It should be gently explained that financial assistance direct or indirect will not be available but that the missions would give all help and guidance within their resources. When a visitor calls on the mission, he should be politely received and his needs attended to. He cannot expect free meals, a free passport or large bargains or discounts in his shopping but he can certainly be helped to find places where he can eat cheaply (especially if he has some special eating habits), where he can find reasonable accommodation even if he has not booked in advance, and how he can get about meeting people of interest to him."

5.30. The Ministry communicated the following comments to the Committee on the above suggestion:

It is estimated that during the current financial year, about 1.5 to 2 million passports are likely to be issued. If the suggested list based on the present estimates of the number of passports to be issued this year, is printed, it would involve considerable expenditure to the Government. The Ministry of External Affairs is already publishing a "List of India's Representatives abroad" which gives the addresses and telephone numbers of our missions this list is primarily for use in the Missions and the Government departments in India. In order to save expenditure on printing a million or so copies of the suggested list, adequate copies of the list of India's representatives abroad can

be kept in the Regional Passport offices for consultation by the passport holders. This would meet requirement of Indians visiting abroad and would also save considerable expenditure.

5.31. Government have already issued instructions to missions that whenever approached by an Indian national whether resident abroad or on visit, he should be received with all courtesies and should be extended all assistance within the resource constraints. However, in view of the limited staff in the missions and increasing number of visitors, it may not always be possible to help them finding hotel accommodation etc.

Facilities for Tourists

5.32. In a memorandum submitted to the Committee by a former Career diplomat, it has been suggested:

"All our missions should have, for free distribution handy brochures on India in local language giving factual information on different aspects of Indian life. These should have a good and handy map of India.

While much tourist advertisement material for visiting India exists in many of our missions, hard facts are difficult to come by. Hotel tariffs, postal rates, railway and airways time tables and many such practical details of interest to potential tourists are not available in our missions who naturally, in the circumstances, refer people to tourist agencies, but unfortunately they too lack these details, and an impression prevails that reliable and dependable information on India cannot be had."

5.33. Commenting on the suggestion, the Ministry stated:

We have been supplying to our Missions from time to time various brochures on India giving factual information on different aspects of Indian life. Our Missions abroad sometimes translate them in local languages or publish locally booklets based on the material supplied by us. The Ministry recognises the need for more such brochures in local languages, but is unable to do much more in this regard due to paucity of funds.

5.34. The tourist material available in our Missions abroad also contains in many cases information regarding hotel tariffs and other practical details. Besides, the Department of Tourism has a number of tourist offices abroad in important countries with tourist potential, and they supply all relevant information regarding tourism to intending travellers as well as travel agencies.

Attitude of mission officials towards visitors

5.35. In a memorandum submitted to the Committee it has been stated:—

"Senior Mission Officers are not easily accessible, just like in India, only if you insist you may be able to see the senior officials. But rarely the Head of the Mission. Most of the time the assistance is not rendered—all rules and regulations are shown, students in general are not properly assisted. If you know them personally, the things are different. Most of the time its staff employed for the reception desks (generally the local girls) are most discourteous to Indians visiting the missions who are not so well-to-do looking. Visas are not issued in time. They ask you to come after two days or so even when it is not necessary. The requests for the renewal of passports and for extra endorsements are met with suspicion which reflects in their unfriendly behaviour."

5.36. Commenting on the above view, the Ministry stated:

It would be appreciated that it is difficult for the senior officers in our Missions abroad to see each and every individual who approaches the Mission for various types of assistance. The officers are, however ready to help in cases where their personal intervention is required.

5.37. The Foreign Secretary in his circular letter to our HOMs abroad, in September, 1977, had emphasised that our officials should demonstrably show greater courtesy and spirit of helpfulness in their dealings with Indians as well as foreigners. He had also instructed that there should be easy accessibility to HOM and other members of the Missions and an approach and impact of sympathy, understanding and helpfulness.

5.38. The Indian Medical Association in their memorandum submitted to the Committee stated that:

"Indian Medical Association arranges study tours for its members to USA, Canada and Europe and sometimes as large a group as 140 doctors men and women have travelled together to these countries. For the last few years we stopped informing our groups because in the past when, we did we found our missions most unhelpful, lacking in courtesy and generally regarding such large groups of doctors as nuisance. During the visit of one such group to a country in Europe the two leaders of the group visited the Indian Embassy there. The Embassy had pre-

viously been informed about the visit of the group to that country. The Ambassador was not in and a senior official kept the leaders waiting. Meanwhile it started raining heavily. The official asked the leaders not to wait any longer since the ambassador may be very late in coming. The leaders requested if he could arrange transport for them to go back to the hotel. The official said the Embassy Car could not be spared. When the leaders said if he could get a taxi for them, they were told they could go out in the street and hail a passing cab. He was considerate, however to the extent that he gave the leaders some old Indian newspapers suggesting that these could be used to cover their heads in the rain, since the leaders did not have umbrellas. On another occasion the leader of the group paid a courtesy call to the Ambassador. The Ambassador at that time was reading "Reader's Digest" when the leader entered his room he put the book upside down in his table ordered two cups of coffee and started talking about the dirty habits of Indians who visited the country of his accreditation. In three gulps he finished his coffee and folded his hands in a good bye, "namaste". This was a signal to the leader of the Indian doctors to depart which he did leaving the cup of coffee unfinished."

5.39. Commenting on the incident, the Ministry stated:

Missions abroad are under standing instructions to assist visitors from India. Often the resources available to our Missions are not sufficient to facilitate resolution of the problems of various visitors, commonly those relating to providing the Mission's car. Each Mission has in general not more than one car which is used for every activity of the Mission and thus is not generally available, even for the Mission's own pressing work frequently. Nonetheless, a Head of Mission is particularly enjoined to be courteous and helpful to the extent possible to his visitors.

5.40. Giving his reactions to the incident referred to in the memorandum of Indian Medical Association, a career diplomat and a former Foreign Secretary, observed:

"I would say that the Missions have to be warned against this type of behaviour. If there is any slip or lack of cour-

tesy, severe disciplinary action has to be taken. When this sort of case comes to notice, it should be made clear to the Head of Mission that it is his responsibility to ensure that this does not recur. This would mean that we are not observing elementary courtesy and decency which the missions are expected to observe.

He added:

"...Where the rules do not permit the peculiar type of assistance which the visitor wants, one has to explain to him that it is beyond us, that under the regulations, financial and others, we will not be able to do this, yet, we should also advise him how that sort of difficulty may be overcome. I think this approach, training, sense of discipline and sense of courtesy, if it is lacking, it is certainly lacking, one has to go on impression and make some examples where people are found wanting by taking serious action."

5.41. When the attention of the Foreign Secretary was invited to such complaints of courtesy and misbehaviour by mission officers, he stated during evidence:

"I think where this complaint exists, I am not going to defend it. I would say that it is not necessarily universal complaint. But I am afraid if the complaints are justified, it is contrary to our advice, instructions, training and circulars. We would take disciplinary measures if it is proved.

As regards the meeting of representatives of Indians, this is done by many Heads of Missions. Sometimes there are very peculiar problems, sometimes it may not be easy to identify which is the representative organisation because there may be more than one who have that character. But encouraging our Ambassadors to have some method of reaching out those who are representatives of Indians is certainly done."

5.42. When the pointed attention of the Foreign Secretary was drawn to the incident relating to the attitude of indifference to the study group of the Indian Medical Association, the Foreign Secretary stated:—

"...What they could do or could not do is one thing, but the manner in which they expressed their regret is important. I quite agree."

5.43. On a suggestion that exemplary action should be taken against one or two officers to have desired effect, the Foreign Secretary stated:

"I agree..."

On a suggestion that the action as taken should be publicised, the Foreign Secretary stated:

"We do not want to humiliate them publicly, but these things spread quickly."

Facilities provided to Indian residents in Britain

5.44. On the question of facilities provided by the Indian Missions in London, an association of Indian there stated:—

"Indians residing in Britain have often been very critical of the Indian High Commission officials, Britain ruled India with iron hand. That hand acted through the specially conditioned bureaucrats. They were socialised to aspire for the western values and dissociate from every thing native. In the process they started distrusting the masses, hating them and at the slightest pretext punishing them. That attitude, unfortunately, is very commonly found in the officials of the High Commissioner. The discourteous behaviour becomes more pinching to the Indians who have resided in Britain for some time. Although they are discriminated against at every step in English offices, but they find British officials more courteous, helpful and efficient. When they happen to visit India House, they find the whole atmosphere disregardful unconcerned, repulsive and hierarchical."

5.45. The Ministry stated in this regard, while it is a fact that many Indians resident in Britain do not maintain contact with the Indian High Commission, it would be an untenable generalisation to attribute this to any conditioning on the part of our officials in the mission or to their alleged alienation from Indian values. Among Indians resident in various parts of Britain, distance or lack of time may preclude any close contact with our representatives.

In spite of the criticism made by the memorandum, the fact remains that the Indian High Commission has been in touch and will remain in touch with a wide cross-section of the Indian community in Britain, not only at the personal level—but also at the organisational level—i.e. with the various Indian organisations registered in Britain. Every complaint of courtesy or indifferent behaviour is taken seriously by the senior responsible officers and corrective action initiated. By and large, services provided by the Consular Department in the Indian High Commission cannot be described as "discourteous" or "repulsive", etc.

5.46. The High Commission of India, London has informed us that since the present High Commissioner (1978) took charge, it has made very major effort to establish close contacts with the Indian community and the various Indian organisations. In the last year, the High Commissioner and other officers have accepted over 100 invitations from Indian organisations to be present at their functions. There has been no discrimination in accepting these invitations, though the level of representation has been in accordance with the size and importance of the organisation concerned. The Assistant High Commissioners in Birmingham, Liverpool and Glassgow have also been encouraged to travel within their jurisdiction and maintain regular contacts with the Indian organisations. Such contact is also maintained by mailing them the weekly "India News" bulletin which is being published since June 1978. When important visitors come to London, representatives of London-base organisations are invariably invited to India House to meet the dignitaries.

5.47. All officials in the High Commission dealing with the public have strict instructions to be courteous and helpful. By and large, the officials function in the right manner. When any complaint has been made regarding department of any official, this has been promptly looked into and if the official has been found at fault, he has been reprimanded. In the circumstances, the charge that in India House the whole atmosphere is "disregardful, unconcerned, repulsive and hierarchical", cannot be accepted. If this is the impression and assessment of the Indian Workers' Association, there are a large number of others who have commented very favourably on the general improvement in the appearance, atmosphere and attitude in the India House in recent months.

Facilities to Indians visiting Britain

5.48. With regards to the problems experienced by the Indians visiting Britain it has been stated in a memorandum:—

"Indians visiting Britain face enormous difficulties stemming from British racial immigration laws. Every Indian presenting himself/herself before the Immigration officers is regarded as a potential ill-legal immigrant. He/She is subjected to unnecessary delays and unwarranted questions. Many are detained for days and weeks at the ports of entry. It is very rare for the High Commission to come to their rescue or to object to the British Authorities at the treatment meted out to Indians at such places. Considering the disappointments they experienced at the

hands of the mission, very few Indians take the trouble of contacting the Mission at the time of difficulty.

5.49. Commenting on the above view, the Ministry stated:

"While it is true that British immigration laws now make it more difficult for Indians to visiting Britain for a period beyond 3 months, the quotation from the memorandum gives an exaggerated account, in regard to both the procedural difficulties facing Indian visitors to Britain and the alleged indifference of the Indian High Commission in London. In general it appears that the immigration control has treated visitors from India with due courtesy, confining their questions to a specific one regarding the period of stay of the visitor.

It is true that a few instances of harassment have occurred, involving delays, detentions at the airport, and a long interrogation. Every instance of this kind which has come to the notice of the Indian High Commission has been taken up with the British authorities.

The fact that our High Commission has indeed taken up these cases with the British authorities demonstrates that aggrieved Indians to approach the Indian High Commission in London. We would ask every aggrieved Indian visitor to send in a written complaint with full particulars, either to the Ministry or to the Indian High Commission for suitable follow-up action."

5.50. With regard to social relationship of Mission's with Indian Community, an association of Indians in U.K. represented to the Committee stating:—

"Social relationship by the mission with the Indians residing here (London) is good and bad at the same time. It is good if you are rich, influential and literate in the western sense. It is bad if you are needy, un-resourceful and illiterate. Workers' organisation are very often ignored by the mission. Requests for the participation in their functions were generally ignored. Moreover the mission failed to maintain its impartiality with regard to political affiliations of the organisations."

5.51. Commenting on the above complaint the Ministry informed the Committee:—

"This question from the memorandum of the Indian Workers Association contains a general and specific criticism. The general criticism of the social contacts between the High Commission and

the Indian community is perhaps based on a misunderstanding. The representatives of the High Commission seek to maintain a wide range of contacts, both with the Indian community and outside. Their work will necessarily bring them in closer contact with those who are in London and those who wish to maintain relations with them. It is true that Indian factory workers do not generally maintain social contacts with the Indian High Commission, but this may be due to their hours of work, their interests, their language and cultural affiliations, etc. The charge that workers' organisations are ignored by the High Commission will be investigated. Our information is that the High Commission does participate in the annual functions organised by the Indian Workers Association. The allegation that the officials of the High Commission socialise only with the rich, influential and literate Indians is untrue. The High Commissioner and other officials have accepted invitations from Indian organisations without any discrimination about the economic and social standing of the members of the organisation concerned. The High Commission has observed, "We are fully conscious that those of our nation—also who are not so educated and well to do need our encouragement and support even more than those who are educated and prosperous."

Appointment of a Public Relations Consultant in Washington

5.52. A knowledgeable non-official who appeared before the Committee, brought to the notice of the Committee that a Public Relations Consultant was appointed in Washington some years ago on a salary of 70,000 dollars per year. According to him his functions were not commensurate with the huge salary paid to him.

5.53. When asked to state the factual position, the Foreign Secretary stated during evidence:

"Notice has been given for termination of this arrangement. It is upto the end of this financial year. This Consultant was appointed in 1965 because in the Finance Ministry it was felt that it would help to mobilise interest for economic cooperation and aid for India, but it was supplementary to the Embassy's town effort. This contract is being terminated. It is felt that even if half of these funds are made available to strengthen the capacity of the Embassy, we could do better."

5.54. On the question whether any evaluation of the performance of this Consultant was done from year to year, the Foreign Secretary stated:

"Evaluation has been done from time to time. Each year there has been evaluation. There has been this weighting

of pros and cons. The Ministries felt that it was worthwhile to continue this arrangement even at the cost of additional outlay."

5.55. On being asked as to who initiated this proposal, the Foreign Secretary stated:—

"It was initiated, I understand, by our Embassy in Washington in 1964 or 1965. It has been funded from the budget of the Finance Ministry."

When asked about the purpose of such an appointment, the Foreign Secretary explained:

"It was to promote public relations of India. It was to create a climate for cooperation with and interest in India."

5.56. Sometime after the evidence the Foreign Secretary met the Chairman of the Committee and informed him that as a result of subsequent developments, the termination notice had been withdrawn and the appointment was continuing.

5.57. The Committee are informed that the facilities provided by Missions to Indians visiting a country depend on the requirements of various categories of visitors and the resources available to the mission. They render assistance to tourists, businessmen, exporters, students, experts and officials. In countries where large communities of Indians are settled, the Indian Missions have appropriately strengthened consular sections which keep watch over the general problems which Indians might face and give them all possible assistance in solving their problems and promoting their welfare. All the Missions have been instructed by the Ministry to extend all possible facilities to Indian visitors coming to the Missions and be courteous in their dealing with visitors.

5.58. The Committee are distressed at the very shabby treatment reportedly meted out to two of the leaders of a group of visiting Indian doctors to a country in Europe (para 5.38). That an Indian Ambassador could be so "arrogant" to the leaders, as to pack them off unceremoniously and peremptorily is difficult to imagine. The behaviour of a senior official of the Mission was much worse. He not only refused to call a taxi for them to enable them to go back but added insult to injury by asking them to go out in the street in pouring rain and "hail a passing cab". He, however, condescended to offer a few newspaper sheets to the leaders to cover their heads

in rain! There can be no justification whatsoever for such discourteous and unhelpful attitude as is alleged to have been displayed by the Head of the Mission and the senior officer. What has pained the Committee more is that the Ministry have not expressed even a word of regret over these incidents nor offered to investigate the matter. The Committee cannot too strongly deplore the attitude of the Ministry and conduct of the Missions officers. They would like these incidents to be enquired into and action taken against the officers concerned.

5.59. An association of Indians in UK has complained of discourteous behaviour of officials of the Indian High Commission towards Indians. It has stated that when Indians "happen to visit India House, they find the whole atmosphere disregardful, unconcerned, repulsive and hierarchical." The association has further stated that social relationship by the Mission in India is good with those Indians who are rich, influential and literate; it is bad with those who are "needy, unresourceful and illiterate." "Workers' Organisations", it is stated, "are very often ignored by the Mission". While denying all other charges, the Ministry have agreed to investigate the charge that workers' organisations are ignored by the Mission. Another memorandum has referred to the "most discourteous" behaviour of reception staff (mostly local girls) to Indian visitors who are not so well-to-do looking. The requests for renewal of passports etc., are "met with suspicion which reflects in their unfriendly behaviour." All this makes a very painful reading. The Ministry have denied these allegations. The Indian High Commission, London, has stated (1978) since the present High Commissioner took charge it has made very major effort to establish close contacts with the Indian community and the various Indian organisations. The Ministry have invited the attention of the Committee to the instructions issued to Heads of Missions as late as September, 1977 to the effect that "our officials should demonstrably show greater courtesy and spirit of helpfulness in their dealings with Indians as well as foreigners". But more instructions are not enough. These have to be observed in actual practice if good image has to be built up.

5.60. The Ministry should make it clear to all the Indian missions in unmistakable terms that they are not there to serve only the affluent persons with influence or status; they are duty bound to show every Indian, regardless of status, in fact every visitor, equal respect and consideration. The mission officials should not have two different standards of behaviour—suave and sweet for foreigners or affluent Indians and sour and stand-of fish for others. Courtesy and hospitality are essential characteristics of Indian ethos and

any officer who lacks these qualities is not fit to be posted abroad. That an Indian national should be slighted abroad by none other than the Mission one's own country is too much to swallow. It is the right of every Indian to be greeted with warmth and treated with courtesy and any lapse on the part of any mission official anywhere should be viewed seriously. It should be the personal responsibility of Head of Mission to inculcate a spirit of service and sense of discipline amongst the officials and spare no effort to build up a shipping image of friendliness for his mission. Needless to say, this would be possible only if the Head himself sets an example to be emulated by his colleagues.

5.61. It has been represented to the Committee that it is very rare that the Indian High Commission in UK comes to the rescue of Indians to save them from harassment and procedural delays at the hands of the British Immigration Officers. Indians, it is stated, are so disappointed with the High Commission that very few Indians take the trouble of contacting the mission at the time of difficulty. The Ministry have stated that the account of procedural difficulties faced by Indians and the alleged indifference of the Indian High Commission is "exaggerated". The High Commission, it is stated, has taken up with the British authorities every instance of harassment that has come to its notice. The Ministry have intimated that they would ask every aggrieved Indian visitor to send in a written complaint with full particulars either to the Ministry or to the Indian High Commission for suitable follow-up action. This is good so far as it goes but Indians would feel encouraged to avail themselves of this offer only if the High Commission demonstrates its sincerity in actual practice. The Committee feel that there is a great need for the Indian High Commission in UK to build up a new image of friendliness and helpfulness amongst the Indian visitors and residents. This will be possible only if it promptly comes to the rescue of Indian visitors and settlers in their difficulties and makes it known to them publicly that it will do so. The Committee would like to be informed of the special steps taken by the High Commission in this regard.

5.62. In referring to the Indian High Commission in U.K. and a country in Europe, the Committee do not suggest that these two Missions are singularly poor in dealing with Indians visiting those countries or residing there. They have referred to the Indian High Commission in U.K. and the Embassy in a country in Europe merely because instances of ill-treatment, lack of courtesy that came to their notice in these cases were more poignant. Other Embassies/High Commissions also suffer from such lapses and the Committee would like them also to improve.

5.63. A feeling seems to prevail that senior Mission Officers are not easily accessible and meeting with a Head of Mission is extremely difficult. The Ministry have admitted that ".....it is difficult for the senior officers in our Missions abroad to see each and every individual who approaches the mission for various types of assistance." This is unfortunate. The Committee strongly feel that the Head of a Mission should himself see a visitor if he receives a request to that effect and it should not be left to the Private Secretary to the Ambassador to decide as to who can or cannot see the Ambassador. This should apply to other senior officers in the Missions also with greater force. The Committee note that instructions already exist providing for easy accessibility to Heads of Missions and other Members of the Missions. But if these are not being followed in letter and spirit, something more concrete is required to be done by the Ministry to salvage the reputation of the Indian Missions.

5.64. The Committee are informed that normally Heads of Missions and other diplomatic officers meet Indian students and Indian Associations in the course of their local tours. The Committee endorse the suggestion made by a former diplomat that the Heads of Missions and other diplomatic officers should, at the end of each tour, submit a report to the Foreign Office on the problems of the Indians and how these can be solved.

5.65. The Committee welcome the suggestion made by a former diplomat and recommend that the Heads of Missions should invite leading Indian scientists, engineers, Professors, businessmen etc., to an informal meet at the Embassy once a year and make arrangements for similar meets in various centres. As there is concentration of Indian experts and schools only in a few countries, it should not be difficult for the Ministry to evolve a mechanism to put this idea into practice. It will be a short sighted view to resist this suggestion just because it will involve a little expenditure.

5.66. It has been suggested to the Committee by a former diplomat that each of our Missions should prepare a booklet for the guidance of Indian visitors stating therein the nature of assistance available from the Missions, local customs and manners, special features of the country and information on other important topics. The Ministry have stated that our Missions abroad have prepared fact sheets which contain information useful for Indian official and non-official delegations going abroad and that Indian visitors going abroad on their own as tourists may obtain "information" of tourist interest from the Missions. In the opinion of the Committee, supply

of 'oral' information to Indian tourists is not enough. The Missions should supply to Indian tourists, on demand, copies of "Fact-sheets" containing all kinds of useful information required by a tourist in a foreign country.

5.67. The Committee would also commend the suggestion made by a former diplomat that our Missions abroad should have for free distribution handy brochures on India in local languages giving factual information on different aspects of Indian life alongwith a good and handy map of India. The Ministry appear to think that this is a job which should primarily be done by the Department of Tourism through their Tourist Offices abroad. While Tourist Offices abroad should no doubt supply such brochures to foreign tourists, our Missions abroad also have a duty towards tourists in this regard. The Indian Missions abroad would do well to arrive at an arrangement with the Tourist Offices to keep copies of such brochures in the Missions also and supply them to the tourists on demand.

5.68. In regard to the suggestion for supply of a printed list of our Missions with telephone numbers to passport seekers at the time of issuing passports the Ministry have stated that as nearly 2 million passports are issued every year, the acceptance of this suggestion would involve considerable expenditure to the Government. The Ministry have further stated that lists of India's representatives abroad can be kept in the Regional Passport Offices for consultation by the passport holders and this would meet the requirements of Indians visiting abroad. The Committee agree that it may not be necessary to give a printed list of our Missions abroad to all the passport seekers in India as, first, all of them may not need it and, secondly, it will cause a heavy drain on national exchequer. The Committee, however, feel that the Ministry may examine the feasibility of making such a list available on sale to those passport holders who may be ready to pay for it.

5.69. The Committee feel that the suggestion that the Indian Missions abroad should have some liaison Committees with leading selected from among Indian citizens abroad to acquaint the Heads of Missions about day-to-day problems faced by Indian merits consideration. It will be wrong for the Ministry to resist this suggestion on the ground of financial constraints. This is an idea which can, in the opinion of the Committee, be put into practice without much difficulty.

5.70. The Committee are informed that a Public Relations Consultant was appointed in Washington sometime during 1964-65 on

a salary of US dollars 70,000 per year. The appointment was initiated by the Indian Embassy in Washington but it has been funded from the budget of the Finance Ministry. As per the Ministry the purpose for such an appointment was to promote public relations of India and to create a climate for cooperation with and interest in India. A view was expressed before the Committee that the functions of the Consultant were not commensurate with his salary. The Foreign Secretary stated during evidence that ".....even if half these funds are made available to strengthen the capacity of the Embassy, we could do better." The Foreign Secretary also informed the Committee during evidence that "notice has been given for termination of this arrangement. It was upto the end of this financial year (1978-79)". Sometime after the evidence the Foreign Secretary met the Chairman and informed him that, as a result of certain subsequent developments, the termination notice had been withdrawn and that it had been decided to continue the appointment.

5.71. The Committee are unable to appreciate the need for engagement of a private consultant in the U.S.A. His continuance is a reflection on the Ministry's capability to handle their public relations work in USA or even elsewhere. The Committee desire that the entire matter relating to the need for appointment of this consultant, and his continuance for over 13 years, his performance from year to year in concrete terms if possible service of termination notice and subsequent withdrawal thereof etc., should be examined by an independent authority outside the Ministry of External Affairs and Ministry of Finance and the Committee informed of its findings within six months.

CHAPTER VI

INFORMATION AND PUBLICITY

6.1. The External Publicity Division of the Ministry of External Affairs is responsible for the projection of India's image abroad through our Missions located in different areas of the world. This Division also co-ordinates all the publicity activities of the Ministry with other Ministries of Government, e.g., Information and Broadcasting, Education and Commerce. This Division is responsible for keeping our Missions abroad well informed about the day-to-day developments in the country and also providing information to them in the form of feature articles, newspapers, magazines, journals and books.

6.2. This Division keeps in constant touch with the designated officers in every mission who are concerned with publicity activities. There is a constant flow of correspondence in both directions to give guidelines and to receive any complaints in the publicity field which may require the Ministry's attention.

Publicity Wings

6.3. In our missions abroad an officer is designated to look after the day-to-day publicity work under the direction of the Head of Missions. This officer keeps in constant touch with mass media organisations like newspapers, radio and television and also maintains good relations with opinion-builders, authors and journalists with a view to projecting the correct picture about the developments in India. The missions issue news bulletins and feature articles to keep the mass media channels fully informed about India's achievements and various developmental activities taking place in the country.

6.4. The Ministry further informed that our Missions abroad make it a point to keep in touch with important members of the Indian community located in different fields. Where the Indians have their own associations, it is customary for our missions to encourage them to have meetings on different occasions and also to arrange lectures for visiting Indian dignitaries. The Heads of Missions and other officers are always available to the Indian community for consultation and advice and whenever necessary the

Ambassador briefs the Indian community on day-to-day developments. For the information of the Indian community, most of our missions issue printed or cyclostyled bulletins which are supplied to those who are keen to be kept informed about the Indian scene.

Transmission through AIR

6.5. All India Radio news casts broadcast by different stations in the home service are listened to with deep interest by our Heads of missions and other officers in the neighbouring countries. The advantage of listening to these broadcasts is that our representatives come to know about each and every development taking place in India in the same way as we are able to do it here. Newscasts on important developments are also occasionally taken down or taped by our Missions and used for informing the local Indian community and the mass media about these developments. These newscasts are generally accepted as authentic official reports and hence their importance. Apart from that, External Services of All India Radio are heard clearly in some areas where our missions tune in to the broadcast for the same purpose. External Services broadcasts beamed to certain areas also carry newscasts at dictation speed which can easily be taken down. Our missions are known to tune in to these broadcasts for filling any information gaps. However, the External Service broadcast are not clearly audible in quite a few areas for want of powerful transmitters.

6.6. When asked whether the Ministry had ascertained that these newscasts were actually taken down by our Missions or any parties in any country and used for the purpose for which these were broadcast, the Ministry informed the Committee.

6.7. External Services Division of All India Radio have clarified that they do not broadcast dictation speed news bulletins in their External broadcasts. However, such bulletins are broadcast in the home service in English and Hindi for the benefit of the newspapers spread all over the country. These broadcasts came handy, and made good use of specially in times of stress and strain, e.g., the conflict with Pakistan. We have no information in our records to indicate the extent to which our missions have utilised these bulletins for any purpose.

6.8. The Ministry further stated: External Service of All India Radio come under the jurisdiction of the Ministry of Information and Broadcasting. It is true that external services broadcasts are not clearly heard in many of the areas to which they are directed. Installation of powerful transmitters is obviously the answer but it is understood that lack of funds is the inhibiting factor in remedying the situation effectively.

6.9. The American continent cannot be directly served from India without the help of an intervening relay station which at present is not available. Our Missions abroad furnish regularly a report on the audibility or otherwise of the external service broadcasts and these reports are forwarded to the Director, External Services for such remedial action as may be feasible within their own limitations. We give below a report on audibility condition from a cross section of our missions to give an idea as to whether or not our broadcasts can be heard clearly in foreign countries:—

1. The Hague	Fair in good weather.
2. Berne	Poor
3. Bonn	Poor
4. Stockholm	Poor
5. Rome	Not satisfactory
6. Prague	Not quite satisfactory
7. Berlin	Not clear
8. Paris	Poor
9. Sanaa	Poor
10. Jeddah	Sometimes satisfactory
11. Baghdad	Poor
12. Amman	Not audible
13. Dubai	Not audible
14. Cairo	Poor
15. Mogadiscio	Poor
16. Rabat	Poor
17. Dakar	Not audible
18. Dar-es-Salam	Better in morning
19. Zanzibar	Good in evening
20. Tripoli	Poor ; audible late at night
21. Addis Ababa	Morning audible, evening poor
22. Kuala Lumpur	Not satisfactory
23. Male	Not good
24. Dacca	Clear in morning only
25. Djakarta	Not satisfactory
26. Seoul	Poor
27. Sydney	Morning better than evening
28. Tananarive	Poor

External Service of AIR

6.10. When asked, if the external service broadcasts were not clearly heard in areas to which these are directed, what was the use of such broadcasts the Foreign Secretary stated during evidence:—

"The criticism is perfectly valid. We have got the Verghese Committee Report. Setting up of more powerful transmitters is being considered. If external service cannot be heard, it is not worthwhile. It may be difficult to have a global system by which our broadcasts can be

heard in the Pacific. Where there are Indian nationals, in developing countries, in Africa around us, which are important, to my mind, our transmitters should reach them."

