

## **PART III**

# **RATIONALISATION OF THE FUNCTIONS, ACTIVITIES AND STRUCTURE OF THE MINISTRY OF EXTERNAL AFFAIRS**

**Rationalisation of the Functions, Activities, and Structure of the  
Ministry of External Affairs  
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# **Rationalisation of the Functions, Activities, and Structure of the Ministry of External Affairs**

## ***Executive Summary***

1. Compared to other union ministries, the Ministry of External Affairs (MEA) is most exposed to the best administrative practices abroad. It should therefore be possible for it to show the way at a time when downsized and lean governments are considered not only economical but also more efficient.

2. Not all the recommendations in this report are aimed at downsizing or economy. Some suggestions for restructuring and rationalisation have been made for securing more efficient functioning of the ministry, following discussions with MEA officers past and present.

3. The basic role of MEA, as given in the Allocation of Business Rules, is to conduct relations with foreign and Commonwealth countries. Diplomacy has always been recognised as the first line of defence. Today it must play the additional role of enhancing the brand equity of the country abroad.

4. A sizeable portion of the budget of MEA is earmarked for assistance to neighbouring and other developing countries (Rs.963 crore – BE- 2001-02) and Special Diplomatic Expenditure (Rs.712 crore), both of which are not covered in this report. This leaves a net budget of Rs.1208 crore or 42% of the total budget of MEA.

5. But this does not give the total picture. For example, many of the missions abroad meet the expenditure of their commercial wings from the budget of the Ministry of Commerce, with the posts being manned either by IFS officers or others. Likewise, there are many other ministries whose representatives work in missions abroad, with the expenditure being met out of their respective budgets. Strictly speaking, the expenditure incurred from the budgets of these ministries should also be included to correctly reflect the cost of missions and posts abroad.

6. Structurally, the manpower of MEA is rather heavy at the levels of Joint Secretary and above. The Foreign Secretary is, however, over-burdened with day-to-day matters, while other secretaries have comparatively lighter loads. The Commission would suggest that the other secretaries of the Ministry of External Affairs be entrusted with territorial (and functional) divisions leaving the Foreign Secretary to handle coordination, policy planning, special tasks, cadre management, UN matters and the like.

7. MEA is estimated to have a total strength of 2956 persons at headquarters and 4040 abroad. The latter figure includes 1708 locally recruited employees. In addition, the Central Passport Organisation, a subordinate office under MEA has 1938 sanctioned posts and 540 casual employees spread over India.

8. Any tendency to create posts for the sake of finding slots for promotion is unhealthy and should be discouraged. The levels of posts should be determined by the nature of work and responsibilities and not by the desire to ensure career progression of officers. Of course, this would be true of all services and not just the IFS.

9. It may be desirable for IFS officers to be also posted in ministries like rural development, health, education and social welfare to give them a more rounded and realistic background of their own country. It would be equally useful to provide for mid-career training at institutions like NIRD, Hyderabad for the same reason.

10. A reduction has been recommended in the personal staff of Joint Secretaries and above. This will set a good example, apart from leading to a reduction of 102 posts and savings of Rs.1.5 crore per annum.

11. The eventual introduction of the Desk Officer System in the entire ministry would lead to a net reduction of over 400 posts at the level of Assistants, UDC and LDC. The immediate implementation in at least the "core" sections will result in a net reduction of 130 posts estimated to result in a saving of Rs.3.1 crore per annum. It is recommended that the Desk Officer System be implemented fully in

the MEA within a period of 3 to 4 years. Of all the ministries of the Government of India, MEA would be eminently suitable for immediate implementation of the desk officer system so that it is totally in force in 3 to 4 years.

12. With widespread use of word processing and sharing of secretarial staff among under secretaries (and first secretaries in missions abroad), it should be possible to reduce the number of PAs / stenographers drastically. MEA should make a beginning by making two officers share one PA at its headquarters as well as in missions abroad. At MEA headquarters this would reduce the number of PAs attached to Under Secretaries by 50% with a saving of 35 posts. Similar arrangements in missions abroad by sharing of secretarial assistance by First Secretaries could result in reduction of 92 posts at the level of PS / PA / stenographer. These reductions in the headquarters and in the missions abroad should result in estimated saving of Rs.15 crore per annum.

13. Reciprocity need not be the dominant consideration for establishing missions abroad. In fact, this should be subordinate to strategic, political, economic and commercial considerations.

14. Criteria for opening or continuing missions abroad should broadly be: -

- Political importance and strategic sensitivity of the country in question;
- Economic importance of the country in terms of its size (GDP);
- Trade potential of the country not only in its relevance to India but also viewed in the context of its share in global trade; and endowment of natural resources; and
- Potential for two-way foreign direct investment (FDI) and the importance of the country in the context of global FDI.

15. The argument that it is necessary to have missions abroad for canvassing that country's support for a permanent seat on the Security Council and such other matters does not carry conviction. Canvassing support for a permanent seat on the Security Council can be done through that country's mission in New

York. Moreover, special envoys can always be sent from time to time for such specific purposes. It is thus necessary to re-evaluate the need for missions abroad in the light of the above.

16. Bearing in mind the economic, political, strategic and cultural interests, missions in seven countries could, in the first instance, be straightaway shut down. Out of a total 157 missions and posts abroad, this would result in a saving of Rs.12.08 crore per annum and reduction of about 69 posts abroad including local posts.

17. However, there should be scope for further reduction in the light of the criteria cited above. The Expenditure Reforms Commission would strongly urge closing down some of the missions and posts abroad and is convinced that it should be possible to do so. However, this is an exercise that can be carried out only after detailed study. It is, therefore, suggested that in the first instance seven missions be shut down; the broad criteria that should underlie the detailed scrutiny of the need for and location of Indian missions and posts abroad have been indicated. Such a review should not only aim at reducing the number of missions in the light of the foregoing criteria and other relevant considerations, but also examine how best some of them could be relocated, if necessary, to better serve the country's interests. In undertaking this review it would be useful to keep in mind where other major third world countries maintain missions abroad, though no doubt the political and other considerations of each country are different.

18. The need for continuing some of the new missions opened in countries of the former Soviet Union (FSU) during the last decade would need to be reviewed.

19. The trimming of some of the larger missions and minimising the strengths of the marginal missions as recommended in the report could result in a total reduction of 127 posts (including local) and estimated savings of Rs.15 crore per annum.

20. Apart from trimming the staff strength, the whole question of sending India based supporting staff to missions abroad needs to be critically examined. Informal enquiries from one of the missions abroad show that, by and large, local staff at the level of assistants / steno-typists, consular clerk / LDC cost about 40% of India based staff, if one were to compute all the costs involved in sending India based staff. If terminal benefits, educational expenses of India based staff etc. are taken into account the gains of employing local staff could be even more favourable depending on the size of the families of India based staff. What is more the local staff are bilingual.

21. This should also apply to India-based chauffeurs particularly if in view of court orders MEA is compelled to allow them to take their families abroad. An exception could however be made for chauffeurs of heads of mission in countries that are fraught with high security risks.

22. In large missions like those in London, Washington and New York, many ministries and departments like defence, cabinet secretariat, finance, commerce, science & technology, railways, tourism, human resource development, etc. have their own officers within the Indian missions or have full-fledged offices of their own. This is because of the perceived potential for considerable bilateral cooperation and interaction in these fields. While their need has not been examined in this report, it is necessary for the ministries concerned to review the need for their continuation. It is also necessary to examine whether the career personnel of MEA cannot perform these functions more economically. Where security considerations are involved, the Committee of Secretaries and the Cabinet could undertake this review. However, merely replacing officials of other ministries with those from MEA will not result in any savings or economy.

23. It should be left to MEA's offices abroad to cater to the requirements of the other ministries / departments within the manpower and financial resources allocated to it. In turn, this will require putting in place an arrangement by which the other ministries/departments can correspond directly with MEA's offices abroad, without having to go through MEA. The only exceptions can be where it

is clearly established that either MEA does not have the technical competence to handle a particular item of work or that even if MEA does have the competence it is absolutely essential for a ministry / department to have its own office / officers abroad. The question of the other ministries / departments 'paying' MEA for such services should not be there. Where other ministries / departments / organisations have their own office / officers abroad fresh proposals for their continuation should be taken to the Cabinet for a decision. This would give MEA an opportunity to indicate whether they would be in a position to competently handle the particular item of work within their allocated resources. Simultaneously, it would be up to the ministry / department bringing the proposal to the Cabinet to give full justification if they consider it necessary to continue the present arrangement of having their own officers / offices abroad. This exercise would also give government an opportunity to examine whether the offices / officers are necessary at all, irrespective of whether it is the MEA or the concerned ministry / department that should be carrying out the work. For instance, it can well be argued that offices abroad of the Tea Board could be closed down!

24. In the interests of productivity and economy, an increase is recommended in the normal tenure of postings abroad from the present 3 years to 4 while the tenure at hardship stations could remain at 2 years. With the change proposed in the periodicity of transfer, and consequently, of home leave passages, there would be a saving of about Rs.14 crore a year.

25. For home leave and emergency passages, officers should be allowed to make their own choice of airline and route and be paid 75% of the normal Air India full fare. Apart from administrative convenience this should save about Rs.5 crore per annum.

26. It would be administratively less cumbersome to fix a lump-sum compensation payable on transfer from a mission abroad instead of actual freight and packaging charges, etc. The compensation could be fixed at 75% of the estimated cost of transporting the officer's full entitlement of baggage and

packing charges. An estimated Rs.2 crore of savings per annum could be available from implementing this recommendation.

27. The MEA's book value of the properties owned abroad is only Rs.370 crore. Actually, the properties may be worth several thousand crores of rupees. Efforts should be made to assess the current market value of the properties. Once the total market value is known, it will be easier to justify and approve expenditure on their proper maintenance. For a foreign visitor, the appearance of the embassy residence and office could be his or her first impression of the home country.

28. A frequent cause for delay in executing construction projects in missions abroad has been repeated changes in the architectural plans for construction following changes of head of mission, differences with the Indian architect appointed by MEA, etc. There is urgent need for adopting the practice of freezing a construction plan once it has been decided upon.

29. It is necessary to recognise the trend that the spouses of many diplomatic officers are career persons who are not inclined to devote much time to entertaining at home. Considering this and other factors, the practice of renting large accommodations with a view to entertaining at home should be abandoned in favour of functional apartments for officers other than heads and deputy heads of mission. An average cut of at least 20 per cent in the rentals would result in savings of over Rs. 17 crore per annum.

30. The need for and the size of the representational grant (RG) should be dependent on the nature of responsibilities of the officer. It may be desirable to evolve a formula for RG by giving suitable weights to different factors. It would thus be wrong to treat it as part of salary or to link it with the level of salary. In this backdrop, the need for giving representational grant (RG) to audit officers posted abroad or to those whose functions do not call for interaction outside the mission would need review. Further, it should not be lost sight of that the basic

characteristic of RG is that it is intended to reimburse the expenditure incurred by an officer on entertainment *and is not an entitlement*.

31. At present an outfit allowance is paid on the occasion of every posting abroad as well as once in a career at headquarters. It may be restricted to just two occasions in a career.

32. In regard to children's education allowance, it is recommended that the officials be made to pay 25 per cent of the school fees abroad in lieu of the Rs.200 per month per child deducted at present.

33. There appears to be no rationale for MEA personnel continuing to get additional credit of leave of 15 days for every year of service abroad. The reduction of leave entitlement for service abroad to 30 days would *notionally* save Rs 10 crore a year.

34. Officers and staff posted in missions abroad are entitled to reimbursement of medical expenses. To discourage any possible tendency for abuse, it may be desirable to make the officers and staff bear a certain proportion of the medical bills or have a minimum deductible amount from each medical claim. (Members of the CGHS make a monthly contribution.) Further, it may be necessary to revive the earlier practice of medical examination before posting a person abroad so that missions are not doubly vulnerable to large medical bills and prolonged or periodic unavailability of the officer or staff member concerned.

The provision for treatment in third countries when adequate medical facilities do not exist in the host country may require review. Where adequate medical facilities are available in the home country (namely India) and it is more economical to do so, including cost of transport, then this may be insisted upon instead of treatment in third countries.

All things considered it may be more efficient and economical to subscribe to some kind of group medical insurance wherever such facilities are available. This is an aspect that government may wish to consider.

35. MEA's existing crypto-system architecture is being radically remodelled. This would reduce the manual work and permit cipher assistants to be more readily deployed (partly) for other duties in missions / posts abroad. MEA should reduce at least 8 posts (10%) from headquarters and at least 5 in stations abroad. This should result in savings of an estimated Rs.1.14 crore per annum.

36. Conceptually, policy planning work is considered very important in every foreign office. In practice, it is often treated as the Cinderella of MEA. It is recommended that the Policy Planning And Research Division be made a part of the Foreign Secretary's office, which would restore its importance. It is also recommended that some outdated functions of the Policy Planning and Research Division be discarded, which would reduce the staff by 16, with an estimated saving of Rs.43 lakh a year.

37. In addition, efforts be made to promote one single think tank dealing with policy planning issues as an independent institution. It should be well funded and should have flexible rules for induction of eminent persons to serve on it, preferably with no permanent positions. It should have flexibility to outsource some of its tasks and should be encouraged to network with a view to adding value to its output.

38. The annual grant for running the Society for Research and Information System for Non-aligned and Other Developing Countries (RIS) is Rs. 1.35 crore for 2001-02. It is paradoxical that in spite of being a research institute, RIS has not escaped the secretariat system. There is clearly need for reduction of support staff, which should conform to the needs of a research institute rather than that of a secretariat department. The senior fellows and research associates can share some of the support staff.

39. The MEA now has administrative jurisdiction over ICWA which, when free from some of the legal entanglements, will no doubt require a decent budget. It is time MEA reversed the proliferation of think tanks and worked towards

consolidating all non-classified research work under the umbrella of ICWA, including merger of RIS with ICWA.

40. Running courses for foreign diplomats is one of the activities of the Foreign Service Institute (FSI). While these courses, including airfares, are provided free to candidates from other developing countries, the courtesy seems to be extended to some better-off countries as well. Further, whether a global power like Russia, an Asian 'tiger' like Singapore and oil rich countries should benefit from such favourable treatment should also be reviewed.

41. The Institute should consider running mid-career in-service training programmes for IFS officers on the lines of training programmes arranged for IAS officers by the Department of Personnel & Training. It might even be useful to have a mix of officers from other services too at such training programmes, as the latter too are increasingly exposed to bilateral and multilateral interactions.

42. It is learnt that considerable expenditure is incurred on sending IFS officers abroad for training or academic study. Government should not have to spend large sums of money on sending officers abroad for short or long term study, whether they are IFS officers or officers belonging to other services. This practice should therefore cease forthwith for officers of all services of government.

43. It would be eminently desirable to have a high-level review of the assistance to neighbouring and other developing countries, which takes up over 40% of MEA's budget.

