Chapter Eight

THE FUNCTIONS AND ORGANIZATION OF THE INDIAN FOREIGN SERVICE
I

The idea of organizing a separate foreign service for India germinated even before the transfer of power. (1) But it assumed a concrete shape only after the formation of the Interim Government in September 1946. (2) Since then, there have been important changes in the organization and working of the foreign service. The process is a continuing one, for in the context of the changing scope and challenges of foreign affairs the organization of its personnel cannot remain static.

The Indian Foreign Service (I.F.S.), consisting of the higher officials of the Ministry and its missions and posts abroad came into existence in 1947-48. The Indian Foreign Service Rules were first promulgated in 1954. They were revised in 1961. These rules govern the organization of the service to-day.

The initial scheme of the service had covered only the higher posts in the Ministry and its missions and posts abroad. In 1951, Government announced its intention of establishing a

(1) "The Genesis and Organization of the Indian Foreign Service," Indian Year Book of International Affairs, I (Madras, 1952) 29.

junior service, designated the Indian Foreign Service (B) LIFS (B). (3) The new service was to man all the junior and clerical posts at the Secretariat of the Ministry in New Delhi and the core of the personnel working in the missions and posts abroad. The I.F.S. (B) Initial Constitution Rules were promulgated in July 1956 and the new service came into existence in August 1956. (4)

Another major change in the organization of the foreign service came in 1958 when the Government announced its decision to merge the Indian Information Service under the Ministry of External Affairs with the Indian Foreign Service. The Information Service had been formed after the taking over of the responsibility for external publicity from the Ministry of Information and Broadcasting by the Ministry of External Affairs in 1948.

The organization of the service has undergone changes in other important respects also. The methods of recruitment and training have been changed and the conditions of service had been improved. The size and cost of the service have also gone up considerably as a result of the expansion of the Ministry at its headquarters as well as in the missions and posts abroad.

The general trend of these changes has been towards organizing an integrated foreign service capable of meeting the numerous demands made on it by the changing nature of international relations in modern times and to evolve it as an efficient instrument of the country's foreign policy. The full realization of this essential objective may require more time, though important strides have been taken in the effort to do so.

II

Functions of the Foreign Service

The functions of the foreign service are the functions of the Ministry performed at its headquarters and the missions and posts abroad. These may include certain functions which are not essentially related to foreign relations proper. For example, foreign service personnel may sometimes be deputed to serve in the administration of Nagaland, N.E.F.A. and the ex-French and ex-Portuguese possessions in India, even though separate services are in existence for some of them. The Indian Frontier Administrative Service, for example, is primarily responsible for the administration of Nagaland, N.E.F.A. and certain other union territories. (5) In the same way, the Central Passport and Emigration Organization which functions as a subordinate office

(5) The Indian Frontier Administrative Service (I.F.A.S.) was constituted "to provide the key personnel for the administration of the Tribal Areas" in 1956. (Report of the Ministry of External Affairs, 1956-57, 5.) The I.F.A.S. personnel are serving in the Nagaland and the North Eastern Frontier Agency which are under the administrative responsibility of the foreign ministry and the centrally administered areas like Manipur and Tripura, which are under the responsibility of the Ministry of Home Affairs. The Service has grown greatly in strength since its inception from 40 in 1957 to 73 in 1961-62. The methods of recruitment and working of the service are similar to those of the Indian Political Service before independence.

For the maintenance of law and order in the North East Frontier Agency and Nagaland, Tripura and Manipur and for the frontier areas in Assam, a special Central Armed Force called the Assam Rifles has also been organized. They are also responsible for the security of India's international border in these areas. The strength of the force in 1956 was 15,000. Since then, the force has been much more strengthened.
under the External Affairs Ministry has also its own separate service. (6) The Central Recovery Office and the Displaced Persons Enquiries and Search Service had been two other subordinate offices functioning under the External Affairs Ministry till 1957 when they were wound up. They came into existing following the outbreak of communal violence in 1946-47. They were charged with the supervision and co-ordination of work relating to the recovery of persons displaced as a result of the communal violence. These organizations were staffed mostly by social workers employed on a purely temporary basis. The services are no longer in existence.

What Lord Strang has broadly indicated to be the primary task of the British Foreign Service is applicable to the Indian Foreign Service also with reference to India. (7) It is to carry out wherever possible and as far as possible the foreign policies laid down by the Indian people, as represented by the parliamentary majority, the Government deriving from that majority,

(6) The Central Passport Organisation and the Emigration Organization had functioned as separate bodies at first, but were amalgamated on 1 January 1959 and re-designated as the Central Passport and Emigration Organisation. Employees of both the organizations were incorporated into the Central Passport and Emigration Organisation (C.P.E.O.). They are governed by rules approved by the Union Public Service Commission, promulgated on 11 May 1959. Gradation of the personnel and fixation of their seniority in the amalgamated establishment have been done on an all India basis.


the Cabinet heading the Government and the Minister for External Affairs as the specialist in the Cabinet.

But, as noted earlier, to carry out policies also means to an extent the making of policy. The foreign service performs advisory functions, at the headquarters and from the missions and posts abroad. The increasing volume of work involved in foreign affairs and the need for expert knowledge make the Minister dependent to a considerable extent on the foreign service for expert advice. With the increase in volume, complexity and need for expertise in the conduct of international relations, in all foreign offices, the days when Ministers employed the foreign service for simple clerical assistance only while all decisions were taken by the Ministers themselves on their own advice are gone. Hardly as much as two generations ago the British Foreign Office was "little more than the Secretary of State's clerical organization." (8) In its place has evolved "the modern conception of the Foreign Office as a body of experts with advisory duties." (9) This advisory

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(8) Ibid., 146.

An interesting account of the method of work in the British Foreign Office in the years around the beginning of this century is given by Sir John Tilley and Stephen Gaselee. It is stated, for example, that Lord Salisbury never consulted his Permanent Under-Secretary on any matter of importance, did much of his work and even kept his transactions secret from the Foreign Office. Nor were advices volunteered by the Permanent Under-Secretaries to the Secretaries of State in those days.

Sir John Tilley and Stephen Gaselee, The Foreign Office (London, 1933) Chapter VI.

(9) Strang and others, n. 7, 147.
function is performed by the Indian External Affairs Ministry also. Moreover, in executing policy the foreign service is also making policy. Like foreign services in all countries, the Indian Foreign Service has also, therefore, come to wield a good deal of influence in the formulation of policy through the supply of information and the rendering of advice and the implementation of policy.

Lord Strang however, cautions about carrying this idea too far. He says,

... the Foreign Service undoubtedly contributes its part to the making of policy. It could not do otherwise in view of its specialized knowledge and experience. Nevertheless, ... the Foreign Service, and more especially the Foreign Office, is basically not so much a maker of policy as an instrument for its execution. (10)

This is because the Foreign Office cannot impose its own ideas with disregard to the democratic principles of ministerial and parliamentary control. The final right of decision is always of the Minister and so also is the responsibility for the decision. What has been stated here of the British Foreign Service is to a large extent true of the Indian Foreign Service also. The relationship between the foreign minister and the permanent foreign service and the respective positions they assume in the executive and administrative process would be related to a number of variable factors like the form of government, the personality of the individuals concerned, the nature of the issue under discussion, the amount of expertise...

(10) Ibid., 19-20.
needed etc. In India, the form of government is very much similar to that in Britain. In all important matters of policy the authority and responsibility for taking a decision lie with the Minister. Even though the primacy of Nehru in the formulation of policy is not in doubt, the strong traditions of administration in India, the heavy preoccupations of Nehru necessitating his devoting a considerable time to other matters, the relative weakness of the existing leadership in the Ministry at the level of junior ministers etc. have been important factors strengthening the role of the foreign service.