6.11. Elucidating the position further, a representative of the Ministry stated during evidence:

"Tenders have been called for having two powerful 500 KW transmitters. Ministry of Information will finalise this. As per their study made by Technical Services of All India Radio, they require 10 to 12 transmitters but as I said, tenders have been invited for two 500 KW transmitters. The Ministry hopes to complete the purchase very soon. This matter was considered in the month of May by the Sub-Committee of the Cabinet and they directed the Ministry of Information and Broadcasting to come forward with the recommendations and also the financial outlay. The financial outlay at a very rough estimate would come to Rs. 230 crores and the Planning Commission are having some difficulty in sanctioning expenditure of that order because this expenditure does not feature a very high priority in the present development of the country. It is going to be our endeavour to persuade the Cabinet to accept this pattern of expenditure of Rs. 230 crores. But without that, any amount of jugglery with the figures or any amount of consultations between the External Affairs Ministry and the Ministry of Information & Broadcasting is not going to help us."

6.12. Asked, whether any kind of liaison between the External Publicity media of All India Radio and the Ministry of External Affairs is maintained, the Foreign Secretary stated:—

"When considering the recommendations of the Broadcasting Committee, we have urged for a special liaison with the External Affairs Ministry as far as the external services are concerned."

Publications issued by External Publicity Division and Missions

6.13. With the limited funds placed at the disposal of the External Publicity Division and the Missions abroad for publicity activities, great care is taken so that the resources are properly utilised to the optimum advantage and infructuous expenditure are avoided. Out of more than one hundred Missions and Posts abroad, only a few bring out regular printed magazines/periodicals. The other Missions/

Posts bring out only cyclostyled bulletins in order to feed the local media with topical news from India. In bigger Missions having smaller posts under their jurisdiction, the printed publicity materials are published by the main Missions and then distributed to the Posts for further circulation. This avoids duplication.

6.14. Similarly on a global scale, arrangements exist for printing publicity materials in a particular language at one or two places and distributing the same to other Missions in countries speaking the same language or located in the same region. Thus Cairo is the main production centre for publicity literature in Arabic while our Missions in Buenos Aires and Paris are utilised for materials in Spanish and French respectively.

6.15. The External Publicity Division produces publicity materials of general nature to feed all the missions abroad, while individual missions bring out publications having special interest and appeal to the people of each country or region. This minimises the chances of duplication. However, we are examining the question of overlapping and duplication in an overall perspective to consider how far this can be avoided and economy effected.

Views expressed by former diplomats/organisations of Indians abroad on Publicity

6.16. In regard to the publicity material issued and publicity given by the Indian diplomatic missions abroad, it has been stated in a memorandum from a former diplomat:

"Far too much of the material contradicts or is at variance with what these countries obtain through their own missions or agencies in India or from Indian papers and books. It is, therefore, not accepted. Instead of trying to peddle official handouts of this nature, we would do better to concentrate on spreading circulation of our regular non-official papers, journals, periodicals etc., and on sponsoring visits of Indians chosen for their knowledge and capacity to act as spokesmen on various aspects of our national life."

6.17. Commenting on the above views, the Ministry have stated:

The effort of the Indian diplomatic missions in projecting news and information about India is two fold: (i) They publicise important news received from India through the moresecast, which is twice a day, by issuing a bulletin which is aimed at the information media

on the one hand and important contacts of the mission in the Government, especially the foreign office, and other friends of the mission, on the other. People of Indian origin also receive these news bulletins;

(ii) distribute regularly non-official newspapers, journals and other periodicals which are received by them through the diplomatic bag. This distribution is restricted to a few copies of selected journal because of the constraint of finance.

6.18. As regards arranging visits by knowledgeable Indian to selected areas with a view to projecting a better image of India through their lectures and the contacts they establish in the countries they visit, there has not been a scheme under which this could be done regularly, but there have been visits by journalists and others with *prima facie* good results. This is a matter which can, and should be pursued with greater vigour if adequate funds can be placed at the disposal of the XP Division for the purpose. I.C.C.R. can also arrange regular visits of writers and intellectuals with a view to creating a better understanding of Indian culture abroad.

6.19. Another diplomat has suggested that: "We should have dependable handbooks, brochures etc. in foreign languages available with our missions for distribution among different age groups with most varying level of interest in India and Indian Developments. The young people are less involved in old prejudices and attitudes, but often find that our publicity material too dull to read or too eager to impress. I think we can do much better."

6.20. The Ministry stated:

It is the policy of the Government to publish such books and brochures in as many foreign languages as possible. However, while due mainly to financial constraints, it has not been possible to bring out many such publications, a number of missions have been bringing out periodicals in foreign languages depicting economic, industrial art and cultural aspects of life in India.

6.21. It has been suggested in a memorandum from a former diplomat:

"Our missions abroad still do not have a regular digest of the Indian Press. However, no easy solution is available for social developments in which the foreigners are particularly interested. For example, what's the rate of literacy, how many convictions (and sentences) for practising untouchability. How many unemployed, broken up into

different trades? How many women working and in what capacity? What's the Government's programmes for abolishing child prostitution? and so on. Most of us do not know the answers and cannot find them from XP, even after the usual delay. This part of publicity work—social progress needs special attention."

6.22. Commenting on this suggestion the Ministry have informed the Committee:

Our Missions are well equipped to answer questions not only on social progress but almost all other aspects of life in India as well. India: "A reference Annual", published by the Ministry of Information and Broadcasting, is sent in large numbers to all missions abroad for distribution to all media, important libraries, schools and colleges and other organisations. In addition, background features prepared by Research & Reference Division of Ministry of Information and Broadcasting on important social, political and economic development are sent to the missions to equip our officers to answer all local queries on such matters. Statistical Year Books brought out by the Department of Statistics giving comprehensive data on different aspects of life are also sent to Indian Missions. In the daily transmission bulletins sent to Missions by XP Division, background items are included in all important developments.

6.23. In a memorandum submitted to the Committee by an Indian abroad, it has been stated:

"—the stereotype that is repeated again and again is of India that is a land of hungry, illiterate masses that need constant help. We believe that the dignity and equality of life of the average Indian must be shown to be as of equal importance as India's many other achievements. Yet, somehow the official communication channels of the Indian missions abroad lack in making an adequate and proper presentation of India and in timely responses to negative comments of the media."

6.24. According to the Ministry Indian publicity posts abroad make continuous efforts to project a correct image of India, through their news bulletins, exhibition of Indian documentaries, public lectures and, most importantly, through personal contact with media representatives. Whenever attempts are made to present a distorted picture of our country in the local Press, Information Officers in Missions abroad promptly refute them by letters to the editor concerned. Feature articles and other publicity material sent from the

Ministry are widely distributed to media representatives by the Mission in order to keep them correctly informed about developments in India. However, we have no control over the foreign media which goes invariably for the sensational.

Pooling of resource by the Government of India, Public Sector Offices in USA to build up a better publicity programme for India.

6.25. Another suggestion made in the memorandum was that:

"There exists a communication gap between the ethnic media, (weaklies, bi-weeklies, monthlies, radio and occasional television programmes owned and sponsored by the Asian Indians) and the Indian diplomatic missions, there exists a distorted allocation of available advertising patronage; it can be attributed in part to continued distortions born of the recent state of emergency in India, and in part to personality conflicts of the past.

The Government of India enterprises, Air India, State Bank of India, Tea Board, State Trading Authority, Trade Development Authority, India Investment Centre can and should pool their resources and help build a better publicity programme for India and the people of India in the United States."

6.26. Commenting on the above view, the Ministry stated:

Indian diplomatic missions abroad keep close contact with the people of Indian origin and their associations. In the same way, they extend regular support to the ethnic media in the form of supply of printed publicity materials, news photographs, feature articles and also, in some countries, by supplying Weekly Indian News Review films for television programmes sponsored by Indian Associations. It would, therefore, not be correct to say that a communication gap exists between such media and Indian missions.

6.27. On the question of advertising patronage, it may be pointed out that Indian missions do not have any special allocation to meet such expenditure, nor do they exercise any control over advertisement revenue of other Government of India enterprises. Though the idea is laudable, the suggestion to pool their resources for publicity through advertisement will have to be considered by the organisations concerned, which are autonomous bodies.

6.28. An association of Indians in Hongkong in their memorandum submitted to the Committee has stated:—

“Publicity is inadequate and should be increased especially to educational institutions both to schools and university libraries.”

6.29. The Ministry have stated that this Ministry supplies a number of documentary films to our Mission in Hongkong. That Mission, like all others does utilise these films for effective publicity through various cultural institutions/organisations etc. According to our information, our Mission in Hongkong has been able to utilise some of these films on local TV network.

6.30. It has been further stated in the same Memorandum:

“Whenever prominent Indians in all walks of life visit Hongkong, the mission should grab the opportunity of having him give a public lecture followed by discussion with adequate advance publicity to attract a sizeable local audience.”

6.31. According to the Ministry, the visit of an important dignitary from India is normally utilised by Indian Missions for a meeting with the press or other media or a public talk in an attempt to enlighten the local people about developments in India.

“I know, have the imagination and the ability to issue such a magazine which would be retained for reference and as a Souvenir by most of the people to whom it is sent twice or thrice a year.”

6.35. Elaborating this idea, he added during his evidence before the Committee:

“If the magazine focuses only on literature, probably it may have an instructive rejection by some people. On the other hand, if it is a pictorial magazine containing some cultural information, political information, statistics about the economy and other information, it will be good. So long as such information is supplemented by good pictures and a few sayings of Tagore, Mahatma Gandhi etc. and something from Upanishdas—a line or two here and there—it will make the magazine attractive, even if it does not interest everybody on the whole. Some people would like to keep such magazine in their offices or libraries.

People have special interests. If there is something about medicine in India, medical people would be interested—such articles would be kept in their offices. If 10,000 copies of such a magazine are distributed intelligently once in 3 months, no library, university or Senate would like to throw it away. People in families will also see them."

Manning of Information and Publicity Wings of Missions

6.36. At the time of the constitution of the Indian Foreign Service, the prevailing view was that Information Work was "technical" and distinguishable as such from political and other work. Therefore, a few officers with professional experience in journalism and public relations were recruited for the purpose on contract terms; however, the Information officer thus tended to regard himself as outside the fold and this sense of separateness was a factor affecting the effectiveness of our publicity abroad. The realisation that this function is an indivisible part of the work of the Foreign Service was slow in growing. In 1959, it was decided that it should be gradually taken over by the Foreign Service Officers themselves and further recruitment of Information Officers was stopped. As a result the number of Information Officers has now come down to 19 (14 in Missions and 5 at Headquarters). The I.F.S. Committee observed that "it would be wrong to infer....that publicity and public relations do not demand either special aptitude or careful training. We believe that it is the duty of the Foreign Service to develop this expertise within its own ranks through careful and sustained programme of training and career planning.... Aptitude should be carefully watched and those who show promise and interest given further professional training in modern methods and techniques of mass communication and public relations; they must be enabled to perfect their skills of the job through careful choice of assignments.... All representational activity abroad includes an element of public relations. Every Foreign Service Officer—regardless of the branch of the Mission in which he may be working—must recognise this and develop all requisites ability." Press and information work being a part of foreign service involvement, in many of our Missions, Foreign Service Officers are handling this work.

6.37. It was suggested to the Committee that information and publicity wings of our missions abroad should receive more professional attention that can be provided by officers of the Indian Foreign Service.

6.38. The Ministry in their reply have stated:

The External Publicity Division was created with all its information personnel drawn originally from the Press Information Bureau as a nucleus. Later, professional journalists were recruited to fill the expending vacancies. Our experience was that some of these people later left the service requiring periodical recruitment. It was also felt that Indian Foreign Service officers who have high academic distinction and received the best training after recruitment were also capable of handling this important Foreign Service function with suitable training wherever necessary. With that intention, the Government decided to stop recruitment to information posts from the open field and all future vacancies have since been filled by the officers of the Indian Foreign Service. The officers recruited earlier for information work continued to work side by side in important information posts. Government is of the view that requirement of external publicity are quite distinct from those of publicity at home and, therefore, the information officers recruited for the Central Information Service cannot be suitable, for external publicity. There have been instances in the past when suitable Information personnel from the Central Information Service were posted in selected Indian missions abroad, but by and large, these appointments are confined to the personnel of the Ministry of External Affairs.

6.39. In this context a suggestion was made that:

"....In Indian Foreign Service itself, a separate specialised sub-branch could be thought of and right from recruitment and training stages, officers should be trained for special disciplines within the range of Indian Foreign Service."

6.40. On being asked as to how far the Ministry felt satisfied that the Indian Foreign Service Officers entrusted with the responsibility of the Information and Publicity Wing of our Missions abroad had discharged their functions with competence and with success; and what arrangements had been made to ensure that the IFS officers developed the expertise through careful and sustained programme of training and career planning, the Foreign Secretary stated during evidence:

"That is what we are trying to do. People who have that kind of professional capability, potentiality and that kind of personality which makes them suitable for such work, they are being chosen as it were for this sort of assignment.....We train through our External Publicity Division here, which deals with dissemination of Information. But we do not have a school for this type of thing."

Learning of local languages by Information Officers

6.41. Pillai Committee recommended that:

"Information Officers should concentrate on effective public relations they should know the local languages."

6.42. The Ministry stated that "Information Officers are required and are being encouraged to acquire knowledge of local languages. Language abilities are being taken into account in their deployment."

6.43. On being asked to state the names of countries where our Information officers did not know the local language, the Foreign Secretary stated during evidence:

"..... Gradually we are trying to revert to sending Foreign Service Officers who have an aptitude for information work and who know the language of the country concerned. But it will take a little time. Where the information set up is headed by an I.F.S. (B) Officer he may be doing good work, but he may not have the knowledge of language. But as this language emphasis and the switchover from the information cadre to trained foreign Service Officers come about, we would have more and more officers with language qualifications as well as information aptitude."

6.44. From the information furnished by the Ministry (October 1978) it was seen that, out of the 65 officers handling publicity work in Missions abroad, the officers posted at the following places did not know the main local language:

- | | |
|-------------------|------------------|
| 1. Bonn | 17. Brasilia |
| 2. Moscow | 18. Cairo |
| 3. Colombo | 19. Dar es-salem |
| 4. Seoul | 20. Dacca |
| 5. Kuwait | 21. Islamabad |
| 6. Rabat | 22. Prague |
| 7. Baghdad | 23. Rome |
| 8. Jakarta | 24. Rangoon |
| 9. Tehran . | 25. Stockholm |
| 10. Ankara . | 26. Tunis |
| 11. Addis Ababa | 27. Thimpu |
| 12. Aman | 28. Vienna |
| 13. Damascus | 29. Zahidan |
| 14. Belgrade | 30. Khartoum |
| 15. Buenos Aires. | 31. Algiers. |
| 16. Bern | 32. Bucharest |

Four of the officers knew no foreign language and are posted in non-English speaking places. While some Arabic-knowing officers were posted in non-Arabic speaking countries, the officers posted in some Arabic speaking countries did not know Arabic. Same was the case in Tehran.

Evaluation of Publicity Work

6.46. The Ministry have stated that from time to time, Committees have been set up to examine the working of the External Publicity Division both at the Headquarters and through our Missions abroad. The recommendations made by these Committees, specially those affecting the functioning of the Division as also the functioning of the Information Sections of our missions have been incorporated in the scheme of things and taken advantage of wherever feasible. The present scope of our work and activities through the missions abroad bears the stamp of such review which takes place from time to time.

6.47. At the moment, an informal Committee on External Publicity (Chanchal Sarkar Committee) appointed by the Foreign Minister is examining various aspects of its working both at the Headquarters and abroad and its recommendations are expected to be received soon.

6.48. The Ministry, subsequently, furnished a copy of the Chanchal Sarkar Committee, which was submitted to them in December, 1978

Report of the Chanchal Sarkar Committee on External Publicity

6.49. The Chanchal Sarkar Committee (an informal Committee) was set up by the Minister of External Affairs in 1977 to review the entire external publicity set up of the Ministry of External Affairs. The Report was submitted to the Ministry in December, 1978.

6.50. The study of this report reveals that this Committee has made indepth study into all aspects of the work relating to the external publicity by the External Publicity Division of the Ministry of External Affairs and the Information and Publicity Wings of the

Indian Diplomatic Missions abroad. This Committee has at the outset, *inter alia* observed:

"Foreign Information work is at a low ebb, waiting long for reform and revitalisation."

6.51. On the question as to how the Information and Publicity Wings in the Missions abroad were manned, the Committee has observed:

"The having off the ISI without any acceptable bridges to the main service has left the drag of a group of demoralized people who think themselves to be second class citizens and are emotionally over wrought over their status. Incredibly, this has been allowed to go on for 19 years and, with 17 ISI people still left, it is to go on for about ten years more, with continuing harm to the information function.

On the ground the results are clearly visible; shoddy and ill-stocked libraries (except in London where there are 12,500 books, for historical reasons), nearly always with no trained librarians; information material (printed and visual) unattractively produced too general in character; untrained people handling difficult and sensitive postings; inadequate local staff support, and a sense of inferiority and deprivation in comparison with other countries' missions."

Further;

"Because of the devalued nature of the job it is not always easy for the External Affairs Ministry or an ambassador to persuade an IFS officer to take on Information work. It is considered infra dig, something disagreeable to be got over and done with quickly. This is a serious weakness."

6.52. With regard to knowledge of local language by the Information Officers, the report states:

"Language equipment is poor, if the list in the XPD's statement is to be taken as correct then for the whole of Black

Africa there is only one officer who knows Swahili and for the whole of S.E. Asia one who knows Thai, one Laotian and one Malay. This is outrageous."

6.53. On the need for a specialised training of the IFS officers who are assigned Publicity work, the report states:

"there is no recognition of the special nature of skill in information work and of the indispensable need for special training. A general IFS training spiced with a few days at the Indian Institute of Mass Communication is totally inadequate. Even that has now been discontinued. In our view there must be special training for six to nine months."

They added:

"The first imperative is to organise training, the second is to see that those who do Information work continue to do it or at least 8 years else they will not grow with experience and the experiences itself will be wasted."

6.54. With regard to publicity material sent from headquarters and brought out by missions, the report states:

"The Foreign Secretary, individual ambassadors and others have justly complained that the media materials sent out from HQ and from the missions are seldom, if ever, angled to the countries aimed at. Such angling can never happen unless there is a first-class Rewrite Desk at HQ for giving new noses to articles, breathing life into the ponderous pieces which the PIB produces, and grafting on new material.

This Rewrite Desk, as well as much of the XPD, cannot show any class without a Research Department which analyses the feedback from the missions, keeps up-to-date on developments in the individual countries and can therefore service much of the XPD."

6.55. On the need for creating an Indian lobby amongst members of the Indian community in countries where large number of Indians have settled, the Chanchal Sarkar Committee has observed:

"With large concentrations of Indians in some countries, the possibility of building lobbies arises. In the USA, for

instance, the Indian organisations claims that there are 250,000 Indians most of them US citizens. By the year 2000, they say, this number will rise to a million. Unlike in other countries this is mostly a highly educated community potentially a powerful opinion moulder.

Neither in American nor anywhere else with Indian Communities have Indian Missions really explored the possibility for forming lobbies."

6.56. On the issue of resources, the report states:—

"Claims for increase are under all heads. Without a deep understanding and assessment of the ways of spending, it would be impossible to suggest a precise figure. But allocation should certainly be increased and an overall increase on at least 30 per cent for HQ and the missions would seem to be justified.

The power of the Finance Ministry seems so pervasive that it would seem that even the making of information policy lies in its hands though sometimes the delays are in the administrative ministry itself.

One of the key thrusts of this report's assessment is that firm purposeful and top level coordination must exist between divisions and agencies of different ministries concerned with foreign information."

6.57. The Committee's observations with regard to publications brought out by the External Publicity Division are:—

"In 1977 and 1978 almost all the pamphlets etc. printed by XPD have been reports of speeches by the Prime Minister, the foreign Minister or accounts of visits by the Prime Minister or foreign heads of Government. Rarely does stale food have any savour, as most ambassadors will testify. There is no imagination here and no anticipation.

Few disparaging remarks have been made about the Indian and Foreign Review published from Headquarters, but positive comments on it has been equally rare. That is not good enough for a periodical which uses up almost the entire Rs. 9 lakhs which XPDs is allocated for Periodicals and Pamphlets. It remains a pallid and Life-less magazines with neither character nor message."

6.58. Suggesting publication of an illustrated monthly in India, in place of "India Review" etc., the Committee have stated:—

"Side by side there should be an illustrated monthly printed in India, on Indian paper with the best Indian printing skill. Articles from it could be translated and published in *India News* and other journals published by Indian Missions. Such a magazine will need extra money About 17,000 copies of Indian and Foreign Review are printed for all the world, while Korea News, printed for distribution in India alone prints 20,000 copies and it thinking of going to 30,000. It is worthwhile recalling the squawk that arose in Britain and the USA when the production of a British press opinion was stopped by the British Embassy in Washington."

6.59. Commenting on the lack of coordination amongst the Ministries of the Government of India and public sector bodies, the report states:—

"At the moment the ministries and also the public sector bodies work in near isolation and only the very knowledgeable ambassador is able to play upon them with skill to get what he wants done when his own funds have been spent.

This lack of coordination is shameful. It shows an inability to organize, a smallness of vision and a refusal to rise above petty departmental ambitions in the larger national interest."

6.60. Principal suggestions/recommendations made by the Committee are:—

1. Doing away with the demoralizing dichotomy of IFS and ISI.
2. A testing and well-planned training programme.
3. A Servicing-cum-Inspection team within XPD.
4. An expert Rewrite Task in XPD backed with research and documentation.
5. Realistic allowances to Information staff, and the possible grouping of budgets of trade missions and embassies.
6. Ensuring that more and more Information people know the language of the region to which they are posted.
7. The publishing of an anthology from the Indian press every week and changing the Indian and Foreign Review into an illustrated, colour-printed monthly. Both these

are preliminary measures, pending a more thorough-going reconstruction.

8. Making Information a specialist part of the IFS and thus keeping IFS officers on Information for at least eight years.
9. Stepping up by at least 30 per cent the grant by the External Affairs Ministry to XPD and also finding the money for certain indispensable office and audio-visual equipment.
10. Setting up a working body at a high but not rarefied level to coordinate the working of XPD, Indian Council for Cultural Relations, External Services Division of All India Radio, Indian Tourism Development Corporation and Air India's Public Relations Divisions. This Committee to work consistently and seriously."

6.61. The Ministry of External Affairs informed the Committee that the report of Chanchal Sarkar Committee has not yet been made public and a decision on its implementation is yet to be taken.

6.62. The Committee are informed that the External Publicity Division in the Ministry of External Affairs is responsible for projection of India's true image abroad through the diplomatic missions all over the world by coordinating all publicity activities of concerned Ministries of the Government of India. The External Publicity Division keeps in constant touch with the designated officers in every mission who have been assigned publicity work. These Officers, under the direction of Heads of Missions, maintain liaison with mass media organisations like newspapers, radio and television etc. and issue news bulletins and feature articles to keep the mass media channels fully informed about India's achievements and developmental activities.

6.63. In the opinion of a former diplomat "far too much of the material (issued by the Ministry) contradicts or is at variance with what these countries obtain through their own missions or agencies in India." The former diplomat suggested that "Instead of trying to peddle official handouts of this nature, we would do better to concentrate on spreading circulation of our regular non-official papers, journals, periodicals etc. and on sponsoring visits of Indians chosen for their knowledge and capacity to act as spokesman on various aspects of our national life." The Ministry have stated that while a limited number of non-official newspapers are circulated to those who express a desire to receive them, there has not been any scheme under which lecture visits by knowledgeable Indians

to selected areas to project a better image of India could be arranged. The Committee feel that this is an area in which the Ministry should pay more attention. The Ministry should draw up a scheme, in consultation with ICCR, to sponsor special lecture visits and to avail of the services of knowledgeable Indians, who may happen to go abroad on their own, to create better understanding of Indian view point; the later arrangement would not cost much.

6.64. An Indian settled in America holds the view that "the stereotype that is repeated again and again is of India that is a land of hungry, illiterate masses that need constant help." He has suggested that "the dignity and quality of life of the average Indian must be shown to be as of equal importance as India's many other achievements." He has stated that official communication channels of Indian missions lack in making an adequate, proper and timely presentation of India to refute the negative comments of the foreign media. The Ministry have claimed that though Indian publicity posts abroad make continuous efforts to project a correct image of India, they have "no control over the foreign media which goes invariably for the sensational." The Committee have no reason to doubt that our missions must be doing their best in the field of publicity abroad but the question is whether their best is good enough to create an impression on foreign media. The Committee feel that there is need and scope to intensify the publicity efforts and change the style and substance of our presentations so as to convincingly project a correct image of India abroad. Our publicity material should be specially prepared and designed not only for the foreign media but also for the people and institutions who matter, including the younger generation who are free of old prejudices and can be much more receptive and responsive.

6.65. The Committee appreciate the suggestion of bringing out a regular digest of the Indian Press for circulation amongst the foreign media abroad, in order to counter the impression that the official handouts are merely Government propaganda material, such digest would naturally have to be prepared carefully. They would desire the External Publicity Division to bring out a digest from the Indian Press weekly or fortnightly for wide circulation amongst the foreign media through our missions.

6.66. The Committee also welcome the suggestion made by a former Foreign Secretary that a pictorial magazine containing information and illustrations on cultural, social, political and economic aspects of Indian life should be regularly brought out and supplied to Members of Parliament, important journals and other media, universities, public libraries, Chambers of Commerce etc.

6.67. A suggestion has been made to the Committee that public sector enterprises like Air India, State Bank of India, Tea Board, State Trading Corporation etc., which are operating in the United States should pool their resources and help build a better publicity programme for India and the people of India in the United States. The suggestion has been considered laudable by the Ministry. The Committee also endorse the suggestion and are of the view that the autonomous character of these public sector organisations should not stand in the way of their being persuaded to pool their resources for organising a better publicity programme for India. The Committee would like the Ministry to take up this matter with the Bureau of Public Enterprises of Ministry of Finance and evolve a suitable scheme for the purpose.

6.68. According to the Chanchal Sarkar Committee's finding, the numerous Ministries and public sector organisations work in "near-isolation" in the field of external publicity and they have observed that "this lack of coordination is shameful". This is regrettable. The Committee would strongly support the suggestion made by the Chanchal Sarkar Committee for "setting up a working body at a high but not rarefied level to coordinate the working of External Publicity Division, Indian Council for Cultural Relations, External Services Division of All India Radio, Indian Tourism Development Corporation and Air India's Public Relations Division."

6.69. The Committee are informed that out of more than one hundred Missions and Posts abroad only a few bring out regular printed magazines/periodicals. The other Missions/Posts bring out cyclo-styled bulletins. Publicity material in a particular language is printed at one or two places and distributed to the Missions in countries speaking the same language. The External Publicity Division produces publicity material of general nature while individual Missions bring out publications having special interest and appeal to the people of each country or region. The Committee are informed that the Ministry are examining the question of overlapping and duplication in printing magazines/periodical in an overall perspective to consider how far this can be avoided and economy effected. The Committee would like that an early decision be taken in the matter and the steps taken to avoid duplication and over-lapping intimated to the Committee.

6.70. The Committee feel that to keep our Missions informed concurrently of the developments in India and also in view of the great demand for Indian newspaper in Foreign capitals, Indian newspapers should be sent to all Indian Missions and posts abroad without delay. The Ministry should make an arrangement with the Air-India that Mission which are located at places covered by Air-India flights,

should receive daily papers daily or at the latest on the following day. If the newspapers cannot reach a place on the same day or the following day, these will lose importance and the Missions and others may also lose interest in them.

6.71. The Committee informed that the External Services of All India Radio broadcast programmes which are heard in some areas where our Missions tune in to the broadcasts for knowing about the developments in India and filling in information gaps. The Ministry have admitted that "the External Services broadcasts are not clearly audible in quite a few areas for want of powerful transmitters." From a report on audibility condition from a cross section of our Missions abroad, it is seen that out of 32 places covered by this report, in as many as 28 places our external broadcasts are admittedly "poor", "not satisfactory", "not clear", "not audible", etc. The Foreign Secretary admitted that "if external service cannot be heard, it is not worthwhile". The Foreign Secretary stated that setting up of more powerful transmitters was under the consideration of Government. The All India Radio would require about 10 to 12 powerful transmitters. Tenders have been invited for two such transmitters and the purchase will be completed very soon. The entire project would require a financial outlay of Rs. 230 crores and the Planning Commission are having some difficulty in sanctioning expenditure of that order for this project. The Committee would like that the Ministries of External Affairs and Information and Broadcasting should draw up a phased programme to instal powerful transmitters for external broadcasts and implement them according to the programme. In the opinion of the Committee, the Government have an obligation towards millions of Indians scattered all over the world who remit huge amounts of foreign exchange but starve for radio news and programmes from India and this obligation should be discharged, sooner than later. The Committee were told by the Ministry that the External Service broadcasts also beamed to certain areas news casts at dictation speed which can easily be taken down by our Missions abroad for further use. Subsequently the Ministry stated that the External Service, Division of All India Radio have clarified that they do not broadcast dictation speed news bulletins in their external broadcasts. These two contradictory statements show the lack of coordination of the Ministry of External Affairs with the All India Radio. This is regrettable.

6.72. The Committee note that the External Publicity Division was created with all its information personnel drawn originally from the Press Information Bureau. Later, professional journalists were recruited to fill the expanding vacancies. Subsequently, the Gov-

ernment held the view that the requirement of external publicity were quite distinct from those of publicity at home and that the information officers recruited for the Central Information Service could not be suitable for external publicity. It was then decided to stop recruitment to information posts from the open field and future vacancies were filled by Officers of Indian Foreign Service. The Pillai Committee held the view that "it is the duty of the Foreign Service to develop this expertise (publicity and public relations) within its own rank through careful and sustained programme of training and career planning." Foreign Secretary welcome the suggestion that in Indian Foreign Service itself, a separate specialised sub-branch should be thought of right from recruitment and training stages and officers should be trained for special disciplines within the range of Indian Foreign Service. He added that "that is what we are trying to do. People who have that kind of professional capability, potentiality and that kind of personality which makes them suitable for such work, they are being chosen as it were for this sort of assignment." But from the Chanchal Sarkar Committee's report, it appears that the training being imparted to IFS Officers to handle information work is not at all satisfactory. The Chanchal Sarkar Committee has come to the conclusion that "there is no recognition of the special nature of skill in information work and of the indispensable need for special training. A general IFS training spiced with a few days at the Indian Institute of Mass Communication is totally inadequate. Even that now has been discontinued." This shows how half-heartedly the Ministry are dealing with this matter. While it is a good idea to train IFS Officers for information work, the Ministry should remember that not every officer may have in him the makings of an information officer. If the Ministry wish to succeed in their experiment to man the Information and Publicity Wings through IFS Officers, they would have to select the right type of persons from the Foreign Service with suitable aptitude and background right from the beginning and give them special training to equip them to do this work in international field. Not only this. As the information work may be much less glamorous and prestigious than the other assignments within the reach of Foreign Service Officers, the Ministry would also have to think of some incentive scheme to attract good officers for information work and hold them on to the information wing without letting them feel frustrated.