44. A Parliamentary Committee has already taken the view that the Indian Council for Cultural Relations (ICCR) should continue to be under MEA. It further concluded that it could not over-emphasise the need for a meaningful assessment of the working of the cultural centres abroad. It is recommended that such review be carried out urgently and, pending this, no more cultural centres be opened abroad.

45. It is recommended that fees for a new passport be enhanced from Rs.300 to Rs.600, giving additional revenues of about Rs.75 crore.
46. It is aesthetically odd that refrigerators should adorn the office rooms of senior bureaucrats. This kind of ostentation is best avoided.
47. Even more surprising is the practice of supplying expensive cigarettes to the ministers and senior officers in the MEA, for serving to their visitors. It goes against the ban on smoking in government offices. In most countries, cigarettes are no longer offered to visitors or guests.
48. Implementation of the recommendations made in this report should result in the reduction of 620 posts (9.7%) and savings of about Rs.110 crore or 10.6% of MEA's 'net' budget. There could also be additional revenues of Rs. 75 crore from enhancement of passport fees.

## **1. Introduction**

**1.1.** Ministry of External Affairs (MEA) is responsible for conducting India's relations with all foreign and Commonwealth countries. Although some countries like Australia and Canada have successfully combined the subject of international trade with foreign affairs, most countries, like India, continue to have separate ministries for these two subjects. In the Indian context, it may be prudent not to change the existing arrangement in which there is a reasonable amount of co-ordination between the ministries concerned, even though there may be some overlap. The functions of the Ministry of External Affairs under the Allocation of Business Rules can be seen at ***Annex I***

**1.2.** The cold war ended over a decade ago and the anti-colonial era even earlier. The Indian economy is globalising. The mark that Indian professionals have made abroad along with India's strong showing in the information technology sector has changed most favourably the perceptions concerning Indian immigrants abroad. All this requires a welcome but challenging adjustment of diplomacy from the earlier stance shaped by anti-imperialism, non-alignment, and a relatively closed economy. The role and functions of diplomats would, therefore, assume different dimensions in the changing geo-political world that is fast globalising and where advances in communications and technology have made the world a large village. The organisational set-up at MEA headquarters and its missions abroad must reflect this requirement as also the training programme of the IFS.

**1.3.** The answer, therefore, lies in cutting the flab wherever it exists. Compared to many other union ministries, the MEA is most exposed to the best administrative practices abroad. It should, therefore, be possible for it to show the way in India at a time when downsized and lean governments are considered not only more economical but also more efficient.

**1.4.** Not all the recommendations in this report are aimed at downsizing or economy. Some suggestions for restructuring and rationalising have been

made purely for a better working of the ministry, following discussions with MEA officers past and present.

**1.5.** The report is organised as follows:

The next section deals with the present structure and expenditure profile of the ministry, which also includes the cadre strength of MEA and its missions abroad.

The following section discusses areas of possible savings, both in the headquarters and in the missions abroad. It also deals with reducing the number of Indian missions abroad and trimming the strength of the missions, apart from other issues related to allowances and privileges of officials posted abroad. The merits or otherwise of posting India based supporting staff are also discussed in this section.

The succeeding section dwells on some general issues like computerisation and communications, including communications with missions abroad; and policy planning and research.

This is followed by sections on foreign economic relations and institutions under the Ministry of External Affairs.

The final section sums up the likely savings if the recommendations in this report are implemented.

## **2. Present Structure and Expenditure Profile**

### **A. MEA Budget Grant 2001-02**

**2.1.** A statement showing the detailed provisions in the MEA budget for 2001-02 and the previous two years is at **Annex II**, some highlights of which are as follows:

**2.2.** The total budget of MEA for 2001-02 (including Rs.420 cr. plan expenditure) is Rs. 2883 cr. A rather large portion of this budget is earmarked for assistance to neighbouring and other developing countries (Rs.963 cr.)

and Special Diplomatic Expenditure (Rs.712 cr.) both of which are not covered in this report. This leaves a net budget for the normal activities of MEA at Rs.1208 cr. or 42% of the total.

**2.3.** The major heads of expenditure under this “net” budget are:

	Rs. Crore
Salaries.....	398
Office Expenses.....	210
Rents, Rates & Taxes.....	196
Foreign Travel.....	22.5
Property – major works.....	94
Adv. & Publicity.....	44
Grant to ICCR.....	40
Another way of looking at it is:	
MEA Secretariat.....	120
Missions abroad.....	756
Passport & Emigration.....	98
Grant to ICCR.....	40
Entertainment of Dignitaries.....	23
Major Works.....	94
Contribution to International Organisations.....	35

**2.4.** But this does not give the total picture. For example, many of the missions abroad meet the expenditure of their commercial wings from the budget of the Ministry of Commerce, with the posts being manned either by IFS officers or others. Likewise, there are many other ministries whose representatives function in missions abroad, with the expenditure being met out of their respective budgets. Strictly speaking, the expenditures incurred from the budgets of these ministries should also be included to correctly reflect the cost of missions and posts abroad.

## **B. Organisational Set-up at the Top**

**2.5.** Apart from the Foreign Secretary, MEA has 3 other Secretaries with designations Secretary (East), Secretary (West) and Secretary (Economic Relations). In addition, there are the Dean of the Foreign Service Institute, who is also of Secretary’s rank, and 3 Additional Secretaries, including AS (Finance). In practice, however, the number of additional secretaries in headquarters (in MEA and organisations under it) exceeds this number. Even

if this is within the overall sanctioned strength for headquarters and missions and posts abroad, such redeployment should be in accordance with prescribed procedures and dictated by exigencies of work rather than conveniences of cadre management.

**2.6.** The Foreign Secretary is only the first among equals. But he is recognised by those outside MEA, including the prime minister's office (PMO) and the diplomatic corps as the administrative head of the Foreign Service. The Foreign Secretary himself handles most of the important countries like the P-5, the G-8, the neighbouring countries and the UN, leaving the rest of the world to his colleagues. The Foreign Secretary is thus greatly overburdened with day-to-day matters, while the other secretaries have comparatively lighter loads. One can suggest three alternative solutions:

- a) The Foreign Secretary could be given a higher status of Secretary General (SG) whereby all the divisions in MEA are shared amongst the other 3 secretaries, leaving the SG free to oversee the entire ministry.
- b) The next option could be that the Foreign Secretary lets the other secretaries run all the territorial (and functional) divisions leaving him or her free to handle special tasks and policy planning. There would be a clearly stated understanding that the Foreign Secretary would be fully briefed on important matters by the other Secretaries. It is understood that the French have this system.
- c) Yet another option could be that only additional secretaries assist the Foreign Secretary. The 3 other posts of secretary, in that event, would be exchanged with 3 posts of additional secretary held by heads of mission abroad. This may, however, unbearably increase the workload of the Foreign Secretary.

**2.7** Designating the Foreign Secretary as Secretary General might be fraught with other problems. Apparently, this was examined by earlier pay commissions and was not pursued because it might give rise to similar claims from other ministries like finance, defence, railways, etc. The third option

proposed above that of having only one post of secretary with three additional secretaries to assist the Foreign Secretary might not work in practice as most foreign diplomatic corps and others are status and protocol conscious. The Commission would therefore suggest the second option mentioned above, namely that the other secretaries of the Ministry of External Affairs be entrusted with territorial (and functional) divisions leaving the Foreign Secretary to handle coordination, policy planning, special tasks, cadre management, UN matters and the like.

### **C. Manpower Strength of MEA and its Missions/Posts abroad**

**2.8** The cadre strength of MEA at headquarters and missions / posts during 1999-2000 is given at **Annex III**. The position by category of officers is as follows:

<b><u>Group</u></b>	<b><u>Headquarters</u></b>	<b><u>Missions</u></b>	<b><u>Total</u></b>
A (i) IFS "A"	192	427	619
(ii) IFS "B" Gr. I (DS/US)	49	98	147
(iii) Legal & Treaties Cadre	17	0	17
(iv) Interpreters Cadre	8	27	3
<b><i>Total A Group</i></b>	<b><i>266</i></b>	<b><i>552</i></b>	<b><i>818</i></b>
B (i) IFS "B" Section Officers	170	175	345
(ii) IFS "B" Assistants	367	410	777
(iii) IFS "B" PS/PAs	261	392	653
(iv) Cipher Assistants Cadre	80	141	221
<b><i>Total B Group</i></b>	<b><i>878</i></b>	<b><i>1118</i></b>	<b><i>1996</i></b>
C (i) IFS "B" UDC/LDCs	459	196	655
(ii) IFS "B" Stenographers	42	77	119
<b><i>Total C Group</i></b>	<b><i>501</i></b>	<b><i>273</i></b>	<b><i>774</i></b>
<b>Total Cadre Strength</b>	<b>1645</b>	<b>1943</b>	<b>3588</b>

In addition to the above cadre strength, MEA is estimated to have the following on its rolls:

<b>Group</b>	<b>Headquarters</b>	<b>Missions</b>	<b>Total</b>
Other C Group & D Group	951	393	1344
Local Employees in Missions		1708	1708
<b>Grand Total</b>	<b>2596</b>	<b>4044</b>	<b>6640</b>

**2.9** In addition, the Central Passport Organisation, a subordinate office under MEA, has 1938 sanctioned posts and 540 casual employees spread all over India. Further, there are 177 India-based posts and 121 local posts in missions abroad, borne on the budget of Ministry of Commerce.

**2.10** The SIU conducted a work-study of MEA in the early 1990s and submitted a provisional report in 1993. This report recommended a cut of 256 posts. After years of negotiations, MEA has finally abolished 151 posts in May 2000. The figures above are after deducting these posts. According to MEA, there are now no vacant posts since vacancies are filled up on a regular basis<sup>1</sup>.

**2.11** There have been comments in the press and publications that the ratio of officers at headquarters to those in missions abroad is rather low as compared to other countries. The ideal ratio is supposed to be 1 officer at headquarters for every 2 officers in missions abroad. If the ratio of IFS 'A' officers alone is considered, the ratio no doubt is low at 1: 2.84. However, since officers of Grade I of IFS "B" are interchangeable with IFS "A" at the level of Deputy/Under Secretary, it would be more relevant to include such IFS "B" officers. In that case the ratio comes to 1:2.23. This is only a little off the ideal ratio of 1:2. The ratios of headquarters strength to missions strength at various levels are as follows:

IFS "A" (excluding 42 probationers and leave reserve at hqrs.)	1:2.84
IFS "A" (excluding 42 probationers etc. at hqrs.)+ Gr.I of IFS "B"	1:2.23.
India-based employees of all grades	1 :0.9

<sup>1</sup> However, according to the Department of Expenditure, Pay Research Unit's brochure on Pay and Allowances of Central Government Civilian Employees 1998-99, there were 6969 sanctioned posts in all as on 31.3.99 of which 6403 were filled.

All employees, including local employees abroad	1:1.56
Ratio of local employees to India-based personnel in missions	1:1.37

It will be seen that if India-based employees of all grades are taken into account, **the ratio of 1:0.9 indicates that MEA headquarters has a rather high number of employees below the level of section officer, especially in class C; in other words, while the officer-oriented system has been adopted abroad, it has not been seriously attempted at headquarters.**

#### **D. Direct Recruitment**

**2.12** The total sanctioned strength of Indian Foreign Service (A), after the fourth cadre review of 1995, is 619. The number of officers recruited each year through open competitive examination for IFS (A) since 1946 is given in **Annex IV**. It will be seen that the intake was rather high in the years 1964-65 and again during the period 1974-81 at 20 to 25 officers per annum. It is this bulge in recruitment combined with raising the retirement age from 58 to 60 that has caused a bottleneck in promotions in the ministry. A fifth cadre review is at the initial stages of preparation. The underlying objectives behind the cadre review are said to be to: (i) estimate requirement of officers in the next five years; (ii) increase recruitment taking into account promotional avenues (iii) ensure timely promotion and (iv) move towards an officer oriented system.

**2.13** However, any tendency to create posts for the sake of finding slots for promotion is unhealthy and should be discouraged. The levels of posts should be determined by the nature of work and responsibilities and not influenced by the desire to ensure career progression of officers. Of course, this would be true of all services and not just of the IFS.

**2.14** Considering that the ministry is already having problems of stagnation at the levels of director and joint secretary, it may be inviting similar problems in future if the annual intake into the IFS “A” through the UPSC is increased from the present level of about 10 or less per year. It is the number of posts at the higher levels that should strictly determine the induction of officers into the Foreign Service.

#### **E. Exchange of Officers with other Ministries**

**2.15** MEA does recognise the need for posting of officers in other ministries, partly to provide the needed posts for senior officers at headquarters and partly to provide IFS officers with experience of departments other than external affairs. Thus, 16 officers of ranks varying from joint secretary to under secretary are deployed in the Ministries of Defence, Finance, Commerce, Petroleum and Atomic Energy as well as at PMO, National Security Council and NDC.

**2.16** It may be desirable for IFS officers to be also posted in social sector Ministries to give them a more rounded and realistic background of their country. A corresponding number of equivalent posts could be surrendered in MEA’s headquarters establishment, so that the number of posts as determined on the basis of cadre reviews does not get altered. It would be equally useful to provide for mid-career training at institutions like NIRD, Hyderabad for the same reason. With increasing globalisation, almost every ministry is to some degree connected with international relations. These ministries would, therefore, find it useful to have IFS officers deputed to them (and perhaps vice versa too).

### **3. Areas of Possible Savings**

#### **3.1. At Headquarters**

##### **A. Excessive Personal Staff at Top Levels**

**3.1.1** A perusal of the deployment list of MEA shows that each secretary has a personal staff of 3 PS / PAs, 1 or 2 clerks and 3 or 4 peons. Joint Secretaries have 2 PS / PAs, 1 clerk and 2 peons. Considering that the productivity of every typist should have at least doubled as a result of the transition from the manual typewriter to the electronic word-processor and that the trend is towards a paper-less system, these numbers appear excessive. Besides, these senior-most officers remain so busy on the telephone and with visitors that they hardly have much time for dictation. Once this flab of personal staff of PAs and peons is reduced at the top, the other officers below and the sections may more readily fall in line.

**3.1.2** It is, therefore, recommended that there should be a reduction of at least 1 PA or clerk and 1 peon in the personal staff of each of these officers, resulting in a total reduction of 51 posts of PA /UDC / LDC and 51 posts of peon. The resulting economy in expenditure may be no more than Rs.1.5 crore per annum but it will help greatly in creating an atmosphere of austerity.

**3.1.3** Of course, this prescription will apply *mutatis mutandis* to other ministries as well.

## **B. Desk Officer and Officer – Oriented Systems**

**3.1.4** The Department of Personnel has been recommending the Desk Officer System with varying degrees of success to ministries in the Government of India since the 1980s. Essentially, it cuts down the number of assistants, UDCs and LDCs while increasing the number of stenographers to serve desk officers who would be of the rank of under secretary or section officer. In MEA a similar system, called officer-oriented system has been implemented quite successfully in most of its missions abroad. It does not appear to have been pursued seriously at headquarters.