The primary functions of the foreign service are diplomatic. Diplomacy, according to the Oxford English Dictionary, is "the management of international relations by negotiation." (11) The foreign service officer is primarily a diplomatist. His business or art requires him to be constantly negotiating on behalf of the government for the implementation of its foreign policy. This requires abilities of a special type—temperamental and otherwise. The negotiating functions are performed by the senior officials in the higher hierarchy of the service at the headquarters, but in the establishments abroad the more junior officials may also be closely associated with such work. An equally important function performed by foreign service officers when they serve abroad relates to reporting. Reporting requires specialized skills, for it involves a good knowledge of local

conditions, power of analysis, ability to discriminate between the more and the less important, capacity for expression etc. The negotiating and reporting functions may relate to political, consular, economic, commercial, cultural, military, scientific or other similar matters.

The political and consular functions of the foreign service are related to the performance of the political and consular responsibilities of the Ministry. At the headquarters, the political responsibilities involve work in one of the territorial or specialized divisions in the Ministry: examining reports from missions and posts abroad, advising the Minister on possible courses of action, sending directions and instructions to the missions and posts and, at the higher levels, negotiating with representatives from foreign countries. At the missions and posts these functions involve reporting, advising and negotiating on political matters with a view to promote the foreign policy of the government. The consular responsibilities of the foreign service officer involve him in work relating to the business, property or other similar interests of Indians in foreign countries and to the issue of passports and visa. These bring him into contact with the local Indian community, other Indians visiting the foreign country for business, study or commercial purposes, local officials with whom he may negotiate on matters of Indian interests and other local citizens having commercial or other interests in or with India. The political and consular interests are the most commonly understood functions of the foreign service in any country.
A very important addition to the functions of the foreign service after its inception has been that of publicity. The responsibility for India's external publicity had at first been of the Ministry of Information and Broadcasting. This was in continuation of the practice of the war years. The system did not work well and there were, often, considerable criticisms in the legislature and outside about its inefficiency. (12) External publicity is so closely related to external policy, but under this system two different agencies existed to perform the functions of external policy and external publicity. Obviously, the provisions for co-ordination between the two agencies were not very satisfactory. The Prime Minister stated in the legislature that he thought it would be better if the External Affairs Ministry had a greater part in the organization of external publicity than in the past. (13) Soon afterwards, in 1948, it was decided to hand over the function of external publicity to the External Affairs Ministry itself. Under this scheme, the personnel engaged in external publicity work in the Information Ministry were transferred to the External Affairs Ministry. They were organized into the Information Services of India, which was structurally independent of the Indian Foreign Service. The function of information and external publicity was thus still considered outside the scope of the foreign service.

(12) For example see, Constituent Assembly of India (Legislative) Debates, 3 (1948) 2178-88.
(13) Ibid., 2191.
The system did not work satisfactorily and in 1958 it was decided to integrate the Information Service with the foreign service. (14) The function of external publicity thus became part of the regular functions of the foreign service. A similar step had been taken in Britain also in 1946, when the overseas Information Services were absorbed into the Foreign Service. (15) In 1958, it was also decided to hand over to the External Publicity Division certain additional duties relating to external publicity. These related to the external broadcasts from the All India Radio, looking after the foreign press correspondents, press delegations and press personalities from abroad and publicising the activities of the Ministry in the Indian and foreign press. The office of the Director, Press Relations came into existence in this context. (16) Complaints had existed in the past regarding the lack of facilities in these respects, particularly for the representatives of foreign press in India. With the handing over of these additional duties, the entire scope of publicity - internal as well as external - relating to foreign affairs may be said to have come under the scope of the foreign service.

A similar addition to the functions of the foreign service after its inception was that of commercial diplomatic relations. In Britain, a separate Commercial Diplomatic Service


Details of the scheme of integration of the two services are discussed in the following section. A similar scheme had been

(15) For details see Strang and others, n. 7, 67.

used to perform these functions earlier, but the Eden Reforms of 1943 did away with this distinction between the regular foreign service and the Commercial Diplomatic Service and provided for the amalgamation of the Commercial Diplomatic Service with the Foreign Office and Diplomatic Service and the Consular Service. (17) The new amalgamated service, it was hoped, would be "better able not merely to represent the interests of the nation as a whole, but also to deal with the whole range of international affairs, political, social and economic, and so constitute an adequate instrument for the maintenance of good relations and mutual understanding between the United Kingdom and other countries." (18) At the time of the formation of the Indian Foreign Service it was vaguely realized that ultimately commercial relations would also form part of its work. But till 1951, the commercial sections abroad used to be independent of the diplomatic missions. Even though this incongruity of diplomatic representation was abolished and the commercial sections were organized as part of the missions abroad, they continued to be staffed, particularly at the lower level, by personnel from the Ministry of Commerce and Industry. It was only after the organization of the Indian Foreign Service (B) that it was accepted in general practice that they should be staffed entirely, or nearly so, by the foreign service. At present, excepting for a few, all persons working in the

(17) Strang and others, n. 7, 66-8, 109-10.

commercial sections abroad are members of the foreign service. The consular establishments abroad also do commercial work and these are manned entirely by foreign service personnel. It has thus been accepted finally that commercial diplomatic work should form an essential and, in the present circumstances, a very significant part of the functions of the foreign service. That the principle has not been wholly incorporated into the practice of the Ministries of Commerce and Industry and of External Affairs is, however, evident from the 1960-61 Report of the Estimates Committee. The Committee said inter alia,

... the present conditions may justify commercial matters being the special responsibility of the Ministry of Commerce. But eventually it may be desirable to have an integrated foreign service to look after economic, commercial and political matters. (19)

A good part of the time of the foreign service officials is spent in the administration of the service itself and the establishments at home and abroad manned by it. Considering the fact that the primary functions of the service are diplomatic in the political, commercial, publicity, economic or other spheres, by general impression, a fantastic quantity of time, money and energy is spent regularly on the routine work for the maintenance of the service itself. The foreign service is a self-contained organization and, as is inevitable in any large-scale organization, it is natural if the foreign service

should have a good deal of house-keeping work to perform. The Administration Division at the headquarters of the Ministry is primarily responsible for them. There are also corresponding sections in the establishments abroad. But, routine administrative work relating to finance, personnel, accounts etc. occupy a good deal of the time and attention of every official in the service irrespective of the fact he is or not working in these special units for administrative work at home or abroad.

Social and representational duties are also an important part of the work of the members of the service. This is particularly true of its senior members, and especially when they are serving abroad. Heads of missions are given special entertainment and representational allowances and grants for the purpose. (20) Good personal relations are of great importance in diplomatic work. Members of the foreign service lead, therefore, an active social life which, at times, can be very tiring, but which is, nonetheless, unavoidable.

The function of the foreign service are thus the functions of the Ministry and its field establishments. These may relate to political, economic, commercial, publicity, cultural and other matters. The performance of these various functions requires different kinds of skills. The problem of personnel in the Ministry is, therefore, to organize a foreign service which assures the most satisfactory execution of these various functions by its members. The structure of the foreign service, the methods of recruitment and training of its personnel and their conditions of service are, or should be, directed towards the realization of this purpose.