6.73. The Committee further suggest that, having received specialised training at public expense, the IFS Officers specially selected for Information Work should be kept on information and publicity desks for sufficiently long period which may not be less

than eight years, as suggested by Chanchal Sarkar Committee, to be enable them to make an impact and full use of their training.

6.74. The Committee have a feeling that in places of highly competitive environment like Washington, New York, London, if the impact has to be created on foreign media and opinion moulders the information desks may better be headed by professional and experienced journalists at least for sometime more till IFS Officers are able to acquire the necessary skill and experience. The Committee would like the Ministry to examine this matter dispassionately in the larger interest of the country.

6.75. An important qualification of the Information and Publicity Officers is knowledge of the local language. Pillai Committee had also recommended that "Information Officers should concentrate on effective public relations; they should know the local language." The Foreign Secretary, conceding essentiality of this requirement, stated during evidence that "gradually we are trying to revert to sending Foreign Service Officers who have an aptitude for information work and who know the language of the country concerned." But the Committee regret to find that out of 65 Information Officers working in Missions Abroad (1978), as many as 32 do not know the main language of the area in which they are posted. Four of the Officers know no foreign language and are posted in non-English areas. Even when Arabic and Persian knowing officers are available, the information desks in certain Arabic speaking countries and Tehran are manned by officers not knowing the local languages. The language inadequacy of Information officers in certain areas is, according to the Chanchal Sarkar Committee, "outrageous". The Committee cannot but express their unhappiness at this utterly unsatisfactory state of affairs in Information Wings abroad, which is due, in large measure, to unimaginative deployment of trained officers by the Ministry. The Committee would like the Ministry to remedy the situation without delay.

6.76. The Chanchal Sarkar Committee has gone in depth into various aspects of the work relating to the external publicity by the External Publicity Division of the Ministry of External Affairs and the Information and Publicity Wing of the Indian Diplomatic Missions abroad. The Committee note the meaningful observation made by the Chanchal Sarkar Committee in their Report (Dec. 1978) that "The foreign information work is at a low ebb, waiting long for reformation and revitalisation." The Chanchal Sarkar Committee

have made suggestions regarding doing away with dichotomy of IFS and ISI, training programmes, Rewrite desk, step-up in budgetary allocations, language proficiency among Information Officers, publication of weekly anthology from Indian press and an illustrated monthly magazine, minimum duration of posting of IFS Officers on information work, setting up of a coordinating body etc. The Committee would like the Government to finalise the line of action on these suggestions expeditiously and start implementation work without delay. They would like to be informed of the progress made in this regard within 6 months.

CHAPTER VII

ECONOMIC AND COMMERCIAL WINGS

(i) *Role of Missions in promoting foreign trade*

7.1. According to the Ministry the promotion of India's commercial and industrial interests is one of the prime functions of our Missions abroad.

The Missions abroad disseminate the latest commercial and industrial information among foreign business interests and create confidence in India's capacity to export quality and competitive produce, to undertake industrial developmental ventures, etc. Missions are the "eyes and ears" of our trade and industrial interests in the public and private sectors and try to find opportunities and avenues of penetration for them in foreign markets, give timely advice on tenders etc., so that advantages are not lost. To the extent possible and given the cooperation of the parties concerned, Indian Missions maintain up-to-date data and information on developments in India as well as in the countries of their accreditation e.g. lists of exports and imports, names of leading exporters and importers, tariff and other relevant policies, special facilities offered to exports from developing countries like India, estimated budget expenditure, infrastructural and developmental programmes, etc. Indian Missions forecast medium and long-term assessment of opportunities in trade and industry in the areas of their concern.

7.2. Apart from periodic reports received from the economic Ministries and public sector organisations, published data and information about commercial and industrial developments in India from both public and private sector sources is maintained by our Missions. Liaison is maintained with the economic Ministries and public sector organisations, consultancy bodies, Chambers of Commerce and Industry, Export Promotion Councils private sector business houses etc. When official or private trade and commercial delegations come from India, Indian Missions guide them in negotiations by giving them valuable information pertaining to their potential rivals, areas in which concentration of India's part would be likely to bring favourable results, and other advice summed up in the term "commercial intelligence". Their responsibility in arranging

meetings and interviews, social gatherings with influential Government and business personnel, etc. is another important element of their job.

7.3. On request, Missions ascertain the financial and business background of local firms for the benefit of Indian parties and circulate among the concerned local representatives/firms/business in interests advance literature, if any. Missions also put the visiting delegations on guard against malpractices in local trading circles.

7.4. The Missions assist visiting delegations in planning the programme and further details of visits and contacts with local firms, manufacturers, importers and other interested parties. Similarly, meetings are arranged with appropriate Government officials and local Chambers of Commerce and Industry.

7.5. It is the effort of our Missions to remain in constant touch with visiting delegations, to follow up business contacts and deals conducted by these delegations, and to ensure that no obstacles occur at their end to slow down or jeopardise business deals. Visiting delegations are accompanied to meetings, discussions etc. by the concerned official in the Mission when considered necessary.

7.6. Our Missions, in coordination with the Economic Division of the Ministry, lend valuable assistance in settling trade and commercial disputes between Indian and foreign parties. Where necessary and in conformity with local rules, Missions also undertake negotiations with local parties for settlement of disputes.

7.7. In general, the Commercial Wing of the Mission functions as a liaison office to bring about negotiations and amicable settlement of disputes.

7.8. When, however, such trade disputes do not get resolved by negotiations, the Missions assist in arbitration and legal proceedings, if considered necessary by the Indian party. When required, Missions provide Indian parties with lists of attorneys and lawyers who can assist them. Although generally our Missions do not play any administrative, judicial or arbitral role in such disputes, in some cases, our Missions have acted as arbitrators and their decisions have been accepted by both Indian and foreign parties.

Representations/Complaints from Indian Exporters

7.9. Representations were received by the Committee from certain exporting concerns in India that the Consulates General of

India attached to the Indian Missions abroad were unable to provide any information or assistance to the Indian exporters with regard to their problems relating to business transactions, payments etc. by their counterparts, against the goods exported.

7.10. An exporting concern from Madras informed the Committee that:

"We had written several letters to our various Diplomatic Missions in several countries requesting them to furnish names and addresses of importers in their respective countries for items in which we are interested for export from India.

Invariably we had received cyclostyled and out dated list of names and addresses which will not help any one. Particularly our Commercial Attachees in various missions do not even care to check whether the parties in the list sent by them are in existence in their respective places. This result in colossal waste of time, energy and expenditure for the parties concerned because many of the letters written to the addresses given by the Missions come back undelivered by the Postal authorities."

7.11. Communicating their comments on the above complaint, the Ministry stated:

"The Missions do not normally send cyclostyled lists of importers except in cases of items for which frequent enquiries are received by them like ready made garments etc. In such cases lists are periodically revised and updated.

A few of the Missions like P.M.I., New York also enclose with such lists a comprehensive note on trade between India and the country concerned.

The specific requests from the exporters for market intelligence, approximate c & f prices etc. are considered and attended to wherever feasible, lack of adequate staff being the limiting factor."

7.12. The proprietor of an exporting firm of semi-precious stone and Agate stone jewellery from Ahmedabad informed the Committee:

"As I am visiting regularly European countries for business I have to seek assistance from our Mission abroad. When I

first visited in March 1976 I visited our Indian Mission in Copenhagen. I wanted some more information regarding importers. I kept waiting in office for one hour and our consulate Mr..... was too busy as his driver was absent that day. Eventually, I left the office without any information. The same thing happened with our Indian Mission in Frankfurt. After one hour waiting period they told me that there is no importer of Jewellery in Frankfurt. Also before two years we wrote a letter to our Indian Mission in Cuba requesting them for the address of importer. They took six months in replying that there is no importer in Cuba. At that time I informed this to our Home Department. No action was taken."

7.13. Dealing with this complaint the Ministry stated:—

"Letters received from the traders are being attended to promptly and every possible assistance is provided to the visiting Delegations in fixing appointments.

After considerable lapse of time, the Missions concerned are not in a position to comment on the veracity of representations as the officers/staff at that time are no longer in position there. However, they are making all efforts to attend to the enquiries from the Indian Exporters promptly and extend all possible assistance during their visits abroad. Market surveys have been/and continue to be undertaken by the Export Promotion Council with Mission's assistance."

7.14. A concern from Allahabad intending to export electronic computers and instruments informed the Committee that:

"In an effort to promote the export of our electronic computers and instruments we had participated in a trade fair at Zambia and had also initiated enquiries through personal contact. In a particular case a customer of Nigeria had like our equipments but would not place orders unless we had agents in Nigeria. Consequently we had requested our Indian Mission to advise us of suitable parties who could act as our agents and render after sale service. A long list of dealers was sent to us and two of them, when contacted by us reported that they were in the business of Auto Parts and were nowhere near electronics. It is surprising that a trade specialist from our country could make such a trivial mistake.

On the contrary, we had written to the Department of Trade and Industry of New Zealand for recommending the various possible buyers for our equipment in their country, we received an exhaustive, and to the point reply which one would expect to come from our own mission abroad, of course, in this particular case he had not referred to our mission in New Zealand but had approached directly the New Zealand authorities under their programmes to assist the small exporters of the developing countries."

7.15. In this regard the Ministry stated that the exporters concerned wrote to our Mission in April 1977 asking for some names of Nigerian companies who would be interested to act as Agency for Electronics. In reply the Mission sent them the names of two companies together with their Bank Status Report. This was acknowledged by them with thanks. According to Mission's information both these firms deal in electronic equipment. The second letter from the firm was wrongly addressed to H.C.I.—Nairobi. On its being redirected the Mission sent general list of companies which act as Agents and Representative for Foreign companies in Nigeria. Since it was a general Chamber of Commerce List it is quite possible that two companies selected by the firm preferred to represent Automobile parts rather than Electronics. According to the Mission, they did not receive any request from the firm for names of companies dealing in computers or for tender documents.

Trade Wing in Malaysia

7.16. In a memorandum from an association in Malaysia it was stated that the present set up in the Indian Missions was not enough to manage trade affairs. Indian products, particularly products of cooptex like handlooms, textiles and silk etc. must be imported on a large scale and there must be an effective publicity about them in Malaysia. It was suggested that there must be a separate trade wing/section in the Indian mission in Malaysia.

7.17. Commenting on this observation, the Ministry stated that India had been having an adverse balance of trade with Malaysia since 1976-77.

The Ministry added that "though this was discussed in the Commercial Representatives Conference held at Singapore in May-June 1978 and subsequently during the visit of Commerce Minister to Malaysia, our Mission did not think it necessary to ask for creation of separate post of Commercial Representative or a new commercial wing but wanted augmentation of lower staff only.

7.18. The Commercial work of our High Commission in Kuala Lumpur is looked after by two officers with a supporting staff....

7.19. The suggestions of the Association that there should be a separate Trade Wing/Section in the High Commission and effective publicity in Malaysia for export of Indian handlooms, textiles and silk etc. have been noted.

Commercial Wing in Kabul

7.20. In a memorandum submitted to the Committee by an organisation of Indians in Afghanistan it was stated:-

"The Indian Diplomatic Mission in Afghanistan needs much strengthening particularly in the fields of Trade and Commerce. There should be a separate Trade and Commerce Department to deal with the problems of Indian Traders residing over there and to guide them from time to time as to the developments of Trade and Industry in India. The Trade and Commerce Department should also keep the Traders in touch with the latest developments in Government Export Policy etc."

Further:

"The present arrangement needs much improvement to promote trade with Afghanistan. There should be a separate Trade news that may be either weekly or fortnightly. This should state all the up-to-date information about Trade & Industry, Government policies, new projects, shortage and surplus of consumer items, traditional and non-traditional items in India etc."

7.21. Commenting on this the Ministry stated that:-

"It is a fact that the Commercial and Consular Sections of our Mission in Kabul are grossly under staffed. In their recent visit to Kabul the Foreign Service Inspectors have conceded the point that the number of staff members in the Commercial and Consular Sections should be increased. However in view of the demands of economy the required expansion of staff has not taken place....."

The Ministry added that:

"Every effort is being made to provide important and up-to-date information about Indo-Afghan trade and industry by our Embassy in Afghanistan to the trading community. Any specific suggestion in this regard will be duly considered by Government."

7.22. The Association of Indians in America Inc.; New York stated in their memorandum submitted to the Committee:

"A unified agency to bring together various public sector agencies of Government of India currently functioning in the US-India Investment Centre, State Grading Authority, Trade Development Authority, Trade offices of the consular missions, India Supply Mission can provide a better and larger well equipped facilities with provisions for a trade bulletin and other items for regular dissemination of trade information. Economic workshops on market research, technology, trade and economic policies can be organised.... For limited budgets, many of these agencies often end up in buying cheap, and as such, of lesser quality, public relation and/or market research."

7.23. The Ministry informed the Committee that:

"Government of India's agencies in the commercial and non-commercial fields are operating in many parts of the USA.

In New York city we have seven commercial or quasi-commercial bodies namely, S.T.C., Jute Development Office known as Indian Jute Industries Inc. HHEC, office of Tea Promotion, Trade Development Authority, India Investment Centre and Shipping Corporation of India. We also have three other bodies namely, Air India, State Bank of India and Tourism office. The Bank of India has just got permission to open here also.

Offices of the State Bank of India, Engineering Export Promotion Council, Tourism and Air India are operating in other parts of America. The India Supply Mission functions as a part of the Embassy of India, Washington.

A certain degree of coordination among the various Government of India organisations is highly desirable. The Ministry of Commerce has already approved five organisations namely, STC, Jute Office, Tea Board, T.D.A. and I.I.C., sharing the same premises. This will create some

coordination and rationalisation. The broad objective of coordination and pooling of limited resources for more effective functioning cannot be gainsaid since these organisations are not unified even in India and therefore, it may not be practical to think of their complete merger abroad."

(ii) Manning of Economic and Commercial Wings of Missions

7.24. On a question whether it is ensured by the Ministry that officers of the Indian missions dealing with commercial functions are adequately equipped to discharge these functions efficiently, the Ministry informed:

7.25. As regards the manning of economic and commercial wings of our Ministry stated that there is a wealth of economic and commercial expertise at different levels in the Ministry of External Affairs. This includes about 150 Foreign Service Officers approximately one third of the cadre who have worked in commercial and economic posts, both at Headquarters and abroad. Several of these officers have experience of work in the Economic Division of the External Affairs Ministry and in economic Ministries such as Commerce, Finance, Petroleum and Industrial Development. Officers dealing with commercial functions in Indian Missions are given extensive briefings in a wide spectrum of subjects pertaining to their countries of accreditation before their departure from Headquarters.

7.26. The trade work is looked after by Minister Counsellor| First Secretary|Second Secretary (Commerce or Trade) as the case may be. The criteria governing appointment of officers for Trade| Commerce work are experience and aptitude for the work, these officers are also suitably briefed by the Ministry of Commerce. These officers undertake "Bharat Darshan" tours to familiarise themselves with trade and industrial development in the country and to have discussions with the concerned chambers of Commerce, Export Promotion Councils etc. before proceeding to the post abroad.

7.27. When asked, whether in the interest of trade and commerce in the international market, any emphasis is laid on specialisation i.e. area specialisation and discipline specialisation to be acquired by the personnel of the Indian Foreign Service, the Ministry stated that:

"Foreign Service Officers in the course of their training are given six weeks (Subsequently stated to be 12 weeks)

intensive training at the Indian Institute of Foreign Trade to enable them to acquire basic knowledge about trade and commercial work, subsequently, they are also attached to various Economic Ministries so as to familiarise themselves with different aspects of economic and commercial work. A Foreign Service Officer does not however confine himself to a particular field of specialisation throughout his entire career. The training of the Indian Foreign Service is an integrated one, to equip him to handle political, commercial, economic, cultural or consular work with equal facility, with experience in each area contributing to the better performance of work in the other in view of the inter related nature of diplomatic function. However, when an Indian Foreign Service Officer is assigned commercial work, care is taken to familiarise him adequately with the region in which he is to serve and nature of work that he is expected to do. Thus, before being assigned to a commercial post abroad, he is attached whenever possible, to the relevant Territorial/Commodity Division in the Ministry of Commerce for a period not less than 4 to 6 weeks."

7.28. A high ranking officer of a State Board of Revenue, now retired, who had also functioned as a Commercial Counsellor has expressed the following view on the working of the Commercial Wing of the Missions:—

"The commercial side of our Embassies, probably in three fourths of the world, consists of those who are thoroughly incompetent, and ignorant of what the commerce means Officials of the foreign service detailed for commercial work are ill equipped to deliver the goods and therefore, do not evince sufficient interest. They consider themselves as birds of passage and all the time their eyes are focussed elsewhere."

7.29. The Ministry were asked whether they had considered constitution of a separate commercial service for manning the commercial wings of the missions. The Ministry in a note informed the Committee:

The constitution of a separate cadre of commercial representatives has been examined. It is the view of the Ministry of External Affairs that there can be no separation between commercial activity and diplomatic activity. Our

own experience and the experience of other countries in this regard has been that what is required is a service which serves the totality of the country's external relations in the political, economic, commercial and cultural spheres. Commercial activity has to be part and parcel of diplomatic activity. This concept underlines the fact that different aspects of a country's external relations cannot be pursued in isolation with any degree of effectiveness.

7.30. The Ministry added that:

"It is not true to say that Foreign Service officers are ill-equipped for doing commercial work. A very large part of a foreign service officer's training is devoted to learning about trade and commerce. The present training programme includes a 12 week intensive course at the Indian Institute of Foreign Trade. At present, among the 400 or so officers, who have put in more than four years service, over 150 have experience in commercial assignments in Missions abroad. A little less than 1/3rd of this number have done a 2 to 3 years term in the Ministry of Commerce itself.

The spectacular increase in trade and economic collaboration which has been witnessed in the past few years with countries in West Asia and the Gulf have largely been due to the efforts made by Indian Foreign Service officers serving in Missions in the countries of this region. This is precisely because an approach combining political and commercial diplomacy has been used in these countries.

It is the constant endeavour of this Ministry to review and improve the training programme of IFS probationers so that the commercial aspect of their training is given greater emphasis. It is also the endeavour of this Ministry to ensure that Foreign Service officers gain experience in commercial assignments fairly early during their careers. The posting pattern followed in the past few years has emphasised the choice of officers with suitable experience to man our commercial posts in Missions abroad."

7.31. It was suggested to the Committee that constant induction of experienced officials from the Ministries dealing with Commerce

industry and other economic matters in India to strengthen the Indian missions is required. They can be sent on deputation and need not be absorbed in the Indian Foreign Service permanently."

7.32. Expressing their opinion on this suggestion the Ministry stated:

"In the present post independence diplomacy, political and economic work is closely integrated. Exports and improved commerce depend on the overall relations with the country concerned and can often be catalysed by political and economic cooperation, rather than pure trade promotion effort. While the quality of personnel is important, much depends on the infrastructure in India to establish a competitive edge for our exports. It is our view that the additional efforts to be made by our Missions in giving practical content to this competitive edge with the knowledge of the language and diplomatic skill, rather than by personnel inducted into the Service on an ad-hoc basis who, while having industrial and commercial experience at home, have not gone through the mill or acquired training or experience for functioning abroad in the diplomatic network. There are a large number of IFS officers who have held commercial or economic posts at home or in all parts of the world. While some non-IFS officers have held economic posts in Western Europe, USA or other affluent nations, IFS officers have manned all the commercial posts in the assignments in the developing world. These are in many ways more challenging as it requires functioning and introduction of industrial India in difficult political conditions. It may also be mentioned that IFS officers have been chosen by international bodies for specialised posts in the UN and related bodies. The impression that the present level of expertise in the Foreign Service as far as commercial and economic work is concerned, is negligible may well be based on the inadequate factual compilation. Since, 1962, there has been a separate Economic Division in the Ministry of External Affairs which is now headed by a full-fledged Secretary. During recent years, considerable work has been done by the Economic Division in stimulating cooperation which in turn is integrally related to export promotion. A pattern of close cooperation with technical Ministries as

well as the Ministries of Finance, Commerce, Industry and public sector undertakings has evolved and is considered to be of mutual advantage."

7.33. During the last ten years, several IFS officers have served in Economic Ministries for periods ranging from 1—3 years, as follows:

(i) Ministry of Commerce	27
(ii) Ministry of Finance	6
(iii) Ministry of Petroleum	2
(iv) Planning Commission	1
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	36

7.34. The Cabinet decision of 1946 which set up the new service conceived of it as a cadre which would conduct the whole range of India's relations.

The decision asserted that:

"The new service of our conception will man all India-based posts abroad whether diplomatic, consular or commercial in foreign as well as empire countries. Since in the conditions of the modern world economic policy cannot be divorced from either aspects of foreign policy and the view is now generally accepted that there is no logical justification for staffing diplomatic and consular from separate services; the new service will man all three categories of posts."

7.35. This basic principle was also endorsed by the Pillai Committee in 1966 which also laid special emphasis on the commercial aspect of a foreign service officer's work. The Committee maintained that:

"Since political work is no longer clearly distinguishable from commercial work and cannot be dealt with in isolation, all foreign service officers must have grounding in economic affairs and also develop a 'feel' for commercial matters. The development among these officers of further specialisation in the economic and commercial field should follow thereafter."

7.36. A former Foreign Secretary and diplomat of long standing stated in his memorandum to the Committee that—

“Selection of IFS(A) by a competitive examination is good for commercial and economic posts, selection may be made from outside the service, to get the most qualified person for the job. Such posts should be specified and their number need not exceed 25 per cent of the total posts.”

7.37. Expressing his views on the above suggestion, another former diplomat stated before the Committee during his evidence:

“....it is a very good suggestion provided after recruitment the man is treated as equal—if you can make sure that an outside will not remain an outsider and if he himself also tries to integrate fully with the service it would be a fine suggestion. But at what stage will the recruitment be made? Will it be at the initial stage or later. If it is later, then you will run into the question of cadre seniority etc.....”

7.38. Commenting on the above suggestion, the Foreign Secretary stated during evidence:

“It is erroneous to think that we do not have sufficient number of officers experienced in commercial work. We have here a list of 161 officers who have worked on the economic or commercial side, either at headquarter or in missions abroad.

We have had some foreign service officers obtaining international recognition because of their expertise. In fact we want more officers to get a place in the Commerce Ministry and the Economic Affairs Department so that they can be more useful abroad. There is a feeling or suspicion that the Officers are reluctant to go abroad to do economic or commercial work. That may have been the position in the past. Now I do not know of a case of an officer who feels that this work is of less importance. Our focus is very much there. A trained officer with the necessary language, with the understanding of the region, can fit in with the economic work there. There has been a breakthrough in our relations with some of the developed and the developing countries in the economic and commercial fields due to such foreign service officers. It is the combined economic and political thrust. Thus, the field of the technical cooperation, of introducing new

India, modern India, on which we place the greatest emphasis. We want to increase expertise on this."

7.39. Asked whether he was basically opposed to the idea of inducting officers from other ministries, the foreign Secretary stated:

"Yes sir. This kind of work is important for everybody. An accumulated experience on the economic and commercial side should be there. Apart from that expertise, there is the other necessary quality of diplomacy which is useful in this field of work also."

7.40. The Committee on Import-Export Policies and Procedure which was pointed by Government in November, 1977 under the Chairmanship of Dr. P. C. Alexander, Commerce Secretary in its Report submitted on 31st January, 1978 made the following observations (Para 9.5 to 9.9) while dealing with Commercial Representatives abroad:—

- (i) In the network of export-import services, the role of Commercial Sections of the Indian Embassies abroad deserves special consideration. The cadre of Commercial Representatives is evolved with a view to providing to the Government all basic assistance on commercial matters. The commercial representatives are expected to monitor the commercial events and developments of the countries of their accreditation, identify products with export potential and other trade opportunities, study the tariff and non-tariff barriers, government procedures and shipping facilities, take initiatives in cultivating specific trade contracts, undertake all publicity activities for image-building, organise participation in trade fairs, department stores promotion, etc. give effective guidance to the trade visitors and missions maintain a flow of timely commercial complaints and bottlenecks. The Commercial Representatives are, in short, catalysts in the contact of market thrusts and trade promotion. The list of functions expected of the Commercial Representatives clearly brings out the strategic importance of this cadre in the overall commercial activities of the country.
- (ii) A review of the existing network of the Commercial Representatives and the nature of the functions as performed by them brings out the gross inadequacy of the present system and the wide gap that exists between the actual and the expected function of the Commercial Representatives.

(iii) The Commercial Representative system of India and its functions are far below the quality of the efficient and commercially useful commercial representative system which many other successful export countries have developed. It does not conform to the minimum standards of guidelines for commercial representatives from developing countries expounded by the International Trade Centre, Geneva. This inadequacy of the commercial representative system of India is due to various factors. Firstly, commercial orientation, aptitude, and commercial experience are not strong enough in the existing commercial representative cadres. For success in commercial operations high degree of specialization in the different intricacies of the commercial work, practical experience with the diverse trade practices and procedures and basic aptitude for such work are essential for success in the commercial operations. The present conception that commercial activity is an adjunct of diplomatic activity which has also been the basis of selection of personnel for commercial representative cadre seems to be incorrect. Secondly, no effort is made to induct the commercial aptitude and experience by providing comprehensive training and opportunities both at the beginning of the induction of personnel in these jobs as also during the course of their functioning. The training facilities available in this regard do not seem to conform to all the requirements of this cadre due to the varied background of the trainees and are also very short of duration. Thirdly, the commercial sections are insufficiently manned and are not even well equipped with all facilities for efficient communications, data compilation and retrieval etc. Further, there is no effective mechanism through which Commercial representatives could drive maximum benefit from the different organisations such as Export Promotion Councils, Commodity Boards and Trade Development Authority.

(iv) The Committee took serious note of this lacuna of the existing commercial representative system and considered the ways and means of making it a more effective instrument of export promotion. It is of the firm view that a separate cadre of commercial representatives should be established, providing a wider field of choice. This cadre should include personnel belong to all India and Central Services, experienced commercial personnel of Public

sector Organisations export service institutions such as Export Promotion Councils, Trade Development Authority, Indian Institute of Foreign Trade etc. Such a wider base would facilitate induction of the right kind of personnel, with adequate commercial aptitude and experience into the system.

- (v) The content, duration of frequency of training in theory, practice of commercial representative system and approaches of other countries in this regard should be suitably redesigned. The Committee would recommend that the tenure of Commercial representative postings should be longer than at present so that there is sufficient time given for the acquaintance with the country to become effectively useful in the operations. Commercial representatives should be given suitable autonomy and more efficient facilities and manpower. The Committee was of the opinion that a comprehensive and standardised format for the information expected from the Commercial representatives should be designed so that the data sent by the Commercial representatives could be used for comparisons as among different countries and for policy formulations.

7.41. The Alexander Committee summed up the recommendations as follows:—

“Noting the inadequacy of the existing network of commercial representatives and their functions the Committee recommends that a separate cadre of Commercial Representative should be established providing a wide field of choice. This cadre should include the personnel belonging to all India and Central Services, experienced commercial personnel of public sector organisations, those of export service organisations such as Export Promotion Councils, Trade Development Authority, Indian Institute of Foreign Trade etc. The Commercial Representatives should be given thorough training on marketing procedures, techniques of conducting marketing surveys etc. These should also be refresher courses for them, to be undertaken once every three years. Their tenure should be longer than at present and they should be given suitable autonomy and more efficient facilities and manpower. A standardised form of information expected from the Commercial

Representatives should be designed so that the data sent by them could be used for policy formulation."

(Para 50, Chapter X)

7.42. The Committee are informed that promotion of India's Commercial and Industrial interests abroad is one of the prime functions of our diplomatic mission. Missions disseminate latest commercial and industrial information among foreign business interests and function as 'eyes and ears' of our trade and industrial interests in public and private sectors. Missions maintain upto-date information on developments in India as also in the countries of their accreditation e.g. lists of exports and imports, names of leading exporters and importers, and other relative policies etc. Missions also maintain liaison with economic Ministries, public sector organisations, consultancy bodies, Chambers of Commerce and Industry Export Promotion Councils, private sectors business houses etc.

7.43. The Committee have received representations from a number of commercial and industrial concerns expressing their dissatisfaction with the working of economic and commercial wings of our diplomatic missions abroad. An exporting concern from Madras has informed the Committee that it had written several letters to our Missions for supply of names and addresses of importers of certain items in their respective countries but it had "invariably" received out-dated lists. The proprietor of an exporting firm of Ahmedabad is stated to have come back disappointed with the treatment and performance of our missions in Copenhagen and Frankfurt. He has also complained of inordinate delay on the part of our mission in Cuba in replying to his letter. While an Allahabad concern requested our Mission in Nigeria for information about suitable parties who could act as agents for electronic computers and instruments, it is stated to have been supplied with list of dealers who dealt in "auto parts" and not "electronic". The same concern spoke highly of the help and guidance it got from the Department of Trade and Industry of New Zealand whom it had approached direct. The Ministry, to whom all these complaints were referred, have tried to explain them away but their explanations are not very convincing. The Committee would not like to judge the efficiency of the Economic and commercial wings of our missions only by what the Ministry claim but also what the industrial and trading interests feel and say. Seen from this angle it cannot be said that the economic and commercial wings of our missions are doing their jobs to the complete satisfaction of all concerned. The Committee would be like to suggest that the Ministry should evolve a system whereby they can periodically elicit the views of trading, commercial and

Industrial organisations in India on the functioning of our missions abroad and invite their suggestions for effecting improvement. Unless such a feedback is arranged, the Ministry would not be able to know the weaknesses of our Missions. The Committee also suggest that regional meetings of heads of Commercial Wings in our Diplomatic missions should be held to enable them to take stock of the situation in each region and to benefit from one another's experience.

7.44. Certain associations of Indians settled in Malaysia and Afghanistan have suggested creation of separate trade and commercial wings in our missions in these countries to deal with the problems of Indian traders there. The Ministry have admitted that the Missions in these countries are under staff and the staff strength in economic and commercial sections requires to be augmented. The Committee would like the Ministry to review the working of economic and commercial sections in these and other similar missions and take necessary action to strengthen these sections in the interest of Indian international trade.

7.45. Certain associations of Indians in Afghanistan and New York have suggested the issue and circulation of periodical trade bulletins in foreign countries to disseminate latest information about trade and other allied matters with a view to promoting Indian trade. The Committee commend this suggestion for the consideration of the Ministry.