**3.1.5** The desk officer system would mean cutting down posts of assistant and UDC/LDC and adding some posts of section officer and stenographer. The number of posts added would not be more than 40% of the posts axed.

**3.1.6** In MEA there are about 130 sections, cells and units of which nearly 90 belong to support divisions like administration, finance, etc. or to specialised divisions like consular and passports, protocol, Foreign Service Institute. That leaves about 40 sections dealing with the core functions of MEA like relations with individual countries and regions of the world, UN, disarmament, policy planning, external publicity, and economic and technical co-operation. It is recommended that the desk officer system be implemented in the entire ministry over a period of time. A beginning should be made immediately with these 40-odd "core" sections. On an average such sections have 4/5 posts of assistant or UDC or LDC per section. Thus, 180 posts in these categories should be replaced with 20 additional posts of section / desk officer and 30 posts of stenographer (to serve 60 section / desk officers). This will result in a net reduction of 130 posts. The subsequent extension of this system to other sections could yield a saving of a further 275 posts.

**3.1.7** The suggested immediate reduction of 130 posts at MEA headquarters should give savings of an estimated Rs.3.10 crore per annum. The Expenditure Reforms Commission would recommend that the desk officer system be implemented fully in the MEA within a period of 3 to 4 years. Of all the ministries of the Government of India, MEA would be eminently suitable for immediate implementation of the desk officer system so that it is totally in force in 3 to 4 years.

### **C. Pooling of Personal Assistants / Stenographers**

**3.1.8** While the officer-oriented system requires a PA for every officer, even this can now be improved upon with the latest communication systems. With the transition from the manual typewriter to the computer word-processor, as pointed out earlier, the output of every typist should at least have doubled. Besides, all new recruits in the IFS (A) are already computer-literate or have been made so during the course of their training. They are quite at ease doing word-processing themselves without the help of stenographers. They do, however, need some secretarial assistance for attending to their telephone calls, taking care of their papers, appointments, etc. The ministry's PAs and also some assistants are quite suitable for this kind of work. For this kind of limited assistance it is really not necessary for one PA to look after one under secretary at headquarters or a first / second secretary in a mission abroad.

**3.1.9** Enquiries with some foreign missions reveal that most of their officers, except the very senior-most, either do not have secretaries or they share one secretary amongst three officers on an average.

**3.1.10** MEA should make a beginning by making two officers share one PA at its headquarters as well as in all missions abroad. At MEA headquarters this would reduce the number of PAs attached to under secretaries by 50% i.e. a saving of 35 posts of PA.

**3.1.11** As for missions abroad, it is recommended that while officers above the rank of first secretary may continue to have one PS / PA each, the first secretaries, wherever there are more than one, may share one PA between two officers. Wherever there is only one first secretary, he or she may continue to have a PA. This will result in the reduction of 92 posts at the level of PS / PA / stenographer abroad. (The cost of a post abroad can be 4 to 6 times that of an equivalent post at headquarters).

**3.1.12** The reduction of 35 posts of PA /stenographer at headquarters and 92 such posts in missions abroad (cost varies from station to station) should result in estimated savings of about Rs.15 crore per annum.

#### **D. Miscellaneous**

**3.1.13** In spite of there being 49 government-owned vehicles at the disposal of the MEA, as many as 25 cars on an average are hired every month. The Finance Division in the ministry should look into the need for so many vehicles. Incidentally, there are 6 unused vehicles in a dilapidated condition occupying parking spaces at Akbar Bhavan. These need to be disposed of immediately.

**3.1.14** It is understood that refrigerators are provided by the ministry to officers of the rank of additional secretary and above at headquarters and, sometimes even to joint secretaries, presumably to serve cold drinks or water to visiting foreign diplomats and dignitaries. It is very doubtful whether such visitors ever ask for cold drinks or water during their short visits to the MEA. It is also aesthetically odd that refrigerators should adorn the rooms of senior bureaucrats. This kind of ostentation is best avoided.

**3.1.15** Even more surprising is the practice of supplying expensive (India Kings) cigarettes to the offices of ministers and senior officers in the MEA, for serving to their visitors, at a cost of about Rs.3 lakh per annum, as follows:

Minister/Secretary/ Additional Secretary	400 cigarettes p.m.
Joint Secretary	200 cigarettes p.m.
Director/ Deputy Secretary	100 cigarettes p.m.

Smoking has long been prohibited in government premises in Delhi and cigarettes/cigars have ceased to be offered to visitors and even dinner guests in most capitals of the world. This practice in MEA should be discontinued immediately.

### **3.2. Missions Abroad**

#### **A. Reducing the Number of Indian Missions Abroad**

**3.2.1** India has a total of 124 missions (including permanent representatives to international organisations) and 33 posts abroad. On the other hand, there are 139 foreign missions in New Delhi, including 30 representative offices of international / multilateral organisations. It is said that Delhi ranks fourth amongst the capitals with the highest number of diplomatic missions, which may be indicative of the importance in which India is held abroad. While this may put India under pressure to show reciprocity in establishing missions abroad, reciprocity is obviously not the overriding consideration in establishing missions.

**3.2.2** For example, the following countries do not have resident missions in New Delhi although India has resident missions in their capitals:

- |                |                      |
|----------------|----------------------|
| 1. Azerbaijan  | 7. Maldives          |
| 2. Botswana    | 8. Malta             |
| 3. Guyana      | 9. Mozambique        |
| 4. Ivory Coast | 10. Papua New Guinea |
| 5. Jamaica     | 11. Seychelles       |
| 6. Madagascar  | 12. Tajikistan       |

On the other hand, the following countries maintain resident missions in New Delhi without reciprocity from India:

- |                       |            |
|-----------------------|------------|
| 1. Bosnia-Herzegovina | 4. Rwanda  |
| 2. Congo              | 5. Somalia |
| 3. Holy See           | 6. Uruguay |

It is thus clear that reciprocity is not the dominant consideration in establishing missions abroad. In fact, it should be subordinate to political, economic and commercial considerations.

**3.2.3** There is an impression that India is over-extended in terms of diplomatic missions abroad and that some of them could easily be shut down by arranging for concurrent accreditation from neighbouring capitals. The impression is perhaps not unjustified and would merit closer scrutiny. Some of the criteria for opening or continuing missions abroad could be:

- political importance and strategic sensitivity of the country in question;
- economic importance of the country in terms of its size (GDP);
- trade potential of the country not only in its relevance to India but also viewed in the context of the country's share in global trade; and endowment of natural resources;
- potential for two-way foreign direct investment (FDI) and the importance of the country in the context of global FDI

The argument that it is necessary to have missions abroad for canvassing that country's support for a permanent seat on the Security Council and such other matters does not carry conviction. Canvassing support for a permanent seat on the Security Council can be done through that country's mission in New York. Moreover, special envoys can always be sent from time to time for such specific purposes. It is thus necessary to re-evaluate the need for missions abroad in the light of the above.

**3.2.4** India has a lean economic and commercial relationship with countries in Africa and Latin America. It has 19 missions (and 5 posts) in sub-Saharan Africa, which has 51 countries. Similarly, India has 13 missions (and 1 post) in Latin America and the Caribbean countries, a region comprising 33 countries. India's strong cultural links with South and East Africa may be used as an argument for strengthening her presence in this region. Further, one may say that this is the last development frontier where other countries are seeking to maximise their commercial ties, whereas India is fortunate by virtue of older and

better relations with many of these countries. Other arguments for a stronger Indian presence in this region are that:

- (a) India is the largest single trade partner of Tanzania;
- (b) India buys about US\$1 billion of oil from Nigeria every year;
- (c) Telecommunications Corporation of India Ltd. (TCIL) has established interest in 24 sub-Saharan African countries;
- (d) India's total trade with sub-Saharan Africa has grown from US\$ 1.7 billion in 1994-95 to US\$ 7.10 billion in 1999-2000, registering an increase of about 315 per cent in a period of five years; though this is less than 10% of India's global trade, the significant point is that Africa offers substantial scope for future growth not only for Indian products but also Indian project exports;
- (e) Indian construction, power equipment and transmission line companies which have already achieved considerable success in countries like Libya and Iraq, for example, are equally capable of landing a large number of projects in Africa under multilateral or bilateral aid, which is increasingly open to international bidding.

**3.2.5** These arguments are easily refuted. India's interests in this region could be sustained and strengthened through a strategic reorganisation and, if necessary, relocation of her missions in economic and commercially important countries with simultaneous accreditations to neighbouring countries. Moreover, pushing Indian project exports, construction contracts, etc. could be better accomplished through the presence of major Indian corporates specialising in these fields (including Indian public sector undertakings) and presence of organisations like the Export-Import Bank of India (EXIM Bank). Mention has been made above that the Telecommunications Corporation of India Ltd. (TCIL) has established interest in 24 sub-Saharan African countries. Taking a cue from this, other major Indian corporates (including public sector undertakings) could establish their presence, if need be, in strategically important countries of this

region. This would obviate the need for Indian missions in these countries, which would be less effective in any case.

**3.2.6** As for Latin America and the Caribbean, India's trade with this entire region is only of the order of US\$ 1.5 billion or less than 2% of India's total global trade; what is more, it is only 0.2% of that region's global trade. Future prospects for India in this region may also be limited in view of the geographical distance. Oil imports from Venezuela and contracts like RITES' successful bid through a consortium for the Atlantic Railway Network of 1494 kilometres for rehabilitation and maintenance of locomotives and rolling stock, and management of railway workshops in Columbia, may owe more to the aggressive marketing of the concerned organisations than to the presence of Indian diplomatic missions in these regions. In any case, such commercial contracts and interests can always be pursued through the accredited mission in that region.

**3.2.7** India has missions in three of the Caribbean countries, the major justification for which seems to be nurturing of cultural ties with people of ethnic Indian origin. Indians are said to constitute a fairly high proportion of the local population in countries like Guyana, Suriname and Trinidad & Tobago. On the other hand, in Jamaica, Indians are said to number no more than 50,000 among a total population of 2.5 million. As India does not have any noteworthy economic or political relations with Jamaica and also since Jamaica does not have a mission in New Delhi, closing down the mission in Kingston (Jamaica) should be seriously considered. It is learnt that in the past the mission in Jamaica was closed down but later revived for reasons that are unclear. In addition to closing down the mission in Jamaica, the other missions in the Caribbean countries could also be considered for closure, if their sole justification is maintenance and nurturing of cultural ties. This could easily be done by private cultural organisations like the Bhartiya Vidya Bhawan, for instance.

**3.2.8** Bearing in mind the economic, political, strategic and cultural interests, missions in the following countries could, in the first instance, be straightaway shut down:

<b>Country</b>	<b>Annual FE Expenditure (Rs.cr)</b>	<b>No. of Personnel</b>
1. Botswana	1.95	14
2. Burkina Faso	0.74	3
3. Jamaica	2.49	10
4. Malta	0.79	7
5. Papua New Guinea	1.97	11
6. Seychelles	2.09	12
7. Peru	2.05	12
Total	12.08	69

This would amount to less than 5% of the total number of Indian missions and posts abroad. Of the seven countries mentioned above, the first six do not have any residence mission in New Delhi. As for the mission in Burkina Faso, it was apparently set up on the occasion of a transit visit of the then Prime Minister and was never closed down subsequently. **The savings resulting from the closure of these seven missions would be Rs.12.08 crore, based on the budget for 1999-2000. The number of posts that would be reduced as a result, including local posts, would be 69.**

**3.2.9** However, there should be scope for further reduction in the light of the criteria cited above (in paragraph 3.2.3). The Expenditure Reforms Commission would strongly urge that not only is there a need for closing down some of the missions and posts abroad but that it should be possible to do so. However, this is an exercise that can be carried out only after detailed study. It is, therefore, suggested that in the first instance 7 missions be shut down; the broad criteria that should underlie the detailed scrutiny of the need for and location of India's missions and posts abroad have been indicated. Such a review should not only aim at reducing the number of missions in the light of the foregoing criteria and other relevant considerations, but also examine how best some of them could be relocated, if necessary, to better serve the country's interests. In undertaking this review it would be useful to keep in mind where other major third world countries maintain missions abroad, though no doubt the political and other considerations of each country are different.

**Review of Newly –established Missions in Countries of Former Soviet Union (FSU)**

**3.2.10** New Missions have been opened in the following countries over the past decade after the dissolution of the Soviet Union, largely on strategic and some long-term economic considerations:

<b>Country</b>	<b>Annual FE Expenditure Rs. Cr.</b>	<b>No. of Personnel</b>
Armenia	1.70	8
Azerbaijan	2.07	8
Belarus	2.17	19
Kazakhstan	3.32	23
Kyrgyzstan	2.97	21
Tazikistan	2.37	18
Turkmenistan	3.50	20
Ukraine	4.71	26
Uzbekistan	3.66	30
<b>Total</b>	<b>26.47</b>	<b>173</b>

It would be worthwhile conducting a review whether the experience so far has justified the establishment of these missions. If not, concurrent accreditation to some of these countries should be considered. It does appear to cost more to maintain missions in these countries than in other developing countries. Therefore, even where it is considered essential to maintain a resident mission, reducing the personnel to about 10 as suggested in the case of “mini-missions” below should be considered.

## **B. Trimming The Strength Of Some Missions Abroad**

**3.2.11** There is greater need for a continuous trimming of posts in missions abroad. Posts abroad can often cost about six times as much as the same posts at headquarters. No doubt, the ministry’s Committee of Secretaries has recently transferred 16 posts of officers along with 16 posts of PS / PAs from missions abroad to headquarters. Much more needs to be done in this direction. While it may not be possible to recommend reduction of posts on any scientific basis without actual inspection of the individual missions concerned, it would be worthwhile for MEA to consider reductions prima facie in the following missions keeping in mind the totality of relations with the concerned countries:

	<b>Mission</b>	<b>Present Strength including Local employees</b>
1	Egypt.....	62
2	Ethiopia.....	24
3	France.....	89
4	Ghana.....	32
5	Kenya.....	56
6	Sri Lanka.....	181
7	Switzerland.....	43
8	Thailand.....	62
<hr/>		
	Total	549

Even if a cut of only 10% were applied, it would result in a saving of 55 posts abroad.