(20) These are discussed in section IV below.
III

Structure

The foreign service of India, the Prime Minister said, is "an inclusive service, containing in its ranks almost every person who represents India in any official or government capacity." (21) It includes the permanent officials in the Ministry of External Affairs who are constituted in the Indian Foreign Service I.F.S. and the Indian Foreign Service (B) I.F.S.(B); the specialists serving in the missions and posts abroad who are drawn from the home services; the non-officials who are appointed for short tenure on specific diplomatic assignments as heads of missions; and the Indian and foreign nationals appointed in the missions and posts for service in them. This means, according to the Prime Minister, that the foreign service is a diplomatic and consular service and includes trade representatives even when they deal directly with the Commerce Department. It is a general service which would deal with separate departments to facilitate work. (22) But the real hard core of the service is the IFS and IFS (B).

The Indian Foreign Service is part of the public services of India. The entire public service in India may be broadly classified under three groups: the All India Services serving both the Union and State Governments; the Central Services

(21) Jawaharlal Nehru, Constituent Assembly of India (Legislative) Debates, 3 (1947) 1926.

(22) Ibid.
serving the Union Government exclusively; and the State Services serving each State exclusively. (23) The Indian Foreign Service is a Central Service. It serves only the Central Government, as foreign affairs is a matter under the exclusive legislative and executive competence of the Union.

The Constitution requires parliamentary enactment only when an All India Service is to be constituted. (24) The Central and State Governments have the right to form their own civil services. The Indian Foreign Service was, therefore,

(23) There are at present two All India Services - the Indian Administrative Service and the Indian Police Service. There are also proposals to create more All India Services like the All India Engineers' Service, the All India Medical Service, the All India Forest Service, and, possibly, the All India Education Service.

There are at present twelve Central Services. These are:

Class I - Indian Foreign Service
Indian Audit and Accounts Service
Indian Defence Accounts Service
Indian Railway Accounts Service
Indian Customs and Excise Service
Indian Income Tax Service
Indian Post and Telegraph Service
Indian Military Lands and Cantonment Service
Transportation (Traffic) and Commercial Department of the Superior Revenue Establishment of Indian Railways.

Class II - Central Secretariat Service - Grade III
Railway Board Secretariat Service - Grade III
Customs Appraisers' Service.

There are also proposals to create more Central Services like the Central Economic Service, the Central Information Service and the Central Education Service (if the All India Education Service scheme does not materialize.)

Each State is entitled to establish state services. They are, therefore, very numerous.

(24) Article 312 (1)
constituted by the Government of India under the exercise of this right. In fact, there was not even a formal notification by the Government regarding the constitution of the service. It came into existence when a Gazette notification appeared that such and such persons had been appointed to the Indian Foreign Service on probation. (25)

The permanent foreign service consists of the Indian Foreign Service and Indian Foreign Service (B). Unlike the British Foreign Service, they are not integrated into a single service. But under the present arrangements, the interrelationship between the two branches is more or less similar to that among the four branches of the British Foreign Service. (26) I.F.S. may be said to correspond to Branch A of the British foreign service and I.F.S. (B) to Branches B and C. But, while in Britain the chancery messengers, nightguards, office keepers


The British Foreign Service is also similarly constituted by executive action. Foreign Services in certain other countries like USA were however established by legislative enactments.

(26) The British Foreign Service is organized in four branches - A, B, C and D. Branch A corresponds roughly to the Administrative class of the Home Civil Service; Branch B to the Executive and Clerical classes; Branch C consists of short-hand typists and typists; Branch D consists of overseas established personnel of what are known as 'the messengeral grades - chancery messengers, office keepers, night guards and the like. For more details see Strang and Others, n. 7, Chapter III, 51-7.
etc. serving in the Foreign Office and the missions and posts are organized into Branch D no corresponding step has yet been taken in India.

As in the case of the different branches of the British Foreign Service, I.F.S. and I.F.S. (B) are also subdivided into different grades. I.F.S. is divided into seven grades - Grades I to V, the Senior Scale and the Junior Scale. (27) I.F.S. (B) is also similarly divided into six grades. Besides, there are also two sub-cadres of the Stenographers and the Cypher assistants. (28) There are a fixed number of posts in each grade to which appointments are made from the lower grade when vacancies arise. (29) Usually, promotion is by seniority; the posts in Grades I to V of IFS and of Grades I and II of IFS (B) are, however, regarded as selection posts. This means that appointments to these grades are made on the basis of merit. Seniority alone will not be considered to constitute a claim for promotion to these grades. But, in real practice, seniority is still the predominant factor governing the selection posts also. Within IFS and IFS (B) the various grades are arranged in hierarchical order - Grade I being senior to Grade II; Grade II being senior to Grade III etc.

(27) See Appendix XVII-A: Grades, Posts and salary scales of the Indian Foreign Service.

(28) See Appendix XVII-B: Grades, Posts and salary scales of the Indian Foreign Service (B).

(29) See Appendix XX-A and B: Statements showing the actual strength and the permanent sanctioned strength of IFS and IFS (B).
IFS is senior as a service to IFS (B), but the arrangement of all the grades in the two services is not wholly hierarchical. The junior grades of IFS and the senior grades of IFS (B) run more or less parallel part of the way. Grades I and II of IFS (B) are parallel to the junior scale and part of the senior scale of IFS. In salary scale and in the nature of posts to which the personnel are appointed there is some kind of rough parity between the different grades in the two services. A Grade II officer of IFS (B) begins on a monthly salary of Rs. 350/-, while an officer in the junior scale of IFS begins on Rs. 400/-. The salary scale of a Grade I officer in IFS (B) is Rs. 900-1200, which is, part of the way, the same as that of an officer in the IFS senior scale. The practice is the same as in Britain where also the arrangement of all the grades in the different branches is not completely hierarchical. But the distinction between IFS and IFS (B) in salary scales is much greater than between corresponding grades in Britain. For example it may be noticed that the first six grades in Branch B are more or less parallel to the last four grades in Branch A of the British Foreign Service while in India this is applicable to the first three grades of IFS (B) and the last two grades of IFS. (30) Persons belonging to the highest grade of IFS (B) may occupy positions, at headquarters and in the missions and posts, higher than

(30) See Appendix XVII-A, B and C.
those occupied by members in the junior scale and similar to
those occupied by the relatively junior members in the senior
scale of the IFS. They may be appointed as Under Secretaries
at the headquarters and as Secretaries and Consuls in the
missions and posts abroad. But, usually, they are more often
appointed to administrative posts while members of the higher
service are sent to the 'political' posts. In Britain also,
with important exceptions, Branch A exists mainly to cope with
the conduct of relations with the outside world, and Branch B
mainly to manage the ancillary services. (31)

In the organization of the foreign service, India has
been able to profit considerably from the experience of other
countries, particularly Britain. The present-day British
Foreign Service is an integrated service consisting of men
performing consular, diplomatic, commercial, economic or
publicity activities. They also serve at the headquarters and
in the missions and posts abroad. But till a few decades back
there were five separate services to perform these different
functions: the Foreign Office, the Diplomatic Service, the
Consular Service, the Commercial Diplomatic Service and the
Overseas Information Service. Of these, the Foreign Office
and the Diplomatic Service were amalgamated shortly after
World War I into the Foreign Office and Diplomatic Service.
Under a series of proposals enunciated in the White Paper of
January, 1943 entitled 'Proposals for the Reform of the Foreign

(31) Strang and others, n. 7, 54.
Service, the Commercial Diplomatic Service and the Consular Service were also amalgamated with the Foreign Office and Diplomatic Service. (32) This process was completed in 1946 when the Overseas Information Services were taken over from the Ministry of Information and amalgamated with the Foreign Service. (33) The British Foreign Service has thus come to be an integrated service, with a complete and self-contained organization and capable of performing the numerous functions which it is called upon to do. A similar tendency to build up an integrated service is seen in the case of other countries also. (34)

In India, from the very beginning the principle had been accepted that the entire personnel of the foreign service would be liable to serve both at home and abroad. In other words, provisions existed for the rotation of personnel between the headquarters and the missions and posts. The liability to service abroad is made known to candidates even when applying

(33) For more details, see Strang and others, n. 7, 66-8.
(34) For example, in U.S.A., the Rogers Act of 24 May 1924, among other things, combined the diplomatic and consular services. The distinction between State Department and the overseas diplomatic and consular services was, however, retained. The Foreign Service Act of 1946 failed to abolish this distinction, but under the Wriston Program of 1955-57 the distinction was done away with.
for recruitment to the service. (35) This is different from the case of other services, the personnel of which are normally required to serve only within the borders of this country. But a foreign service officer may spend the major part of his official career outside India. No distinction between personnel serving at home and abroad is maintained in the Indian Foreign Service.