7.46. An enterprise in America has suggested a unified agency to bring together various public sector agencies of the Government of India currently functioning in the USA. The Committee are informed that in New York city there are seven commercial and quasi-commercial bodies from India, viz) State Trading Corporation, Jute Development Office known as Indian Jute Industries Inc., HHEC, Office of Trade Promotion, Trade Development Authority, India Investment Centre and Shipping Corporation of India. Besides, there are three other bodies, namely, Air India, State Bank of India and Tourism Office. The Bank of India also is stated to have got permission to open office in New York. Offices of the State Bank of India, Engineering Export Promotion Council, Tourism and Air India are also operating in other parts of America. The Ministry have admitted that a certain degree of coordination among these organisations is highly desirable. The Ministry of Commerce is reported to have already approved five organisations, viz. STC, Jute Office, Tea Board, Trade Development Authority and India Investment Centre.

sharing the same premises. This is expected to create some coordination and rationalisation. The Committee feel that, if all Indian organisations of the type referred to above can be accommodated in the same premises or in close vicinity to one another in the same locality, they can pool resources and services not only to provide efficient services at less cost but also set up a "little India" abroad to make a much better projection of Indian goods and services and thus give a much greater boost to Indian trade and industry. In the opinion of the Committee, the Economic and Commercial wing of the Indian Missions in New York, Washington can and should play a leading role in making this possible.

7.47. The economic and commercial wings in our diplomatic missions abroad are by and large manned by the officers of the Ministry of External Affairs who, it is stated, are given intensive training to equip them with different aspects of economic and commercial work. Some non-IFS officers are also stated to have held economic posts in Western Europe, USA and other affluent nations. The Ministry have claimed that "the spectacular increase in trade and economic collaboration which has been witnessed in the past few years with countries in West Asia and the Gulf have largely been due to the efforts made by the Indian Foreign Service Officers serving in missions in the countries of this region." But a high ranking officer, now retired, who has also functioned as a Commercial Counsellor, is of the view that "the commercial side of our Embassies, probably in three fourths of the world, consists of those who are thoroughly incompetent and ignorant of what the commerce means. The officials of the Foreign Service detailed for commercial work are ill-equipped to deliver the goods." The Ministry have challenged this view.

7.48. It has been suggested to the Committee that in order to strengthen Indian Missions, experienced officials from the Ministries dealing with commerce, industry and other economic matters should be constantly inducted into the Indian Foreign Service. A retired Foreign Secretary stated that "for commercial and economic posts selection may be made from outside the service (Indian Foreign Service) to get the most qualified person for the job. Such jobs should be specified and their number need not exceed 25 per cent of the total posts." The Ministry of External Affairs have opposed this suggestion. They have stated that in the present post-independence diplomacy, political and economic work is closely integrated, and that commercial interests can be served better by an officer with the knowledge of language and diplomatic skill rather than by

personnel inducted into the services on an ad-hoc basis. The Foreign Secretary emphasized during evidence that their Ministry had sufficient number of officers experienced in commercial work. The Ministry have, in this connection, drawn attention of the Committee to the Government decision of 1946 according to which "the new service (Indian Foreign Service) of our conception will man all India-based posts abroad whether diplomatic, consular or commercial in foreign as well as empire countries." This basic decision, it is stated, was endorsed in 1966 by Piilai Committee which also laid special emphasis on the commercial aspect of a foreign service officer's work.

7.49. The role of Commercial Sections of Indian Embassies abroad was recently studeyed by the Committee on Export Import Policy and Procedures (under the Chairmanship of Dr. P. C. Alexander, Commerce Secretary) which submitted their report in January, 1978. According to the Alexander Committee, "A review of the existing network of the Commercial Representatives and the nature of the function as performed by them brings out the gross inadequacy of the present system and the wide gap that exists between the actual and the expected functions of the Commercial Representatives. The Commercial Representatives system of India and its functions are far below the quality of the efficient and commercially useful Commercial representatives system which many other successful export countries have developed." This Committee have gone on to recommend that "a separate cadre of Commercial Representatives should be established providing a wide field of Choice."

7.50. After giving a careful thought to this matter the Committee have come to the conclusion that for competent handling of economic and commercial work the officers manning these wings in our missions must possess a certain degree of specialisation which may not always be possible without a proper aptitude and a certain background. It will not be correct for the Ministry to assume that a few weeks training in the Indian Institute of Foreign Trade and a short term attachment to Economic Ministries are enough to turn all Indian Foreign Service Officers into experts in economic and commercial work. And here too, according to their own admission, out of nearly 400 IFS Officers who have put in more than 4 years service, the Ministry have not been able to provide an opportunity of work in Economic Ministries to more than 36 Officers which is too inadequate a number to man the commercial wings of the mission. The

complexities of economic and commercial work have increased considerably since the Government decision of 1946 or Pillai Committee Report of 1966 and a time has come when Government should undertake an objective and independent review of the situation. In the opinion of the Committee, as suggested by a retired Foreign Secretary and diplomat of long standing, it is necessary to strengthen the Economic and Commercial Wings of the Missions by selecting from time to time the most qualified persons from outside the Indian Foreign Service for a certain percentage of posts in these wings.

(iii) Economic Commercial and Supply Wings in U.S.A./U.K.

7.51. The Indian Embassy in U.S.A. has different wings which *inter-alia* include Commerce and Supply Wing and also an Economic Wing. The Ministry was asked to explain in brief the precise functions and duties of these Wings, the staff strength in each wing; and whether there was no overlapping in the functioning of these wings.

7.52. The Ministry informed the Committee in a note:

There is no overlapping of functions of Commerce and Supply and the Economic Wings. Overlapping between the Commerce and Supply Wing and the Economic Wing is avoided through maintenance of close contacts between them by way of frequent meetings between the Heads of Wings and at other levels. The Economic Wing of the Indian Embassy in USA primarily deals with the World Bank, the IMF, United States' Inter-governmental Aid to India, Indo-USA Economic relations and the financial aspects of PL-480 assistance to India, and all bilateral and multilateral trade matters are dealt with by the Commerce Wing. The Commerce Wing also deals with the UNCTAD and the GATT and the multi-lateral organisations dealing with trade, specially aviation and tourism and US policies regarding these subjects. The Commerce Wing also oversees the commercial activities of the Indian Consuls General in New York, San Francisco and Chicago. It also undertakes some supervision

of the work of the Air India and other trading and tourism offices located in different parts of the United States. The Commerce Wing also is the coordinating office for the Indo-US Joint Commission.

7.53. Staff strength of the various wings is as follows:—

Economic Wing

<i>I. India based posts</i>	<i>II. Local Posts</i>
(i) Minister (Economic)	(i) Assistant
(ii) First Secretary (Economic) . .	(ii) Stenotypist
(iii) Attaché (Economic)	(iii) Stenotypist
(iv) Research Officer	(iv) Messenger
(v) Senior P. A.	
(vi) P. A.	

Commerce Wing

<i>India based</i>			<i>Local</i>			
1. Minister (Grade III of IFS)	.	.	1	Senior Clerks	.	2
2. Second Secretary	.	.	1	Junior Clerks	.	1
3. Attach	.	.	1			
4. Personal Assistant	.	.	1			
TOTAL	.	.	4	TOTAL	.	3

7.54. India Supply Mission, Washington is a procurement agency under the Ministry of Supply, responsible for the purchases and shipments from the continents of North and South America on behalf of the various Ministries/Departments of the Central Government, Public Undertaking and Projects, State Governments and other Government or quasi-Government bodies. While most of its activities are in the U.S.A. and Canada, it has occasionally been required to arrange purchases from Latin American countries also.

Supply Wing**India based**

1. Deputy Directors General	2	Assistants	2
2. Directors of Purchase	2	Senior Clerks	5
3. Assistant Directors	4	Junior Clerk/Typist	10
4. Assistants	15	Jr. Steno/Typist	3
5. PAs	4	Switchboard Oper.	1
6. LDCs	2	Sr. Stenographers	2
7. UDGs	2	Chauffeur	1
8. Security Guard	1	Messenger	2
		Micrograph Oper.	1
TOTAL	32	TOTAL	27

Staff Strength of Office of the Chief Accounts Officer

India based		Local	
1. Accounts Officer	2	Accountants	3
2. SAS Accountants	4	Senior Clerks	5
3. Selection Grade Auditors	3	Jr. Clerk/Typists	5
		Jr. Stenographers	2
		Messenger	1
TOTAL	9	TOTAL	16

7.55. When asked whether in the interest of economy, efficiency and unified control in related fields and to avoid over-lapping, at least the commerce and economic wings could be amalgamated into one organisation, the Foreign Secretary stated during evidence:

"Washington, in a way, is special. In Washington we have senior officers of the level of Ministers. The primary task of the Office from the Department of Economic Affairs, Ministry of Finance, is relationship with the International Monetary Fund and the World Bank—dealing with aid questions when they existed—and the Officer from the Ministry of Commerce does more commercial work like export promotion; he has also now been made in supervisory charge of the Supply Organisation. Washington and London are a little special in this respect because they are officers representing different Ministries. The Finance Ministry feel that they must have an officer of that status because of their work.

Otherwise, in most of the Missions, in 95 or 99 per cent of the Missions, the economic and commercial work are integrated."

..

7.56. Asked whether from the point of economy, consistant with efficiency, the work of the Commercial Wing and the Supply Mission should be looked after by one Officer; the Foreign Secretary stated:

"I do not think the Ministries concerned would agree to it."

Supply Wing, London

7.57. The Supply Wing of the High Commission of India is the successor organisation to the erstwhile Indian Stores Department and India Supply Mission. The Wing is essentially concerned with purchases for the Defence Services, DGOF and other undertakings who are the main indentors. At present approximately 85 per cent of the indents pertain to the three Defence Services. These constitute procurement of quipment and maintenance spares for sophisticated weapon system, aircraft and electronic items.

7.58. Indents from the organisations mentioned above are received with the foreign exchange content duly released for action. It is then the responsibility of the Supply Wing to obtain quotations, place contracts, inspect the stores and ship them to the indentors in India. It does not deal with any idents from the Private Sector in India at all.

7.59. In addition procurement from firms in UK and on the continent, the Supply Wing also carries out purchases from the Ministry of Defence in the U.K. It will be seen from the above that the procurement function of thing Wing is a highly specialised one and essentially confined to the three Defence Services/Public Sector undertakings.

7.60. It will be seen from the above that the functions of the Supply Wing are entirely different from those of the Commerce and Economic Wing of the High Commission. The Supply Wing is at present headed by an IFS Officer.

7.61. When asked whether the head of the Supply Wing, London, who was a non-technical non-professional IFS Officer, did not find it difficult to handle purchases of sophisticated equipment and defence stores, the Foreign Secretary stated during evidence:

"Actually the situation has changed. The Officer whom you have in mind is not dealing with supplies....The selection is now made by an inter-ministerial Committee.

The Officer can be from railways, Supplies or any of the economic ministries.....An Officer from the Defence Ministry was selected.....Unfortunately he was involved in one of the enquiries....so, there has been no one in that post when he left. At present we are having the Minister of Commerce holding double charge and we have asked for another meeting to select somebody else."

7.62. Asked whether it was possible for a non-technical or non-professional officer to deal with such matters, the Foreign Secretary stated:

"I would submit to you that an Officer with aptitude and integrity is necessary. It does not require a technical man."

7.63. Expressing his view with regard to establishment of Supply Missions, a former diplomat stated before the Committee:

".....There might be some justification for having a supply mission but there is none today. If there are people who want to sell something to us, they should jolly welcome to India.....So personally I would be very critical of maintaining abroad supply missions. India is a big country. No body rushes here to sell, but we are there. So personally I am opposed to maintenance of Supply Missions in principle. It is not cheap any more to maintain these mission as a buyer, whether we buy food or fertilizers. Even in regard to Defence Supply, if we want Hunters and Canberras there is no problem at all."

7.64. Commenting on the above view, the Foreign Secretary stated during evidence:

"We recognise it. The size of the Supply Mission in London at one time used to be 500 or more and we have been progressively reducing this thing. We have also been thinking of how it can be further reduced. The problem from the indenting ministries is a little peculiar. We still have, specially in Defence quite a lot of equipment which was originally purchased from U.K. where we need spares. The total value may not be very much but the number of indents still runs into hundreds of thousands and of these spares sometimes are not available from the original source or the manufacturers because they are obsolete or obsolescent and they have to find out other ways and that means a lot of work. That is why defence in terms of numbers is a very substantial

part and they feel that they cannot do without their officers. Then there may be supply missions for major projects of a Defence Industry Construction and all that when it requires a constant liaison and inspection for which a special team has to be stationed there."

7.65. The Committee note that Indian Embassy in USA, has three different wings namely, Economic Wing, Commerical Wing and Supply Wing, each performing certain functions assigned to it. Each wing has a separate contingent of officers and staff. After going through the functions performed by these wings, the Committee had a feeling that if these wings could be amalgamated into one organisation, it will not only lead to economy but also avoid overlapping. The Foreign Secretary stated during evidence that these wings were manned by the officers of various Ministries and the Ministries concerned might not agree to have a unified control of these wings. The Committee feel that this question requires a more serious and a more critical study by the Government.

They would like to be informed of the outcome of this study.

7.66. A view has been expressed before the Committee by a former diplomat of standing that there was no need to maintain Supply Missions (Washington or London). In this opinion there might have been some justification for having supply missions in the past but there is none today. He stated that "if there are people who want to sell something to us, they should jolly wellcome to India." The Committee also feel that there is weight in this view atleast in-so-far as the purchase of non-sensitive commodities is concerned. The Committee would suggest to the Government to examine the need for continuation of these supply missions in their present size and strength in the changed circumstances.

7.67. The Committee were surprised to find that the Supply Wing of the High Commission of India in London which is essentially concerned with purchase of defence stores and electronic items was headed by an IFS Officer who had no technical or professional background. The Committee do not agree with the view expressed by Foreign Secretary that "it does not require a technical man" to handle purchases of sophisticated equipments and defence stores. The Committee strongly urge that the Heads of the Supply Wings should be men with professional background and intimate knowledge and experience of matters required to be handled by these Wings.

CHAPTER VIII

CONSULAR FUNCTIONS

Passport and Visas

8.1. Every Indian diplomatic Mission/Post has a Consular Section, headed either by a Consular Secretary or a Consular Agent, which processes the applications for grant to renegals of passports/visas etc.

8.2. For the issue of a new passport or renewal, the prescribed time by the Missions normally varies between 24—48 hours, and, by and large, the Missions are able to adhere to this time limit. However, if required, the applications are processed on an urgent basis, and passports are issued within a few hours.

8.3. In the case of visas, the applications are processed the same day, and endorsements are issued in two to three hours.

8.4. The prescribed minimum time was adhered to by the Missions/Posts, in the last three years, in extending passport/visa facilities. However, the maximum time taken depended on individual cases. Wherever the cases were straight forward and which did not require any references to authorities in India, the maximum time taken did not exceed 72 hours; most of the cases are of this type. In a very small number of cases, where complicated questions of citizenship were involved, references had to be made to Central and State Governments, and Passport Issuing Authorities in India; the maximum time, in such cases, generally, did not exceed six months.

8.5. It has, however, been noticed from the detailed information furnished by the Ministry that in our missions at *Dacca, Brussels, Vancouver, Paris, Accra, Bonn, Frankfurt, Tehran, Baghdad, Mozambique, Kuala Lumpur, Jeddah, Singapore, Dar-es-Salam, Dubai, New York, Thimpu*, the time taken in a number of cases exceeded 72 hours. Ministry's explanation in this regard was that missions' efforts had always been to clear the passport cases within 24—48 hours but when there was an intervening holiday or where the missions worked for five days a week, or where there was shortage of staff, delays took place.

8.6. It was brought to the notice of the Committee that for obtaining passports, Indian workers in certain countries had to spend 2 days and they had to forego their wages, salaries and allowances for that period. Commenting on the issue, the Ministry informed the Committee in a note:

8.7. It is not necessary for Indian citizens to present their passports personally at the Embassy for renewal or any services. Their passports could be sent to the Embassy by post and it would be the duty of the Mission to return the passport duly renewed/serviced by post to the holder. Our Missions also accord priority to the Indians who come from outstations (that is outside the capital towns) in the matter of clearance of the cases.

8.8. Asked whether it has ever been brought to the notice of Indian Diplomatic Missions abroad that persons of Indian origin have travelled on forged or fake passports, the Ministry informed in a written note that three cases of forged or fake passports involving persons of Indian origin have been detected by the Indian Diplomatic Missions abroad during the last three years. Out of these three, one pertained to Embassy of India, Bonn in 1974, one to Embassy of India, Helsinki in 1975 and one to Embassy of India, Bucharest in 1976. Necessary investigations were carried out by the Ministry of External Affairs in all the three cases. These were also reported to the State authorities in India, for further investigation by them with a view to launch legal proceedings against the persons involved.

8.9. In a memorandum submitted to the Committee it has been stated:

“.....Visas are not issued in time. They ask you to come after two days or so even when it is not necessary. The requests for the renewal of passports and for extra endorsements are met with suspicion which reflects in their unfriendly behaviour.”

8.10. Commenting on the above view, a former Foreign Secretary and Ambassador stated during his evidence before the Committee:—

“Visa has been a problem everywhere. The population in some of the countries grew by leaps and bounds....., whereas the set-up of the Consular Sections was 15 years old. In America for instance, during the last two years, we had two more Assistants in New York and every

arrear of passport and visa has been cleared. We have set up new Consular General in Chicago and we have not reviewed any complaint during the last six months."

8.11. A former diplomat, speaking from experience stated before the Committee during evidence:—

".....Consular work, that is passport and visa work. I speak about this with authority because during my two terms I had a lot to do with this sort of thing. I think we should pay more attention to this. Our Visa and Passport Sections are not as well manned as they should be. I do not think that many of our consular officers go out of their way to be very helpful. It is true that the demands are heavy....."

Problems relation to the consular functions of Missions brought to the notice of the Committee by certain Associations of Indians abroad

Great Britain

8.12. It has been brought to the notice of the Committee in a memorandum from an association of Indians in Britain:—

"There was and still is a red-tapism to an intolerable extent in dealing with the different aspects of passport applications. In some cases it takes many weeks even to receive as acknowledgement of the applications. It can be said with no hesitation that there was and is a circle of agents in operation who have got free access to some officials. These agents helped to create such a situation under which the people were forced to offer bribes. Though it is impossible to substantiate this, such a practice, nevertheless, is a fact. The present High Commissioner, Mr. N. Gorey, has been informed of the situation by some organisations and he has been assuring them to improve the conditions."

8.13. Transmitting the comments of the High Commission of India, London, in this regard, the Ministry stated in a written note:

"The Indian workers association, Great Britain (Hindustani Mazdoor Sabha) had submitted a memorandum in November, 1977 in which they listed some demands for improving passport and other services to people of Indian

origin in UK. In this connection the High Commission had already taken action mentioned below:—

- (i) Category of persons who can attest passport photographs was broadened and High Commission started authorising two top office bearers of well established organisations to do such attestation. High Commission has also been streamlining its procedure to give more prompt and convenient service to Indians in UK and has made special arrangements to issue passports in emergent cases. No specific complaint of corruption has been received against any passport official and memorandum itself conceded that it was not possible to substantiate its allegation.
- (ii) Practice of asking applicants for renewal of expired passports to provide British Home Office document as proof that they have not acquired British nationality was stopped and such verification is done by High Commission itself in a few doubtful cases.
- (iii) Procedure regarding addition of surname in passports has been liberalised and the High Commission also started accepting advertisements about change of names in Indian language newspaper in UK.
- (iv) The High Commission also stopped the practice of asking for stamped or registered envelopes from applicants.

Allegation of red-tapism is not correct, though rules and standing instructions have to be kept in view. Also there is a regular system sending acknowledgement of applications or interim replies whenever it is felt that the desired service may be delayed due to need for seeking clarification or making references to appropriate authorities in India. Internal supervision has also been tightened up to minimise changes of harrassment and delay and to ensure that due courtesy and consideration is extended to everyone visiting or approaching the High Commission. In the recent past many Indians had expressed appreciation of these measures and their impact."

U.S.A.

Q14. With regard to consular services rendered by the mission

offices in America, it has been stated in a Memorandum from an Association of Indians in America that:—

- (i) facilities are inadequate in terms of physical dimension and appearance;
- (ii) reception is "cold";
- (iii) There is bias in favour of non-Indian visitors as opposed to Indian visitors.

8.15. Commenting on the above complaint, the Ministry informed the Committee in a note:

It is a fact that facilities are inadequate in terms of physical dimension and appearance specially when compared to the consular offices maintained by other countries in U.S.A. However, all efforts are made to ensure that our consular wing is kept as presentable as possible within the resources available with the Mission taking into account constraints of economy and availability of space.

It is not correct that the reception in the consular wing is "cold". Efforts are made to give as warm a reception as possible.

8.16. There is no bias in favour of non-Indian visitors opposed to Indian visitors. As much courtesy is shown to an Indian visitor as to non-Indian visitor.

Malaysia

In a memorandum submitted to the Committee by a Tamil Society in Malaysia it has been stated:—

"Though 60,000 Indian Students are getting their education in India with the assistance of Indian Mission here, yet there is problem in regard to re-entry permits for the common people."

8.17. Asked whether problems of this nature came to the notice of the Ministry and what they proposed to do in this regard, the Ministry stated in a note:

As per Malaysian regulations non-citizens who have got permanent resident status in Malaysia should obtain re-entry permits before they leave the country on visits abroad if they want to retain their permanent resident status. These permits are normally issued for a maximum period of six months. These permits, however, are not required in the case of Malaysian citizens. Approximately 5000 to

6000 students from Malaysia are studying in schools/colleges in India of whom a great number would be Malaysian citizens holding Malaysian passports. Some of them may be holding Indian passports or Indian two-way Emergency Certificates and others may be holding Certificates of Identity issued by the Malaysian authorities. These students who are not citizens of Malaysia but having permanent resident status may be facing some problems in obtaining re-entry permits of sufficiently long duration to cover their courses of studies in India. It is however understood from the Malaysian Immigration authorities that in all such cases of bona-fide students re-entry permits are issued on year to year basis either before their departure from Malaysia or after arrival in India by the Malaysian Missions.

Hong Kong

8.18. An association of Indians in Hongkong in their memorandum submitted to the Committee stated:—

"Rules which apply in issuing passports to Indians in India cannot be literally applied to overseas Indians e.g. many parents like their minor children to hold their own passports especially those over 10 years of age but they are asked to produce evidence of travel before a passport application is accepted, which is farcical because such air line ticket can be obtained from a travel agent without payment or actual intention of travel. As the Indian mission has adequate staff to deal with routine matters like issuing or renewing passports, this should be done in a much shorter time. Passport applications or renewal forms for overseas Indians should be revised as many of the questions which apply to Indians in India are inapplicable to Indians abroad."

8.19. Stating the factual position in this regard, the Ministry informed the Committee:

Application forms and Renewal forms for adults and children are prescribed under Passport Rules, 1967 made under Passports Act, 1967 and these forms are required to be used by all Indian citizen at home and abroad.

8.20. The grant of passports and rendering of any services on the passports are governed by the provisions of the Passports Act, 1967, Passport Rules 1967 and the administrative instructions issued from

time to time. These rules and instructions have to be applied uniformly whether the applicants are residents in India or abroad. It has not been brought to the Ministry's notice that the High Commission of India, Hong Kong, insist on an evidence of travel before issuing separate passports to minors. However, the Mission sought clarification regarding grant of separate passports to minors under 15 years of age whose names are included in their parents' passports in the following circumstances:

- (i) The child is to travel to India with a relative.
- (ii) The parents want to travel to India leaving behind their children in Hong Kong.
- (iii) The parent has to travel out of Hong Kong on business leaving their children and the stay visa in respect of the children has to be transferred on the children's passport.

The Mission was advised that in all such cases separate passport may be issued to the minors.

8.21. The Ministry in a note, furnished in October, 1977, stated that in his statement made in the Lok Sabha on August 8, 1977, the Minister of External Affairs announced new simplified procedures for issue of passports with a view to reducing to a minimum the inconvenience and hardship to applicants.

8.22. One of the changes, which is of importance to Indians abroad also, relates to 'endorsements' on passports.

8.23. The Committee are informed that each Indian Diplomatic Mission/post has a Consular Section which processes applications for grant/renewal of Passport/Visas, etc. The prescribed time limit for issue/renewal of passports by missions is 24—48 hours and by and large missions adhere to this time limit. They have been informed that the maximum time taken by missions has not exceeded 72 hours except in a small number of complicated cases which required reference to Central and State Governments in India. In such cases, the maximum time generally did not exceed 6 months. In the case of visas, the applications, are processed the same day and endorsements are issued in 2—3 hours.

8.24. The Committee have received a number of Complaints from Indians at home and abroad about the unsatisfactory nature of services rendered by Consular Sections of our missions. According to one complaint the visas are not issued in time and requests for passports/visas "are met with suspicion which reflects in their unfriendly

behaviour." Another complaint received from an association of Indians abroad speaks of "red tapism of intolerable extent" in Consular Sections which, in some cases, have taken "many weeks" even to send acknowledgement. It has also been alleged that at certain places people have been forced to use the services of outside "agents" who have free access to missions' officials.

8.25. An association of Indians in USA has complained that the reception at the Consular Sections of the missions is "cold" and there is "bias in favour of non Indian visitors as opposed to Indian visitors," a former diplomat stated during evidence that "our visas and passport sections are not as well manned as they should be and that many of our Consular officers do not go out of their way to be very helpful". Even according to the information supplied by the Ministry themselves, missions at Dacca, Brussels, Vancouver, Paris, Accra, Bonn, Frankfurt, Teheran, Baghdad, Mozambique, Kuala Lumpur, Jeddah, Singapore, Dar-es-Salam, Dubai, New York and Thimpu, the time taken for issue and renewal of passports/visas has exceeded 72 hours in a number of cases. Even a former Foreign Secretary held the view that "visas have been a problem everywhere" and that the set up of the Consular Sections in various missions was 15 years old. He, however, added that the situation had improved during the last 2 years. The Ministry have admitted that "facilities are inadequate in terms of physical dimension and appearance". They have stated that Indian missions in various countries have taken steps to simplify and streamline the procedure for the grant/renewal of passports and visas.

8.26. The Committee note that the Ministry have denied most of the allegations made against the Missions. But a mere denial by the Ministry is not enough to prove that all that the Indians at home and abroad have said about the efficiency and behaviour of the Consular Sections of our Missions abroad is untrue. What the Ministry may consider to be a "warm" reception or a reception free of "bias in favour of non-Indians" may not actually be so to those who stand on the other side of the counter. In the opinion of the Committee the efficiency of the Consular Section is to be judged by the speed with which they issue or renew passports and visas and not by what the missions' officials claim or smugly believe. The Committee would like the Ministry not to be carried away by the one-sided reports sent by the missions but to find out independently what the Indians and non-Indians think of our Consular Services. Besides advising heads of missions to take personal interest in the working of consular sections to ensure deficiency with courtesy in their dealings with visitors. The Ministry will do well to evolve a system of periodically inviting on a

selective basis opinion of those persons, who have got passports visas issued through our Missions abroad, on the working efficiency of the Consular Sections and then take measures to improve consular services in the light of the replies. Unless it is done, the Ministry, the Committee fear may never know the true picture.

8.27. The Committee would also like the Ministry to study the working of Consular sections in the Missions and also to keep a constant watch, through periodical/Statements, on the efficiency of the Consular Sections of Indian missions abroad and take necessary measures to tone up the working of the Missions. They would like to be informed of the specific measures taken to streamline the working of consular Sections within six months.

8.28. According to an association of Indians in Hongkong the rules governing issue of passports to Indians to India should not be applied literally to overseas Indians and passport applications or renewal forms for overseas Indian should be revised as many of the questions which apply to Indians in India are not applicable to Indians abroad. The Ministry have stated that the rules and application forms are prescribed under the Passport Act, 1967 and Passport Rules 1967 and the rules and forms prescribed therein are applicable alike to all Indian citizens at home and abroad, implying thereby that it is not necessary to change the procedure or application forms laid down for overseas Indians. The Committee think that it is not a correct approach to the problem. In the opinion of the Committee the Ministry should not, on technical grounds, turn down the suggestion to review the application forms and the procedure in-so-far as they relate to overseas Indians. The Committee expect that the Ministry would go into the matter and if necessary, change the rules and rationalise the application forms and simplify the procedure for overseas Indians at an early date.

8.29. The Committee are informed by a society of Indians in Malaysia about the difficulties faced by Indian students in obtaining re-entry permits of sufficiently long duration to cover their courses of studies in India. The Ministry have stated that the system of re-entry permits has been prescribed under the Malaysian regulations. The Committee hope that Indian Mission in Malaysia would not hesitate rendering such assistance as it permitted under the regulations to those Indian students who may need it in the event of any difficulty.

CHAPTER IX

CULTURAL FUNCTIONS OF MISSIONS

Cultural Publicity

9.1. In accordance with international diplomatic practice, information and cultural wings attached to the Indian diplomatic Missions abroad, arrange cultural programmes, which are aimed at consolidation of our relations of friendship and cooperation with other countries, on the basis of equality, reciprocity and mutual benefit.

9.2. The Ministry have informed the Committee that the following steps have been taken by them to ensure that our Missions reflect Indian culture in its true perspective in various countries abroad:—

- (i) Government have entered into bilateral cultural agreements with about 50 countries and efforts are being made to enter into similar agreements with others.
- (ii) Indian cultural centres are functioning in Guyana, Fiji and San Francisco. Each of them conducts regular classes in Indian dance, music as well as in Hindi language and organise lectures and cultural programmes. The dance and music teachers attached to them tour neighbouring areas to give performances occasionally.
- (iii) There is a School of Indian Music functioning in Kabul in collaboration with Afghan Government.
- (iv) A Mahatma Gandhi Institute has been established in Moka (Mauritius) in collaboration with Government of Mauritius.
- (v) A dance teacher has been deputed to Port of Spain, Trinidad.
- (vi) Chairs of Indian Studies are being maintained in Poland, GDR, Yugoslavia, Rumania, Guyana, Senegal, Bulgaria, Mexico, Indonesia, Trinidad etc.
- (vii) Deptt. of Culture|Sangeet Natak Academy arrange tours of cultural troupes abroad and also give grants-in-aid to

Indo-Foreign friendship|cultural societies in foreign countries and Sanskritic Centre of Fine Arts in London. During the financial year 1976-77, such societies were allotted grants-in-aid ranging from Rs. 375 to over Rs. 1 lakh.

Cultural Wings of Indian Missions

9.3. In a memorandum from a former Foreign Secretary it has been suggested:—

“Every mission should have a cultural wing which should devote its efforts to projecting various aspects of Indian cultural by seminars, projection of films, cultural programmes, (even with the aid of local artists) and discourse on philosophy, spiritualism, Indian arts, and culture. I must say that in places like London and USA every commendable efforts are being made by private organisations but unfortunately there is very little that is being done officially.”