**3.2.12** There are some countries with which interaction is at present minimal even though from the long-term point of view it may be desirable to maintain presence there. For such countries the concept of “mini-missions” could be evolved, with no more than 4 to 5 India-based and 5 to 6 local personnel. Such strength would comprise:

<b>India-based</b>		<b>Local</b>	
Ambassador	1	Interpreter	1
Attaché	1	Receptionist/Typist	1
PS / PA	1	Chauffeur	1
Cipher Asstt.	1	Messenger	1
		Watchmen	2

Missions in the following countries could well be covered under this formula:

<b>Country</b>	<b>Present Strength (including local)</b>
Algeria.....	19
Columbia.....	14
Cuba .....	14
Ivory Coast.....	13
Kazakhstan .....	23
Kyrghystan.....	21
Madagascar .....	16
Morocco .....	19
Panama .....	13
Senegal.....	16
Sudan .....	25
Tajikistan.....	18
Tunisia .....	16
Turkmenistan .....	20
<b>Total strength.....</b>	<b>247</b>

At a strength of 10 per mission, the above 14 missions would add up to 140 personnel. It is recommended that, allowing for a margin of 50% additional strength in half these missions, adding up to a total of 175, there should be a reduction of 72 posts.

**3.2.13** Thus, the trimming of some of the larger missions and minimising the strength of the marginal missions as shown above could result in a total reduction of 127 (including local) posts in missions abroad leading to possible savings of Rs.15 crore per annum.

### C. Conversion of India-based Posts into Local Posts in Missions

**3.2.14** Apart from trimming the staff strength, the whole question of sending India based support staff to missions abroad needs to be critically examined. Informal enquiries from one of the missions abroad show that, by and large, local staff at the level of assistants / steno-typists, consular clerk / LDC cost about 40% of India based staff, if one were to compute all the costs involved in sending India based staff. If terminal benefits, educational expenses of India based staff etc. are taken into account the gains of employing local staff could be even more favourable depending on the size of the families of India based staff. What is more the local staff are bilingual.

**3.2.15** The composition of the British High Commission personnel in New Delhi is noteworthy. It is as follows:

Officers with Diplomatic rank	106
Other home-based staff	7
Locally recruited staff	<u>302</u>
<b>Total strength</b>	<b>415</b>

This is a far cry from the composition of Indian missions abroad where, in most cases, more than 50% of the strength is home-based. To some extent, the difference between India's practices, say in Europe, and the British practice in New Delhi is understandable.

**3.2.16** India is one of the few countries where not only lower grade employees but also well – qualified white-collar and technical personnel are available at highly economical emoluments as compared to developed country home-based staff. Obviously, the situation is different for Indian missions in developed countries. Further, in many developing countries, it may not be easy to find enough qualified and English – speaking local staff. Nevertheless, since on a rough-and-ready basis an India-based employee costs about double or more the amount payable to a local employee, there should be a continuous effort (say in Europe) to examine whether some of the India-based posts could not be converted to local posts.

**3.2.17** A case in point is that as many as 64 India-based chauffeurs are posted in missions / posts abroad in cities ranging from nearby Dhaka to distant Washington D.C. There are, no doubt, security considerations involved for a place like Islamabad or even Colombo. The posting of India-based chauffeurs to developed – country capitals may also have been justified saying that it costs somewhat less than employing a local chauffeur. This is because India-based chauffeurs have hitherto not been allowed to take their families abroad at government expense and are, therefore, not provided family accommodation abroad. However, if as reported in the press, a court has ruled that chauffeurs must be allowed to take their families abroad, the posting of India-based chauffeurs should be restricted to stations involving security concerns. For an India-based chauffeur, with family, would cost the government at least twice as much as a local chauffeur in a place like Berlin.

**3.2.18** On enquiry from some other countries, it was found that Canada never posts home-based chauffeurs abroad; the French post them only in places like Lebanon and Algeria where they have security problems. The Japanese too have home-based personnel only where there is security risk but in such cases they get specially trained security personnel from Japan to chauffeur their cars.

#### **D. Posts of Other Ministries Abroad**

**3.2.19** In large missions like those in London, Washington and New York, many ministries and departments like defence, cabinet secretariat, finance, commerce, science & technology, railways, tourism, human resource development, etc. have their own officers within the Indian missions or have full-fledged offices of their own. This is because of the perceived potential for considerable bilateral cooperation and interaction in these fields. While their need has not been examined in this report, it is necessary for the ministries concerned to review the need for their continuation. It also necessary to examine whether the career personnel of MEA cannot perform these functions more economically. Where security considerations are involved, the Committee of Secretaries and the Cabinet could undertake this review. However, merely replacing officials of

other ministries with those from MEA will not result in any savings or economy.

**3.2.20** At present the work requirements in foreign countries of other ministries / departments are met in a number of ways. Many ministries address their enquiries to MEA / the missions abroad leaving it to them to take necessary action including giving feedback. Several ministries have their own officials in the Indian missions abroad to attend to their work requirements. The defence ministry and its various wings, science & technology, human resources development, tourism, railways etc. come under this category. There are also organisations like ITPO, Tea Board, ITDC etc., which have their own offices in several countries. Yet another arrangement that prevails relates to the carrying out of commerce ministry's work abroad. While the entire bill (about Rs.60 crore per annum) is borne by the commerce ministry, most of the officials carrying out the commercial functions belong to the Ministry of External Affairs.

**3.2.21** Information was sought from all ministries / department regarding their offices / officials abroad. While complete information is yet to be received from many ministries / departments, the replies received so far do point to a fairly large presence abroad of officials of the ministries / departments other than MEA. There are 316 officials for commerce ministry related work, 175 officials of the defence ministry and its various wings (not including 235 officials in the Record and Pension Offices at Katmandu, Pokra and Dhavan) 64 in the various offices of ITDC, 180 of the Ministry of Water Resources in Bhutan and Nepal, and so on. These add up to a very significant number in relation to MEA's own India based staff strength abroad of about 2300. Considering that an official posted abroad costs several times that of a counterpart posted in India, this represents a significant budgetary outgo.

**3.2.22** Clearly there are two advantages in the work relating to other ministries / departments being carried out by MEA offices abroad. The first, MEA's knowledge of, and contact with, officials of that country is a major plus point. Secondly, to the extent these other items of work are carried out by MEA within the financial and manpower resources authorised for it, it would be a cost

efficient arrangement. As such, it should be left to MEA's offices abroad to cater to the requirements of the other ministries / departments, within the manpower and financial resources allocated to it. The question of the other ministries / departments 'paying' MEA for such services should not be there. In turn, this will require putting in place an arrangement by which the other ministries / departments are enabled to correspond directly with MEA's offices abroad, without having to go through MEA. The only exceptions can be where it is clearly established that either MEA does not have the technical competence to handle a particular item of work or that even if MEA does have the competence it is absolutely essential for a ministry / department to have its own office / officers abroad. All such cases where other ministries / departments / organisations think it necessary to have their own office / officers abroad should be taken to the Cabinet for a fresh decision. While doing so, MEA should have a fresh opportunity to examine the proposal and indicate whether they would be in a position to competently handle the particular item of work within their allocated resources. Simultaneously, it would be up to the ministry / department bringing the proposal to the Cabinet to give full justification if they consider it necessary to continue the present arrangement of having their own officers / offices abroad. This exercise would also give government an opportunity to examine whether the offices / officers are necessary at all, irrespective of whether it is the MEA or the concerned ministry / department that should be carrying out the work. For instance, it can well be argued that offices abroad of the Tea Board could be closed down!

## **E. Miscellaneous**

### **i. Increasing the Tenure of Postings Abroad from 3 to 4 years**

**3.2.23** Except in a few hardship posts, MEA observes the norm of posting an officer for 3 years in a station abroad. The ministry also tries to rotate officers between comfortable and not-so-comfortable postings. While 3 years may be considered a reasonably long time to enable an officer to give of his best in an English-speaking country, it may be inadequate in other countries where English

is not in use. In such countries it takes much longer to become familiar with the local scene, establish contacts and, perhaps, even learn the language. It is then a pity to transfer the officer just when he may have started becoming most useful. Therefore, in the interests of productivity and economy, it is recommended that the normal tenure be increased to 4 years while the tenure at hardship stations could remain at 2 years. This will also affect the entitlement to mid-term home leave fares as discussed below.

**ii. Mid-term Home Leave Fares**

**3.2.24** Officers are entitled to one set of mid-term home leave fares for the entire family during a posting to a mission abroad. The officer is also entitled to home leave fares at the time of transfer from one station to another abroad, even if the transfer is to a neighbouring mission. As a result, home leave passage is available, on an average, every 18 months abroad if the normal tenure is three years. In addition, the officer is entitled to 2 single emergency passages to India and back during one's career. In addition, senior officers visit Delhi for consultations. Not all countries provide such home leave fares. Malaysia, for example, provides such passages only for hardship posts. The Japanese provide it once every three years, except in hardship posts where the entitlement is after 18 months. The French give it roughly every two years. If MEA extends the normal tenure of a posting abroad from three years to four years, the entitlement for home leave fares could remain at one for every posting and, on an average, it would become once in two years instead of once in 18 months. However, if for some reason, the ministry is unable to increase the tenure beyond three years, there should be no need to allow the facility of mid-term home leave fares at all. In either case, the entitlement of emergency passages, which is at present set at two single return passages during one's career, may be increased to four. Since, in the case of hardship posts, the tenure recommended is two years, the question of mid-term home leave fares should not arise.

**3.2.25** The total provision for expenditure for 2000-01 under the head 'Travel Expenditure', other than local tours, is Rs. 64.14 crore. This includes transfer, home leave, children's holiday, emergency and courier passages. While the first two items involve entire families, the last three items involve only individuals. It may, therefore, be estimated, on a rough basis, that the expenses on transfer passages and home leave passages in a year would be about Rs. 55 crore. **With the change proposed in the periodicity of transfer and home leave passages, there would be a saving of 25%, i.e. about Rs. 14 crore in a year.**

**iii. Choice of Airlines**

**3.2.26** At present, officers availing of the mid-term home-leave or emergency passage are compelled to travel by Air India even though other airlines may be offering discounts or better packages in terms of routes and stopovers. Some officers say that they would be ready to settle for a compensation amount of say 75% of the AI full fare if such an option were available.

**3.2.27** It is recommended that, for home leave and emergency passages, officers be allowed to choose their own airline and route and be paid 75% of the normal AI full fare. Apart from administrative convenience this should save about Rs.5 crore per annum.

**iv. Baggage Allowance on Transfer.**

**3.2.28** Senior officers on transfer are entitled to carry 2800 kgs. by sea or 1120 kgs. by air, inclusive of the free allowances by the carrier. Lower grades of officials are allowed 1400 / 560 kgs. and 700 / 400 kgs. respectively. Times were when these limits were barely adequate. On outward journeys a diplomatic officer would be taking sacks of Indian provisions and decorative items. On the way back he would be laden with the latest in audio and video equipment in addition to other consumer durables and clothing. Much of this has changed, especially as regards the journey home. As a result, since a “free” allowance of 2800 / 1120 kgs. is available, there is reportedly a tendency to bring along even junk, packed and freighted at government expense. Full packing charges are admissible on transfer from mission to mission or mission to headquarters. The packer has to be on the panel of approved packers drawn up by each mission.

**3.2.29** It would be administratively less cumbersome to fix **a lump-sum compensation payable on transfer from a mission abroad.** The compensation may be fixed at 75% of the estimated cost of transporting the officer’s full entitlement of baggage and packing charges.

**3.2.30** **Considering that there would be about 800 transfers of personnel from stations abroad per annum, an estimated Rs.2 crore of savings per annum could be available from implementing this recommendation.**

**v. Government-owned Property Abroad**

**3.2.31** As against the total number of 157 missions and posts abroad, Government of India owns 73 chanceries (embassy offices), 77 embassy residences and 600 other residences, i.e. it owns roughly 50% of the chanceries and embassy residences and about 35% of other residences. These are satisfactory figures considering that it may not be prudent to own property in every capital, irrespective of the depth of one’s relationship. In some cases the rents are too low to justify capital expenditure on purchase of property.

**3.2.32** The MEA's book value of the properties owned abroad is only Rs. 370 crore (excluding inherited properties in London, Washington, etc.). Actually, the property may be worth several thousand crores of rupees. It may be recalled that in 1991, when India was facing a severe foreign exchange crisis, the Ministry of Finance seriously considered selling some of the property in Tokyo to improve India's balance of payments situation. **It is recommended that efforts be made to assess the current market value of properties owned by MEA. Once the total market value of the government property is known, it would be easier to justify and approve expenditure on its proper maintenance.** For a foreign visitor, the appearance of the Embassy Residence and Office could be his first impression of the home country.

**3.2.33** The management and prompt maintenance of such vast assets should be considered one of the more important administrative tasks in MEA. In addition, the concerned division (Establishment Div.) has to handle proposals for fresh purchases, construction of new premises on existing plots of land or redevelopment of old property. This merits due recognition in MEA in terms of manpower and delegation of powers in property matters. **Greater strength at officer level would also help the ministry become more proactive in pursuing property matters rather than merely reacting to proposals from heads of mission (HOMs).** As HOMs are in a station for only about 3 years, often the tendency is to avoid getting involved in tedious correspondence, and sometimes possibly controversial situations.

**3.2.34** The ministry currently owns 14 plots of land where construction is yet to begin. In 5 of these cases, planning for construction is said to be at an advanced stage. There are also 5 major renovation projects and 3 redevelopment projects that need to be taken up on priority. **A list of such plots of land and projects in hand is given at Annex V. The ministry also has properties and projects in India as listed at Annex VI.**

### **Costly Delays in Property - Related Projects**

**3.2.35** Some of the plots owned by the ministry were acquired as long ago as 1965 (Brasilia) and 1968 (Kathmandu) but the projects for utilising them are still incomplete. The Kathmandu Chancery Project makes a sad case study. The plot is a part of the India House Estate inherited from the British. President Zakir Hussain laid the foundation stone for the project in October 1968. Initially, the CPWD was involved in the project but for one reason or the other the plans drawn up by them could not be accepted. In 1986, the project was taken away from the CPWD and Shri Satish Gujral was selected as architect for the project. Ever since then, there has been no final decision on the design even though the Foreign Secretary has been involved on occasions. Underlying this is a series of differences between the architect and a succession of Indian ambassadors in Kathmandu. Every time there is delay, there is escalation of estimates and more fresh ideas come to the fore. There appears to be no conclusion to the discussions and deliberations so far. Similar developments have affected the proposed projects in several other places like Beijing, Brasilia and Doha. Contributing to the delay has been the occasional suspension of such fresh projects abroad on account of India's foreign exchange situation.

**3.2.36** Equally depressing delays have occurred in redevelopment projects in Singapore and Tokyo where no final view has emerged in spite of visits to these places by teams of senior officials. These indecisions have led to losses of crores of rupees in rentals. For example, the residence of the Deputy Chief of Mission (DCM) in Tokyo became uninhabitable because of the age of the building and the incumbent had to be moved to an expensive rented accommodation. It has long been established in consultation with the local architects that in place of the old bungalow due for demolition, an apartment complex for the Deputy Chief of Mission and other senior officers could be constructed. Unfortunately, there has been no decision on this proposal because it has been interlinked with the proposal for construction or redevelopment of the embassy residence and the chancery premises. It is understood that the present Indian ambassador in Tokyo as well as his predecessor have recommended that,

instead of the highly involved question of redeveloping the three properties in any interconnected way, **it would be best to just carry out the urgent repairs at the embassy residence and undertake the construction of the apartment complex on the site of the earlier residence of the DCM.**

**3.2.37** A frequent cause for delay in executing construction projects in missions abroad has been repeated changes in the architectural plans for construction following changes of head of mission, differences with the Indian architect appointed by MEA, etc. One of the problems encountered in designing such projects is that the HOM or some senior officer feels that privacy would be affected if the residences were in the proximity of the chancery or to one another. This tendency must be severely discouraged; optimal use of the land should be the dominant consideration.