The idea of an integrated service has also been sought to be realized with regard to functions. The Ministry has tried to avoid "some of the shortcomings attendant on too sharp a division between different groups and categories of officials dealing with different aspects of external policy." Having started with the advantage of a virtually clean slate, through a series of measures, efforts have been made to create "an integrated Service to handle diplomatic, commercial and consular work abroad and to man the policy-making posts at home." (36) To a large extent, this has been achieved during the course of the last few years. Members of the foreign service were from the very beginning handling both diplomatic and consular work. Later, commercial and publicity functions were also added on to the responsibilities of the foreign service. These important steps towards creating a

(35) It is notified in the rules for recruitment that "an officer belonging to the Indian Foreign Service will be liable to serve anywhere inside or outside India."

Ministry of Home Affairs, Rules No. 20/22/60-IAS(I), Appendix IV. See, Union Public Service Commission (India), Pamphlet for Indian Administrative Service etc. Examination, 1961 (New Delhi, 1962) 10.

(36) Dayal, n. 25, 275.
functionally integrated service, as exists in Britain and other countries. But the integration of these functions with those of the foreign service has not been fully accomplished in the service structure also of IFS and IFS (B). For example, the announcement regarding the integration of the Information Service of India (I.S.I.) with the foreign service came in 1958. The scheme provided for the grant of long-term contracts (up to the age of superannuation) to some of the existing personnel in the I.S.I. cadre. In other cases, they were given five year contracts. It was also announced that members of the cadre considered suitable for promotion would be absorbed into the Indian Foreign Service. No further recruitment was also to be made to the ISI from the open market. Vacancies were to be filled, to the extent of 50 per cent, by promotion from the junior grade and the remaining 50 per cent were to be carried over to the senior scale of IFS. Regular IFS officers were also to be appointed to these posts. (37) In practice, however, the scheme has not been fully implemented so far. (38) The number of persons absorbed into IFS till 1961 was only five—three in 1958 and two in 1961. The resistance, it was pointed out by many officials in the cadre to the writer, came from the permanent officials in the Ministry who were afraid that their interests would suffer on account of the lateral entry of these officials into the permanent cadre. According

(38) See, Chanchal Sarkar, Hindustan Times (New Delhi) 28 July 1960.
to them, the scheme had been first announced on the initiative of the Prime Minister, but was never followed up by the Ministry in implementation. Whatever the reasons be, the fact remains that this has led to some disappointment and frustration among the ISI personnel. This is liable to weaken, to that extent, the quality of their work and the \textit{esprit de corps} in the service. This, then, is an important respect in which the conception of an integrated service has yet to be carried forward.

The announcement in 1952 regarding the creation of Indian Foreign Service (B) was a further step towards the creation of an integrated foreign service. This step was felt necessary at the time of the general re-organization of the Central Secretariat Services in 1952. Till this time each Ministry had its own separate service for the subordinate ranks. The Ministry of External Affairs had taken over the staff of the old pre-1947 Department of External Affairs and Commonwealth Relations, but they were not trained for service abroad.\footnote{See Report on the Reorganisation of the Central Secretariat (Tottenham Report) 1946 (New Delhi, 1946); and Ministry of Finance, Report of the Central (First) Pay Commission 1946 (New Delhi, 1946).} Under these reorganization proposals of the Central Secretariat Services the entire junior and clerical staff of the Central Secretariat was to be amalgamated and brought under three Services - the Central Secretariat Service, the Central Secretariat Stenographers' Service and the Central Secretariat Clerical Service. Transfers and promotions within
each of these service were to be on an all-Ministry basis. (40) The External Affairs Ministry was faced with certain problems of personnel under these arrangements. As transfers and postings were on an all-Ministry basis, the External Affairs Ministry found that experienced members on its staff were liable to be transferred or promoted to other Ministries and to be replaced by persons from other Ministries, but inexperienced in foreign work. Moreover, not all the persons appointed to the Ministry could be expected to be suitable for service abroad. There was always the possibility that persons who proved themselves to be good might be transferred to other Ministries on their return. There was also the problem of filling posts in unpopular stations abroad, as members of the general services were in a position to decline to serve abroad. It was in this context that the Government decided to organize the Indian Foreign Service (B) to man the junior and clerical posts in the Ministry of External Affairs and its missions and posts abroad. Government sanction to the creation of the new service came in 1952 itself, but its implementation took a considerably long time. The new Service came into existence only on 1 August 1956. (41) It was patterned on the model of the Central Secretariat Service. It was constituted into six grades of clerical assistants and junior exclusives and the Stenographers and Cypher sub-cadres. (42) Like the I.F.S. the

(42) See Appendix XVII-B.
new service was also constituted to man posts both at home and abroad. The creation of the new service was considered to be a "major step ... towards achieving a long cherished objective, namely, complete control by the Ministry of External Affairs over all personnel manning Indian Diplomatic, Commercial and Consular posts abroad." (43) It paved the way, therefore, for a more integrated foreign service in the Government of India. A similar step had been adopted in Britain in 1943 under the Eden Reforms. It was thought that "the proposed reforms would be incomplete and perhaps ineffective if they did not extend to the subordinate ranks upon whom the efficient performance of the work of the Service must largely depend." (44) After outlining other arguments for the organization of the subordinate ranks in the Foreign Office and the overseas missions into a single service, the White Paper stated,

Finally, the fact that essential services in the Foreign Office are not part of the Foreign Service creates an artificial division between the various branches of the Service, and between home and foreign posts, which restricts free interchange of personnel and hampers efficiency and the development of that esprit de corps which must exist in any healthy organisation. (45)

But, here again, the reforms do not seem to have gone sufficiently far. This becomes evident on a comparison with corresponding provisions in Britain. The British Foreign

(44) Cmd. 6420, n. 18, para 8.
(45) Ibid.
Service is a single service, though divided into the four branches. But, in India, the IFS and IFS (B) function as two separate services. The degree of vertical mobility of personnel between the different branches in the British Foreign Service is much greater than between IFS and IFS (B) in India. (46) The differences in salary scales and status between IFS and IFS (B) are much greater than between the corresponding branches in the British Foreign Service. (47) These naturally lead to a weakening of the *esprit de corps* which, as the British White Paper of January 1943, pointed out should exist in any healthy organization. (48) The failure to integrate the last grade personnel into the structure of the foreign service as has been done in Britain (Branch D) is also a further weakness in the organization of an integrated foreign service in India.

The Indian Foreign Service also seeks to be a self-contained organization. This has been progressively sought to be realized by organizing the foreign service independent of the rest of the civil service at the higher and lower levels, by expanding the scope of its functions and by developing within the service itself specialized skills for publicity, commercial diplomacy etc. Moreover, the personnel of the foreign service are now assured of conditions of service by which they may pursue their full career within its organization.

(46) This point is examined in the succeeding section on the conditions of service.

(47) This point was examined earlier.