9.4. Stating their views on the above suggestion the Ministry informed the Committee in a note:

India has over one hundred Missions/Posts abroad. Our foreign policy interests do not necessarily require a cultural wing in each and every Mission Post. It is true, however, that cultural wings in a larger number of our Missions/Posts would enable a more comprehensive projection of different aspects of Indian culture. However, the problem of non-availability of resources in this regard cannot be over emphasised. Within these limitations our Missions are doing their best to project Indian Culture in a variety of ways including music and dance performances, lectures of eminent people in the field of art, literature etc. and other cultural programmes.

9.5. It is suggested that more staff and funds should be made available to the Ministry and the Missions so that they can expand their cultural activities.

Project of Indian cultural image abroad

9.6. An Association of Indians in America stated in this regard in their Memorandum:—

“Overemphasis on dance and music must be discontinued. Art and literature, especially the emerging new literature in various Indian languages and also in the English language as it is evolving in India with the Indian writers, film and other media should be encouraged. Visiting per-

formers in various fields often suffer from two problems: (i) inadequate planning and (ii) lack of professional sponsorship. In any case, there is a dismal inadequacy in terms of presentation of India in fields other than dance."

"Library facilities, reference materials, feature films and documentaries remain limited in availability and nowhere near the magnitude of the issues involved; thus what scant facilities currently exist in Indian missions are unproductive."

9.7. Commenting on the above views, the Ministry stated:

It would not be quite correct to say there is over-emphasis on sending dance and music troupes to America. A number of individual artistes and dance groups from India, however, visit USA sponsored by local impressarios, and it is in their own interest to adequately plan their visits in consultation with our Mission, whose assistance is always available.

9.8. The Library facilities and reference materials as well as documentary films in our Mission in the United States are among the best available in all our missions abroad. They are fully utilised by students, professors, others interested in developments in India.

9.9. Regarding Indian image in United Kingdom, an Association of Indian workers in London stated that Indians were projected as lazy, backward and divided people. This image still persist. The Indian Mission was supposed to tackle this problem.

Th: Association suggested:

"The Mission should regularly supply the latest information with regard to cultural, social, political and economic developments in India to as many agencies of communication as possible, such as Department of Education and Science, its Teachers' Training Colleges Primary and Secondary Schools, Community Relations Councils up and down in the country. It must insist upon the Ministry of Education to change its old stereotyped books on subjects like history, social studies and geography. It should protest to the agencies of mass media and communications every time they do the trick of giving one-sided and distorted picture of India. Donations of books by India on large enough scale can also be helpful. Countries such as China and East European States have succeeded in this direction. Their positive films are shown on the television during peak hours very frequently."

9.10. In this regard, the Ministry stated in a note:—

The so-called derogatory image of India persisting in some quarters in Britain is a natural outcome of the nature of historical relation between India and Britain for more than two hundred years. The arrogance of imperialism and colonialism dies hard. However, liberal and progressive public opinion in Britain have recognised India as one of the leading nations in the developing world.

9.11. The Indian High Commission in London regularly feeds all the media in U.K. with publicity materials received from India, and widely distributes its own weekly journal "India News". The mailing list includes all important public institutions, libraries, educational bodies, universities, schools and colleges and research institutions as well as prominent individuals in other walks of life. Besides, Indian documentaries are loaned to a large number of organisations including ethnic associations in addition to their screening in High Commission's own premises.

9.12. It would be appreciated that the High Commission is in no position to dictate to the British Department of Education to change the school or college text books on different subjects. However, every possible opportunity is taken to present well-written books on India's history, philosophy, culture to educational institutions and libraries.

9.13. Any adverse comment about India in the local press is promptly refuted by the Mission by publishing letters to the Editor concerned or by personal meeting with him by the Mission's Public Relations Officer.

Establishment of Cultural Centres

9.14. A former diplomat stated in his memorandum that:—

"There is great need to have Indian cultural centres, as we have Alliance-Française, Max Muller Bhavan, Iranian cultural centres, British council and American cultural centres in India. India has much more to offer to the world in its spiritual and cultural heritage, in its arts and literature, both from the ancient times as well as from its modern achievement in the literary, artistic and cultural sphere. Yet we are doing precious little to project India's great heritage approach, in those areas."

9.15. Elaborating his views further, he suggested to the Committee during his evidence:

"We can start with half-a dozen cultural centres in New York, Paris, Berlin, Frankfurt and Tehran. I would like to explain what I mean by a cultural centre. If there is a big centre with a library, it will help people who want to know anything about India—its philosophy, spiritualism, literature, arts and politics, as of today, we have not got it. They can, if it is there, always go there to take books. Secondly, they should be shown Indian films, documentaries and other films every now and then. Thirdly there should be teaching of Indian music and Indian dance for which there is a great deal of longing....there should be discourse in religion or spiritualism or comparative study of Western and Indian thoughts This sort of centre is vitally important. There should be seminars where important people from India, and friends of India, should speak....I say cultural centres have a great importance. There is no reason why we should not have them in New York, Moscow, Berlin, Tehran and other places and slowly at many more places."

9.16. The Ministry informed the Committee that in 1970, a decision was taken that the Government should open 10 cultural centres, to begin with, in various continents. Pursuant to this decision, cultural Centres were opened in Fiji in 1972 and Guyana in August, 1973. Another Centre was opened in San Francisco in 1972, but it did not achieve adequate success and was closed down. The progress in implementing the 1970 decision has been slow largely due to lack of budgetary support.

9.17. Subsequently in a detailed note on the subject, the Ministry informed the Committee:

The existing Cultural Centres are functioning in Suva (Fiji), Georgetown (Guyana) and Paramaribo (Surinam). Besides, the Council has been maintaining two dance teachers and one Tabla Player at the National Council of Indian Culture in Trinidad and Tobago; two teachers of music one each in Vocal and Instrumental at the Mahatma Gandhi Institute in Mauritius and one Senior Music Teacher (Vocal) at the school of Music in Kabul, Afghanistan all sent from India

9.18. In pursuance of the recommendations of the newly formed General Assembly of the Council to the effect that attention be paid to South Asia, Arab World and Africa, it is proposed to open three

more cultural centres in these areas in the next few years—one each in Malaysia, Peru and Thailand|Indonesia.

9.19. The main activities of the Cultural Centres may be summed up as follows:—

- (a) A library of basic books on India in English, in the language of the country, in Hindi and in some of the other Indian languages with an efficient lending system;
- (b) A reading room where chosen periodicals will be made available to the public;
- (c) A library of films, slides, records and tapes with an efficient lending system;
- (d) Teaching of Indian dance, Music and Fine Arts;
- (e) Teaching of Hindi and/or other Indian languages for which there may be demand;
- (f) Arranging periodical lectures on India either by eminent citizens of the country well-versed with India or by visiting Indian dignitaries;
- (g) Arranging film shows in the Centre as well as in the towns and villages either on its own or through local bodies;
- (h) Organising exhibitions of Indian books, photographs, posters and objects of art either on its own initiative or through local bodies;
- (i) Organising cultural evenings of Indian dance, music and drama with encouragement to more and more participation by local citizens in them;
- (j) Organising theatrical performances of Indian plays and on Indian themes at the Centre and other towns as well as over the local radio and T.V.;
- (k) Distributing books and other materials on India;
- (l) Developing contacts with a wide spectrum of local citizens including students, teachers, scholars and leaders of opinion.

9.20. On the suggestion of opening more Cultural Centres abroad, the Foreign Secretary stated during evidence:

“....We have had proposals of increasing the number of cultural centres in Malaysia, Iran, Peru etc. but for financial reasons we have not been able to implement.”

9.21. Another former diplomat giving his views on this subject, stated before the Committee during his evidence:—

"Historically, there has existed in Western Europe, North America, even in Latin America, a school of orientalists who have, for their own reasons, taken interest in things Indian. The lowest cost operation would be for our missions abroad, specially heads of missions, to cultivate those people and use them. It is possible. Secondly, at a low cost we can sponsor, without having the paraphernalia of a British Council, in Paris or in New York private enterprise which is doing willy-nilly in the area of dance and music. Our musicians, people like Ravi Shankar, say that we seem to be indifferent towards their efforts. If we are a little more sensitive we can use music, dance, etc. that is already going on. In the area of intellectual effort we are a little more sensitive we can use, music, dance, etc. etc. In America every university has an Asian Study Centre, they are knowledgeable about us; we can utilise their services.

Finally we can have a very intelligent exchange programme sponsored through the Indian Council of Cultural Relations, our people go there and their people come here, so long as the constraint of resources lasts and it is likely to last a long time, our approach to cultural publicity should be along the lines I have indicated."

9.22. Another diplomat was of the view that:

"No Mission can deal with or project all aspects of the Indian Culture". Selection and priorities especially about films, music, dancing, fashions, must be well thought out. In various regions of the world there are different aspects of the Indian culture that find attraction—e.g. films and music in Arab lands, dancing, music, yoga, literature in Euro-America. Instead of wasting resources one would profitably concentrate on one or two regions and see the response of the people concerned. This is an expert's job, and we should not hesitate to seek help from them."

Evaluation

9.23. On the question whether any evaluation has been made to determine the extent to which Indian Mission have been able to

present the cultural image of India the Ministry informed the Committee:

9.24. Indian missions abroad are constantly involved in presenting the cultural image of India. Indian associations, organisations set up in different countries to promote friendly relations with India and many other local cultural bodies consult the Indian missions and arrange various cultural events in close cooperation with our heads of missions and the officers in the missions concerned with publicity and public relations.

9.25. Although no precise information is available on whether any evaluation was undertaken to determine the extent to which our missions have been able to present India's cultural image, there is a continuing system at the headquarters through meetings and discussions of the cultural activities of missions, whereby an assessment of the work of our missions is inevitably made. The Quarterly Publicity reports from the information posts also reflect on the cultural activities of the missions, both as regards the official programme of which the Headquarters are already aware and those undertaken at the initiative of our missions. In our assessment, by and large, our missions have been presenting India's cultural image adequately and competently.

9.26. In a subsequent note, the Ministry informed the Committee:

The Evaluation Committee on the Indian Council of Cultural Relations known as the Ashoka Mehta Committee, which was set up in 1977 to evaluate the working of the Indian Council for Cultural Relations, has recommended that the Council should be the main implementing agency of Government's cultural promotion activities abroad. The Government and the ICCR are in the process of implementation of the Ashoka Mehta Committee recommendations. The Prime Minister has approved the suggestion that the ICCR, which functions under the Ministry of External Affairs, should be the implementing agency of India's cultural promotion activities abroad and a cultural division should be formed in the Ministry to direct these activities. Steps to implement these and other decisions are being taken.

9.27. Stating his views on the cultural activities of Mission and the recommendations of the Ashoka Mehta Committee on the subject, the Foreign Secretary stated during evidence:

"....The new Government had appointed an informal committee under the Chairmanship of Shri Ashoka Mehta. It has made recommendations and the endeavour is to integrate our cultural diplomacy.... The Ashoka Mehta Committee places emphasis on improving and integrating the

totality of work relating to our cultural diplomacy abroad. It was divided until now. Part of it was done by the Department of Culture in the Education Ministry and part of it was done by the Indian Council of Cultural Relations, a semi-autonomous body under the Ministry of External Affairs. Now the idea is to integrate the work pertaining to the cultural relations abroad with the Indian Council of Cultural Relations."

9.28. It is seen that the Ashoka Mehta Committee Report have made in-depth study into the whole range of matters relating to the importance of cultural diplomacy in international relations, role of Indian diplomatic Missions in cultural publicity abroad, integration of work relating to cultural diplomacy at Headquarters and fixing up of priorities in cultural activities.

9.29. Stating their views on approach to cultural relations abroad, the evaluation Committee (Ashoka Mehta Committee) have observed:—

"The organisational set up for conducting our cultural relations with other countries, and on a review of the work done in the last several years, it would appear that there is considerable scope for improvement and filling of gaps. Our basic approach to develop cultural relations with other countries within the rigid frame of cultural exchange programmes appears to be inadequate. This approach has succeeded largely in the case of our relations with countries with controlled economies. With market economy countries we have not been able to make such headway. Again, some areas which are of great importance to us such as South East Asia, East Asia and West Asia have not received the attention that we should have given them because we have been functioning on the basis of bilateralism and reciprocity and have not made any unilateral effort in the light of our broader national concerns or interests. It is, therefore, advisable that while we continue with the CEP approach in the case of countries where Government to Government programmes are possible, we should increasingly think of programmes directed to countries or areas which are of great interest to us. We should not hesitate to undertake programmes in these areas even if they have to be on a unilateral basis and are not matched by reciprocal investments from the other side. We should, therefore, approach the problem by first deciding upon the overall policy objectives of our cultural

relations with other countries and take a view about the scope and content of those programmes. Thereafter we may adopt a pattern of formulating and implementing programmes which respond to those policy objectives. It would follow that the organisational set up for formulating and implementing policies and programmes in this regard should be oriented towards the policy objectives and the area priorities that may be decided upon."

9.30. Defining the role of Indian diplomatic Mission in spreading Indian culture abroad, the evaluation Committee observed:—

"The Committee also considered the role of our Missions in the spread of Indian culture abroad. It emphasised that at least in countries with whom we have cultural affinity there should be at least one knowledgeable person looking after cultural affairs. Our cultural activities abroad should not be confined to the initiatives of our Heads of Mission alone or left to be carried on as a part time activity by our Information Officers or Educational Advisers. Officers entrusted with cultural work abroad should be qualified for it and should be able to establish suitable links with the cultural and intellectual elites in that country. The countries tentatively identified by the Committee where it would be useful to have separate cultural representatives are: Nepal, Sri Lanka, Bangladesh, Pakistan (when feasible), Thailand, Indonesia, China, Japan, Iran, Afghanistan; Syria, Saudi Arabia, Egypt, France, the FRG, the UK, the USA and the USSR. The cultural advisers, as they may be designated, should preferably be drawn from among experts in the field though officials with the necessary background and expertise could also be considered. They should be engaged on a contractual basis to ensure that there is no stagnation and vested interests are not allowed to grow. The ICCR could be entrusted with the task of preparing a panel of names for consideration by the Ministry of External Affairs."

Indian Monuments abroad

9.31. The Ministry furnished a statement to the Committee (Appendix II) which shows that in 40 countries there are monuments/memorials of eminent Indians.

9.32. It is seen from the statement furnished by the Ministry that in the following places there are Indian monuments established in

honour of great Indian leaders but no celebrations are held at these monuments on a regular basis:—

Country	Name of leader	Remarks (by Ministry)
1. Brazil (Rio-de Janeiro)	Mahatma Gandhi (Statue)	At present no functions are possible as our mission has since shifted to Brasilia, the new capital of Brazil.
2. Guyana (George town)	Mahatma Jawaharlal Nehru (Statues)	No celebrations are held at these monuments on a regular basis.
3. Surinam	Mahatma Gandhi	Nil.
4. Trinidad (San Fernando)	Mahatma Gandhi (Statue)	Martyrs day is observed with wreath laying on Jan. 30 every year in San Fernando.
5. Uruguay (Montevideo)	Mahatma Gandhi (Statue)	..
6. Canada (Vancouver)	Mahatma Gandhi (Memorials)	The place is occasionally used by the Indian community there for functions and get together.
7. China	Dr. Dwarkanath Kotnis (Memorial Hall)	In 1976, a function was held to pay tributes to Dr. Kotnis.
8. Japan (Renkoji Buddhist Temple where ashes are retained)	Netaji Subhash Chandra Bose.	..
9. USSR (Tashkent)	Lal Bahadur Shastri (Memorial and school).	..
10. Hungary (Balaton)	Rabindranath Tagore (Monument).	At the time of visits of VIPs from India, some functions are held there.
11. Italy . . .	Mahatma Gandhi(Statue)	..
12. Afghanistan	Buddha (Statue) in Bamiyan Hazarat Syed Mohammed Jawnpuri (Tomb in Farab)	..

9.33. Explaining the position in this regard, the Foreign Secretary stated during evidence:

"In so far as the function relating to Mahatma Gandhi's birthday, all Missions celebrate the occasion/function. Panditji's birthday is also celebrated. Where there is a function held and there is a statue in the capital, then the function may be held around the statue or the function

may be held elsewhere independent. But the idea of celebrating a particular function is important. It may not be possible only around statue. What I am saying is that the function will be formal in places and held in places other than around the statue."

9.34. The Committee are informed that with a view to reflecting Indian culture abroad, Government have taken various steps such as, entering into bilateral cultural agreements with about 50 countries; opening of cultural centres in Guvanat, Fiji and Surinam (there is a proposal to open three more centres—one each in Malaysia, Peru and Thailand/Indonesia) setting up of a school of Indian music at Kabul; establishing Mahatma Gandhi Institute in Moka (Mauritius); deputing of a dance teacher to Port of Spain (Trinidad). Besides chairs of India, studies are being maintained in Poland, German Democratic Republic, Yugoslavia, Rumania, Guyana Senegal, Bulgaria, Mexico, Indonesia, Trinidad etc.

The Ministry have stated that though cultural wings in a large number of our missions abroad would enable a more comprehensive projection of different aspects of Indian culture abroad, "our foreign policy interests do not necessarily require cultural wings in each and every mission/post". Within the limitation of resources, in Ministry's view, Indian missions are "doing their best" in this regard.

9.35. The Committee any of the opinion that there is a great interest in Indian culture abroad. Library facilities, reference material, feature films and documentaries, new literature in various Indian languages, art, dance and music are very much in demand and it should be the responsibility of Indian missions to rise to the occasion and fulfil the demand. The Committee are not oblivious of the constraint of resources but they feel that it would be unfortunate if on this account, the people of the world are denied facilities to have glimpse of Indian culture.

9.36. The Committee agree with a former diplomat that in various regions of the world, there are different aspects of Indian culture that find attraction, e.g. films and music in one region, dancing, music and yoga in another, and so on. The Committee would suggest that for using the meagre resources, most profitably, the Ministry should make a study to determine the likes and preferences in each region and then concentrate only on those aspects in that region, to start with.

9.37. The Committee regret to note that even though a decision was taken in 1970 to open 10 cultural centres abroad, such centres have so far been opened only at 3 places (Fiji, Guyana and Surinam).

The need for Indian cultural centres abroad to project the spiritual and cultural heritage of India, her arts and literature cannot be over-emphasized but, according to a former Foreign Secretary, "We are doing precious little to project India's great heritage approach, in these areas." The Committee strongly feel that the implementation of the decision taken in 1970 should not be delayed any further. They would like the Ministry to identify places of importance from the point of view of India's national interest and draw up a pragmatic programme to set up cultural centres at the selected places in a systematic manner. Each cultural centre should ultimately have a library and arrangements for showing Indian films teaching music and dance, holding discourses and seminars on spiritualism and religion affording facilities for comparative study of Eastern and Western thoughts. It may start on a modest scale by setting up facilities for which there is an immediate demand and progressively it may extend its activities in other fields in due course.

9.38. The Committee see great force in the suggestion made by a former diplomat that Indian missions can involve various schools of orientalists and indologists existing in Western Europe, North America, even in Latin America, private enterprise in dance and music operating in foreign countries and Asia Study Centres in foreign universities wherever they exist, to project Indian culture in the countries of their accreditation. This would cost little or nothing. All that the heads of Indian missions have to do is to take initiative and stimulate all such organisations and persons who have on their own developed interest in India's culture and arts.

9.39. The Committee are of the opinion that overseas Indians and people of Indian origin settled abroad have great cultural potential which has not been fully tapped so far. With a proper approach and the right kind of leadership Indian missions can draw upon a wealth of talent and numerous sources abroad and make use of a host of local organisations of Indians and people of Indian origin to organise cultural activities at no or little extra cost. These are some of the ways in which the constraint of resources can be overcome by resourceful heads of missions.

9.40. The Committee are surprised to be told by the Ministry that "no precise information is available on whether any evaluation was undertaken to determine the extent to which our missions have been able to present India's cultural image..." If the Ministry do not have this information, who else will have? The Committee cannot but conclude from this statement of the Ministry that no evaluation worth the name has been done so far though, they say, there is "a continuing system" of assessment of missions' work at the headquarters. As recommended elsewhere, the Committee attach great importance to a systematic and regular evaluation of the missions' performance

in cultural field, as in other fields, so as to assess their achievements and shortcoming and take timely remedial action to tone up their working in areas of weakness.

9.41. The Committee note that the Evaluation Committee on the Indian Council of Cultural Relations (Asoka Mehta Committee) has recommended that the Council (ICCR) should be the main implementing agency of Government's cultural promotion activities abroad. This recommendation has been accepted by Government and steps to open a Cultural Division in the Ministry to direct those activities are being taken. Government and ICCR are stated to be in the process of implementation of other recommendation of the Evaluation Committee also. The Committee welcome the proposed integration of the cultural diplomacy in ICCR. It is a distinct advance in the right direction as compared to the past when the work relating to cultural activities abroad was divided between the Department of Culture (Ministry of Education) and ICCR. They hope that the proposed Cultural Division in the Ministry would be able to draw up a policy objective and an integrated and comprehensive plan in collaboration with ICCR, to project Indias' cultural image and coordinate cultural acitivies in all Indian Missions abroad.

9.42. The Asoka Mehta Committee have dealt with various aspects of our cultural relations including role of Indian missions and organisational arrangements abroad. This Committee have observed that "our cultural activities abroad should not be confined to the initiatives of our Heads of Missions a lone or left to be carried out as a part-time activity by our Information Officers or Educational Advisers. The Asoka Mehta Committee have recommended appointment of separate cultural representatives to be called Cultural Advisers on contractual basis in certain specified countries to be selected from amongst experts in the field in consultation with ICCR. The Estimates Committee would like the Ministry to examine this and other recommendations made by the Asoka Mehta Committee and inform them of the decisions and action taken in the matter.

9.43. From the information furnished by the Ministry, the Committee find that at 40 places abroad there are monuments/memorial in honour of eminent Indians. The Committee regret to note that at 12 of these places there are monuments statues of great Indian leaders like Mahatma Gandhi, Netaji Subhash Chandra Bose, Lal Bahadur Shastri and Rabinder Nath Tagore, but no celebrations are held there on a regular basis. The Foreign secretary stated during his evidence that "in so far as the function relating to Mahatma Gandhi's birthday (all missions celebrate the occasion.....the idea

of celebrating a particular function is important. It may not be possible only around statue. "In the opinion of the Committee it is not proper not to garland the statue or place flowers on the monument on the birthday or some other historical day connected with the life of the great Indian leader. The functions could be held in any appropriate place to celebrate the birthdays of distinguished eminent national leaders. The Committee feel that if there is any statue or monument that is located at a place where formal functions with large gathering cannot be held, the Head of the Mission accompanied by staff should garland the statue or place flowers on the monument on those occasions.

CHAPTER X

HEADQUARTERS

(i) Policy Planning Division

10.1. The Ministry have stated that the Policy Planning Division, of which the Foreign Secretary is the head,* forms the nucleus of the Policy Planning and Review Committee of the Ministry of External Affairs. The Joint Secretary in the Policy Planning Division is the Member-Secretary of the Policy Planning and Review Committee. Meetings of the Committee are attended by the Secretaries of the Ministry and other Secretaries of the Government of India where their departments and areas of competence are concerned, and also as and when occasion arises, by special invitees.

10.2. A proposal to have more periodic meetings than before the Policy Planning Committee to discuss basic question of India's foreign policy is now under submission to F.M. In accordance with the instructions of the Minister of External Affairs, it has been decided to set up a cell to study the problems of Indians overseas within the Policy Planning Division. This cell has started and is completely operative at the present moment.

10.3. Studies conducted by the Policy Division are:

1. India's Diplomatic Objectives.
2. Developments in Bangladesh after Mujib-Ur-Rahaman's assassination and its impact on India.
3. India's policy towards Islamic World.
4. Revival of diplomatic relations with China
5. China after Mao's death.
6. India and the Great Power Triangle.
7. Developing Situation in South Africa.
8. Country papers, without data and purely analytical:
 - (a) Soviet Union.
 - (b) German Democratic Republic.

*During evidence, Foreign Secretary stated that this Division was headed by a "Director"

(c) Afghanistan.

(d) Yugoslavia.

9. Cultural Diplomacy.

10. Fiji—Political situation.

11. Elections in Mauritius.

12. The Muslim problem in the Philippines.

13. Nepal as a Zone of Peace.

14. General Policy considerations on the sale and export of India made defence equipment to foreign countries: Training of foreign defence personnel in India.

(Paper prepared by us is under consideration by the Ministry of Defence).

15. The Berlin Meeting of the Communist.

16. Euro-Communism.

17. Overseas Indians.

18. Guyana—Political situation in Guyana and technical assistance programme of the Government of India.

10.4. Government has already indicated its willingness to have association of experts in the field of international trade, energy, resources, third world development problems, transfer of technology, strategy, etc. with the Policy Planning Committee. In pursuance of this, the Policy Planning Division is already maintaining a close liaison with the concerned scholars, academicians at Jawaharlal Nehru University, Delhi University, Institute of Defence Studies and Analyses, the Indian Council of World Affairs, journalists in different fields etc.

10.5. It has been stated before the Committee by a former diplomat that "every self-respecting foreign office deal with policy planning on a continuing basis but, either because of national characteristics or personal aggrandisements, successive Foreign Secretaries have found policy planning an inconvenient fifth wheel in the coach. The result is that we have played with it but we have never become effective...."

10.6. Elaborating his views further the witness stated that:—

"You do not bring in ad-hoc people (in the Policy Planning Division) and plant them there because obviously they

do not become acceptable to the system. But there is a crying need for an Indian Missions Foreign Secretary, independent from day-to-day functioning. We have three Secretaries—Foreign Secretary and two other Secretaries. This Policy Planning Division should be independent so that when feed back come in from missions abroad, the three Secretaries will deal with day-to-day problems. But long term problems will have to be dealt with by the policy and planning division. Until we create that mechanism and also a very strong economic division in the Foreign Office, we are not likely to get an institutional arrangement for evoking the response. Policy Planning Division should be structured by Members of the Foreign Service for the obvious reason that if there are outsiders there will be conflict. Since we are interested in its functioning, it should be an independent Division."

10.7. When asked to explain as to what he meant by creating mechanism of Foreign Policy, the witness stated:

"....Since we are interested in its functioning, it should be structured as an independent Division... What I want to say is that it should be independent of Foreign Secretary. If you make it dependent on Foreign Secretary, day-to-day view will dominate over the long term view."

10.8. On the question as to who, in his opinion, should head the Policy Planning Division, the witness stated:

"Any Senior Member of the Foreign Service."

10.9. On being asked, whether in his view, one more Secretary should be appointed to head this Division, he stated:

"Yes, you can have. He should be directly answerable to the Foreign Minister and not Foreign Secretary."

10.10. Expressing his views on the functioning of the Policy Planning Division, a former Foreign Secretary stated during his evidence before the Committee:—

"Policy Planning Cell or Division in a Ministry is headed sometimes by a very senior man. We have people—who see things in a larger perspective...I do not see why in the Policy Planning Cell there should not be occasions when other people may be asked to come and discuss things.

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The bureaucratic planners get exposed to some of these things which otherwise they do not know. Some of these acade-

micians and leading personalities sit for a day or two in session and discuss these matters... This sort of input is essential.

* * *

The Policy Planning Division is a vital division of the Ministry. It is no use worrying three years later unless you take action now itself. That is very important. If you do not take decisions now itself there is no use worrying over thing which may crop up three years later. If you allow things to drift, the consequences will be disastrous. I will tell you what qualifications the person should possess. He should have a flair for international affairs not a flamboyant attitude, but a real indepth understanding of the international affairs..... he has to work day in and day out.

10.11. When asked, whether he would like this division to be strengthened further; and who in his view should head it, the former Foreign Secretary stated:

"My view is that it has to be at much higher level. The man in charge of that has to be a man with the knowledge of international affairs with the experience of 15 to 20 years and whose perspective judgement and foresight have been tested: He has to have the zeal and all that. He has to have three or four colleagues. People from outside have to put in larger output into this. Wisdom is not the monopoly of diplomats....."

10.12. On being asked to give the views of Government on the restructuring and functioning of the Policy Planning Division in the Ministry of External Affairs, the Foreign Secretary stated during evidence:

"The policy planning division has no operational responsibility but would have access to information from all sources. After consulting they make policy paper which would be circulated to the Secretary for discussion and the eventually recommendations submitted to the Minister and, if necessary, by the Minister to the Cabinet. A great deal of work in the Division has been done bu' it is true that with the limited size of our foreign service and the tremendous pressure on senior officers the process of discussions and institutionalising of the recommendations and directives do not take place but work in the policy planning division.goes on. I think it needs to be improved and institutionalised. Policy Planning Committee as envisaged is the point where the independent analysis of the policy plann-

ing division must be checked with those who have operational responsibility otherwise it can be too much in the air. Policy Planning papers have been fairly good. They compare well. In the process of preparing papers and consulting the academic world we have been encouraging our officers to go to Jawahar Lal Nehru University. The importance of the Policy Planning Division is not certainly minimised.

The Foreign Secretary further stated that:

"At present an officer of the rank of "Director", who was likely to be promoted as Joint Secretary, is heading this Division."

10.13. On the question whether the Foreign Secretary was satisfied with the performance of this division, he stated:

"I would like it to be improved."

10.14. When asked, whether in view of the fact that the Policy Planning Division needed to be strengthened and institutionalised, Foreign Secretary stated that:

"It needs to be strengthened....We want to have it headed by a Joint Secretary so that he can have contact with other Ministries. It is supported by Deputy Secretaries and so on."

10.15. The Committee are informed that the Policy Planning Division forms the nucleus of the Policy Planning and Review Committee of the Ministry of External Affairs. Meetings of the Committee are attended by the Secretaries of the Ministry and other Departments and areas of competence are concerned. In pursuance of the Government willingness to have association of experts in the various fields with the Policy Planning Committee, the Policy Planning Division is already maintaining a close liaison with the concerned scholars and academicians of Jawaharlal Nehru University, Delhi University, Institute of Defence Studies and Analysis, Indian Council of World Affairs, Journalists in different fields etc. The Committee have been informed that the Policy Planning Division has conducted studies on various developments in international sphere concerning India's foreign relations.

10.16. The Committee however regret to note that the Policy Planning Division which previously was headed by prominent personalities of high standing, has been gradually downgraded both in

the level of officers heading and manning it as well as in importance. It has been suggested to the Committee by a former diplomat that this Division should be an independent Division to be headed by a very senior member of the Foreign Service, if possible, by an officer of the rank of Secretary, who should be directly answerable to the Foreign Minister and not to the Foreign Secretary. He was of the view that if Policy Planning Division is to be made answerable to the Foreign Secretary, the day-to-day view will dominate over the long term perspective view. The Foreign Secretary admitted during evidence that this Division needs to be "improved and institutionalised".