**3.2.38** **There is urgent need for adopting the practice of freezing a construction plan once it has been decided.** It might make things more practical if local architects were appointed for carrying out a project although in major projects like chancery or embassy residence, the Indian architect could be associated at the early stage to give the design an Indian character.

**vi. Rented Residential Accommodation for Diplomatic Officers Abroad**

**3.2.39** Discussions with officers of MEA, past and present, give the impression that Indian diplomatic officers abroad are increasingly being given generous residential accommodation at excessive rental costs. Accommodation is hired on the continuing assumption that they would be giving sit-down parties at home, requiring a separate dining room, large enough to accommodate a table for 12 to 18 persons, and a proper drawing room that could accommodate dinner and cocktail party guests. On the same consideration, accommodation is rented in the choicest location of the capital. Crockery, cutlery, glassware, table linen, furniture and furnishings of a high quality are provided keeping this job requirement in mind.

**3.2.40** The trend, however, is that the spouses of many of these officers are career persons who are not inclined to devote so much time to entertaining at home. Nor is it feasible any longer for most of the officers to be able to get trained domestic servants who could attend to the catering and service. The result is that officers either tend to entertain in clubs and restaurants or simply hold buffet parties at home. It is, therefore, recommended that, in the interest of economy, it would be realistic to recognise this trend and modify the requirement of accommodation for diplomatic officers, other than the head of mission and deputy head of mission, to purely functional apartments. Since the accommodation can only be changed at the time of change of incumbent or expiry of lease, this suggested change would necessarily be over a period of say 3 years.

**3.2.41** In missions where the chancery premises have a suitable hall or other common areas, the officers could be provided with pooled equipment like linen, crockery, cutlery, glassware, etc. to give larger parties, should such larger parties be considered necessary or useful at their level by the head of mission.

**3.2.42** Practices in renting residential accommodation for their officers in missions abroad seem to vary from country to country. While some countries include the rent in the foreign allowance, most countries would appear to pay the rent directly to the landlord after the officer has located rented accommodation within given limits. In other words, the practice is generally similar to that adopted by MEA. Most countries, however, expect entertainment at home only by the HOM and DCM and, in some cases, also by heads of wings.

**3.2.43** The provision for rentals other than embassy residences and chanceries abroad for 1999-2000 is Rs. 87.71 crore. **An average cut of 20 per cent in these rentals is recommended resulting in savings of about Rs. 17 crore per annum.**

**vii. Representational Grant**

**3.2.44** The above observations regarding the relationship between residential accommodation of diplomatic officers and their representational grant (RG) assumes that MEA's present system of providing individual representational grant for all officers from ambassador down to third secretary should continue. On a sample survey of the practice of other countries, it appears that a large number of countries sanction a bulk representational grant for each of their missions and put it at the disposal of the head of mission (HOM). It is then up to the HOM to allow the use of this centralised RG by individual officers of the mission according to need. Some other countries provide such grant only to the heads of wings apart from the HOM and DCM.

**3.2.45** While the practice MEA follows may not be the one followed by a majority of other countries, it is a better practice and should, therefore, continue. It has the additional merit of compelling junior officers like third secretaries to learn the art of entertaining.

**3.2.46** Representational grant (RG) is meant for developing and nurturing contacts in the host country with a view to promoting the home country's interests in different fields; in other words 'to represent' the country's interests abroad. Therefore, the size of the representational grant should be dependent on: the nature of responsibilities of the officer; the size of the host country; its political, economic, military, cultural and strategic importance to the home country; and other relevant factors. It may be desirable to evolve a formula for RG, giving suitable weights to different factors. It would thus be wrong to treat it as part of salary or to link it with the level of salary. In this backdrop, the need for giving representational grant (RG) to audit officers posted abroad or those whose functions do not call for interaction outside the mission may need review. Nor is it necessary to sanction RG based on the rank of an officer if his duties in the mission do not involve representational responsibilities. Further, it should not be lost sight of that the basic characteristic of RG is that it is intended to reimburse the expenditure incurred by an officer on entertainment *and is not an entitlement.*

**3.2.47** Where special events are organised for visiting delegations from India, like road shows and the like, it is only fair that they carry a special grant for this purpose. For, first, the representational grant of the mission may be insufficient to meet such extraordinary expenditures; and secondly, such expenditures should correctly be booked against the budget of the ministry or department of the visiting delegation. A special representational grant to the mission to cover such expenditure would not be correct, unless it is for expenditure relatable to the mission or MEA.

**viii. Outfit Allowance**

**3.2.48** An outfit allowance is admissible to an officer every time he gets posted abroad whether from India or from another station abroad. It is intended for meeting the expenditure involved in initially providing the officer and the officer's family with clothing and such other equipment as may be required for living abroad, for formal occasions and for subsequent renewal of such clothing and equipment. In addition, it is also admissible at headquarters once during the entire career of the officer.

The amounts admissible are:

Officers of rank of US and above	Rs.6500 per foreign posting
Section Officers and equivalent	Rs.4500
Other Grades	Rs.3500

**3.2.49** Such repeated payment of outfit allowance may have been justified when standards of clothing and grooming were vastly different between India and foreign countries. The differences have since greatly narrowed with globalisation, and India is in fact exporting fashion. Also, on being posted abroad, the officer is paid a foreign allowance that should compensate for not only the higher cost of living but also the higher standard of living required of diplomatic personnel. To the extent that an officer serving in a diplomatic mission does need some formal attire prescribed by his or her country, it is recommended that the allowance may be paid on just two occasions in a career: initially, on first posting abroad and the second time on first posting abroad in a selection grade (Grade IV or above of IFS "A"). Keeping in mind the increasing costs of good clothing, the allowance may be revised upwards to Rs.10000, Rs.6500 and Rs.5000 respectively for the three categories of officers above. Incidentally, this measure should result in an estimated saving of Rs.25 lakh per annum, though economy is not the underlying objective.

**ix. Children's Education Allowance**

**3.2.50** Until 1981, one of the major concerns of the personnel in missions abroad was the high cost of children's education in some host countries. Government of India's decision to bear the cost of children's education abroad (less mandatory recovery of Rs.200 per month per child) was, therefore, a great relief. However, the total expenditure on this item (running into several lakhs of rupees per child per annum) is quite high. The expenditure on children's education was Rs. 40.80 crore in 1998-99 rising to Rs.42.65 crore in 1999-00. It is learnt that the annual expenditure per child can vary from US \$ 150 to as high as US \$ 14,000 (in Geneva).

**3.2.51** On enquiry from some representative foreign missions in Delhi, it is learnt that the Canadians and the Japanese pay such fees only within a cap fixed for each station. The French do not pay any such education allowance and it is treated as part of the foreign allowance (as used to be the case with the IFS until 1981). The Malaysians pay full fees up to the primary level and make the officials pay one-third of the fees for the secondary level.

**3.2.52** India, like Malaysia, is still a developing country. It would be prudent to discourage government servants from sending their children to the most expensive elite schools abroad. It is, therefore, recommended that all levels of officials be made to pay 25 per cent of the fees in lieu of the Rs.200 per month per child deducted at present.

**3.2.53** There is also a provision in the ministry's rules that if the child is being educated in India, annual fees up to Rs.16, 000 per child would be reimbursed, subject to the mandatory recovery of Rs.200 per month (Rs. 2400 per annum) per child. There is no need to make any change in this provision. In fact, if required, the ceiling of Rs.16, 000 per annum could be suitably raised from time to time, along with increase in the mandatory recovery, to encourage personnel to leave their children behind in India.

**The implementation of this recommendation should result in savings of about Rs.8 crore or more.**

**x. Additional Credit of Leave**

**3.2.54** MEA personnel are entitled to additional credit of leave of 15 days (i.e. a total of 45 days) for every year served outside India. This may be a carry-over from the British Raj where the British probably considered service in the colonies a hardship. For Indian nationals, there are not many stations abroad, which could be considered hardship postings. It is, therefore, not necessary to allow this additional credit of leave.

**3.2.55** As regards other countries, the Japanese do give 50 per cent additional leave entitlement but only for hardship stations. In any case, their basic entitlement is only 20 days per annum. The French also relate leave entitlement to the degree of hardship of a posting. The Canadians do not have any such additional leave entitlement. In the case of the Malaysians, the leave entitlement is related to the length of service and whether an employee enjoys diplomatic or non-diplomatic status. Thus, it varies from 20 to 35 days per annum.

**3.2.56** **Considering that the salary bill for India-based personnel serving abroad is about Rs.20 crore per month, the reduction of leave entitlement for service abroad to 30 days would notionally save Rs 10 crore a year.** *Notionally*, because not everyone necessarily utilises the full quota of leave. In that case the leave accumulates and he or she gets the benefit, up to a limit, at the time of retirement.

**xi. Medical Expenditure**

**3.2.57** Officers and staff posted in missions abroad are entitled to reimbursement of medical expenses. The expenditure on medical expenses at the missions abroad was Rs.24.74 crore in 1999-00, a sharp increase of nearly 20% from Rs. 20.68 crore in the previous year. One mission alone registered an increase of 96% from Rs.2.25 crore in 1998-99 to Rs.4.41 crore in 1999-00.

**3.2.58** To discourage any possible tendency for abuse, it may be desirable to make the officers and staff bear a certain proportion of the medical bills or have a minimum deductible amount from each medical claim. (Members of the CGHS make a monthly contribution.) Further, it may be necessary to revive the earlier practice of medical examination before posting a person abroad so that missions are not doubly vulnerable to large medical bills and prolonged or periodic unavailability of the officer or staff member concerned.

**3.2.59** The provision for treatment in third countries when adequate medical facilities do not exist in the host country may require review. Where adequate medical facilities are available in the home country (namely India) and it is more economical to do so, including cost of transport, then this may be insisted upon instead of treatment in third countries.

**3.2.60** All things considered it may be more efficient and economical to subscribe to some kind of group medical insurance wherever such facilities are available.

## **4. Other Issues**

### **4.1. Computerisation & Communications**

**4.1.1** The ministry has set up an IT Task Force which has *inter alia* recommended that all sections should be provided with PCs and equipped with e-mail on the recommendation of their respective heads of divisions. While some progress has been made in this direction, a number of sections are still without PCs awaiting provision of extra funds. The Task Force has made out a case for such additional funds on the plea that there would be savings on communications.

**4.1.2** The External Affairs Minister is said to have issued a directive to reduce the volume of intra-office paper movement by more frequent use of e-mail. Accordingly, instructions have been issued to all missions that, starting from 16<sup>th</sup> August 2000, no uncoded fax messages were to be addressed to officers or ministers in the MEA and that they should instead use e-mail. According to the ministry's rough estimates, the reduction in the fax mail as a result is about 30 per cent. Press clippings, however, are still sent by the missions by fax. This too is sought to be eliminated by providing missions with scanners, which could be used for sending the clippings through e-mail.

**4.1.3** Admittedly, the ministry and the missions are going through a period of transition where some messages are received thrice over, through e-

mail, fax and diplomatic bag. This is to be sorted out over a period of time. It is also learnt that there is greater difficulty in getting senior officers, rather than those working below them, to use computers. Hence, the Foreign Service Institute has been holding special courses for training in e-mail, Internet, etc.

**4.1.4** The External Publicity Division, the CPV Division, the Foreign Service Institute, as also several of the Indian missions abroad have already established their websites. As a result, passport and visa rules, for example, are now available to the public on the website. Action is underway to put the administrative rules and instructions, the O&M Manual and the Passport Regulations on CD ROMs.

**4.1.5** NIC has developed office automation software for government offices based on the Manual of Office Procedure. The IT Task Force of the ministry has decided that the software would be installed in one of the sections of the ministry for evaluation. The main features of the software are as follows:

- a) It is an integrated package which gives administrative support right from diarising of receipts, updating its status, opening of new files, movement of files, despatch of letters / files and record management.
- b) It helps monitor pending cases and assists in easy tracking of letters and files.
- c) It is designed to meet the requirements of government offices based on the Manual of Office Procedure of the Department of Administrative Reforms and Public Grievances.
- d) It provides for multi-user data entry and query.

MEA's progress in this area appears commendable.

## **4.2. Communication with Missions Abroad**

**4.2.1** While with most of its missions abroad MEA continues to communicate through the existing public switch telephone network, it also has a high frequency radio communication network (HFRC), set up at an exorbitant cost of Rs.32.6 cr. connecting only 22 stations abroad. This system is now being

phased out and the hardware passed on to other users of wireless equipment within the government. The ministry is considering going in for a VSAT-based dedicated global intra-communication network for voice, data and video communications. It is claimed that the capital cost of the proposed new communications infrastructure would be roughly equivalent to the annual recurring expenditure on the HFRC network sought to be phased out.

**4.2.2** MEA's existing crypto-system architecture is being radically remodelled, based on PCs and related software encryption equipment. Real-time trials between headquarters and selected missions have already been concluded. It was expected that the automated one-time cipher link would be fully established by the end of 2000. This would reduce the manual work and permit cipher assistants to be more readily deployed (partly) for other duties in missions / posts abroad.

**4.2.3** The cipher cadre of MEA has 221 cipher assistants of whom 79 are posted at headquarters, while 142 are posted abroad. It is expected that at least in some missions abroad, deploying cipher assistants part-time for other work will release some posts of general assistants. The number is difficult to quantify at present but the ministry will have to watch the situation. It is also conceivable that with the proposed modernisation of cipher work, the number of cipher assistants at headquarters could also reduce. At the same time, it should be possible to reduce the number of cipher assistants in missions where there is more than one cipher assistant. There are 9 such stations: Dhaka (2), Islamabad (3), Kathmandu (2), London (2), Moscow (3), New York (2), Paris (2), Tehran (2), and Washington (3)

**4.2.4** Enquiries with some foreign missions in New Delhi, like the Japanese, Canadian and French, reveal that they too have home-based specialists or technicians for cipher work and that they are partly deployed on other suitable jobs.

**4.2.5** It is recommended that MEA should reduce at least 8 posts of the cipher cadre (10%) from headquarters and at least 5 from the above-named 9 stations where 2 or 3 cipher assistants are posted. **In addition, the 36 posts of general assistant should be reduced at the rate of 1 post each from the 36 larger (Total strength of 30 posts or more, including local staff) missions. This should result in savings of 49 posts at an estimated Rs.6.64 crore per annum.**

### **4.3. Policy Planning & Research**

**4.3.1** In foreign offices the world over policy planning is considered of high importance and is, therefore, manned by some of the most capable people available. In 1964, the Plowden Report in the UK described the goal of policy planning as answering 'specific well defined questions and leading to well defined conclusions'. In USA, when the Policy Planning Council was created under the State Department, it was enjoined to address matters of 'long range policies' and to act as a guide to current policy and operations.