(48) See footnote 45 above.
Finally, it is also assured of its independence by the present provisions for the administration of the service by itself. It has its fixed cadre strength with provisions for training and leave reserves. It is governed by its own service rules. These measures have come to assure a good deal of independence and autonomy in the working of the foreign service.

These arrangements have no doubt their advantages. As one of the functional special services in the Government of India the foreign service must be provided with a self-contained organization if it is to function effectively. In the case of other civil services, the Ministry of Home Affairs is made responsible for their administration and management, a function which is performed by the Treasury in Great Britain. (49) In Britain also, the foreign service is independent of Treasury administration and is administered by itself. Sir Warren Fisher as Permanent Under-Secretary in the Treasury and head of the civil service sought, with some success for a time, to interfere in the administration of the foreign service even with regard to such matters as appointments to the missions and posts, but the principle of a self-contained organization for the foreign service has now come to be fully established in Britain.

There are, however, certain dangers inherent in this arrangement. The most important is that it might lead to a sense of separateness in the service. With the distinction

(49) For details see Asok Chanda, Indian Administration (London, 1958) 213-14.
between foreign affairs and domestic affairs thinning out, there is at present the vital need to have a co-ordinated outlook in all the services in the government in relation to internal and international questions. Referring to the possible dangers in the organization of the British Foreign Service by the creation of a personnel department in the Foreign Office and the provisions for the independent inspection of the establishments abroad by its own Foreign Service Inspectorate, Mr. H. R. G. Greaves says

Such a reform is an undoubted improvement in itself; but clearly this department will prove to be a powerful authority, and, in the absence of a parallel strengthening of the central machinery of government departments it will accentuate the independence and separatism of this branch of the public service. That separateness, with the consequent inbreeding and lack of contact or interchange with the rest of the Civil Service, was always a cause of weakness in the Foreign Service and a subject of criticism. The exceptionally strong influence of the high officials of the Foreign Office has only too often prevented the infusion of new blood from other departments in the past; it is now reinforced at the expense of one of the essential principles of civil service organization - namely its integration. (50)

Greaves points out that it is one of the basic principles of good organization that "no organisation will retain its efficiency unless it is subjected to outside criticism, checks and supervision; and the necessity must therefore be met by the submission of functional special services \((\text{like the foreign service})\) to the control of a central machinery of government

department, which is expert in the organisational and establishment matters." (51) His conclusion is that there should be "the integration of public services as a single public service in which, with all differences peculiar to its several branches, similar standards are maintained, similar principles are applied, and the greatest interchangeability is ensured so that as far as possible aptitude is fitted to duties and justice to the individual public servant combines with the most efficient service of the public." (52)

It is quite easy to agree with the principle behind the argument for a single public service based on the principles of 'unity in diversity,' where each branch retains its identity without being separate from the whole. Governmental functions have in modern times come to assume a unity of character which has necessarily to be reflected in the organization of the public services. But still, there can be disagreement on the desirability of creating a single public service, consisting of all branches that it would impair the efficient performance of the specialized tasks for which specialized knowledge and experience are essential. The foreign service of India has been passing through the necessary phase of discovering an identity of its own, without which the efficient performance of its specialized work would have been difficult. It is now to be ensured that this does not lead to a sense of separatism.

(51) Ibid.
(52) Ibid.
in the service which would impair the efficiency of its operation and the free exchange of knowledge, ideas and experience between the foreign and home services. A scheme of lateral entries into the foreign and civil services from each other is worth consideration in this respect. (53)

Apart from the two career services, IFS and IFS (B), there are also a few other categories of persons employed in the foreign service, usually on a contract basis for fixed periods. These include the twenty-five posts of heads of missions which are, at present, reserved for non-officials. (54)

The percentage of non-officials in the service has steadily been on the decline, for while the number of non-officials has remained steady at twenty-five since 1955, the total number of posts of heads of missions has been progressively on the increase on account of the expansion of diplomatic representation. These non-officials are chosen from public life, the liberal professions, the business community etc. They are appointed for fixed periods, usually three years. But such appointments are extensible indefinitely. Instances are not rare of non-officials serving in the Ministry for long periods, mostly on

(53) On an experimental basis it has recently been decided to depute three IFS officers to the districts in the home service and to take in three IAS officers into the External Affairs Ministry for short terms. It is proposed to regularise this scheme if it is found successful.

diplomatic assignments abroad. (55)

There are also besides certain officials who work in the Ministry on a more or less regular basis, but are not incorporated into its permanent cadre. The Director of the Historical Division in the Ministry, for example, is not a member of the IFS, though his post is placed on Grade V of IFS and the same person may serve the Ministry indefinitely. (56) A few others also serve as Officers on Special Duty at the headquarters of the Ministry in the various divisions. The research staff and the law officers employed in the Historical Division, the Legal and Treaties Division, and the Permanent Mission at UN are permanent employees of the Ministry, though they are not members of IFS or IFS (B). Such persons have been appointed to the service for their specialized knowledge or experience in certain fields which cannot be expected normally in the permanent service. Similar arrangements exist in the British Foreign Office also. (57) There can, however, be

(55) For example, N. Raghavan (1947-1962 as India's Consul General in Indonesia; Ambassador to Czechoslovakia, Belgium, Switzerland, China, Argentina and France), J. N. Khosla (1948- as Head of Consular Department in the London High Commission; Charge d'Affairs, Rome; Director, Historical Division; President, International Control and Supervision Commission, Laod; Ambassador to Czechoslovakia, Indonesia and Yugoslavia), Mrs. V. L. Pandit (1947-'51 and 1955-'62 as Ambassador/High Commissioner to U.S.S.R., U.S.A. and Britain); K. M. Panikkar (1948- '53 and 1956- '59 as India's Ambassador to China, Egypt and France) etc.

(56) For example, the present Director has been holding the post since 1954.

certain difficulties about the present arrangements, particularly about the permanent employees in the Ministry like the Research Officers and the Law Officers, unless they are offered reasonable opportunities for and prospects of a full career in their respective spheres within the Ministry itself.

Reference has also been made about the large number of persons in the employment of the Ministry in the External Publicity Division who have not yet been incorporated into the career foreign service. Under the scheme of re-organization announced in 1958 some of them are to be retained for varying terms on a contract and those who are found specially deserving are to be admitted to the permanent service. As noted earlier, the scheme has not yet been fully implemented.

A large number of foreign nationals, are also appointed to work in the missions and posts abroad. They perform clerical, messenagerial and other similar types of assistance. The nature of work given to them has necessarily to be of a non-confidential nature. For example, the information posts abroad make use of the services of such persons to a very considerable extent. The system of appointing local persons for non-confidential work is practised by all non-communist countries in their missions and posts abroad, particularly in

(58) This was discussed earlier in Section II of the present chapter and Section VII of Chapter Seven.
non-communist countries. (59) On account of the severe shortage of India-based personnel who know the local language well and due to considerations of foreign exchange and of economy in foreign allowance the dependence on the local personnel for such assistance is relatively high in the Indian missions and posts abroad. For example, in the London High Commission even very senior posts like that of Assistant Chief Accounting Officer and the Senior Executive Officer are filled by foreigners. Where Indians with adequate qualifications are available locally, they may be preferred for appointment. These persons are selected and appointed by the heads of missions. Their service conditions are fixed in relation to local conditions and on the recommendations of the heads of missions. Their appointments are always temporary. They remain in office during the pleasure of the heads of missions.