10.17. The Committee visualise the role of this Division as a "Brains Trust" or "Think Tank" which may formulate long term foreign policy goals and projections in the light of our national interest and strategic objectives. This Division should be concerned not only with indepth study of international affairs and situations for the benefit of the Foreign Minister in his task of laying down the foreign policy but should also have a great role to play in assisting the Defence Ministry in the matter of assessment of threat to national security. This Division should not only draw upon the experiences and reports of Indian Missions abroad but also actively associate scholars, journalists, experts and Members of Parliament with its deliberations and hold seminars before drawing conclusions and preparing papers on various subjects, if it has to play the role expected of it effectively. This Division in the opinion of the Committee should be headed by a very senior officer, preferably of the rank of Secretary with deep knowledge and long experience of international affairs and given adequate supporting staff of the right type in keeping with its responsibilities. The Head of this Division should report directly to the Foreign Minister and the reports and papers prepared by this Division should receive the most careful consideration at all levels. The Committee recommend reorganisation and upgradation of this Division on the lines suggested above and inform the Committee within 6 months.

(ii) PARLIAMENTARY COMMITTEE FOR EXTERNAL AFFAIRS

10.18. A former diplomat of long standing suggested to the Committee that "the time has come to think seriously of a parliamentary set up on Foreign Affairs which may provide quick references, dossiers etc., and through seminars and discussions and the like could bring about a change in the present atmosphere." He added that "...If we want to have constitutional, Parliamentary form of control over major aspects of administration, there must be some machinery if not

supervising, at least maintaining day to day interest in what is going on Supervision perhaps comes at a later stage."

10.19. Reacting to the above suggestion, the Foreign Secretary stated during evidence:

"The consultative committee which exists under our Constitutional system, that is their responsibility and the policy is the responsibility of the Minister."

Constitution of a Foreign Relations Committee

10.20. Another suggestion made to the Committee was that:

"—— We must have a Foreign Relations Committee here which is in a position to summon people. . . the appointment of Ambassadors must be cleared either by a Committee of Parliament or by Parliament itself. It is not a very big thing. In the United States Judges, Ministers, every person has to be cleared by the Parliament. But I do not know whether we can go upto that extent. But the appointment of an Ambassador must be cleared by Parliament or a Committee of Parliament. Unless we do this, the Foreign Ministry will function independently of Parliament; and they think that they are more than Members of Parliament and that Parliament has no right to ask for these things. They think that whatever they do is in the national interest."

10.21. Commenting on this suggestion the Ministry stated that the United States, like a number of other countries, has adopted the Presidential form of Government. Under this system there is complete separation of the Executive—meaning of the President—from the Legislature—meaning the two Houses of the Congress. The President can select anyone as a Minister (he is called Secretary in the United States), or a Supreme Court Judge or a United States Ambassador. But this selection requires the approval of the United States Congress. The Foreign Relations Committee is empowered accordingly to conduct the necessary hearings and investigations. This is the Presidential system's methods of exercising checks and balances.

10.22. India, like most Commonwealth countries, has adopted the Parliamentary form of Government. The Foreign Minister of India, under this system, has to be a Member of Parliament. His position being a Foreign Minister is thus directly related to his having been elected to the Parliament. Since every appointment of an Ambassador must have the prior and specific approval not only of the Foreign Minister but also of the Prime Minister and the President, the Ministry

of External Affairs is not functioning independently of the Legislature. The Ministry of External Affairs, through its Ministers, remains answerable to the Parliament for its policies and actions. Records of Parliamentary proceedings are evidence of this.

10.23. It has been suggested to the Committee by a former diplomat of long standing that the time has come to think seriously of a Parliamentary set-up on foreign affairs for maintaining day-to-day interest in the affairs of the Foreign Office. In this context, Foreign Secretary drew attention of the Committee to the already existing Consultative Committee of Parliament attached to the Ministry. Another expert has suggested that India should have a foreign relations Committee on the lines of a similar Committee in the United States which should also clear appointment of Ambassadors. The Committee have given a careful thought to the suggestions. The existing consultative committee of Parliament, in the opinion of the committee, cannot serve the purpose in view of its limited role and jurisdiction. The Committee feel that there is an imperative need for a Standing Parliamentary Committee on Foreign Affairs to enable Parliament to keep in constant touch with the international developments and to oversee and be associated with the evolution of India's Foreign Policy in relation thereto. It will generate interest of members of Parliament in Foreign Affairs leading to a better understanding of the problems faced by the Ministry in the conduct of Foreign Policy and also create a greater sense of accountability among our diplomats and foreign service officers towards Parliament. The Committee recommend that a standing Parliamentary Committee on Foreign Affairs be set up by the House at an early date.

(iii) Review of Cadre strength in the Ministry of External Affairs

10.24. In a note the Ministry stated:

Periodical reviews of the cadres are the normal features of efficient cadre administration. The IFS Committee in 1965 observed that "in our best judgement, taking all factors into account, an expansion in the cadre from its present strength (278) to about 550 over the next 10 years would appear to be necessary, if the Foreign Service is to cope effectively with the country's expanding commitments abroad and the demand which these will impose on it. The Ministry of External Affairs will no doubt make an annual assessment of its needs and also undertake triennial reviews of the cadre beginning from 1968. The periodical fixing of the actual strength can be made after these detailed reviews in the light of the conditions and circumstances then prevailing."

10.25. The posts controlled by the Ministry of External Affairs are mostly borne on IFS(A) and IFS(B) cadres and special posts like Legal and Treaties, Historical etc. are borne on ex-cadres. The IFS cadre was last reviewed in 1977 by the cadre Review Committee consisting of the Cabinet Secretary, Secretary (Exp.) Secretary, Department of Personnel and A.R., Foreign Secretary and Financial Adviser of Ministry of External Affairs and on the basis of their recommendations approval of the Cabinet was secured to the following revised cadre strength of the IFS(A) valid for the next three years:—

Grade I	.	.	.	.	.	.	.	18
Grade II	.	.	.	.	.	.	.	21
Grade III	.	.	.	.	.	.	.	73
Grade IV	.	.	.	.	.	.	.	70
Senior Scale.	.	.	.	.	.	.	.	208
Junior Scale.	.	.	.	.	.	.	.	200
								<hr/>
								950

IFS(B) was constituted on 1st August, 1956 and its present strength is as follows:

General Cadre..	.	.	.	.	.	.	.	1002
Stenographers.	.	.	.	.	.	.	.	670
Sub-cadre, Cypher sub-cadre.	.	.	.	.	.	.	.	189
								<hr/>
								2761

10.26. It may be added that no cadre review of IFS(B) has so far been conducted although it is long overdue.

10.27. Because of the smallness of the Cadre and the expanding commitments, the Missions abroad are neither overstaffed nor the staff is underworked. In 1969-70, there were 102 Missions with 558 officers and 2818 staff (India based and local). At present we have 125 Missions with 650 officers and 2584 staff (India based and local). Notwithstanding the increase in the number of Missions by 23, the present overall strength is 3234 as against 3376 over a decade ago.

10.28. In the normal course, by opening 23 additional Missions the overall strength of the Missions should have augmented by 115 posts of officers and 463 posts of staff; on the other hand, the overall staff strength of Missions has not only been brought down, but

the additional requirements of the 23 new Missions have been met by rational and purposeful re-deployment of posts according to the functional needs of the Mission. On the other hand, because of increase in the number of Indians in the Middle East and Gulf region, officer and staff requirements have substantially increased.

10.29. The Ministry added: The present sanctioned strength of Joint Secretaries at Headquarters is not considered adequate to undertake indepth study of political and economic matters of various countries under their charge. Nevertheless, the Ministry of External Affairs, in view of the financial constraints, are not for the time being pressing for additional posts.

10.30. It is nevertheless felt that the need to strengthen headquarters at various level particularly heads of division, as part of strengthening the entire service cadre, is acute and this should not be postponed longer than absolutely necessary.

10.31. When asked whether any perspective planning was done or any kind of man-power study about the staff requirement in the mission Head quarter was made by the Ministry, the Foreign Secretary stated during evidence:

"Of course, there is what is called a cadre review for the Foreign Service, which is a periodic review and an anticipation of what we think should be the strength of the cadre. We had it 2 years ago. The process took 2 years to complete. Between the time we make the proposals and the time they are finally accepted in consultation with all the Ministries, it is already pruned down. We find that it is the perspective which one saw; and the promises of personnel strengthening are not kept up, even to the extent of acceptance by the cadre review. When it comes to actually filling up the posts, we have to go through sanctions and justifications once again. It all looks as if the cadre review was not worthwhile. I have seen it during the last 25 years. I would say that the administrative judgment on the extent of likely expansion of our responsibility, has been on the conservative side; with the result that you cannot plan recruitment properly. You cannot man the posts and you don't have sufficient number of trained manpower."

Need for appointment of Economic Adviser

10.32. Highlighting the need to strengthen the Economic Affairs Division at Headquarters, the Ministry in a note have stated:

Importance of international trade was recognized in the Ministry of External Affairs as far back as in 1947 when a senior officer was placed in charge of a newly created Economic Affairs Division. However, 3 years later, the arrangement was discontinued because of a number of factors.

10.33. It was only in 1971 that the arrangement was reviewed when an Economic & Coordination Division was created to deal with the following items of work:

- (a) Coordination of international economic question to facilitate formulation of a closely integrated politico-economic policy;
- (b) Advisory role both in regard to other Ministries and in regard to Territorial Divisions in relation to such matters as trade agreements, other technical agreements, foreign aid negotiations and credit and payment agreements;
- (c) Proposals relating to technical assistance to developing countries of Africa and Asia.

10.34. There has been a tremendous expansion in recent years in Indian activities and responsibilities, in all matters relating to economic and commercial relations that India has with other countries.

10.35. The Ministry have stated that the time has come, therefore, to consolidate the gains already made and to work out policies for the future. It is felt accordingly that it is essential to appoint a senior officer as an Economic Adviser in the Ministry of External Affairs. In effect, the proposal is to restore the status quo of 1947.

10.36. The Committee are informed that the cadre strength of IFS(A) is reviewed every 3 years. It was last reviewed in 1977 by the Cadre Review Committee consisting of the Cabinet Secretary, Secretary (Expenditure), Secretary (Department of Personnel), Foreign Secretary and Financial Adviser of the Ministry and on the basis of their recommendations, approval of the Cabinet was secured to the revised cadre strength (500 officers) for the next 3 years. The Committee are informed that no cadre review of IFS(B) has so far been conducted although it is long overdue. The Foreign Secretary stated during evidence that the last cadre review of IFS(A) took 2 years to complete but between the time the proposals were made and finally accepted, these were already pruned down. He added that "the promises of personnel strengthening are not kept up, even to the extent of acceptance by the cadre review when it

comes to actually filling up the posts. We have to go through sanctions and justifications once again. It looks as if the cadre review was not worthwhile." The Committee are unable to appreciate as to why the cadre strength recommended by a high power Cadre Review Committee which was headed by Cabinet Secretary and which had, among others, Secretary (Expenditure) and Secretary (Personnel) as members, should at all be scrutinised and reviewed by individual officers down the line. The Committee feel that once cadre strength has been reviewed and recommended in their collective wisdom by the Cadre Review Committee it should not be questioned by any individual officer.

10.37. The Committee would also like that the Cadre Review of the IFS(B) which is stated to be long overdue should also be undertaken without any loss of time and the Cadre strength determined in accordance with scientific norms.

10.38. The Committee are informed that the present sanctioned strength of Joint Secretaries at Headquarters is not adequate to undertake indepth study of political and economic matters of various countries under their charge. In view of tremendous expansion in recent years in the activities and responsibilities of the Ministry in economic and commercial fields, the Ministry have also stated that there is need to strengthen the Economic Affairs Division of the Ministry by appointment of an officer as an Economic Adviser. The Committee have not been supplied with adequate data to be able to comment on the adequacy or otherwise of the officers at senior levels. Elsewhere in this Report the Committee have recommended a study into the deployment of officers at various levels with a view to rationalising their deployment. They would suggest that the need for augmenting strength of Heads of Divisions and appointment of Economic Advisory may also be examined in the course of that study.

(iv) Formation of Cadre of interpreters

10.39. In a memorandum submitted to the Committee by a former diplomat it has been stated that:—

"While on the subject of foreign languages, I would also like to stress that we very badly need a cadre of highly qualified interpreters of international standard. More often than not our interpreters recruited *ad hoc* have failed to come to the requisite standard, and in many cases, we depend upon the interpreters accompanying the foreign dignitaries rather than having our own interpreters when

talks take place between our Prime Minister, Cabinet Ministers and the Foreign dignitaries."

10.40. Commenting on the suggestion, the Ministry stated:

At present, the Ministry of External Affairs does not have any cadre of interpreters. However, there are senior and junior interpreters in almost all the major languages viz., Arabic, French, Spanish, Russian, Persian and German.

10.41. As far as managing meetings with dignitaries of other language group nations are concerned, the arrangements are not at present at all satisfactory and in most of the cases we depend upon the interpreters accompanying the foreign dignitaries.

10.42. The Ministry is most conscious of the need to have a Cadre of highly qualified interpreters of international standards. With this subject in view, it has already been decided to form a Cadre of Interpreters. The envisaged Cadre will ultimately have the strength of 35 interpreters in various languages of the world including those spoken in neighbouring countries.

10.43. As provided for in the Recruitment Rules of the Cadre, the process of screening the existing interpreters for the purpose of considering their suitability or otherwise for inclusion in the Cadre has been set in motion. Those of the existing interpreters who are approved will enter the newly formed Cadre, while others will retain their existing posts.

10.44. The Cadre also envisages to cover as many as ten languages as follows:—

1. Arabic
2. French
3. Spanish
4. Russian
5. Persian
6. German
7. Chinese
8. Bhasha Malay/Indonesian
9. Portuguese

10.45. At present, on financial considerations, it has been proposed that only 15 posts out of 35 will be filled. However, it is becoming

increasingly evident that this small number would not be adequate for our requirements and proposals are being initiated to ensure that a larger number of posts are filled to increase the availability of interpreters to the Ministry of External Affairs.

10.46. The Committee are glad to note that the Ministry have after-all decided to create the cadre of interpreters in ten foreign languages (Arabic, French, Spanish, Russian, Persian, German; Chinese; Bhasha Malay, Indonesian and Portuguese). The Committee have not been able to appreciate as to why Japanese and an important language like Swahili have been left out. It is a matter of great embarrassment for a country of our size and importance that we have to depend upon the interpreters accompanying the Foreign dignitaries when talks take place between the Prime Minister, Cabinet Ministers and the Foreign dignitaries. The Committee would like the Ministry to select the most competent interpreters for this cadre without delay and end our dependence upon foreign interpreters at the earliest.

(v) Wireless Communication

10.47. Ministry has got direct wireless communication net work with the following nine Missions:

Thimphu, Kabul, Rangoon, Port Louis, Dacca, Vientiane,
Tehran, Colombo and Moscow

Ministry has two way teleprinter link with the following five missions viz., London, Washington, New York, Kathmandu, Dacca.

Ministry has telex link with 66 other missions.

In the remaining cases commercial channels are used in contacting the Missions. Should additional financial resources become available, those facilities will be extended further.

10.48. The Ministry further stated that:

In 1970, after high level discussions, it was decided to establish direct wireless links between Ministry of External Affairs Headquarters and certain important Missions abroad on a phased programme. The following stations were to be covered in Phase I & II:

Islamabad, Dacca, Moscow, Peking, Colombo, Rangoon.

Phase III:

Hanoi, Kabul, Tehran, Port Louis, Jakarta, Cairo, Ulan Bator,
Thimpu and Vientiane.

10.49. The total outlay envisaged for this project was to the tune of Rupees Two crores and twenty-five lakhs including a foreign exchange component of 72 lakhs for cutstations. Of these stations, Dacca, Moscow, Colombo, Rangoon, Kabul, Port Louis, Thimpu and Vientiane have since been established. Hanoi, Peking and Tehran will go on the air shortly.

10.50. In 1976, it was assessed that the Ministry of External Affairs wireless network should have a wider coverage, so that communication link up with Headquarters and Missions abroad could become more effective and speedy.

10.51. Direct wireless links with Ministry of External Affairs Headquarters has several advantages. In times of need or emergency it can be operated round the clock. It does not come under any control by the local Government. It is on record that in times of emergency local governments either jam all operational facilities at their end or put up obstacles. It also makes the traffic more speedy and effective. Most countries have independent means of communication and even a country like Pakistan has 23 direct links with their Missions abroad and their Headquarters in Pakistan. During the recent Kabul incident, because of our Wireless link we were able to keep in constant touch which was of great help.

10.52. We have a plan to link up other stations, viz., Rome mother station with Vienna, Geneva, Madrid and Lisbon. Lagos mother station with links to Accra, Luanda and Brazaville. London mother station with links to Paris, Bonn, Brussels, Copenhagen and Stockholm. However, this has been shelved for the time being.

10.53. The Committee note that the Ministry have got direct wireless communication links only with 9 missions abroad. Links with two more missions will go on the air shortly. The Committee appreciate the view of the Ministry that Wireless net work should have a wider coverage so that communications link up between the Headquarters and missions could become more effective and speedy and independent of possible obstacles by local authorities abroad. The Ministry, it is stated, had drawn up a plan to link up other stations with the headquarters but the plan is stated to have been shelved for the time being. The Committee recognise the vital importance of countries in this field and recommend that a phased programme for expanding the wireless net work should be kept ready and implemented in stages.

(vi) Locution of offices of the Ministry of External Affairs at Headquarters

Nature of the Problem

10.54. The Ministry of External Affairs has office accommodation measuring approximately 1.47 lakh sq. feet. The accommodation is distributed over six buildings (South Block, B-I hutments, B-II hutments, Shastri Bhavan, Patiala House and Hyderabad House). Even in the South Block the area occupied is not contiguous, in as much as a few rooms are located in the area occupied by the Ministry of Defence.

10.55. The dispersal of offices in various buildings and the shortage of space have resulted in crowded and unhygienic working conditions for junior members and staff, and delays because of distances that the papers have to cover apart from possible security hazards.

History of the Problem

10.56. The idea of construction a VIDESH BHAVAN to house the Ministry of External Affairs was mooted as long ago as in the early fifties and was discussed at various levels.

10.57. At a meeting held on the 28th October, 1961, between representatives of the Ministries of External Affairs, Defence, Home Affairs, and Works, Housing and Supplies, it was decided that a new VIDESH BHAVAN should be constructed at the site of the existing 'B' block hutments. The decision was approved by Prime Minister Nehru.

10.58. A fair amount of preliminary work was done on this proposal especially because in 1956, a plot (No. 30) at a distance of one furlong from the South Block had already been earmarked for the construction of a building for the Ministry of External Affairs. But this idea was shelved at a meeting on the 30th July, 1968, when then Secretary (Expenditure), made a new proposal, viz., that the Ministry of Home Affairs move into the North Block and the space in the South Block thus vacated might be distributed among P.M.'s Secy., Ministries of External Affairs and Defence, Cabinet Secretariat and the Department of Atomic Energy. This proposal was accepted but out of about 14,200 sq. ft. of space decided to in 1970 to be transferred from the Ministry of Defence to the Ministry of External Affairs, approximately 11,000 sq. ft. of space is yet to be transferred.

10.59. Meanwhile, in 1971, the Ministry of External Affairs came to the conclusion that it would be necessary to seek a permanent solution of the problem by reviving the proposal for the construction of Videsh Bhavan, but it was found that it would not be possible to take up the construction till the temporary barracks on plot No. 30 occupied by the Ministry of Defence were vacated and demolished.

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10.60. The proposal was revived on 2nd September, 1975 and in a reply dated 4th February, 1976 the Ministry were informed that for certain reasons it would not be possible to take up the construction of the multi-storeyed office buildings on this plot for the present.

10.61. Nor would it be possible to construct a separate office buildings for different Ministries, but a composite complex of multi-storeyed office blocks shall be designed and constructed on plot No. 30. Some of these blocks would be earmarked for "VIDESH BHAVAN."

10.62. On the 28th February, 1976, the Ministry requested the Ministry of Works etc. to re-examine once again whether their relatively small requirements could not be constructed at an early date, i.e. without waiting for the entire complex of Plot No. 30 to be cleared of the existing hutments. In their reply dated the 5th March, 1976 the Ministry of Works etc. informed that since the whole plot was occupied by the barracks of the Ministry of Defence there was no vacant area which could be utilised for constructing the VIDESH BHAVAN on this plot.

10.63. In June, 1976 the Foreign Secretary and Additional Secretary (Administration) held meeting with the Minister of State, Minister of Works & Housing where the concerned officers from the Ministry of Defence and Ministry of Works & Housing alongwith the Special Envoy to the Prime Minister were invited. The Minister gave the following directions:

"The construction of a building for the Ministry of External Affairs should be given high priority and the details relating to it should be thrashed out, latest within a period of six months."

10.64. The Ministry of Works, Housing and Supplies in their office Memorandum of 28th December, 1978 have intimated that the demolition of the existing hutments and provision of interim accommodation elsewhere would involve high expenditure to the Government and present other related problems. In view of these

problems it was felt that it would not be possible to commence construction of the office building for the Ministry of External Affairs during 6th Plan period.

10.65. The paramount need in functional interests for the construction of VIDESH BHAVAN close to South Block, for locating the Foreign office is to bring all offices of Ministry of External Affairs scattered over in various buildings at one place so that Foreign Office could work as a homogeneous entity and functional delays could be avoided. This would give all officers and divisions of the Ministry an easy access to each other and would add to the functional effectiveness of the Ministry.

10.66. The Committee are informed that the various offices of the Ministry at the headquarters are at present distributed over 6 buildings. Even in the South Block where the bulk of the Ministry is situated, the area occupied is not contiguous. A proposal of the Ministry to have a separate building—Videsh Bhavan—for housing all the offices of the Ministry has been pending since 1961. According to the latest decision the question of constructing a building in which the Ministry of External Affairs also will be given accommodation would be considered in the Sixth Plan period. The Ministry strongly feel the need for the construction of a separate building close to the South Block so that foreign office could work as a homogeneous entity and functional delays could be avoided. The Committee have not gone into the merits of the proposal to have a separate building for the Ministry. The Committee, however, feel that the dispersal of various units of the Ministry over 6 different buildings located far apart certainly handicaps the efficient functioning of the Ministry. The Committee feel that it should be possible to bring the various offices of the Ministry of External Affairs closer and together by readjustment and reallocation of office accommodation amongst various Ministries in the South Block and nearby buildings. Unless this is done the Ministry will be hard put to improve the functional efficiency of its various divisions.

New Delhi

March 21, 1979

Phalgun 30, 1900 (S)

SATYENDRA NARAYAN SINHA

Chairman

Estimates Committee

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Appendix-I

Statement showing facilities, privileges etc. which are admissible to officers of IPS (A) and not to Officers of IFS (B) other than those in Grade I of IFS (B).

S. No.	Nature of facility, privilege etc.	Remarks
1	Entitlement to take prescribed number of Indian servants with time on their postings abroad	This is admissible to officers of Grade I of IFS(B).
2	Representational Grant	This is admissible to Officers Grade I of IFS(B).
3	Transportation of personal car at Govt. Cost	Do.
4	Special Home Leave fares, after 18 month's of stay in a 'C' Class station, if required to stay at the station for 3 years or more.	Do.
5	Consultation duty in India	Do.
6	Employment of baby-sitters	Do.
7	Upkeep of gardens at residences abroad	Do.
8	Taking of bosters at Government cost if the officer is a widower	Do.
9	Road mileage allowance in a country abroad	Do.
10	Compensation for additional cost of car insurance in selected countries	Do.

APPENDIX II

S. No.	Name of Country	Details of Memorial/Monument	Name of eminent person	Celebrations held at the Monument	Role played by Indian Mission in such Celebrations
1	2	3	4	5	6
1.	Argentina	(a) school in the province of Cordoba.	Mahatma Gandhi	Gandhi Jayanti and other national festivals of India every year are celebrated.	Our Mission gives all possible assistance and participates in their functions.
		(b) school in the province of San Juan.	Rabindranath Tagore	Do.	Do.
		(c) Library in the province of Rosario.	Mahatma Gandhi	Do.	Do.
		(d) street in Buenos Aires is named 'Republic of India'.			
2.	Brazil	Statue in a central square in Rio-de-Janeiro.	Mahatma Gandhi	Before shifting of Indian Embassy to Brasilia, Gandhi Jayanti function used to be celebrated at the site.	At present no functions are possible as our Mission has since shifted to Brasilia, the new Capital of Brazil.
3	Colombia	NIL	There is a proposal to install a statue of Mahatma Gandhi in a park in Bogota on the land allotted by the Govt. of Colombia.	NIL	NIL
4.	Chile	(a) Park in Santiago	Mahatma Gandhi	Since its inauguration in 1969, Independence Day Celebrations are being held.	Arrangements are made by our Mission in Cooperation with local friends of India.

		3	4	5	6
		(b) Statues in a Centrally located square named "Republic of India"	Mahatama Gandhi, Jawahar Lal Nehru & Rabindranath Tagore.	Wreaths are placed at statue of Mahatma Gandhi on his birthday and in 1977 and at the statues of other leaders on several occasions.	Publicity in Press, Radio and T is done in the case by t Mission.
		(c) Garden called 'Delhi Bagh'			
5. Guyana		(a) Statue at Promenade Garden, George Town.	Mahatama Gandhi	No Celebrations are held at these monuments on a regular basis.	
		(b) Monument dedicated to non-alignment of Jawahar Lal; Nkrumah, Nasser and Tito.	Statues of Jawaharlal, Nkrumah, Nasser and Tito.	Do. During visit of Foreign Minister in 1975. Floral Tributes were paid at the monument. FM received freedom of city at the site of statue of Mahatama Gandhi in 1975.	
6. Mexico		(a) Statue erected in 1969 in the Chapultepec Park in Mexico City.	Mahatama Gandhi	Celebrations are regularly held on the occasion of Mahatama Gandhi birthday on October 2, every year.	Our mission extends collaboration to the local authorities, Amb. lay wreaths at the statue on Republic Day.
		(b) Road in front of the Statue at (a).	Do.		
7. Panama		(a) Statue	Do	Do.	Our Mission gives publicity through the news media and Coordinates functions at the school and at the statue in cooperation with local Hindustan Society.
		(b) There is a school in Panama City called 'School of India'			

8. Peru	(a) Bust of Mahatma Gandhi in a park in Lima city.	Mahatma Gandhi	Annual Celebrations are held there.	In 1977 Embassy presented Rs. 3365/- for improvement of the Park. Saplings of Indian trees will be presented on Oct. 2, 1977.
	(b) Square named after and with a plaque of Mahatma Gandhi on a concrete pillar	Do.		
	(c) School	Rabindranath Tagore	Celebration of birth anniversary of Shri Rabindranath Tagore every year.	Our Mission lends its cooperation on these occasions.
	(d) School			
	(e) A large park named after statue in Paramaribo.	Do.		
9. Surinam		Mahatma Gandhi	NIL	NIL
10. Trinidad & Tobago	(a) Statue in New Place of Port of Spain.	Mahatma Gandhi	Gandhi Jayanti is celebrated at the site every year.	Our Mission jointly organises these functions with local authorities.
	(b) Statue in San Fernando, Second biggest city in Trinidad.	Do.	Martyrs day is observed with wreath laying on Jan. 30 every year in San Fernando.	Do.
11. Uruguay	Statue in a street called Mahatma Gandhi in Montevideo.	Do.		
12. Venezuela	Statue of Mahatma Gandhi in a square in Caracas.	Do.	Gandhi Jayanti functions are held every year, the former Speaker Sh. G.S. Dhillon placed a wreath at the statue during his visit.	Our mission participates in functions organised by the student-bodies on the occasion.
13. U.S.A.	(a) Mahatma Gandhi Memorial foundation which has a library and cultural Centre.	Mahatma Gandhi	The Cultural Centre works in close cooperation with our Embassy and organizes lectures, Symposia, programmes of	

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			Indian Dance and Music and special celebrations for Gandhi Jayanti.	
(8) Gadar Memorial with Library in San Francisco.	In honour and memory of All important Indian functions in San Francisco are held in the Memorial Hall. The IC CR contributed 1000 books to the Memorial Library, Govt. of India contributed \$90,000 app. for its construction, the total cost being \$1,30,000.			Consulate General of India lends its full cooperation on all such occasions.
(9) 4 Temples in New York city 1 Temple in Pittsburg constructed by local Indian community.				
14. Canada	Memorial at Simon Fraser University, Vancouver by 'India Club'.	Mahatma Gandhi	The place is occasionally used by the Indian community there for functions and get together.	
15. Mauritius	Institute with a secondary school for Indian Dance, Music, an auditorium and a Library.	Do.	Functions are held on Oct. 2, every year in the institute.	Joint project of the Govt. of India and of Mauritius. Our High Commissioner is a Member of the Board of Trustees.
16. Bangladesh	Some Buildings/Memorials are named after the personalities as in Col. IV (exact figure not known).	Rabindranath Tagore, Nazrul Islam, Surya Sen, Biplobi Trivikya Maharaj.	Not much information about formal functions available but the eminent personages are remembered on the occasion of their birth/death anniversaries.	Our Missions' participation in celebrations is predicated upon the political climate.
17. China	Memorial Hall (A building) and some mementoes.	Dr. Dwarkanath Kotnis.	In 1976 a function was held to pay tributes to Dr. Kotnis.	Our Ambassador and some of our officials participated in the function alongwith a high level delegation from India.
18. Japan	Renkoji Buddhist temple (where ashes are retained).	Netaji Subash Chandra Bose.		Our Mission is closely associated with the maintenance of the

19. Republic of Korea Monument (as a mark of appreciation of the humanitarian interest shown by Indian at the time of Korean War in 1950-53).

60th Ambulance Unit of India.

20. USSR Memorial in Tashkent and school near the Memorial Lal Bahadur Shastri

21. Yugoslavia Two Avenues (i) Mahatma Gandhi
(ii) Jawahar Lal Nehru.

22. Poland No Monument/memorial for eminent Indian, but there is the grave of late Prof. Hironmai Ghosal of Warsaw University.

Death anniversary is privately observed by members of his polish family.

23. Czechoslovakia Street Rabindranath Tagore

24. Hungary Monument in the lake town of Balaton. Rabindranath Tagore

At the time of visits of VIPs from India, some functions are held there.

25. Pakistan (i) Nankana Sahib Guru Nanak
(ii) Gurudwara Panja Sahib Do.
(iii) Samadhi of Maharaja Ranjit Singh in Lahore. Maharaja Ranjit Singh
(iv) Gurudwara of Sixth Sikh Sixth Sikh Guru Guru Mozang, Lahore.
(v) Birth place of Sh. Guru Guru Ram Das. in Lahore.