**4.3.2** In India too, the Pillai Committee (1966) recommended a Policy Planning and Review Division 'to be headed by a senior officer of exceptional ability with a specific flair for research work, assisted by a corps of competent deputies'. In addition, it recommended a Policy Planning and Review Committee to function under the chairmanship of the Foreign Secretary consisting of MEA Secretaries, the Chairman of the JIC and the Commerce Secretary.

**4.3.3** Unfortunately, except for periods when Shri D. P. Dhar in the 70s and Shri G. Parthasarathy in the 80s headed the Policy Planning Committee, it has rarely commanded much importance. This is largely due to the territorial divisions in the ministry zealously guarding their papers without any automatic circulation to the PP Division. Incoming or outgoing classified telegrams on important political matters are also not automatically marked to this division. As a result, the major input of information to this division comes from the drab Monthly Record of Events received from missions abroad. (An officer of the level of under secretary often writes it).

**4.3.4** It appears that the best option to give PP&R Division the importance it deserves would be to make it a part of the Foreign Secretary's office. Today, perhaps the best-informed official in the ministry, next to the Secretaries, is Director in the Foreign Secretary's Office. This is by virtue of a copy of every important incoming or outgoing communication having to land on his desk. If the head of the PP&R Division could also be in a similar position, he would then automatically be a well-briefed person who would have to deliver.

**4.3.5** It is, therefore, recommended that the policy planning and research division be made a part of the Foreign Secretary's office. In addition, it is also recommended that efforts be made to promote one single think tank dealing with policy planning issues as an independent institution. It should be well funded and should have flexible rules for induction of eminent persons to serve on it, preferably with no permanent positions. It should have flexibility to outsource some of its tasks and should be encouraged to network with a view to adding value to its output.

**4.3.6** The existing PP&R Division has in it: (a) a research section with 7 personnel including 1 peon, (b) a library with 9 personnel including 3 attendants and (c) an R&M section with 7 personnel.

**4.3.7** The research section used to deal with the preparation of the ministry's annual report, maps and the MEA input for the publication of the annual government reference book on India. Of these functions, the annual report is now more often than not drafted by available IFS probationers rather than by the regular research personnel. All work relating to maps has been transferred to the concerned territorial divisions. Drafting of speeches for PM has been transferred to PMO. Thus, there is very little work left for this section and it could easily be wound up, with the residual work being transferred to the Indian Council of World Affairs (ICWA), which has recently been reclaimed by MEA through a government ordinance.

**This would result in the reduction of 7 posts and a saving of an estimated Rs.17 lakh a year.**

**4.3.8** The MEA library located at Patiala House has a very large number of valuable books but the number of visitors is not more than one a day on an average. For that, it engages one director, 3 librarians, 2 LDCs and 3 library attendants. The library is not open to people other than MEA personnel. The books of this library along with some of the personnel could perhaps also be moved to ICWA. Alternatively, since the Foreign Service Institute also has a library and is planning to move to a 6 - acre campus in 2 years, the MEA library should be merged with that of FSI. That way, the library would still remain government property.

**Either way, this measure would save 9 posts at an estimated Rs.26 lakh a year.**

**4.3.9** The Research and Maintenance Section is basically concerned with storing of and weeding out records. This is primarily an administrative function and could be transferred, along with the staff, to an administrative division once the PP Division becomes a part of the Foreign Secretary's Office or moves to the Foreign Service Institute.

**4.3.10** The PP&R Division's functions also include networking with other research institutes, funding of some of the NGOs and the administrative charge, for the present, of ICWA. This work can continue, as it would be directly related to the main policy planning and research work. Not all the work of policy planning and research can be transferred out of the ministry to an autonomous body like the ICWA since it involves classified papers.

## **5. Foreign Economic Relations**

**5.1.** There is increasing emphasis on economic diplomacy in MEA with 4 divisions and units attending to economic relations. Apart from the main Economic Division, the other three divisions / units relate to technical co-

operation, multilateral economic relations and investment promotion and publicity.

**5.2.** There is no doubt some overlapping between MEA and some economic ministries like finance, commerce and industry. In some countries like Canada and Australia, the subject of international trade has been combined with foreign affairs. MEA appears to have been successful over the years in having its role accepted as a co-ordinator and adviser. Thus, the Economic Division of the Ministry is well represented on the Co-ordination Committee for the WTO, Board of Trade, FIPD, FIIA, ITPO, Exim Bank, etc. The ministry also represents India at the meetings of regional groupings like APEC.

**5.3.** The Technical Co-operation Division of the ministry arranges training in various courses all over the country from as many as 143 countries under the ITEC and SCAAP programmes. The two programmes, along with the SAARC programme, will cost the ministry Rs.37.64 crore in 2001-02. The administration of the Colombo Plan comes under the jurisdiction of Department of Economic Affairs in the finance ministry. The Colombo Plan is not directly related to any training programmes in the financial sector and the DEA utilises ICCR as agency for looking after the Colombo Plan trainees. In these circumstances, the question whether Colombo Plan should be administered by DEA or by MEA would merit a fresh examination. MEA has a full-fledged Technical Co-operation Division dealing with over 1500 trainees and could easily absorb the work relating to the Colombo Plan. **As much as Rs.963 crore or 33% of MEA's budget is earmarked for assistance to neighbouring and other developing countries, including the amount spent on technical co-operation assistance to them. It would, therefore, be eminently desirable to have a high – level review of these activities to gauge the extent to which they serve the national interests commensurate with the outlay.**

## **6. Institutions And Organisations Under Ministry of External Affairs**

### **A. Indian Council of World Affairs (ICWA)**

**6.1** As stated above, the Indian Council of World Affairs (ICWA) has recently been reclaimed by MEA through a government ordinance. A final view regarding the relationship between the PP&R Division and the ICWA can be taken only after a legal challenge to the recent ordinance is resolved. Once the legality is confirmed, the ministry could move in faster with adequate funds to set up a prestigious institute on world affairs. It could be the country's most important think tank and research institute on international affairs. It could also become a centre for eminent people associated with track II diplomacy.

**6.2** Under the ICWA Ordinance, the External Affairs Minister has been designated as president of ICWA. It is to be an autonomous statutory body to be run with grants from MEA and others. While the land belongs to L&DO, MEA has provided Rs. 80 lakh so far for the renovation of the ICWA building, apart from providing the services of Joint Secretary (PP&R) and some others. The erstwhile ICWA had 12 ad hoc employees who are said to have disappeared, leaving behind 22 clerks and 22 peons.

The objects of the ICWA as stated in the ordinance are:

- a) to promote the study of Indian and international affairs so as to develop a body of informed opinion on international matters;
- b) to promote India's relations with other countries through study, research, discussion, lectures, exchange of ideas and information with other organisations within and outside India engaged in similar activities;
- c) to serve as a clearing house of information and knowledge regarding world affairs;
- d) to publish books, periodicals, journals, reviews, papers, pamphlets, and other literature on subjects covered under clauses (a) and (b);

- e) to establish contacts with organisations promoting objects mentioned in this section;
- f) to arrange conferences and seminars to discuss and study the Indian policy towards international affairs; and
- g) to undertake such other activities for the promotion of ideas and attainment of the above mentioned objects.

Once the ICWA comes into its own, it should be possible to consolidate think-tank and research activities within it, instead of in a multiplicity of bodies within MEA or financed by it.

**6.3** *It is incongruous for a research institute and think tank to have 22 clerks and peons. At least in a research institute the proportion of clerks and peons should be relatively much lower than in conventional government-type organisations. This number needs to be drastically reduced.*

## **B. Foreign Service Institute (FSI)**

**6.4** The Foreign Service Institute (FSI) established in 1986 is a part of the Ministry of External Affairs. It was established to meet the professional training requirements of the officers of the Ministry of External Affairs (MEA), especially those belonging to the Indian Foreign Service. Fresh entrants to the Indian Foreign Service are trained here for about a year before being posted abroad to different Indian missions. In addition, FSI has diversified its activities to include courses of interest to staff and officers of the Ministry of External Affairs at all levels. Apart from the Professional Course for Foreign Diplomats, the FSI conducts familiarisation programmes for foreign diplomats resident in India and orientation programmes for officers of the Ministry of External Affairs and other ministries who are proceeding abroad on posting. The FSI also conducts computer-training courses for MEA officials.

**6.5** The Institute should consider running mid-career in-service training programmes for IFS officers on the lines of training programmes arranged for IAS officers by the Department of Personnel & Training. It might even be useful to

have a mix of officers from others services too at such training programmes, as the latter too are increasingly exposed to bilateral and multilateral interactions.

**6.6** In addition to running professional courses, the FSI maintains contacts with specialised institutions and academic bodies dealing with diplomacy and international relations in other countries.

**6.7** The Institute has a few career IFS officers as its core, headed by the dean who is of the rank of secretary in MEA. In addition, it draws upon a wide cross-section of experts from among India's experienced diplomats, journalists, academics, politicians and other professionals to serve as guest faculty.

**6.8** FSI is said to have obtained financial approval to have its own campus in an area of six acres within the JNU Campus. The project may take 2 years to complete at a cost of Rs. 22 crore.

**6.9** The professional course for foreign diplomats is open to those countries covered by the Indian Technical and Economic Co-operation (ITEC), the Special Commonwealth Association for Africa and Asia Pacific (SCAAP) and bilateral agreements. FSI does not charge any course fee. The cost of international air travel from the port of embarkation to New Delhi is also borne by the Institute. In addition, the Institute makes arrangements for boarding and lodging and local transportation to and from the place of stay and the Institute. No doubt these free services provided to candidates from other countries (mostly developing countries) create goodwill for India. It would be useful to review whether such favourable treatment should be accorded to a global power like Russia, an advanced 'tiger' like Singapore, oil rich countries like Mexico, Venezuela, Libya and Nigeria and East European countries like Poland, Czech Republic, Hungary, Ukraine, etc.

**6.10** The total annual grant for the year 2000-01 for the FSI is Rs.1.5 crore. The cost per course per foreigner comes to about Rs.1.2 lakh. If airfare is added to this, the total cost may be taken to be about Rs.2 lakh. About 75 to 100

foreign diplomats attend such courses every year. The present arrangements under which MEA funds the entire expenditure merits a review.

**6.11** Incidentally, it is learnt that considerable expenditure is incurred on sending IFS officers abroad for training or academic study. Government should not have to spend large sums of money on sending officers abroad for short or long term study, whether they are IFS officers or officers belonging to other services. This practice should therefore cease forthwith for officers of all services of government.

### **C. RIS and other Think Tanks**

**6.12** As part of its functions relating to international economic relations, the MEA finances an autonomous research institution called the Society for Research and Information System for Non-aligned and Other Developing Countries (RIS). The RIS was established in New Delhi after the 7<sup>th</sup> Summit of NAM held in New Delhi in 1983. It undertakes research work pertaining to global issues in the field of international economic relations and co-operation among developing countries. It conducts research studies, organises conferences and brings out publications and discussion papers including a quarterly journal called RIS Digest and a half-yearly journal, 'RIS Biotechnology and Development Review'

**6.13** It is paradoxical that in spite of being a research institute, RIS has not escaped the secretariat system in that it has 8 PS / PAs, 2 clerks, 2 daftaries and 3 peons to serve 3 senior fellows, and 8 research associates. This is in addition to other support staff, namely an administrative officer, an accounts officer, a desk officer and an assistant. The Institute also has a computer unit and a publication centre with 3 officials. *There is clearly need for reduction of support staff, which should conform to the needs of a research institute rather than that of a secretariat department. The senior fellows and research associates can share some of the support staff. Attention is invited in this context to the observations made in paragraph 6.3 above.*

**6.14** While it may be useful to have such think tanks to provide intellectual and academic inputs to policy making, there appear to be a multiplicity of such think tanks not only under the Govt. of India but also within a single ministry like MEA. Both the ICCR and the FSI would like to function as think tanks. So does the RIS. The annual grant for running the RIS is Rs. 1.35 crore for 2001-02.

**6.15** In addition to these three, the MEA now has administrative jurisdiction over ICWA which, when free from of the legal entanglements, will no doubt require a decent budget. MEA also finances the Institute of Chinese Studies (grant: Rs. 20 lakh for 2001-02). It is time MEA cried halt to this proliferation and worked towards bringing all non-classified research work under the umbrella of ICWA, including merger of RIS with ICWA.

**6.16** No major savings of funds may result from these recommendations since grants-in-aid would merely shift from existing institutions to ICWA. However, there could be some savings as a result of common infrastructure and support staff.

#### **D. Indian Council for Cultural Relations**

**6.17** The Indian Council for Cultural Relations (ICCR) is an autonomous corporate body, funded almost entirely by the Ministry of External Affairs and is under the administrative jurisdiction of that ministry. It was established in April 1950 with the following objectives:

- to participate in the formulation and implementation of policies and programmes relating to India's external cultural relations;
- to foster and strengthen cultural relations and mutual understanding between India and other countries;
- to promote cultural exchange with other countries and peoples;
- to establish and develop relations with national and international organisations in the field of culture; and
- to take such measures as may be required to further these objectives.

**6.18** The ICCR functioned under the administrative jurisdiction of the education ministry until April 1970 when, following a decision of the Cabinet Committee on Foreign Affairs, the jurisdiction was transferred to MEA. In 1978, in keeping with the recommendations of the Asoka Mehta Committee, the Council took over from the Department of Culture all work pertaining to incoming and outgoing cultural delegations and delegated activities relating to implementation of cultural exchange programmes.

**6.19** The total sanctioned staff strength of the ICCR is 338 against which 250 persons are working, including those in its regional offices in India and cultural centres abroad. Over the last decade the Council has never had more than 270 employees, which was reached in 1995-96. The strength has come down to 250 over the last five years even though the budget has gone up from Rs.25 crore to Rs.39 crore during the same period. The Council has avoided making any direct recruitment against the vacant posts for the last five years and the Director General of the Council does not consider it advisable to downsize the strength any further.

**6.20** In keeping with the objectives cited above, the Council's chief activities are: (i) scholarships for foreign students; (ii) running cultural centres abroad; (iii) chairs of Indian studies abroad; (iv) performing arts; (v) publications; (vi) distinguished visitors programme; (vii) institutional linkages, seminars and symposia; and (viii) travel grants.