(59) Most communist countries with the notable exception of the People's Republic of China, also employ local personnel, but not for work in the chanceries.
Conditions of Service

Foreign service personnel have more opportunities to develop a sense of discontent than members of the home services as they live in a more rarefied atmosphere of 'good life' and are liable to compare their way of life not only with members of the home services but also of foreign service personnel from other countries with whom they are brought into constant contact in the course of their professional duties. A discontented personnel impair not only the efficiency of their work, but also invite risks of security. A foreign service in which dissatisfaction is prevalent will not also be able to attract good talents into it. Giving evidence before the Estimates Committee the Special Secretary in the External Affairs Ministry pointed out, in fact, that the unsatisfactory service conditions of the foreign service in certain respects were one of the reasons for a comparative disinclination among the successful candidates in the competitive examination to opt for it. (60)

Though the Indian Foreign Service (IFS) is a Central Service and the Indian Administrative Service (I.A.S.) is an All India Service, the two services have been equated so far with regard to the qualifications and methods of recruitment, pay-scales and other conditions of service. (61) A similar


(61) The qualifications for and methods of recruitment are discussed in the succeeding chapter.
equation is seen in the case of the Indian Foreign Service (B) \( \text{IFS (B)} \) and the Central Secretariat Service (CSS). In Britain, too, the general policy has been to equate the foreign service with the home service as far as conditions of service are concerned. In the British Foreign Service, Branch A roughly corresponds to the Administrative class of the Home Civil Service; Branch B to the Executive and Clerical Services; Branch C to the short-hand typists and typists; and Branch D to the 'messengerial grades.' (62)

(i) Scales of Pay: The similarity in conditions of service between the I.F.S. and the I.A.S. may be noted with regard to pay scales. The scales are the same. But, at later stages, differences in pay might come in individual cases due to differences in the opportunities for promotion in the two services. Similar provisions also exist about IFS (B) which is "patterned on the Central Secretariat Service." (63) But the similarity in structure between IFS (B) and the CSS is true only partly. The latter is divided into five grades - Grades I to IV and the Selection Grade. Grades I to IV of the IFS (B) and of the C.S.S. are similar. But the IFS (B) does not provide for a scale entirely corresponding to the selection grade of the CSS. The CSS selection grade is similar to the senior scale of the IFS/IAS. But provisions have now been made

(62) For details, see Strang and others, n. 7, 51.

for a limited number of the IFS (B) personnel to be directly appointed to the senior scale of the IFS. (64) The last two grades of clerical assistants in IFS (B) have no direct counterpart in the CSS. Such personnel in the Central Secretariat are organized separately.

The pay scales of the IFS (as revised in 1961) range from Rs. 400 to Rs. 3,000 per mensem (Rs. 4,000 in the case of those from the ICS) and of the IFS (B) from Rs. 110 to Rs. 1,200. These are exclusive of the foreign allowance and other allowances which members of the service are entitled to draw under certain circumstances. (65) All posts borne on the cadre of the services are in the two time scales or in one of the grades as laid down below:

**Indian Foreign Service (66)**

1. Junior Scale - Rs. 400-400-500-400-700-E.B.-30-1600.
2. Senior Scale - Rs. 900 (6th year or under)-50-1300-1300-60-1600-100/2-1800.
4. Grade IV - Rs. 2250.
5. Grade III - Rs. 2500.
6. Grade II - Rs. 2750.
7. Grade I - Rs. 3000.

(64) Rule 13 (2), The Indian Foreign Service (Recruitment, Cadre, Seniority and Promotion) Rules, 1961 (Hereafter cited as R.C.S.P. rules), The Gazette of India, 51 (23 December 1961) 1838-42.

This question is examined further below.

(65) The nature and rates of various allowances are discussed below.


See also Appendix XVII-A.
Indian Foreign Service (B) (67)

1. Grade VI  -  110-3-131-4-155-EB-4-175-5-180.
2. Grade V   -  130-5-160-8-200-EB-8-256-EB-8-280

Different pay scales exist for the stenographers' and the cypher sub-cadres and the Indian Information Service. (68)

The pay scales of the IFS is, as noted earlier, the same as that of the IAS. The IFS and the IAS have pay-scales higher than that of any administrative service in India.

(ii) **Foreign Allowances:** An important difference in the conditions of service between the foreign service and the home services relates to the requirement of the members of the former to serve anywhere inside or outside India, while members of the latter are ordinarily required to serve only within the country.

In fact, the foreign service personnel normally spend a greater part of their time in service outside the country than within.

This naturally puts some difficulties of higher cost of living and other expenditure, education of children, living apart from the family etc. on the foreign service personnel.

It is in compensation that the foreign service personnel and others on deputation from other services to the foreign service and serving abroad are entitled to draw foreign allowances. (69) IFS officers serving abroad are also entitled

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(67) See also Appendix XVII-B.
(68) See Appendix XVII-B and XVII-C.
to receive an annual representational grant to cover the cost of representational expenditure. (70) In assessing the rate of foreign allowance and representational grant, the following items *inter alia* are taken into consideration.

(a) Local cost of living;

(b) other expenditure which an officer serving abroad necessarily incurs either at home or abroad, over and above that of an officer of corresponding grade serving in India; and

(c) representational expenditure, i.e., expenditure which while optional for a private individual, is obligatory for a member of the Service resident abroad by virtue of his official position. (71)

The foreign allowance covers, therefore, the difference in the cost of living in India and the station of posting abroad, and certain other items of expenditure which a foreign service officer is liable to incur while serving abroad. The representational grant is estimated on the basis of "the amount of expenditure which is normally incurred by officers of diplomatic status on official entertainment given in the course of the performance of their official duties." (72) The rates of foreign allowances vary from place to place depending on


See also XXII-A. Note explaining how the representational grant and foreign allowance are worked out.

the cost of living in the particular area and other factors. It also varies with the grade of the officer concerned. (73)

It was in order to fix the rates of foreign allowance for each station that the Foreign Service Inspectorate was first appointed in May 1954. (74) The Inspectorate visited the various missions and posts abroad to make on the spot enquiries about the conditions of service of the foreign service personnel and other related problems. Their recommendations were then submitted to the Ministry of External Affairs. These proposals were then discussed between the Ministries of Finance and of External Affairs and decisions on them were arrived at.

According to the Special Secretary in the External Affairs Ministry the proposals of the Inspectorate did not often find favour with the Finance Ministry. But according to the representative of the Finance Ministry, about 75% of the recommendations of the Inspectorate were accepted by them. (75) The Inspectorate visited all the missions and posts once and in some cases twice. On the basis of their recommendations the rates of foreign allowance and representational allowance for all the stations were fixed finally. (76) As it was now felt

(73) Appendix XXII-B gives the present rates of foreign allowance.

(74) The composition and working of the Inspectorate was discussed earlier in Chapter Five.


(76) See Appendix XXII-B: Statement showing rates of foreign allowance prescribed for the Indian Foreign Service personnel when posted abroad.

Upon the revision of the salary scales of IFS and IFS (B) in 1961 there has been some deduction in the rates of foreign allowance. The rate of deduction is indicated in Appendix IL-B.
that the main function of the Inspectorate was over it was decided in August 1959 to keep it in abeyance. A scheme of periodic review of the foreign allowance on the basis of quarterly statements on the cost of living from all missions abroad has now been adopted. The rate of allowance is to be changed if there is an increase or decrease of more than 10 per cent in the rates of cost of living. (77) A scheme of revising the present system of giving fixed representational grant to officers has also been taken up by the Ministry. Under the new scheme, these allowances are proposed to be given on the basis of actual cost within a ceiling for each station. This is to be the standard for all grades of officers of diplomatic status. (78) The total expenditure on account of the foreign allowances and representational grant comes, at present, to nearly two-thirds of the total expenditure on the pay of the officers and the establishment. (79)

(77) Evidence by the Special Secretary before the Estimates Committee, Minutes of Sittings relating to the Hundred and Thirty-Eighth Report, n. 60, page 32, para 9.