In Pakistan, our Embassy in Islamabad liaises with the Govt. of Pakistan for arrangements for visits to these first five places. It also deploys a Liaison Officer to assist Pilgrims from India during their stay.

temple through regular financial contribution.

Our Mission participated in the inauguration ceremony last year.

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	(ii) Tomb of Allama Iqbal, Poet Iqbal Lahore.			
26. Egypt	Grave of Syed Mohammed First Indian Ambassador to Egypt.	NIL	NIL	Our Embassy annually celebrate Gandhi Jayanti and Children's Day in cooperation with Egypt-India Friendship Association.
27. Somalia	A road has been named after Mahatma Gandhi in Mogadicio.	Mahatma Gandhi		
28. Sudan	A road has been named after Mahatma Gandhi in Omdurman.	Do.		
29. Tunisia	A road has been named after Mahatma Gandhi in Tunisia.	(i) Mahatma Gandhi (ii) Jawaharlal Nehru (iii) India (iv) Delhi		
30. Belgium	Statue in Brussels	Mahatma Gandhi	Gandhi Jayanti celebrations are held annually at the site of the Statue.	Our Mission aids in the observance of Gandhi Jayanti.
31. Italy	Statue	Do.		
32. Luxembourg	Statue	Do.	Celebrations are held on the occasion of Gandhi Jayanti.	
33. Britain	(i) Statue (ii) Bust & Plaque (iii) Samadhi in Bristol.	(i) Mahatma Gandhi (ii) Krishna Menon (iii) Raja Ram Mohan Roy	Gandhi Jayanti and Independence Day are celebrated at the Statue.	Our Mission lends active cooperation to the local Indian communities in arranging these functions.

			Memorial services are conducted and wreaths laid annually at Samadhi on birth and death anniversaries.
94. Afghanistan	(i) Tomb in Kabul (ii) Statue in Bamian (iii) Tomb of Farab (iv) Gurdwara Sultampur Jala- bad.	Emperor Babur, Buddha Hazrat Syed Mohammed Jaunpuri. In memory of Sikh Gurus	— — — Annual celebrations are organised by the Sikh Community in Jalalabad.
95. Burma	(i) Memorial Hall in Rangoon (ii) Memorial (iii) Dargah (Tomb)	Mahatma Gandhi Bal Gangadhar Tilak Bahadur Shah Zafar	(i) Birth & death anniversaries are observed every year. Also Independence Day and Republic Day functions are celebrated in this Hall.
96. Thailand	(i) School in Chiangmai (constructed Jawahar Lal Nehru by the Indian Community). (ii) Memorial Room at Bangkok Muni- Mahatma Gandhi cipal Public Library.		— Indian community and Indian doctors rather visit the Memorial Room. Our Indian Ambassador also pays occasional visits.
97. Singapore	Memorial Hall	Mahatma Gandhi	Celebrations are held on Gandhi ji's birthday. Our High Commission participates.
98 Fiji	Memorial Educational institutions set up by people of Indian origin. These schools have been named after eminent Indian leaders. India donated Statues of these leaders.	Mahatma Gandhi Jawaharlal Nehru Lal Bahadur Shastri	

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39. Indonesia	These Educational Institutions are Mahatma Gandhi named after eminent Indians and a Jawahar Lal Nehru clinic in Bali.		The institutions are funded by the local authorities ; they enjoy the patronage of our Embassy.
40. Sri Lanka	<p>(a) Number of Statues/organisations named after Mahatma Gandhi in Kandy & other areas e.g.,</p> <ul style="list-style-type: none"> (i) M.G. Memorial Hall, Nauvanya (ii) M.G. Nilajamal Matale (iii) M.O. Trust, Colombo (iv) Gandhi Seva Sangam, Urutherapuram. (v) Gandhi Community Centre, Jaffna. (vi) Gandhi Gram Consisting of Farm & Training Centre Project, Killinochchi. <p>(b)(i) Vivekananda Institution, Colombo Swami Vivekananada</p> <p>(ii) Vivekananada Society Swami Ramakrishna</p> <p>(iii) Ramakrishna Mission with Vivekananda Memorial Hall.</p>	<p>Prayers & Bhajans are held to commemorate birth & death anniversaries.</p>	<p>Our Mission provides photograph publicity material and liaison publications and arranges film shows and loans film. It fully participates and cooperates in all these functions.</p>

APPENDIX III

Summary of Recommendations/Observations

S. No.	Para No. of the Report	Recommendation/observations
(1)	(2)	(3)
<i>Role of Diplomatic Missions</i>		
1	1.12	The Committee would like to emphasise at the outset that the subject of diplomatic relations among nations has assumed great importance in the world today. The inter-play of conflicting political and economic ideologies in the international arena have put onerous burden on the country. India with its ancient cultural heritage and fast developing economy has acquired a new international identity and relevance. This obviously places a great responsibility on our diplomatic missions abroad and their success lies in playing a positive role for bringing about a synthesis between our national interest and international amity, without in any manner comprising the dignity of our nation and people.
<i>Role of Officers in Diplomatic Missions</i>		
2	1.13	The Committee would impress upon each functionary of the Indian diplomatic missions abroad, irrespective of his position and status to consider himself/herself to be an envoy of this great country and made all out endeavour to project true image of India, the great achievements of her people individually and collectively, the challenges—social as well as economic—that lie ahead and the people's determination to face them, and the significant contribution Indian has

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made in the promotion of peace and friendship in international field. The Missions are expected to make consistent efforts to correct all erroneous impressions about India and Indians, which might be created or might have been created at certain points of history. They should ceaselessly work to earn and maintain a place of honour for India in the comity of nations and look upon their posting abroad as a valued opportunity not only to serve and look after Indians living, studying or travelling abroad but also to render all possible assistance and guidance to foreign nationals evincing interest in any aspect or our country.		

Categorisation of diplomatic Missions

3 2.11 The Committee note that the Missions/Posts
 to have been classified into 'A' and 'B' and 'C' stations, based essentially on local living conditions. It is of relevance only in the context of duration of the postings of officers and rotation between different categories of stations. This classification, it is stated, has nothing to do with the importance of the mission from the point of view of Indian's national interest.

The Committee are informed that Indian Missions have been evaluated on the basis of national interest and "the categorisation on the basis of the importance of the missions is evident from the level and experience of officers who are posted there". The Committee are glad to know that importance of mission and not the living conditions there is the principal criterion for posting of officers to the missions and that normally a senior officer is posted to an important mission though sometimes for administrative or other compelling reasons an officer of a certain grade may happen to be allowed to continue in a mission which is normally to be manned by higher grade officer.

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| | | <i>Choice of officers to man Missions</i> |
| 4 | 2.13 | <p>The Committee would like the Ministry to bear in mind that exceptions to the normal practice of posting senior officers to important missions should not be come common and should be resorted to only in national interest and where an officer of junior grade is allowed to head a mission which should normally be manned by a higher grade officer for some time in special circumstances, the position should be rectified at the earliest opportunity.</p> <p>The Committee appreciate that, as stated by Foreign Secretary, it may so happen in the course of posting of officers to Missions abroad that, at some place, there may be "a square peg in a round hole". The Committee suggest that as soon as "a square peg in a round hole" is discovered corrective steps should be taken at the earliest opportunity.</p> |
| | | <i>Review of inter-se gradation of Missions</i> |
| 5 | 2.14 | <p>There are some missions and places which are important and would continue to be so from the point of view of our national interest for a long time to come while importance of other missions and places may vary from time to time. In the opinion of the Committee, therefore, it is very necessary that inter-se gradation of missions and places from the angle of national interest is reviewed and redetermined from time to time with the approval at the highest level and posting of officers done keeping in mind the changing importance of the missions.</p> |
| 6 | 2.15 | <p>The Committee have seen the four lists of missions drawn in the order of national importance and showing the grades of officers (Grade I, II, III or IV) who are normally required to head them. The Committee feel that in the case</p> |

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of certain missions which, the Committee would not like to make here for obvious reasons, there is need to redetermine the gradations of the missions in terms of national importance and post officers of appropriate grade to head the missions. The Committee would suggest that the Ministry should undertake this exercise at an early date.

Staffing Pattern in Missions

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to
2.34 | <p>Seeing the large number of categories of staff posted in missions abroad, the Committee have a feeling that the hierarchical set up obtaining in the Ministry has been needlessly duplicated in the Missions.</p> |
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The Committee agree with the suggestion made by a former career diplomat that with a view to improving the functional efficiency of diplomatic missions and achieving economy in expenditure, the traditional staffing pattern obtaining at headquarters should not be followed in Indian Missions abroad and a system of multi-functional officers (combining in themselves the functions of cypher, stenography, interpreter etc.) be introduced progressively in the missions.

The Committee do not think there should be any difficulty in PAs or PSs to Ambassadors or even diplomatic officers doing cypher work except in large missions where the quantum of cypher work may justify posting of exclusive staff for this work. Nor should there be any difficulty for a security man or a messenger to act as Chauffeur or vice-versa. The Committee suggest that staffing pattern in each mission should be critically studied and re-determined from this angle. The posting of officers should be made for doing a 'job' which cannot be done otherwise and not for merely filling a 'vacancy' to conform to the traditional hierarchy at headquarters. The Committee are not oblivious of the

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		likely resistance that this concept of multi-functional officers will have to face at the hands of traditionalists but they would urge that the system of work and pattern of staffing in Missions should be modernised in the interest of efficiency and economy. The Committee would like to be informed of the action taken in the matter.

Interpreters in Missions

8 2.35 The Committee are informed that besides India-based staff, Indian Diplomatic Missions also appoint local-based persons against manipulative posts like Messengers, Chauffeurs, Gardeners, Cleaners and against non-sensitive clerical posts like Clerks, Typists, Interpreters/Translators and marketing Assistants. As Interpreters/Translators must be serving as crucial link between Missions' officers and outsiders and translating all kinds of documents from one language into the other, the Committee wonder how posts of Interpreters/Translators could be called "non-sensitive" posts. The Committee would like the Ministry to consider whether the missions' secrets in the hands of local-based Interpreters/Translators are safe. In the Committee's opinion, local based Interpreters/Translators should not be allowed to handle classified matter or be present during discussions of secret or sensitive nature.

Local based Indians

9 2.36 The Committee would like to recommend that, wherever available, Indian nationals possessing the required qualifications should be given preference while recruiting local-based persons for posts in the Missions. The Committee are very keen to ensure that there is absolute parity in salaries, allowances and terms and conditions of service between locally recruited foreigners

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and locally recruited Indians. If there is any discrimination anywhere, it should be removed without delay.

Class IV Staff in Missions

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2.37

The Committee note that India-based Class IV staff have been deployed in some of the missions in neighbouring countries (Dacca, Jallalabad, Kabul, Peking, Islamabad). Amongst India-based Class IV staff are Peons, Farrashes, Sweepers and Gardeners. The Committee are not able to appreciate the necessity of posting Gardeners, Sweepers, Peons, Farrashes and Daftries from headquarters in Indian Missions abroad. They suggest that the question of posting of these categories of staff from headquarters should be re-examined.

Review of structure and functions of Missions

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2.38

The Committee note that the structure, organisation and functions of the Foreign Service were examined in depth by a Committee set up by the Government in 1965 and are subjected to critical review by the Foreign Service Inspectors from time to time. They are informed that as a result of implementation of recommendations of the Foreign Service Inspectors and rationalisation of staffing pattern, in spite of the increase in the number of missions from 100 in 1968 to 124 in 1978-79, the staff strength has not only been contained but also progressively brought down and it now stands at 3243 as against 3362 in 1968-69. While the Committee are glad at the reported rationalisation of staffing pattern and reduction in total staff strength in the missions, they feel that there is a need for a fresh study of the staffing pattern and systems of work in the light of what the Committee have recommended in the preceding paragraphs. The Committee would like this study

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to be undertaken by an expert at an early date
and results communicated to them.

Objectives of Missions

12	2.45	<p>The Committee have been informed by Foreign Secretary during evidence that since last year the Ministry "started the system of giving written briefs" to the Heads of Missions but still, it appears, they have not introduced any system of laying down specific objectives to be achieved by our diplomatic missions abroad. As the Missions are set up for realisation of certain objectives, the Committee would like to recommend that the objectives for each mission should be defined in concrete terms (not in vague generalities like promotion of friendship etc.) and inter-se priorities and broad guidelines regarding ways and means of achieving the objectives laid down by the Ministry. Each mission should be asked to report to the Ministry periodically the progress made in the realisation of these objectives and the Ministry should, in the light of these progress reports, view the situation and, if necessary, revise the objectives, priorities and guidelines from time to time.</p>
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Foreign Service Inspectorate

13	2.72	<p>The latest reports of the Foreign Service Inspectorate in respect of our diplomatic missions posts in New York, Washington, London, Tunis, Tehran, Algiers, Belgrade, Rome Paris, Rabat and Cairo shows that the Inspectorate has gone in to only routine administrative matters of the Missions like staff position, accommodation problems, house rent allowances, local pay scales, supply of office equipment, furniture and furnishings, medical expenses and children's education. In none of these reports, the Inspectorate has made any comments about the</p>
to	2.77	

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functional effectiveness or overall performance of the missions.		

The Committee agree with two former career diplomats that, headed as it is by an officer of the rank of Additional/Joint Secretary of the Ministry of External Affairs, the Inspectorate cannot expected, for obvious reasons, to do its job effectively or dispassionately in missions which are headed by officers of higher grade or even by officers of equivalent grade but senior in service.

The Ministry have stated that periodicity of Inspectorate's visits is normally triennial but lately it has not been usually so due to administrative and financial reasons. The Committee have found that in the case of two of the eleven missions, referred to above, the inspection visits were paid after 5 years, in 2 cases (Tehran and Cairo), after more than 8 years and in 3 other cases (Rabat, Algiers, Tunis) after more than 13 years.

While the Committee do not agree to the view of a former diplomat that "we need not have an Inspectorate at all", they have come to the conclusion that the Inspectorate has failed to discharge—its primary duty viz. to measure the achievements and deficiencies of missions or to evaluate their overall efficiency and performance with the desired degree of independence and objectivity. Its inspection visits are few and far between. It concentrates in routine administrative matters of the missions for which it should not be necessary for a team of officers to go all the way from the headquarters. Most of the matters, like rates of allowance, pay scales, purchase of office equipment etc., can be attended to without spot inspection by a team of officers from the headquarters

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The Committee feel that the most important, but hitherto neglected, functions of the Inspectorate are to assess the functional effectiveness of missions and to bring about optimum efficiency in their working consistent with the need for economy to enable them to fulfil the tasks assigned to them. The Inspectorate will do well not to fritter away its energy and time on routine matters. The Committee suggest that the terms of reference of the Inspectorate be redefined and priorities of its functions re-determined so that it is required to concentrate more on making an overall assessment of the performance of the missions in the political, economic, cultural and consular spheres and the degree of success achieved by them in their public relations. While making such an assessment, the Inspectorate should go into the performance of individual officers including heads of missions, the number and deployment of staff, the staffing pattern and administrative procedures and make suggestions for the more efficient and economical working of the missions.

Head of Foreign Service Inspectorate

14 **2.78** If the Inspectorate has to make a success of its mission, it should, in the opinion of the Committee, be upgraded and headed by an officer of the rank of Secretary in the Ministry as was the position in 1972 and 1973, at least when it visits missions headed by Grade II and Grade I Officers.

Management Expert on Foreign Service Inspectorate

15 **2.79** The Committee also feel that the Inspectorate's team which at present comprises Additional Joint Secretary of the Ministry of External Affairs and the Financial Adviser, is not

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		Foreign Secretary. It will be better to arrange more number of such conferences for shorter duration frequently than holding a conference for as long as 10 days after long interval. Business like conferences without the large encourage accompanying Heads of Missions may not be expensive nor difficult to organise. If it is, frequency of such conferences should be increased and may be held preferably in the regions.
<i>Induction of officers of IFS(B) into IFS(A)</i>		
33	4.16	The Committee note that there are two Branches of Indian Foreign Service—Indian Foreign Service 'A' and Indian Foreign Service 'B'. Under the existing rules the entry point for the officers of IFS(B) to joint IFS(A) is at the level of the senior scale of IFS(A). A former top level Civil Servant and a former diplomat has suggested to the Committee that bright and promising members of the Indian Foreign Service 'B' should be encouraged by promoting them to the Indian Foreign Service 'A' at an early stage of their career before these officers get confirmed in their attitudes as Junior officers. Foreign Secretary agreed to the idea of holding a competitive examination through UPSC for officers working in the Ministry of External Affairs who have put in 5 to 10 years of service. He was, however, of the view that if this system of promotion from IFS(B) to IFS(A) is adopted in the Foreign Service only and a similar system is not adopted in the rest of the Government of India offices, there will be problems. Since the Committee are concerned with foreign service only which is a closed and elitist service, the Committee are unable to appreciate the apprehension expressed by the Foreign Secretary in regard to its repurcussions in the rest of the Government of India's Ministries. The Committee do not see any valid reason to link this welcome suggestion with the practice in the

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		Central Secretariat.* The Committee urge that the Ministry of External Affairs should introduce at a very early date a system of promotion from IFS(B) to IFS(A) through a competitive examination to be conducted periodically through UPSC and fix certain percentage of posts in IFS 'A' (junior scale) to be filled up through this method. After induction in the IFS(A) the officers promoted should be treated at par in all respects with IFS (A) officers initially recruited through UPSC.

Promotion Quota

34	4.17	It has been represented to the Committee by Staff Council of the Ministry that consequent on the recommendation of the Administrative Reforms Commission, the Government of India had decided to increase the promotion quota to all Class I Services upto a maximum of 40 per cent. The Council stated that the IAS and other services had already implemented the decision but the Ministry of External Affairs had not done so in respect of IFS(A). The Ministry have stated that they also propose to increase promotion quota for appointment of IFS(B) officers to IFS(A) which at present is stated to be 15 per cent. The exact quantum of increase is stated to be presently under study. The Committee desire that this matter may be finalised expeditiously.
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Promotion prospects

35	4.18	The Committee find that so far only two officers originally belonging to IFS(B) have, on promotion to IFS(A), reached the level of Grade II of Heads of Missions (Additional Secretary level); nine have reached Grade III level (Joint Secretary) and 23 Grade IV level (Director). None from the IFS(B) has so far been promoted to Grade I of the service. In contrast the Committee find that during a short period of last 5
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years one officer of the Central Secretariat Service has reached the level of Secretary and 6 officers have reached the level of Additional Secretary in the Central Secretariat. This shows that officers joining IFS(B) at the commencement of their career are at a disadvantage in the matter of career advancement in comparison to officers of Central Secretariat Service.

The Committee feel that promotion prospects of officers of IFS(B) needs to be improved so as to enable them to reach the highest grade in the Indian Foreign Service on the basis of merit. This would be possible only if the IFS(B) personnel are inducted into IFS(A) at an early age of their career. The Committee would like the Ministry to remedy the situation at an early date.

Training of IFS Officers

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to
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An expert in international affairs has opined that "the kind of training the Indian Foreign Service Officers get is to sterile and too much oriented towards their career, rather than towards becoming important listening posts or initiators of policy". According to the Ministry the training of IFS officers is not oriented towards career planning in the narrow sense but towards professionalism. The Committee would like the Ministry to take note of the feelings of outside authorities in this regard and so orient the training programme that, instead of remaining obsessed with their career advancement, the IFS officers are motivated to play an active role in the evolution of the country's foreign policy and in advancing the country's interests abroad.

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4.33

A former diplomat has suggested that during training the probationers should be given basic knowledge about history, principal religions and cultural streams of India so that when abroad they can speak on these subjects with some

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knowledge. The Committee recommend that, as agreed to by the Ministry, the Lal Bahadur Shastri National Academy of Administration should be asked to enlarge the syllabus for the training of IFS/IAS officers in the light of this suggestion. The Ministry should also prescribe books on Indian History, Indian Culture and religions for compulsory study during their training period in India so that prior to their proceeding abroad they become fully aware of the Indian heritage and culture.

Examinations during training period

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4.34

It has been suggested by a former diplomat that there should be examination and tests after each year of training and only after passing all of them a probationer should be confirmed in the service. The Committee are informed that the Ministry are examining a proposal to introduce more departmental examinations which would be essential requirements before confirmation. The Committee would like that the proposal to introduce more departmental examinations should be finalised expeditiously and all the probationers should be required to pass the examinations before being considered for confirmation.

Training Programme

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A former Foreign Secretary has suggested that on the basis of day-to-day news, the probationers should required to write reports on India's relations with her neighbouring countries, the policies of the super powers, major international problems and India's economic stakes with the individual countries and in the international fields in order to inculcate in them a habit of applying their minds to political and economic problems. The Committee welcome this suggestion and desire the Ministry to give it a concrete

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shape and include it in the training programme of the probationers.		

Training Cell

- 40 4.36 The Committee note that the question of establishing a separate training school for the Ministry of External Affairs has been examined in detail but it has been felt that the present system is best suited to cater to the specialised needs of IFS officers. The Ministry also think that the number of officers being small, heavy expenditure involved in setting up a permanent and specialised institution for IFS probationers is not warranted. The Committee feel that the IFS probationers after having gone through training and attachments in various institutes and organisations should receive 'finishing' touch in the Ministry through special talks and discussion. For this purpose it will be necessary to have a small training cell in the Ministry of External Affairs itself which may, with the help of 'guest' speakers and others, take care of the special needs of the probationers.

Refresher Courses

- 41 4.37 The Committee note that at present the Ministry do not have any system of Refresher Courses for IFS officers though the Foreign Secretary has admitted the need for such courses. If a special training cell is set up in the Ministry itself, as suggested above, this cell can also organise Refresher Courses for the IFS officers.

Language Tests

- 42 4.44 The Committee agreeing with a suggestion made to the Committee recommend that the Foreign Service Officers should be required to undergo language test every 3 years to ensure that they maintain an adequate standard of proficiency in the foreign languages allotted to

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		them and that their further promotions should be subject to their passing the test. The tests should be held by a body independent of the Ministry of External Affairs.

Posting at hard stations

- 43 4.59 A former civil servant and diplomat of standing stated that "no one relishes service in places where the climate is very trying and there is nothing very agreeable to eat" and that "every one tries to get out" of posting to "bad" station. The Committee feel that there is weight in the suggestion made by him that some sort of formula should be worked out to compensate officers for posting at "bad" stations and thus induce good officers to accept posting at such places without demur.

Posting Policy

- 44 4.60 The Committee feel that the Ministry have been following an irrational posting policy not warranted by requirement of the missions as is borne out by the fact that in as many as 44 countries, neither the Heads of Indian Missions nor the next junior officers know the languages of the countries to which they are accredited. The list of these 44 countries includes important countries like Bangladesh, Cuba, Indonesia, Iraq, Italy, Japan, Korea, Malaysia, Saudi Arabia, Turkey, Vietnam and Yugoslavia. Out of 100 Heads of Indian Missions, only 27 know the language of the country concerned. What surprises the Committee is that even when the lack of knowledge of the main local language is so widespread among Heads of Missions and other senior officers, the Ministry smugly think that "our missions are not very seriously being handicapped on account of want of linguistic expertise". The Committee cannot but strongly regret this complacent attitude on the part of the Ministry in this vital matter. The Committee would like the Ministry

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to remedy the situation without delay so as to ensure that as far as possible, Missions should be headed by officers knowing the local language and where the Head of Mission does not know the main local language, the next Junior Officer must know it. The Committee would like to be apprised of the action taken in the matter.

45**4.61**

In the opinion of the Committee, proficiency in the language of the country of accreditation gives a tremendous advantage to the Heads of Missions and Senior Officers as then they can watch and serve the national interest in the country of their accreditation with much greater success. The knowledge of language should therefore be an important consideration while deciding postings of Foreign Service Officers abroad. The Committee strongly feel that there is need for the posting policy to be so modified that Foreign Service Officers are allotted to groups of countries according to the languages of their specialisation and rotated and kept within the same language region for maximum period. If it becomes necessary to post an officer of a particular language group to another region to enable him to have more broad-based experience or for some other compelling reason, it should be ensured that when he is moved out of mission, the mission is left with enough language expertise at equivalent level or he is succeeded by one who knows the language and that he comes back to his language region before long.

Stagnation in IFS (B)

46**4.82**

The Committee regret to note that there has been stagnation in promotions in the various grades of IFS (B) and this fact has been recognised by the Ministry. The Ministry are reported to have introduced selection scales in various grades of IFS 'B', to mitigate to a very limited extent, the frustration resulting from stagnation

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The Committee suggest that this matter should receive more serious consideration of the Ministry and ways found to remove stagnation wherever it exists in IFS (B).

Disparities in Service condition between IFS (A) and (B)

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4.83

It has been represented to the Committee by the Staff Council there are disparities in service conditions of IFS (A) and IFS (B) officers doing the same or similar types of jobs. The Committee do not see any reason to discriminate against officers of IFS (B) in the matter of appointment and grant of allowances and facilities *vis-a-vis* IFS (A) officers. The rights, allowances and facilities of officers should be related to the duties discharged by the officers of the two services IFS (A) and (B) and not to the category of service from which they are drawn. The Committee would like the Ministry to review all the discriminating rules and practices and ensure that officers performing similar duties and holding similar posts are treated equally in the matter of postings, allowances and facilities regardless of whether they belong to IFS (A) or IFS (B). The Committee would also suggest that IFS (PLCA) Rules 1961 may also be reviewed with a view to meet the requirements of the present situation.

Special Pay for IFS (A)

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4.84

The Committee find that the Staff Council has very strongly represented against the grant of preferential treatment to IFS (A) officers in the matter of grant of special pay on appointment at headquarters. The Ministry of External Affairs have justified the grant of special pay on the analogy of the IAS Officers getting similar pay on appointment in the Central Secretariat. There appears to be weight in the contention of

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the Staff Council that the analogy between IFS (A) and IAS Officers in this regard is not very correct. The Committee feel that this matter should be considered dispassionately in greater depth.

- 49 4.85 The Committee welcome the suggestion made by a former diplomat that the two Branches of Indian Foreign Service should be redesignated as Indian Foreign Service (Administrative Grade) and Indian Foreign Service (Executive Grade) in place of the present nomenclature of IFS (A) and IFS (B).

Non-cadre posts

- 50 4.86 It has been brought to the notice of the Committee that in the Ministry of External Affairs there are a few posts of officers which do not form part of either IFS (A) or IFS (B) or any other regular cadre. It has been stated that these officers who have been working in the same jobs for 8—10 years have no avenue of promotion as they do not belong to any cadre. The Committee strongly recommend that the non-Cadre Officers working in the Ministry for 8 to 10 years should be integrated in the main Cadre at an early date.

Public Relations

- 51 5.57 The Committee are distressed at the very shabby treatment reportedly meted out to two of the leaders of a group of visiting Indian doctors to a country in Europe (para 5.38). That an Indian Ambassador could be so 'arrogant' to the leaders, as to pack them off unceremoniously and peremptorily is difficult to imagine. The behaviour of a senior official of the Mission was much worse. There can be no justification whatsoever for such discourteous and unhelpful attitude as is alleged to have been displayed by the

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Head of the Mission and the senior officer. What has pained the Committee more is that the Ministry have not expressed even a word of regret over these incidents nor offered to investigate the matter. The Committee cannot too strongly deplore the attitude of the Ministry and conduct of the Missions officers. They would like these incidents to be enquired into and action taken against two officers concerned.

Behaviour of Missions Officers

- 52 5.59 An association of Indians in UK has complained of discourteous behaviour of officials of the Indian High Commission towards Indians. The Ministry have invited the attention of the Committee to the instructions issued to Heads of Missions as late as September, 1977 to the effect that "our officials should demonstrably show greater courtesy and spirit of helpfulness in their dealings with Indians as well as foreigners". But mere instructions are not enough. These have to be observed in actual practice if good image has to be built up.
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The Ministry should make it clear to all the Indian Missions in unmistakable terms that they are not there to serve only the affluent persons with influence or status; they are duty bound to show every Indian, regardless of status, in fact every visitor, equal respect and consideration. The Mission officials should not have two different standards of behaviour—suave and sweet for foreigners or affluent Indians and sour and stand-offish for others. Courtesy and hospitality are essential characteristics of Indian ethos and any officer who lacks these qualities is not fit to be posted abroad. That an Indian national should be slighted abroad by none other than the Mission of one's own country is too much to swallow. It is the right of every Indian to be greeted with warmth and treated with courtesy and any lapse

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on the part of any Mission official anywhere should be viewed seriously. It should be the personal responsibility of Head of Mission to inculcate a spirit of service and sense of discipline amongst the officials and spare no effort to build up a shining image of friendliness for his Mission. Needless to say, this would be possible only if the Head himself sets an example to be emulated by his colleagues.

High Commission (UK)

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It has been represented to the Committee that it is very rare that the Indian High Commission in UK comes to the rescue of Indians to save them from harassment and procedural delays at the hands of the British Immigration Officers. The Ministry have stated that the High Commission has taken up with the British authorities every instance of harassment that has come to its notice. This is good so far as it goes but Indians would feel encouraged to avail themselves of this offer only if the High Commission demonstrates its sincerity in actual practice. The Committee feel that there is a great need for the Indian High Commission in UK to build up a new image of friendliness and helpfulness amongst the Indian visitors and residents. This will be possible only if it promptly comes to the rescue of Indian visitors and settlers in their difficulties and makes it known to them publicly that it will do so. The Committee would like to be informed of the special steps taken by the High Commission in this regard.

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In referring to the Indian High Commission in U.K. and a country in Europe, the Committee do not suggest that these two Missions are singularly poor in dealing with Indians visiting those countries or residing there. They have referred to the Indian High Commission in U.K. and the

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Embassy in a country in Europe merely because instances of ill-treatment, lack of courtesy that came to their notice in these cases were more poignant. Other Embassies/High Commissions also suffer from such lapses and the Committee would like them also to improve.

Senior Officers in Missions

- 55 5.63 A feeling seems to prevail that senior Mission Officers are not easily accessible and meeting with a Head of Mission is extremely difficult. This is unfortunate. The Committee strongly feel that the Head of a Mission should himself see a visitor if he receives a request to that effect and it should not be left to the Private Secretary to the Ambassador to decide as to who can or cannot see the Ambassador. This should apply to other senior officers in the Missions also with greater force. The Committee note that instructions already exist providing for easy accessibility to Heads of Missions and other Members of the Missions. But if these are not being followed in letter and spirit, something more concrete is required to be done by the Ministry to salvage the reputation of the Indian Missions.

Tour Reports by Mission Officers

- 56 5.64 The Committee endorse the suggestion made by a former diplomat that the Heads of Missions and other diplomatic officers should, at the end of each tour, submit a report to the Foreign Office on the problems of the Indians and how these can be solved.