**6.21** The breakdown of annual expenditure under broad heads was as follows in 1999-2000:

	Rs. In crore
1. Cultural Missions abroad	16.22
2. Activities	16.09
3. Salaries, etc.	2.67
4. Regional Offices in India	2.16

Thus, a substantial part of the Council's annual budget is spent on cultural centres abroad. The Council has 14 such cultural centres and the expenditure on each of them during 1999-2000 was as follows:

<u>S.No.</u>	<u>Name of the Centre</u>	<u>Amount (in Rs.Crore)</u>
1.	Georgetown.....	0.95
2.	Paramaribo.....	1.04
3.	Port Louis.....	1.06
4.	Jakarta .....	1.38
<b>5.</b>	<b>Moscow.....</b>	<b>1.96</b>
<b>6.</b>	<b>Berlin.....</b>	<b>1.18</b>
<b>7.</b>	<b>Cairo.....</b>	<b>1.31</b>
<b>8.</b>	<b>London.....</b>	<b>1.52</b>
9.	Tashkent .....	0.89
10.	Almaty .....	0.79
11.	Johannesburg .....	0.25
12.	Durban .....	0.43
13.	Port of Spain .....	0.92
14.	Colombo.....	0.54

**6.22** The Sub-Committee of the Standing Committee of Parliament on External Affairs examined ICCR's activities in great detail in 1995-96. Some of the observations and recommendations of the Committee were as follows:

- The Committee considered the question whether the ICCR should continue to be under the administrative jurisdiction of MEA or revert to the Department of Culture. It was of the view that the Council should continue to be under MEA since Indian missions abroad have to play a crucial role in continuously assisting the ICCR in conducting its cultural diplomacy.
- It also recommended that (i) the Director General of ICCR should continue to be from MEA, (ii) the post of DG should be upgraded to the rank of additional secretary and (iii) the posts of the two deputy director generals be upgraded to the rank of joint secretaries. All the 3 posts have since been upgraded.
- The Committee felt that there was a need not only to maintain the work being done by the cultural centres abroad but also substantially step up their activities by opening more centres. It, however, also concluded that it

was in no position to make any satisfactory or worthwhile observations and recommendations on the working of the cultural centres since it had not been able to visit and conduct on-the-spot study of any of the 12 centres then existing. (Since then the number has gone up to 14).

- It further concluded that it could not over-emphasise the need for a meaningful assessment of the working of the cultural centres.

**6.23** The review of cultural centres abroad recommended by the Committee needs to be urgently carried out, considering that some of the cultural centres cost even more than some of the smaller-size diplomatic missions abroad e.g. the cultural centres at Moscow (Rs. 1.96 crore) and London (Rs.1.52 crore). Such a review should also examine whether there are non-governmental organisations, which could achieve similar objectives. For example, it is understood that the Bharatiya Vidya Bhavan in the United Kingdom recently received a substantial grant from the United Kingdom government (under the Millennium Programme). Such subventions should considerably lighten the responsibilities of ICCR in London and reduce its financial burden as the Bhavan may well be duplicating many of the activities of the ICCR in the UK. Avenues for financial support for activities such as those carried out by ICCR must therefore be explored in countries with large ethnic Indian populations, so that the financial and other responsibilities of ICCR may lessen. Pending such review, **it is recommended that no more cultural centres be opened.**

**6.24** It also needs to be reviewed whether the Council needs as many as 8 regional offices in India, 4 of which are located one each in the four southern states. The DG of the Council had himself admitted to the Parliamentary Committee that the functioning of some of the regional centres had not been up to expectations. Given the contributions of India's ancient civilisation to the world in terms of language, religion, philosophy, performing arts and generally in culture, there is no doubt that culture has a legitimate role in diplomacy. However, since it is also a subject that arouses instant patriotic fervour, there is danger of a runaway growth in the number of cultural centres abroad and

regional offices in India. It is perhaps time to cry halt to such horizontal growth and concentrate on ICCR becoming a vehicle for enhancing the brand equity of India abroad in collaboration with the External Publicity Division of the ministry. The Parliamentary Standing Committee had also felt that it was time for private impresario groups to come forward and carry on the task of promotion of performing arts abroad on a commercial basis and that the ICCR should concentrate more and more on building intellectual linkages with appropriate institutions abroad.

**6.25** Moreover, since the Parliamentary Committee's Report 6 years ago, MEA has resumed jurisdiction over ICWA. Once ICWA is fully equipped it would be appropriate to let ICWA gradually take over some of the work relating to organising workshops and building linkages with intellectual institutions.

**6.26** Pending a further review based on the aspects highlighted above, the staff strength should be frozen at the level of the staff actually in position and other vacant posts - over 80- should be abolished forthwith.

### **E. Central Passport Organisation (CPO)**

**6.27** The Central Passport Organisation was created in 1959 as a subordinate office of MEA under the control of its CPV Division. The issue of Indian passports is governed by the Passport Act 1967 while matters relating to visa and emigration are governed by the Passport (Entry Into India) Act, 1920. Issuing of passports and visas is an important function of MEA, which brings it in direct touch with the general public. However, a pre-requisite for issue of passports is police verification, which is done by the police authorities.

**6.28** At present, 28 passport offices and passport collection centres are functional all over the country. The government has approved the opening of 9 more collection centres subject to state governments making available suitable office space and other facilities. A statement showing the location of the existing passport offices and the existing as well as proposed collection centres is given at **Annex VII**.

**6.29** The opening of new passport offices is governed by certain criteria: the location of existing passport offices; volume of applications; and the recommendation of the Standing Committee of Parliament for External Affairs that there must be at least 50,000 applications per annum from an area to justify a new passport office.

**6.30** The number of passports issued has been growing steadily. The number of passport applications received and the number of passports issued over the years 1997, 1998 and 1999 are as follows:

<u>Year</u>	<u>No. of Applications received</u>	<u>No. of Passports issued</u>
1997	23,77,882	22,26,412
1998	25,48,803	22,22,786
1999	25,09,904	25,80,113

**6.31** The revenue earned by the passport offices from passport fee and other services was Rs. 82.20 crore in 1999-00, which was fairly close to the expenditure of Rs. 87.57 crore in that year. In addition, MEA receives about Rs. 350 crore a year by way of visa fees and charges for other consular services collected by the missions / posts abroad.

**6.32** The CPO has 1938 sanctioned posts and 540 casual employees. SIU carried out a study of the passport offices in May 2000 and has recently arrived at provisional findings, which are under discussion by them with the CPO. Briefly, the SIU study reveals that there is a case for some increase in the manpower of passport offices under the CPO and that there is no surplus manpower available with the organisation.

### **Computerisation in Passport Offices**

**6.33** The CPV Division of MEA appears to have done commendable work in improving the quality of services rendered to the public and in computerisation. Twenty of the 28 passport offices in the country have so far been computerised over a period of 12 years. E-mail facility is operational at 18

of the passport offices and the CPO has a website, which was launched in September 1999.

**6.34** To further streamline the processing procedures, the Committee on Non-Plan expenditure approved a comprehensive computerisation programme in 1998. The division has sought an additional provision of Rs. 30 crore to have this project executed by NIC. Among other things, such comprehensive computerisation will prevent a person from obtaining several different passports from different passport offices in India.

**6.35** Machine writing of passports is being introduced in Delhi on an experimental basis by a vendor. It is expected that machine writing will be provided in all other passport offices in the near future.

**6.36** While there may be some reduction in support staff resulting from computerisation and machine writing of passports, the lower posts are expected to be converted to higher posts to respond to the need to improve the services of the passport offices. CPO will then have a proper inspection system whereby all the passport offices could be inspected at regular intervals.

### **Passport Service Fee**

**6.37** The fee for various passport services was last revised in 1993. As the cost of living index has risen by about 60% since 1993, **there is good justification to make an upward revision in the passport fee from the present Rs. 300 to Rs. 600.** The justifications are as follows:

- The present fee does not cover the costs, when elements like the cost or rent of property, depreciation of equipment, etc. are taken into account
- It will help amortise the cost of computerisation and machine – writing of passports.
- It will help improve the quality of services, including the replacement of some existing posts with higher – grade posts,
- It will obviate the need for further increases over the next few years.

- It is understood that even in other South Asian countries like Bangladesh, Sri Lanka, etc. passport fees are anywhere from Rs. 600 to Rs. 1000.
- Higher fees are already being charged for quicker service under the 'Tatkal' Scheme being implemented from 1.1.2000. Under this scheme, a fee of Rs. 1000 or Rs. 1500 is charged (depending on the urgency) for out of turn issue of passports within one or two weeks to eligible applicants provided such cases are certified by an officer not below the rank of deputy secretary to GOI.

**It is recommended that fees for a new passport be enhanced to Rs.600, giving additional revenues of about Rs.75 crore.**

## ***7. Implementation***

**7.1** Implementation of the recommendations made in this report should result in the reduction of 620 (9.7%) posts and savings of Rs. 110 crore or 10.6% of MEA's 'net' budget. There could also be additional revenues of Rs. 75 crore from enhancement of passport fees.

### ***Allocation Of Business Rules***

1. External Affairs.
2. Relations with foreign states and commonwealth countries.
3. Indian Council for Cultural Relations
4. All matters affecting foreign diplomatic and consular Officers, UN Officers and its specialised agencies in India.
5. Passports and visas excluding the grant of visas or endorsement for entry into India but including the grant of entry permits to South Africans of Non-Indian origin under the Reciprocity (South Africa) Rules, 1944 and the grant of entry visas for Sri Lankan nations except missionaries.
6. Extradition of criminals and accused persons from India to foreign and commonwealth countries and vice versa and general administration of the Extradition Act, 1962 (34 of 1962) and extra-territoriality.
7. Preventive detention in India for reasons of State connected with External and Commonwealth affairs.
8. Repatriation of the nationals of foreign and Commonwealth States from India and deportation and repatriation of Indian nationals of foreign and Commonwealth countries to India.
9. Immigration to India from the Union of South Africa or any other country to which the Reciprocity Act, 1943 (9 of 1943) may apply.
10. All Consular functions.
11. Travel arrangements for traders and pilgrims from India to Tibet region of China.
12. Scholarship to foreign students for study in India under different schemes.
13. Political pensions paid to foreign refugees and descendants of those who rendered services abroad.
14. Ceremonial matters relating to foreign and Commonwealth Visitors and Diplomatic and Consular Representatives.
15. Matters in respect of Pondicherry, Goa, Daman and Diu, involving relations with France and Portugal.
16. Relations with States in Special Treaty relations with India such as Bhutan.

17. Himalayan expeditions: permission to foreigners to travel to Protected Areas other than those with which the Ministry of Home Affairs (Grih Mantralaya) is connected.
18. Coordination and development measures in border areas.
19. United Nations, Specialised Agencies and other International Organisations and Conferences.
20. Indian Foreign Service.
21. Indian Foreign Service Branch 'B'.
22. Foreign Service Training Institute.
23. External Publicity.
24. Political treaties, agreements and conventions with foreign and Commonwealth countries.
25. (a) Pilgrimages to places outside India, including the administration of the Haj Committee Act, 1959 (51 of 1959) and the Rules made thereunder and Indian Pilgrim Ship Rules, 1933, and Pilgrim parties from India to Shrines in Pakistan and vice versa.
26. (b) Protection and preservation of Non-Muslim shrines in Pakistan and Muslim Shrines in India in terms of Pant-Mirza Agreement of 1955.
27. Abducted Persons (Recover and Restoration).
28. Questions relating to minority communities neighbouring countries.
29. Recovery of advances granted to the evacuees from Burma, Malaya, etc., during the years 1942-47 and residual work relating to refugees given asylum in India during World War II.
30. Notification regarding commencement or cessation of a state of war.
31. Foreign Jurisdiction.
32. Piracies and crimes committed on the High Seas or in the air, offences against the law of nations committed on land or the High Seas or in the air.
33. Inquiries and statistics for the purposes of any of the subjects allotted to this Ministry.
34. Fees in respect of any of the subjects allotted to this Ministry.
35. Offences against laws with respect to any of the subjects allotted to this Ministry.
36. Hospitality Grant of the Government of India.
37. Demarcation of the land frontiers of India.
38. Border raids and incidents on the land borders of India.
39. Diplomatic flight clearances for non-scheduled chartered flights of foreign, civil and military aircraft transiting India.
40. Matters relating to the Continental Shelf, Territorial Waters, Contiguous Zone and question of fishery rights in the High Seas and other questions of International Law.

41. Economic and technical assistance given by India to the Government of Nepal under the Colombo Plan for Cooperative Economic Development.
42. Purchase, inspection and shipment of Stores from abroad for the Central Government other than those the purchase, inspection and shipment of which are delegated to other authorities by a general or special order.
43. All matters relating to grant of loans and credits to Nepal, Bhutan and Bangladesh.
44. Technical assistance given by India to African countries under the Special Commonwealth African Assistance Plan Programme.

**Note:** Commonwealth countries should be taken to include British Colonies, Protectorates and Trust Territories.

44. **Human Rights:**

- (i) Interaction with Human Rights Organisations abroad;
- (ii) International Declarations, treaties, conventions and conferences; references received from the United Nations and other specialised agencies and organisations.
- (iii) Implementation of reporting obligations, in coordination with the concerned Ministries, required under the United Nations and international conventions, to which India is a State Party.

**Note:** These functions will be exercised by the Ministry of External Affairs Close coordination with the Ministry of Home Affairs, which shall be the nodal Ministry for policy and for coordination of all matters relating to Human Rights.

## Annex II

### **Budget Of The Ministry Of External Affairs In 2001-2002**

Statement Showing the Detailed Provision, Object Headwise in  
2001-02 and previous 2 years

(in crores of rupees)

	<b>Actuals 1999-2000</b>	<b>BE 2000-2001</b>	<b>BE 2001-2002</b>
Salaries	350.96	350.96	398.14
Wages	13.40	14.07	14.51
Overtime Allowance	5.32	5.11	5.64
Domestic Travel	0.62	0.72	0.83
Office Expenses	183.67	189.33	209.93
Rents, Rates, Taxes	163.85	177.38	196.40
Publications	0.15	0.15	0.20
Other Adm. Expenses	25.94	26.28	48.24
Ad. & Publicity	27.98	41.90	43.85
Professional Services	0.18	2.40	2.50
Grants-in-aid	38.12	41.28	45.13
Contributions	596.87	762.65	744.37
Other Charges	473.22	608.44	825.96
Major Works	77.32	100.00	94.20
Loans & Advances	175.55	305.02	253.46
Charged Expenses	0.01	0.03	0.03
<b>TOTAL</b>	<b>2132.16</b>	<b>2625.72</b>	<b>2883.39</b>

## Annex III

### **Cadre Strength at Headquarters and Missions/Posts abroad during 1999-2000**

(including posts budgeted by Ministry of Commerce and held in  
abeyance/ex-cadred)

S.No.	Cadre/Post	Posts at Hqrs.	Posts at Missions	Total
	<b>IFS(A)</b>			
1.	Grade I*	5	21	26
2.	Grade II	1	33	34
3.	Grade III	38	106	144
4.	Grade IV	35	98	133
5.	Jr. Admn. Grade	44	137	181
6.	(i) Jr. Scale	1	32	33
	(ii) Probationers Reserve	27	--	27
	(iii) Leave Reserve	15	--	15
	(iv) Deputation Reserve	19	--	19
	(v) Training Reserve	7	--	7
	<b>IFS (B)</b>			
7.	(i) Grade I	43	98	141
	(ii) Deputation Reserve	6	--	6
8.	(i) Grade II/III	99	175	274
	(ii) Leave Reserve	30	--	30
	(iii) Deputation Reserve	16	--	16
	(iv) Training Reserve	25	--	25
9.	(i) Grade IV	252	410	662
	(ii) Leave Reserve	60	--	60
	(iii) Deputation Reserve	55	--	55
10.	(i) Grade V/VI	385	196	581
	(ii) Leave Reserve	60	--	60
	(iii) Deputation Reserve	14	--	14
11.	(i) Gr.II of Cipher Cadre (Cipher Assistants)	57	141	198
	(ii) Leave Reserve	60	--	60
12.	(i) Private Secretary	35	198	233
	(ii) Leave Reserve	14	--	14
13.	(i) Personal Assistants	157	194	351
	(ii) Leave Reserve	33	--	33
	(iii) Training Reserve (Hindi)	10	--	10
	(iv) Deputation Reserve	12	--	12
14.	Stenographer (Gr.III)	42	77	119
15.	Interpreters' Cadre	8	27	35
16.	L & T Cadre	17	--	17
	<b>TOTAL</b>	<b>1645</b>	<b>1943</b>	<b>3588</b>

\*including temporary upgradation of one post from Grade II to Grade I.