(78) Evidence by Deputy Secretary before Estimates Committee, Minutes of Sittings relating to the Hundred and Thirty-Eighth Report, n. 60, page 39, para 12.

(79) 1. Salaries

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<th>1960-61 (Revised estimates)</th>
<th>1961-62 (Estimates)</th>
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<tr>
<td>Pay of officers</td>
<td>50,59,400</td>
<td>52,17,000</td>
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<td>Pay of Establishment</td>
<td>117,53,000</td>
<td>1,18,73,700</td>
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<tr>
<td>Total</td>
<td>1,68,12,400</td>
<td>1,70,90,700</td>
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2. Foreign Allowances & Representation Grant: 1,06,56,500 1,09,47,400

How far adequate or satisfactory is this allowance?
The Secretary to the Ministry stated in his evidence before
the Estimates Committee that the foreign allowances given to
the Indian foreign service personnel were low compared to that
of the foreign service personnel of some important countries
in the world. (80) The representative of the Ministry told the
Estimates Committee that the U.K. rates of foreign allowances
varied from 375 to 140 per cent of the allowances given by India.
The other allowances were also higher. The pay scales in
Britain are, according to him, double that of the Indian.
Pakistan is said to have prescribed 75 to 85 per cent of the
British allowances in a particular station. This is higher than
the Indian rates. The total emoluments of a Japanese officer of
equivalent rank was also said to be roughly double. (81) At
the same time, different views were also expressed before the
Estimates Committee that the existing rates were by and large
adequate. (82)

K. M. Panikkar stated that the entertainment allowance
given to heads of missions was quite sufficient and that it was
'a very much exaggerated part of an Ambassador's functions.'
He suggested in fact a reduction of such entertainments. (83)

(80) Estimates Committee 1960-61, Hundred and Thirty-

(81) Estimates Committee 1960-61, Minutes of Sittings
relating to Hundred and Thirty-Eighth Report, n. 60, page 39,
para 11.

(82) Estimates Committee 1960-61, Hundred and Thirty-

(83) Ibid., page 12, para 9.
G. L. Mehta thought that the entertainment allowances were quite adequate and that in some ways they could even be termed "generous." (84) Without going into the merits of the question, the Estimates Committee pointed out, however, that "a comparison with a country like the U.K., with higher resources and standards cannot be very valid. Whether in India or abroad resources determine the scales." The Committee suggested that a comparative study of the saving by foreign office servants at home and abroad on the same lines as that of the Seventh Report from the Select Committee on Estimates, 1953-54 of the U.K. (85) It is relevant to note here that it was brought before the attention of the Estimates Committee that "some foreign service personnel resorted to huge remittances to India." But the Deputy Secretary of the Ministry pointed out that "the remittance, did not necessarily mean savings." (86) It is also to be noted that a number of stations, particularly in Asia and Africa, have a lower cost of living than in Delhi. (87)

(84) Ibid., page 29, para 22.


(86) Estimates Committee 1960-61, Minutes of Sittings relating to Hundred and Thirty-Eighth Report, n. 60, page 40, para 16.

(87) A recent survey by the U.N. regarding the cost of living for foreigners living on foreign incomes in some 26 of the world's major cities showed that New Delhi was the ninth costliest city among them in this respect. Pegging New York at 100 the comparative scale was as follows:-

...(contd. on next page)
Officers serving in these stations are also given foreign allowances. There have also been a few instances when officers were kept in stations abroad for much longer periods than they are entitled to under the rules. (88) Unless it can be demonstrated that all these officials were kept abroad for the sake of efficiency either of the two conclusions should be true - that it was on account of administrative inefficiency that this happened or that the officials who were kept on beyond the normal terms were themselves keen to remain so. In the latter case, it is not improbable that the additional allowances while serving abroad were an important attraction to them.

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<td>9.</td>
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<td>16.</td>
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<td>23.</td>
<td>The Hague</td>
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<td>24.</td>
<td>Rio-de Janeiro</td>
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<td>25.</td>
<td>Copenhagen</td>
<td>70</td>
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<td>26.</td>
<td>Cairo</td>
<td>62</td>
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The U.N. survey was based on the experience of its own civil servants and is therefore particularly applicable for comparison regarding foreign allowances.

(88) See Appendix XXIII: Statement showing the number of India-based persons serving abroad for five to ten years and beyond ten years.
(iii) **Other facilities and allowances:** Besides the allowances noted above, certain other amenities have also been granted to the foreign service personnel when they serve abroad. These include:

(i) Free furnished accommodation or house rent allowance in lieu thereof. (89)

(ii) A children's education allowance to help to meet the higher cost of education of children both in schools abroad or left in boarding schools in India. This is only admissible up to two children.

(iii) Children's holiday passage by air in respect of not more than two children receiving education in India, once a year during the long vacation.

(iv) Free passage for himself and his family during home leave, ordinarily once in two years.

(v) Medical assistance under the Assisted Medical Attendance Scheme under which the entire expenditure incurred on medical consultation fees and two-thirds of the expenditure incurred on the purchase of prescribed medicines, hospital bills and specialist consultations etc. is met by the Government. (90)

Other allowances like outfit allowance, travelling allowance, daily allowance, transfer grant, language allowance etc. are also payable to IFS personnel under specified

(89) PLCA Rules, n. 66, Chapter VI.

(90) Ibid., Chapter IV.
circumstances. (91) A foreign service officer belonging to Branch A is also eligible to draw a language allowance of Rs. 100 per mensem if his basic monthly pay does not exceed Rs. 1800, if he has mastered any foreign language besides the compulsory one and is serving in a country where the language is in current use. A list of thirty-three languages has been approved for this purpose by the Government. (92) All officers who have learnt an additional language, but are not eligible for the monthly language allowance are given in lieu of a lump sum award of Rs. 1,500. The language allowance is increased to Rs. 200 per mensem on their acquiring sufficient proficiency to act as interpreters. (93) The purpose of awarding language allowance is to encourage the study of foreign languages among the foreign service personnel.

Officers belonging to IFS are entitled to draw a special pay when appointed to hold certain posts at the headquarters. The amount varies between Rs. 300 per mensem (subject to the condition that the pay plus special pay does not exceed Rs. 2,000.) for Deputy Secretaries in the Senior Scale; Rs. 200 per mensem (subject to the maximum of Rs. 1,300 in total) for Under Secretaries in the senior scale or the junior scale; and Rs. 100 per mensem (subject to the condition that

(91) Ibid., Chapters V, VII, VIII, IX and XII. For other benefits see also Chapters XIII and XIV.
(92) See Appendix XXII-C for list of languages.
(93) The Indian Foreign Service Rules, 1954, n. 71, Chapter VIII.
a member of the service holds the post for a period not less than two months) for Attaches in the junior scale. (94)

(iv) **Promotions:** Provisions for promotion from a lower grade/scale to a higher grade/scale are available in both IFS and IFS (B). There are also besides provisions for Grade I officers of IFS (B) to be promoted and appointed to the senior scale of the IFS. Such provisions are the same as in Britain though there are differences on details.