Informal meets of Indian Scholars

- 57 5.65 The Committee welcome the suggestion made by a former diplomat and recommend that the Heads of Missions should invite leading Indian scientists, engineers, Professors, businessmen etc., to an informal meet at the Embassy once a year.

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and make arrangements for similar meets in various centres. As there is concentration of Indian experts and scholars only in a few countries, it should not be difficult for the Ministry to evolve a mechanism to put this idea into practice. It will be a short sighted view to resist this suggestion just because it will involve a little expenditure.

Guide book for Indian Visitors

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5.66

It has been suggested to the Committee by a former diplomat that each of our Missions should prepare a booklet for the guidance of Indian visitors stating therein the nature of assistance available from the Missions, local customs and manners, special features of the country and information on other important topics. In the opinion of the Committee, supply of 'oral' information of Indian tourists is not enough. The Missions should supply to Indian tourists, on demand, copies of "Fact-sheets" containing all kinds of useful information required by a tourist in a foreign country.

Brochures of tourist interest

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5.67

The Committee would also commend the suggestion made by a former diplomat that our Missions abroad should have for free distribution handy brochures on India in local languages giving factual information on different aspects of Indian life alongwith a good and handy map of India. The Ministry appear to think that this is a job which should primarily be done by the Department of Tourism through their Tourist Officers abroad. While Tourist Offices abroad should no doubt supply such brochures to foreign tourists, our Missions abroad also have a duty towards tourists in this regard. The Indian Missions abroad would do well to arrive at an arrangement with the Tourist Offices to keep

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copies of such brochures in the Missions also and supply them to the tourists on demand.		

List of Missions

- 5.68 In regard to the suggestion for supply of a printed list of our Missions with telephone numbers to passport seekers at the time of issuing passports. The Committee agree that it may not be necessary to give a printed list of our Missions abroad to all the passport seekers in India as, first, all of them may not need it and, secondly, it will cause a heavy drain on national exchequer. The Committee, however, feel that the Ministry may examine the feasibility of making such a list available on sale to those passport holders who may be ready to pay for it.

Liaison Committee Abroad

- 5.69 The Committee feel that the suggestion that the Indian Missions abroad should have some liaison Committees with leading selected from among Indian citizens abroad to acquaint the Heads of Missions about day-to-day problems faced by Indians merits consideration. It will be wrong for the Ministry to resist this suggestion on the ground of financial constraints. This is an idea which can, in the opinion of the Committee, be put into practice without much difficulty.

Public Relation Consultant in Washington

- 5.70 & 5.71 The Committee are unable to appreciate the need for engagement of a private Public Relations Consultant in the USA (Washington). His continuance is a reflection on the Ministry's capability to handle their public relations work in USA or even elsewhere. The Committee desire that the entire matter relating to the need for appointment of this consultant, and his continuance for over 13 years, his performance from year

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to year in concrete terms, if possible service of termination notice and subsequent withdrawal thereof etc., should be examined by an independent authority outside the Ministry of External Affairs and Ministry of Finance and the Committee informed of its findings within six months.

Lecture Visits

- 63 6.62 & A former diplomat suggested that "Instead of trying to peddle official handouts of this nature, we would do better to concentrate on spreading circulation of our regular non-official papers, journals, periodicals etc. and on sponsoring visits of Indians chosen for their knowledge and capacity to act as spokesmen of various aspects of our Indian life." The Committee feel that this is an area in which the Ministry should pay more attention. The Ministry should draw up a scheme, in consultation with ICCR, to sponsor special lecture visits and to avail of the services of knowledgeable Indian, who may happen to go around on their own, to create better understanding of Indian view point.

External Publicity

64. 6.64 An Indian Settled in America has stated that Official communication channels of Indian Missions lack in making an adequate, proper and timely presentation of India to refute the negative comments of the foreign media. The Committee have no reason to doubt that our missions must be doing their best in the field of publicity abroad but the question is whether their best is good enough to create an impression on foreign media. The Committee feel that there is need and scope to intensify the publicity efforts and change the style and substance of our presentations so as to convincingly project a correct image of India abroad. Our publicity material should be specially prepared and designed not only for

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the foreign media but also for the people and institutions who matter, including the younger generation who are free of old prejudices and can be much more receptive and responsive.

Digest of Indian Press

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6.65

The Committee appreciate the suggestion of bringing out a regular digest of the Indian Press for circulation amongst the foreign media abroad, in order to counter the impression that the official handouts are merely Government propaganda material, such digest would naturally have to be prepared carefully. They would desire the External Publicity Division to bring out a digest from the Indian Press weekly or fortnightly for wide circulation amongst the foreign media through our missions.

Pictorial Magazine

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The Committee also welcome the suggestion made by a former Foreign Secretary that a pictorial magazine containing information and illustrations on cultural, social, political and economic aspects of Indian life should be regularly brought out and supplied to Members of Parliament, important journals and other media, universities, public libraries, Chambers of Commerce, etc.

Pooling of resources of Public Sector units for publicity

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6.67

A suggestion has been made to the Committee that public sector enterprises like Air India, State Bank of India, Tea Board, State Trading Corporation etc., which are operating in the United States should pool their resources and help build a better publicity programme for India and the people of India in the United States.

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<p>The suggestion has been considered laudable by the Ministry. The Committee also endorse the suggestion and are of the view that the autonomous character of these public sector organisations should not stand in the way of their being persuaded to pool their resources for organising a better publicity programme for India. The Committee would like the Ministry to take up this matter with the Bureau of Public Enterprises of Ministry of Finance and evolve a suitable scheme for the purpose.</p>		

Need for coordinating body for publicity

- 68 6.68 According to the Chanchal Sarkar Committee's finding, the numerous Ministries and public sector organisations work in "near-isolation" in the field of external publicity and they have observed that "this lack of coordination is shameful." This is regrettable. The Committee would strongly support the suggestion made by the Chanchal Sarkar Committee for "setting up a working body at a high but not ratified level to coordinate the working of External Publicity Division, Indian Council of Cultural Relations, External Services Division of All India Radio, Indian Tourism Development Corporation and Air India's Public Relations Division."

Need to avoid overlapping and duplication in publicity material

69. 6.69 The Committee are informed that the Ministry are examining the question of overlapping and duplication in printing magazines/periodical in an overall perspective to consider how far this can be avoided and economy effected. The Committee would like that an early decision be taken in the matter and the steps taken to avoid duplication and overlapping intimated to the Committee.

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Supply of Newspapers

70. 6.70 The Committee feel that to keep our Missions informed concurrently of the developments in India and also in view of the great demand for Indian Newspaper in Foreign Capitals, Indian Newspapers should be sent to all Indian Missions and posts abroad without delay. The Ministry should make an arrangement with the Air-India that Mission which are located at places covered by Air-India flights, should receive daily papers daily or at the latest on the following day. If the newspapers cannot reach a place on the same day or the following day, these will lose importance and the Missions and others may also lose interest in them.

71. 6.71 The Ministry have admitted that "the External Services broadcast are not clearly audible in quite a few areas for want of powerful transmitters". The Foreign Secretary admitted that "if external services cannot be heard, it is not worthwhile". The Foreign Secretary stated that the setting up of more powerful transmitters was under the consideration of Government. The Committee would like that the Ministries of External Affairs and Information and Broadcasting should draw up a phased programme to instal powerful transmitters for external broadcasts and implement them according to the programme. In the opinion of the Committee, the Government have an obligation towards millions of Indians scattered all over the world who remit huge amounts of foreign exchange but starve for radio news and programmes from India and this obligation should be discharged, sooner than later.

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Lack of coordination between AIR and Ministry

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The Committee were told by the Ministry that the External Service broadcasts also beamed to certain areas newscasts at dictation speed which can easily be taken down by our Missions abroad for further use. Subsequently the Ministry stated that the External Services Division of All India Radio have clarified that they do not broadcast dictation speed news bulletins in their external broadcasts. These two contradictory statements show the lack of coordination of the Ministry of External Affairs with the All India Radio. This is regrettable.

Officers manning Information Wings

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6.72

The Pillai Committee held the view that "it is the duty of the Foreign Service to develop this expertise (publicity and public relations) within its own rank through careful and sustained programme of training and career planning." Foreign Secretary welcome, the suggestion that in Indian Foreign Service itself, a separate specialised sub-branch should be though of right from recruitment and training stages and officers should be trained for special disciplines within the range of Indian Foreign Service. While it is a good idea to train IFS Officers for information work, the Ministry should remember that not every officer may have in him the makings of an information officer. If the Ministry wish to succeed in their experiment to man the Information and Publicity Wings through IFS Officers, they would have to select the right type of persons from the Foreign Service with suitable aptitude and background right from the beginning and give them special training to equip them to do this work in international field. Not only this. As the information work may be much less glamorous

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and prestigious than the other assignments within the reach of Foreign Service Officers, the Ministry would also have to think of some incentive scheme to attract good officers for information work and hold them on to the information wing without letting them feel frustrated.

Minimum tenure for Information Officers

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6.73

The Committee further suggest that, having received specialised training at public expense, the IFS Officers specially selected for Information Work should be kept on information and publicity desks for sufficiently long period which may not be less than eight years, as suggested by Chanchal Sarkar Committee, enable them to make an impact and full use of their training.

Need for appointment of Professional Journalists

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6.74

The Committee have a feeling that in places of highly competitive environment like Washington, New York, London, if the impact has to be created on foreign media and opinion moulders the information desks may better be headed by professional and experienced journalists, at least for sometime more till IFS Officers are able to acquire the necessary skill and experience. The Committee would like the Ministry to examine this matter dispassionately in the larger interest of the country.

Knowledge of local language for Information Work

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6.75

An important qualification of the Information and Publicity Officers is knowledge of the local language. But the Committee regret to find that out of 65 Information Officers working in Missions Abroad (1978), as many as 32 do not know the main language of the area in which they are posted. Four of the Officers know no foreign

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language and are posted in non-English areas. Even when Arabic and Persian knowing officers are available, the information desks in certain Arabic speaking countries and Tehran are manned by officers not knowing the local languages. The language inadequacy of Information officers in certain areas is, according to the Chanchal Sarkar Committee, "outrageous". The Committee cannot but express their unhappiness at this utterly unsatisfactory state of affairs in Information Wings abroad, which is due, in large measure, to unimaginative deployment of trained officers by the Ministry. The Committee would like the Ministry to remedy the situation without delay.

Chanchal Sarkar Committee on External Publicity

77. 6.67 The Chanchal Sarkar Committee has gone in depth into various aspects of the work relating to the external publicity by the External Publicity Division of the Ministry of External Affairs and the Information and Publicity Wing of the Indian Diplomatic Missions abroad. The Committee note the meaningful observation made by the Chanchal Sarkar Committee in their Report (Dec. 1978)) that "The foreign information work is at a low ebb, waiting long for reformation and revitalisation." The Chanchal Sarkar Committee have made suggestions regarding doing away with dichotomy of IFS and ISI, training programmes, Rewrite desk, step-up in budgetary allocations, language proficiency among Information Officers, publication of weekly anthology from Indian press and an illustrated monthly magazine, minimum duration of posting of IFS Officers on information work, setting up of a co-ordinating body etc. The Committee would like the Government to finalise the line of action on these suggestions expeditiously and start implementation work without delay. They would like
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		to be informed of the progress made in this regard within 6 months.

Economic and Commercial Wings

78 **7.42 & 7.43** The Committee have received representations from a number of commercial and industrial concerns expressing their dissatisfaction with the working of economic and commercial wings of our diplomatic missions abroad. The Ministry, to whom all these complaints were referred, have tried to explain them away but their explanations are not very convincing. The Committee would not like to judge the efficiency of the economic and commercial wings of our missions only by what the Ministry claim but also what the industrial and trading interests feel and say. Seem from this angle it cannot be said that the economic and commercial wings of our missions are doing their jobs to the complete satisfaction of all concerned. The Committee would like to suggest that the Ministry should evolve a system whereby they can periodically elicit the views of trading, commercial and industrial organisations in India on the functioning of our missions abroad and invite their suggestions for effecting improvement. Unless such a feedback is arranged, the Ministry would not be able to know the weaknesses of our Missions. The Committee also suggest that regional meetings of heads of Commercial Wings in our Diplomatic missions should be held to enable them to take stock of the situation in each region and to benefit from one another's experience.

Adequacy of Staff in Economic Wings

79. **7.44** Certain associations of Indians settled in Malaysia and Afghanistan have suggested creation of separate trade and commercial wings in

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our missions in these countries to deal with the problems of Indian traders there. The Ministry have admitted that the Missions in these countries are understaffed and the staff strength in economic and commercial sections requires to be augmented. The Committee would like the Ministry to review the working of economic and commercial sections in these and other similar missions and take necessary action to strengthen these sections in the interest of Indian and international trade.

Trade Bulletins

- : 80. 7.45 Certain associations of Indians in Afghanistan and New York have suggested the issue and circulation of periodical trade bulletins in foreign countries to disseminate latest information about trade and other allied matters with a view to promoting Indian trade. The Committee commend this suggestion for the consideration of the Ministry.

Coordination among public sector organisations abroad for commercial work

- : 81. 7.46 An enterprise in America has suggested a unified agency to bring together various public sector agencies of the Government of India currently functioning in the USA. The Committee are informed that in New York city there are seven commercial and quasi-commercial bodies from India, viz., State Trading Corporations, Jute Development Office known as Indian Jute Industries Inc., HHEC, Office of Trade Promotion, Trade Development Authority, India Investment Centre and Shipping Corporation of India. Besides, there are three other bodies, namely, Air India, State Bank of India and Tourism Office. The Committee feel that, if all Indian organisations

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of the type referred to above can be accommodated in the same premises or in close vicinity to one another in the same locality, they can pool resources and services not only to provide efficient services at less cost but also set up a "little India" abroad to make a much better projection of Indian goods and services and thus give a much greater boost to Indian trade and industry. In the opinion of the Committee, the Economic and Commercial Wing of the Indian Missions in New York/Washington can and should play a leading role in making this possible.

Manning of Economic and Commercial Wings

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7.47 to The economic and commercial wings in our diplomatic missions abroad are by and large manned by the officers of the Ministry of External Affairs who, it is stated, are given intensive training, to equip them with different aspects of economic and commercial work.

It has been suggested to the Committee that in order to strengthen Indian Missions, experienced officials from the Ministries dealing with commerce, industry and other economic matters should be constantly inducted into the Indian Foreign Service. The Ministry of External Affairs have opposed this suggestion.

The role of Commercial Sections of Indian Embassies abroad was recently studied by the Committee on Export-Import Policy and Procedures (under the Chairmanship of Dr. P. C. Alexander, Commerce Secretary) which submitted their report in January, 1978. According to the Alexander Committee, "A review of the existing network of the Commercial Representatives and the nature of the functions as performed by them brings out the gross inadequacy of the present

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		<p>system and the wide gap that exists between the actual and the expected functions of the Commercial Representatives." After giving a careful thought to this matter the Estimates Committee have come to the conclusion that for competent handling of economic and commercial work the officers manning these wings in our missions must possess a certain degree of specialisation which may not always be possible without a proper aptitude and a certain background. It will not be correct for the Ministry to assume that a few weeks training in the Indian Institute of Foreign Trade and a short term attachment to Economic Ministries are enough to turn all Indian Foreign Service Officers into experts in economic and commercial work. The complexities of economic and commercial work have increased considerably since the Government decision of 1946 or Pillai Committee Report of 1966 and a time has come when Government should undertake an objective and independent review of the situation. In the opinion of the Committee, as suggested by a retired Foreign Secretary and diplomat of long standing, it is necessary to strengthen the Economic and Commercial Wings of the Missions by selecting from time to time the most qualified persons from outside the Indian Foreign Service for a certain percentage of posts in these wings.</p>

*Economic, Commercial and Supply Wings
in U.S.A.*

83. 7.65 The Committee note that Indian Embassy in USA has three different wings namely, Economic Wing, Commercial Wing and Supply Wing, each performing certain functions assigned to it. Each wing has a separate contingent of officers and staff. After going through the functions perform-

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ed by these wings, the Committee had a feeling that if these wings could be amalgamated into one organisation, it will not only lead to economy but also avoid overlapping. The Foreign Secretary stated during evidence that these wings were manned by the officers of various Ministries and the Ministries concerned might not agree to have a unified control of these wings. The Committee feel that this question requires a more serious and a more critical study by the Government. They would like to be informed of the outcome of this study.

Supply Missions

84. 7.66 A view has been expressed before the Committee by a former diplomat of standing that there was no need to maintain Supply Missions (Washington or London). The Committee also feel that there is weight in this view atleast in-so-far-as the purchase of non-sensitive commodities is concerned. The Committee would suggest to the Government to examine the need for continuation of these supply missions in their present size and strength in the changed circumstances.

Head of Supply Wing in London

85. 7.67 The Committee were surprised to find that the Supply Wing of the High Commission of India in London which is essentially concerned with purchase of defence stores and electronic items was headed by an IFS officer who had no technical or professional background. The Committee do not agree with the view expressed by Foreign Secretary that "it does not require a technical man" to handle purchases of sophisticated equipments and defence stores. The Committee strongly urge that the heads of the Supply Wings should be men with professional background and intimate knowledge and experience of matters required to be handled by these Wings.

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Consular Wings		
86	8.23 to 8.26	The Committee have received a number of complaints from Indians at home and abroad about the unsatisfactory nature of services rendered by Consular Sections of our missions.
		The Ministry have admitted that "facilities (in consular sections) are inadequate in terms of physical dimension and appearance". They have stated that Indian missions in various countries have taken steps to simplify and streamline the procedure for the grant/renewal of passports and visas.
		The Committee note that the Ministry have denied most of the allegations made against the not enough to prove that all that the Indians at tjeossopms—But a mere denial by the Ministry is home and abroad have said about the efficiency and behaviour of the Consular Sections of our Missions abroad is untrue. What the Ministry may consider to be a "warm" reception or a reception free of "bias in favour of non-Indians" may not actually be so to those who stand on the other side of the counter. In the opinion of the Committee the efficiency of the Consular Section is to be judged by the speed with which they issue or renew passports and visas and not by what the missions' officials claim or smugly believe. The Committee would like the Ministry not to be carried away by the one-sided reports sent by the missions but to find out independently what the Indians and non-Indians think of our Consular Service. Besides advising heads of missions to take personal interest in the working of consular sections to ensure efficiency with courtesy in their dealings with visitors. The Ministry will do well to evolve a system of periodically inviting on a selective basis opinion of those persons, who have got passports/visas issued through our Missions abroad, on the working efficiency of the consular services in the light

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of the replies. Unless it is done, the Ministry, the Committee fear, may never know the true picture.		

Need for study into working of Consular Sections

87	8.27	The Committee would also like the Ministry to study the working of Consular Sections in the Missions and also to keep a constant watch, through periodical/statements, on the efficiency of the Consular Sections of Indian missions abroad and take necessary measures to tone up the working of the Missions. They would like to be informed of the specific measures taken to streamline the working of consular sections within 6 months.
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Rules re: issue of Passports and Visas

88	8.28	According to an association of Indians in Tongkong the rules governing issue of passports to Indians to India should not be applied literally to overseas Indian and passport applications or renewal forms for overseas Indians should be revised as many of the questions which apply to Indians in India are not applicable to Indians abroad. In the opinion of the Committee the Ministry should not, on technical ground, turn down the question to review the application forms and the procedure in-so-far as they relate to overseas Indians. The Committee expect that the Ministry would go into the matter and if necessary, change the rules and rationalise the application forms and simplify the procedure for overseas Indians at an early date.
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Indian students in Malaysia

89	8.29	The Committee are informed by a society of Indians in Malaysia about the difficulties faced by Indian students in obtaining re-entry permits
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of sufficiently long duration to cover their courses of studies in India. The Ministry have stated that the system of re-entry permits has been prescribed under the Malaysian regulations. The Committee hope that Indian Mission in Malaysia would not hesitate rendering such assistance as is permitted under the regulations to those Indian students who may need it in the event of any difficulty.

Cultural projections abroad

- 90 9.34 & The Committee are of the opinion that there
 9.35 is a great interest in Indian culture abroad. Library facilities, reference material, feature films and documentaries, new literature in various Indian languages, art, dance and music are very much in demand and it should be the responsibility of Indian missions to rise to the occasion and fulfil the demand. The Committee are not oblivious of the constraint of resources but they feel that it would be unfortunate if on this account, the people of the world are denied facilities to have glimpses of Indian culture.

Area-wise study of needs for cultural projections

- 91 9.36 The Committee agree with a former diplomat that in various regions of the world, there are different aspects of Indian culture that find attraction, e.g. films and music in one region, dancing, music and yoga in another, and so on. The Committee would suggest that for using the meagre resources most profitably, the Ministry should make a study to determine the likes and preferences in each region and then concentrate only on those aspects in that region, to start with.

Cultural Centres

- 92 9.37 The Committee regret to note that even though a decision was taken in 1970 to open 10 cultural centres abroad, such centres have so far
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		<p>been opened only at places (Fiji, Guyana and Surinam). The need for Indian cultural centres abroad to project the spiritual and cultural heritage of India, her arts and literature cannot be over-emphasized but, according to a former Foreign Secretary, "We are doing precious little to project India's great heritage approach, in these areas." The Committee strongly feel that the implementation of the decision taken in 1970 should not be delayed any further. They would like the Ministry to identify places of importance from the point of view of India's national interest and draw up a pragmatic programme to set up cultural centres at the selected places in a systematic manner. Each cultural centre should ultimately have a library and arrangements for showing Indian films teaching music and dance, holding discourses and seminars on spiritualism and religion, affording facilities for comparative study of Eastern and Western thoughts. It may start on a modest scale by setting up facilities for which there is an immediate demand and progressively it may extend its activities in other fields in due course.</p>

Involvement of orientalists etc. abroad in cultural projection

93	9.38	<p>The Committee see great force in the suggestion made by a former diplomat that Indian missions can involve various schools of orientalists and indologists existing in Western Europe, North America, even in Latin America, private enterprise in dance and music operating in foreign countries and Asia Study Centres in foreign universities wherever they exist, to project Indian culture in the countries of their accreditation. This would cost little or nothing. All that the heads of Indian Missions have to do is to take initiative and stimulate all such organisations and persons who have on their own developed interest in India's culture and arts.</p>
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<i>Overseas Indian and people of Indian origin</i>		
94	9.39	The Committee are of the opinion that overseas Indians and people of Indian origin settled abroad have great cultural potential which has not been fully tapped so far with a proper approach and the right kind of leadership. Indian missions can draw upon a wealth of talent and numerous sources abroad and make use of a host of local organisations of Indians and people of Indian origin to organise cultural activities at no or little extra cost. These are some of the ways in which the constraint of resources can be overcome by resourceful heads of missions.
<i>Evaluation of cultural wings of Missions abroad</i>		
95	9.40	The Committee are surprised to be told by the Ministry that "no precise information is available on whether any evaluation was undertaken to determine the extent to which our missions have been able to present India's cultural image...." If the Ministry do not have this information, who else will have? The Committee cannot but conclude from this statement of the Ministry that no evaluation worth the name has been done so far though, they say, there is "a continuing system" of assessment of missions' work at the headquarters. As recommended elsewhere, the Committee attach great importance to a systematic and regular evaluation of the missions' performance in cultural field, as in other fields, so as to assess their achievements and shortcomings and take timely remedial action to tone up their working in areas of weakness.
<i>Role of ICCR in Cultural field</i>		
96	9.41	The Committee note that the Evaluation Committee on the Indian Council of Cultural Relations (Ashok Mehta Committee) has recommended that the Council (ICCR) should be the

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main implementing agency of Government's cultural promotion activities abroad. This recommendation has been accepted by Government and steps to open a Cultural Division in the Ministry to direct those activities are being taken. The Committee welcome the proposed integration of the cultural diplomacy in ICCR. It is a distinct advance in the right direction as compared to the past when the work relating to cultural activities abroad was divided between the Department of Culture (Ministry of Education) and ICCR. They hope that the proposed Cultural Division in the Ministry would be able to draw up a policy objective and an integrated and comprehensive plan in collaboration with ICCR, to project India's cultural image and coordinate cultural activities in all Indian Missions abroad.

Ashok Mehta Committee on role of Mission on Cultural Relations

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9.42

The Ashok Mehta Committee have dealt with various aspects of our cultural relations including role of Indian Missions and organisational arrangements abroad. The Ashok Mehta Committee have recommended appointment of separate cultural representatives to be called Cultural Advisers on contractual basis in certain specified countries to be selected from amongst experts in the field in consultation with ICCR. The Estimates Committee would like the Ministry to examine this and other recommendations made by the Ashok Mehta Committee and inform them of the decisions and action taken in the matter.

Monuments in honour of Eminent Indians abroad

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9.43

From the information furnished by the Ministry, the Committee find that at 40 places abroad there are monuments/memorials in honour of eminent Indians. The Committee regret to note that at 12 of these places there are monu-

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ments/statues of great Indian leaders like Mahatma Gandhi, Netaji Subhash Chandra Bose, Lal Bahadur Shastri and Rabinder Nath Tagore, but no celebrations are held there on a regular basis. "In the opinion of the Committee it is not proper not to garland the statue or place flowers on the monument on the birthday or some other historical day connected with the life of the great Indian leader. The functions could be held in any appropriate place to celebrate the birthdays of distinguished eminent national leaders. The Committee feel that if there is any statue or monument that is located at a place where formal functions with large gathering cannot be held, the Head of the Mission accompanied by staff should garland the statue or place flowers on the monument on these occasions.

Policy Planning Division

99

10.15 to
10.17

The Committee regret to note that the Policy Planning Division which previously was headed by prominent personalities of high standing, has been gradually downgraded both in the level of officers heading and manning it as well as in importance. The Foreign Secretary admitted during evidence that this Division needs to be "improved and institutionalised."

The Committee visualise the role of this Division as a "Brains Trust" or "Think Tank" which may formulate long term foreign policy goals and projections in the light of our national interest and strategic objectives. This Division should be concerned not only with indepth study of international affairs and situations for the benefit of the Foreign Minister in his task of laying down the foreign policy but should also have a great role to play in assisting the Defence Ministry in the matter of assessment of threat to national security. This Division should not only draw upon the experiences and reports of Indian

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Missions abroad but also actively associate scholars, journalists, experts and Members of Parliament with its deliberations and hold seminars, before drawing conclusions and preparing papers on various subjects, if it has to play the role expected of it effectively. This Division, in the opinion of the Committee should be headed by a very senior officer, preferably of the rank of Secretary with deep knowledge and long experience of international affairs and given adequate supporting staff of the right type in keeping with its responsibilities. The Head of this Division should report directly to the Foreign Minister and the reports and papers prepared by this Division should receive the most careful consideration at all levels. The Committee recommend reorganisation and upgradation of this Division on the lines suggested above and inform the Committee within 6 months.

Parliamentary Committee for External Affairs

100

10.23

It has been suggested to the Committee by a former diplomat of long standing that the time has come to think seriously of a parliamentary set-up on foreign affairs for maintaining day-to-day interest in the affairs of the Foreign Office. Another expert has suggested that India should have a foreign relations Committee on the lines of a similar Committee in the United States which should also clear appointment of Ambassadors. The Committee have given a careful thought to the suggestions. The existing consultative committee of Parliament, in the opinion of the Committee, cannot serve the purpose in view of its limited role and jurisdiction. The Committee feel that there is an imperative need for a Standing Parliamentary Committee on Foreign Affairs to enable Parliament to keep in constant touch with the international developments and to oversee and be associated with the evolution of India's

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foreign Policy in relation thereto. It will generate interest of members of Parliament in foreign affairs leading to a better understanding of the problems faced by the Ministry in the conduct of foreign policy and also create a greater sense of accountability among our diplomats and foreign service officers towards Parliament. The Committee recommend that a Standing Parliamentary Committee on Foreign Affairs be set up by the House at an early date.

Cadre review by High Power Committee

- 101 10.36 The Committee are unable to appreciate as to why the cadre strength recommended by a high power Cadre Review Committee which was headed by Cabinet Secretary and which had, among others, Secretary (Expenditure) and Secretary (Personnel) as members, should at all be scrutinised and reviewed by individual officers down the line. The Committee feel that once cadre strength has been reviewed and recommended in their collective wisdom by the Cadre Review Committee it should not be questioned by any individual officer.

Cadre review of IFS (B)

- 102 10.37 The Committee would also like the Cadre Review of the IFS(B) which is stated to be long overdue should also be undertaken without any loss of time and the Cadre strength determined in accordance with scientific norms.

Adequacy of strength of officers at Headquarters

- 103 10.38 The Committee are informed that the present sanctioned strength of Joint Secretaries at Headquarters is not adequate to undertake in-depth study of political and economic matters of various countries under their charge. In view of tremendous expansion in recent years in the activities and responsibilities of the Ministry on economic

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and commercial fields, the Ministry have also stated that there is need to strengthen the Economic Affairs Division of the Ministry by appointment of an officer as an Economic Adviser. The Committee have not been supplied with adequate date to enable to comment on the adequacy or otherwise of the officers at senior levels. Elsewhere in this Report the Committee have recommended a study into the deployment of officers at various levels with a view to a rationalising their deployment. They would suggest that the need for augmenting strength of Heads of Divisions and appointment of Economic Adviser may also be examined in the course of that study.

Cadre of Interpreters

104

10.46

The Committee are glad to note that the Ministry have after all decided to create the cadre of interpreters in ten foreign languages (Arabic, French, Spanish, Russian, Persian, German, Chinese, Bhasha Malay, Indonesian and Portuguese). The Committee have not been able to appreciate as to why Japanese and an important language like Swahili have been left out. The Committee would like the Ministry to select the most competent interpreters for this cadre without delay and end our dependence upon foreign interpreters at the earliest.

Wireless Communications

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10.53

The Committee note that the Ministry have got direct wireless communication links only with 9 missions abroad. Links with two more missions will go on the air shortly. The Committee appreciate the view of the Ministry that Wireless net work should have a wider coverage so that communications link up between the Headquarters and missions could become more effective and speedy and independent of possible obstacles by local authorities abroad. The Committee recog-

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nise the vital importance of countries in this field and recommend that a phased programme for expanding the wireless net work should kept ready and implemented in stages.

Office accommodation for Ministry at HQRs

106	10.66	The Committee are informed that the various offices of the Ministry at the headquarters are at present distributed over 6 buildings. The Committee, feel that the dispersal of various units of the Ministry over 6 different buildings located far apart certainly handicaps the efficient functioning of the Ministry. The Committee feel that it should be possible to bring the various offices of the Ministry of External Affairs closer and together by readjustment and reallocation of office accommodation amongst various Ministries in the South Block and nearby buildings. Unless this is done the Ministry will be hard put to improve the functional efficiency of its various divisions.
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