## Annex IV

### Year-Wise Intake Into The IFS

<u>YEAR</u>	<u>NO. OF OFFICERS</u>	<u>YEAR</u>	<u>No. OF OFFICERS</u>
1948	6	<b>1974</b>	<b>25</b>
1949	4	<b>1975</b>	<b>24</b>
1950	3	<b>1976</b>	<b>25</b>
1951	4	<b>1977</b>	<b>20</b>
1952	5	<b>1978</b>	<b>20</b>
1953	7	<b>1979</b>	<b>20</b>
1954	4	<b>1980</b>	<b>20</b>
1955	8	<b>1981</b>	<b>20</b>
1956	11	1982	15
1957	10	1983	12
1958	10	1984	11
1959	10	1985	12
1960	9	1986	12
1961	10	1987	12
1962	15	1988	10
1963	16	1989	10
<b>1964</b>	19	1990	12
<b>1965</b>	21	1991	15
1966	10	1992	12
1967	10	1993	15
1968	4	1994	15
1969	8	1995	14
1970	10	1996	15
1971	11	1997	13
1972	15	1998	16
1973	16	1999	9
		2000	8

## Annex V

### **List of Missions Abroad where Chancery Buildings are GOI owned Properties**

Sl. No.	Mission	Year of Purchase/ Construction	Sl.No .	Mission	Year of Purchase/ Construction
1	HCI, Accra	1988	39	HCI London	1930
2	EI Amman	1978	40	HCI Lusaka	1986
3	EI Ankara	1985	41	HCI Mahe	1989
4	EI Antananarivo	1976	42	Madrid	1986
5	EI Athens	1988	43	EI Manila	1981
6	EI Bangkok	1997	44	EI Mexico City	1976
7	EI Beijing	1986	45	CGI Medan	1976
8	EI Bonn	1982	46	EI Moscow	1989
9	Berlin (Indn.Cultural Centre)		47	CGI New York	1951
10	EI Brussels	1980	48	PMI New York	1993
11	EI Budapest	1987	49	HCI Nicosia	1986
12	EI Buenos Aires	1982	50	EI Oslo	1979
13	EI Cairo	1991	51	HCI Ottawa	1974
14	HCI Canberra	1981	52	EI Panama	1998
15	EI Caracas	1982	53	HCI Port of Spain	1989
16	HCI Colombo	1987	54	Phuentsholing (Liaison Office) (Guest House)	1980
17	EI Copenhagen	1976	55	EI Paris (Old) (New)	1951 1987
18	EI Damascus	1979	56	HCI Pretoria	1995
19	CGI Dubai	1992	57	EI Rabat	1961
20	EI Dublin	1979	58	EI Riyadh	1996
21	CGI Frankfurt	1998	59	San Francisco, Cultural Centre,Gadar Memorial Hall	1949
22	CGI, Edinburgh	1999	60	CGI San Francisco	1981
23	HCI Harare	1983	61	EI Santiago	1966
24	EI Helsinki	1982	62	CGI Sao Paulo	1999
25	CGI Hong Kong	1980	63	EI Seoul	1987
26	HCI Islamabad	1989	64	HCI Singapore	1948
27	EI Jakarta	1983	65	EI Tehran	1979
28	CGI Johannesburg	1997	66	EI The Hague	1974
29	HCI Kampala	1996	67	EI Thimpu	1969
30	AHCI Karachi( Since closed )	-	68	EI Tokyo	1962
31	EI Katmandu	1947	69	EI Tunis	1984
32	EI Khartoum	1982	70	EI Vienna	1981
33	HCI Kinshasa (since closed )	-	71	EI Washington	1947
34	HCI Kuala Lumpur	1993	72	EI Windhoek	1990
35	EI Kuwait	1992	73	Yangoon	-
36	HCI Lagos	1991			
37	EI Lima	1990			
38	EI Lisbon	1987			

## Annex VI

### **List of Missions Abroad where Embassy Residences are GOI owned Properties**

Sl. No.	Mission	Year of Purchase/ Construction	Sl. No.	Mission	Year of Purchase/ Construction
1.	HCI, Accra	1964	43.	EI Maputo	1975
2.	Aden/Sa'na(since closed)	1964	44.	EI Maxico City	1989
3.	EI Amman	1985	45.	CGI Medan	1976
4.	EI Ankara	1964	46.	EI Moscow	1989
5.	EI Athens	1984	47.	CGI New York	1951
6.	Berlin Office	1997	48.	HCI Nairobi	1965
7.	EI Beijing	1986	49.	HCI Nicosia	1981
8.	EI Bern	1949	50.	EI Oslo	1979
9.	EI Brussels	1956	51.	HCI Ottawa	1950
10.	EI Budapest	1987	52.	EI Paris	1949
11.	EI Cairo	1949	53.	HCI Port Louis	1967
12.	HCI Canberra	1945	54.	HCI Port Moresby	1999
13.	EI Caracas	1982	55.	HCI Port of Spain	1969
14.	HCI Colombo	1957	56.	EI Prague	1998
15.	EI Copenhagen	1978	57.	HCI Pretoria	1995
16.	EI Damascus	1982	58.	EI Rabat	1982
17.	EI Dar-es-Salem	1965	59.	EI Riyadh	1996
18.	CGI Dubai	1979	60.	EI Rome	1988
19.	EI Dublin	1978	61.	CGI San Francisco	1982
20.	CGI Durban	1995	62.	EI Santiago	1980
21.	CGI Frankfurt	1989	63.	EI Seoul	1984
22.	HCI Harare	1987	64.	HCI Singapore	1948
23.	CGI Houston	1996	65.	EI Stockholm	1978
24.	CGI Hong Kong	1981	66.	HCI Suva	1965
25.	EI Jakarta	1955	67.	EI The Hague	1953
26.	CGI Johannesburg	1997	68.	EI Thimpu	1969
27.	EI Kabul (Mission closed)	-	69.	EI Tokyo	1953
28.	HCI Kampala	1964	70.	EI Tunis	1986
29.	AHCI Kandy	1984	71.	CGI Vancouver	1988
30.	AHCI Karachi (since closed)	-	72.	Vienna	1960
31.	EI Katmandu	1947	73.	EI Warsaw	1978
32.	EI Kingston	1976	74.	EI Washington	1945
33.	Kinshasa	1988	75.	HCI Wellington	1971
34.	HCI Kuala Lumpur	1978	76.	EI Windhoek	1990
35.	EI Kuwait	1992	77.	EI Yangoon	1952
36.	HCI Lagos	1991			
37.	EI Lima	1987			
38.	EI Lisbon	1978			
39.	HCI London	1947			
40.	HCI Lusaka	1968			
41.	EI Madrid	1978			
42.	EI Manila	1979			

## Projects In India

S.No.	Project	Date of initial proposal (acquisition of land)	Initial cost estimate/latest cost estimate	Current estimated date of completion (time period for completion)
1.	Foreign Service Institute	1990	Rs.11.5 crore in 1993 and Rs.23.66 crore in 1999	June 2002
2.	ICCR Calcutta	1989	Rs.4.46 crore in 1992 Rs.6.86 crore in 1994 and Rs.14.75 crore in 1999.	June 2002
3.	Branch Sectt and RPO Calcutta	1997	Estimates yet to be made	18 months from the date of start.
4.	Videsh Bhavan	1992 and 1994	Estimates yet to be made	36 months from the date of start
5.	Pappankalan Residential quarters	1993	Rs.18.37 crore in 1996	June 2001
6.	Chanakyapuri Residential quarters	1993	Estimates yet to be made	18 months from the date of start
7.	Afro-Asian Legal Consultative Committee	1997	Rs.5 crore in 2000	15 months from the date of start

## Passport Offices

S.No.	Project	Date of Initial proposal (acquisition of land)	Initial cost estimate/latest cost estimate	Current estimated date of completion (time period for completion)
1.	Ahmedabad - residential and office complex	1988	Rs.3,05,96,000 in 1994	Work completed. Rectification of defects in progress
2.	Bhubaneswar- residential and office complex	1984	Estimates yet to be made	15 months from the date of start
3.	Bangalore-ICCR and RPO Complex	1994	Estimates yet to be prepared	15 months from the date of start
4.	Chandigarh-office complex	1996	Rs.4.5 crore in 2000	15 months from the date of start
5.	Chennai-office	Purchased in 1990	Rs.1.5 crore	December 2000
6.	Cochin – residences	1990	Rs.3.58 crore in 1995	September 2000
7.	Jaipur-office	1983 and 2000	Estimates yet to be made	15 months from the date of start
8.	Jammu-office	Land yet to be acquired	-	-
9.	Kozhikode-residences	1986	Rs.2.82 crore in 1997	September 2000
10.	Lucknow-office and residences	1993	Estimates yet to be made	15 months from the date of start
11.	Panaji-office-cum-residential project	July 1988	Rs.3.22 crore in 1988	June 2001
12.	Patna-interior works	1996	Rs.55.6 lakhs in 1999	Work nearing completion
13.	Trichy-office complex	Land yet to be acquired	-	-
14.	Thiruvananthapuram-office complex	Land yet to be acquired	-	-

## Additional Data On Projects

S.No.	Project	Date of Initial proposal (acquisition of land)	Initial cost estimate/latest cost estimate	Current estimated date of completion (time period for completion)
1	Abu Dhabi Chancery & Embassy & Embassy Residence and Quarters for Security Guards	1984	Rs.3.73 crore in 1989 Rs. 14.72 crore in 1998	Building work completed on 11.7.2000. Interiors likely to be completed by 31.12.2000
2	Berlin Chancery and Residence	1996	Rs. 67 crore in 1999	October 2000
3	Mauritius- Indira Gandhi Centre for Indian Culture	1987	Rs.17.04 crore in 1991 Rs.29.21 crore in 1996	Building work completed on 31.5.1999. Interior works likely to be completed by 31.12.2000
4.	Doha-Chancery and Embassy Residence	1977	Rs.4.19 crore in 1989 Rs.19.29 crore in 1999 (Revised)	18 months from the date of start
5	Muscat-Chancery, Embassy Residence/essential staff quarters	December 1991	Estimates yet to be prepared	18 months from the date of start
6	Dhaka-Construction of Chancery-cum-Residence	1993 and 2000	Estimates yet to be prepared	24 months from the date of start
7	Beijing – Chancery	1989	Rs. 78 crore (Sanction yet to be obtained)	30 months from the date of start
8	Islamabad- Phase II	1963 and 1999 (amalgamation of roads in the plot was agreed in 1999)	Rs.21 crore in 1993. Rs.42.71 crore in 1997	30 months from the date of start
9A	Moscow – Renovation of GOI-owned properties	1999	Rs.13.54 crore in 1999	January 2001

9B	Moscow-Construction Project	1989	Estimates yet to be prepared	30 months from the date of start
10	Warsaw – Chancery and staff quarters	1988	Estimates yet to be prepared	18 months from the date of start
11	Trinidad & Tobago – Cultural Centre	1991	Estimates yet to be prepared	12 months from the date of start
12	Brasilia – Chancery and residence	1965	US\$ 3.7 million in 1989 (Revised estimates yet to be made)	15 months from the date of start
13	Tashkent –Chancery and Residence	May 1998	Rs.7.75 crore in 1993 (revised estimates yet to be made)	12 months from the date of start
14	Minsk – Chancery & staff quarters	Plot offered but not yet taken	_____	_____
15	Abuja – Chancery and Embassy Residence	1990	(Estimates yet to be made)	12 months from the date of start
16	Gaborone – Embassy Residence	March 1990	Rs.1.91 crore in 1996	12 months from the date of start
17	Kathmandu – Chancery	1968	Estimates yet to be prepared	30 months from the date of start
18	Berlin – Embassy Residence	December 1997	Rs.5.06 crore in 1998	Work completed in October 1999
19	London – High Commissioner’s Residence	1994	Pounds 1 million 1994 and Pounds 3.286 million in 1999	January 2001
20	Kiev – Chancery	September 1995	US\$ 400,000 in 1995 US\$ 836,061 in 1999	12 months from the date of start
21	Geneva – 6 RDP	1989	Estimated cost Rs.2.93 crore in 1999	4 months from the date of start

## Annex VII

### ***Existing Collection Centres For Passport Applications***

<u>S.No.</u>	<u>Location of the Centre</u>	<u>State</u>
1.	Agartala	Tripura
2.	Aizwal	Mizoram
3.	Amritsar	Punjab
4.	Aurangabad	Maharashtra
5.	Darbhanga	Bihar
6.	Imphal	Manipur
7.	Kohima	Nagaland
8.	Madurai	Tamil Nadu
9.	Mangalore	Karnataka
10.	Ranchi	Bihar
11.	Shillong	Meghalaya
12.	Shimla	Himachal Pradesh
13.	Gangtok	Sikkim
14.	Surat	Gujarat
15.	Tirupati	Andhra Pradesh
16.	Vijayawada	Andhra Pradesh
17.	Leh	Jammu & Kashmir
18.	Siliguri	West Bengal

### **Proposed Collection Centres**

1.	Agra	Uttar Pradesh
2.	Allahabad	Uttar Pradesh
3.	Coimbatore	Tamil Nadu
4.	Gulbarga	Karnataka
5.	Gurgaon	Haryana
6.	Itanagar	Arunachal Pradesh
7.	Pondicherry	UT of Pondicherry
8.	Nasik	Maharashtra
9.	Silchar	Assam