Appointment to the junior scale are made on the basis of competitive examinations conducted by the Union Public Service Commission (U.P.S.C.) every year. (95) On appointment, they are placed at the bottom of the pay scale of the junior scale (Rs. 400 per mensem). Officers appointed by direct recruitment are put on probation for two years during which period they undergo training. The period of probation may be extended by the government if it is considered necessary. Under the rules, an officer who is found unsatisfactory during the period of probation or fails to satisfy during the training may be discharged. This is, however, an exceptional circumstance. On satisfactory completion of the probation the officer is confirmed in the service. (96)

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(94) See Appendix XVII-A.
(95) R.C.S.P. Rules, n. 64, Rule 14.
(96) Ibid., Chapter IV, Rule 16.
Appointment to the senior scale is only by promotion from either the junior scale of IFS or from Grade I of IFS (B) or the Information Service of India. Promotion from the lower scale/grade at this stage is on the basis of seniority-cum-fitness. (97) The inter se seniority of officers recruited in the same year is determined on the basis of their places in the merit list compiled by the UPSC. Otherwise, it is determined on the basis of their years of allotment to the service. (98)

The relevant rule regarding the appointment of officers from IFS (B) and the Indian Information Service to the senior scale of IFS is as follows:

Such number of posts in the senior scale of the Service as do not exceed ten per cent of the senior scale and higher posts in the cadre (excluding one half of the posts of Heads of Missions and Heads of Posts but including the leave reserve and the deputation reserve, if any) shall be filled in consultation with the Commission (i.e. the UPSC) by promotion on the basis of merit from among officers of Grade I of the Indian Foreign Service Branch 'B' who have completed at least three years of service in that grade, or officers of the Indian Information Service, who are not already members of the Indian Foreign Service Branch 'A' or Branch 'B' and have completed not less than six years in posts not lower than that of the posts of an Information Officer. (99)

As between such promotees and the direct recruits inter se seniority depends on the year of allotment or the date of

(97) Ibid., Rule 13 (3).

(98) The year of allotment is the year following the one in which the UPSC examination was held.

Ibid., Chapter III, Rules 15 (2) and (3).

(99) Ibid., Chapter II, Rule 13 (2).
above the senior scale are the Grades V to I. These are regarded as selection grades. Under the rules, promotions to these grades are made only from the next lower of grade/scale "by selection on merit." (101) There is, however, the exception to this rule that posts of heads of missions and heads of posts in countries where there are no heads of missions may be filled by the government at its discretion by appointment of members of the Service or of other persons. (102)

Every member of the IFS is assured of attaining a minimum salary of Rs. 1,800 per mensem, which is the maximum of the senior scale, on the completion of twenty-four years of service on the time scale. In reality, promotions take place much quicker and the maximum of the senior scale is reached much earlier. An officer belonging to the IFS may, under the present circumstances, expect to be promoted to the senior scale on completion of five years of service; to Grade V before the fifteenth year and to Grade IV within fifteen to twenty years. The rate of promotion in the IFS has been rather high, mainly on account of the facts that it is an young service and that it underwent quick and considerable expansion during these years. (103)

(100) See Ibid., Rules 15 (4) and (5).
(101) Ibid., Rule 12.
(102) Ibid., Rule 9.
(103) See Appendix XIX: Growth in strength of the Indian Foreign Service.
The rate of promotion within the IFS (B) is also likely to be rather high with the necessary expansion of the foreign service. But the provisions for the promotion of the IFS (B) personnel to the IFS are not as liberal as in the case of the British Foreign Service. After the Eden Reforms of 1943 there are three avenues of direct promotion to Branch A from the lower branches in the British Foreign Service. Firstly, the Civil Service Commission holds an annual competition for a number of posts in Branch A, limited to members of Branch B and Branch C between the ages of 25 and 30, who have done at least three years' service and are nominated by the Foreign Office. Secondly, there are provisions for the promotion of Branch B officers with about 15 to 20 years experience who are recommended by a Promotions Board to Grade 7 of Branch A. Third, on the recommendation of the Promotions Board, Branch B officers may be transferred to Grade 6 of Branch A in the still later stages of their career. Branch C personnel may similarly be promoted on the basis of merit and seniority to Branch A. (104) Thus officers in the junior branch get opportunities for promotion at three different stages of their career while in India this is restricted to one in the last years of his career in the service. The larger organization of the British Foreign Service also enables a large number to benefit from these provisions than in India.

(104) Strang and others, n. 7, 74-5.
At the higher levels, merit is supposed to be the primary factor for promotion. But yet, in practice, the determining factor is still that of seniority. This has its advantage in that it gives the members of the service a sense of security of advancement. It also possibly reduces the scope for the play of favouritism. It may also help to develop a feeling of forthrightness and independence in the members of the service in their relations with their superiors. But it has its disadvantage in that it weakens the spirit of competition among them to turn out better work. It was probably on account of this consideration that the government accepted the principle of merit as primary in making promotions, but this has yet to be realized in practice.

In order to make an adequate assessment of 'merit' of all foreign service personnel a confidential record of every employee is maintained in the External Affairs Ministry. (105) Officers at each level are to keep a proper watch on the work and conduct of those below and reports are entered on the basis of such assessment. Every report would contain references about general qualities such as integrity, intelligence, keenness, industry, tact, attitude to superiors and subordinates, relations with fellow employees etc. and a definite categorization or grading as 'Outstanding,' 'Very Good,' 'Good,' 'Average,' 'Poor' etc. Such reports are submitted by the Reporting Officer to his own immediate superior, who is called the Reviewing Officer.

(105) In the case of other services the Ministry of Home Affairs maintains these confidential records.
The Reviewing Officer also adds his own remarks on the work of the employee. This double check is intended to reduce the scope of the operation of subjective factors in making the assessments. Moreover, the employee is given chance to make statements about any adverse remark entered into the confidential register by the Reporting or Reviewing Officers. They are, then, examined by an officer superior to the Reviewing Officer. The confidential reports are made annually or whenever they are required. They are prepared in the special forms provided for the purpose. Adverse remarks are entered in only after efforts to rectify the defect in the officer by his superior officer have proved vain. In considering a person for promotion by merit such confidential reports are taken into count.

(v) Transfers and Postings: It was noted above that the formation of an integrated foreign service has made it possible for officers of both the IFS and the IFS (B) to be transferred between headquarters and the overseas establishments. There are no specific rules in this respect, and much would depend upon the exigencies of the situation. It is, however, generally regarded that a man is eligible for transfer to the Secretariat after spending two terms of two to three years each in establishments abroad.

This principle has not always been scrupulously followed. The Estimates Committee pointed out that it had been represented before it that "though the policy of the government
was to provide for periodic transfer from one Mission to another Mission after some time, some persons managed to be in certain stations for long periods." (106) The Committee added:

The Committee appreciate that certain senior officers like the First or Second Secretaries may have to be retained abroad for 5-6 years in the interests of work. But there does not seem to be any necessity to allow junior officers in Grades II and III of IFS (B) to remain away from Headquarters for long periods at a stretch which might come in the way of their brother officers in India being posted abroad. The Committee desire that Government may examine the matter and lay down a policy regarding rotation of staff to be pursued normally. (107)

The disadvantages in keeping the same persons beyond the normal duration of their term lie not only in that it comes in the way of the chances of others, as the Estimates Committee pointed out. The officer living abroad for long periods may

(106) The number of officers in the various grades who have been serving abroad for considerable periods

<table>
<thead>
<tr>
<th>Grade</th>
<th>Serving Abroad for the Last 5 to 10 Years</th>
<th>Serving Abroad for Beyond 10 Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>IFS (A)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grade I</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Grade II</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Grade III</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Grade IV</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Grade V</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Senior Scale</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>IFS (B)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grade I</td>
<td>8</td>
<td>1</td>
</tr>
<tr>
<td>Grade II</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Grade III</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>39</strong></td>
<td><strong>9</strong></td>
</tr>
</tbody>
</table>


also tend to lose a living contact with the developments in his own country and, to that extent, may be disabled to 'represent' his country properly.

There are undoubtedly difficulties in evolving a completely satisfactory formula for the transfer of persons from headquarters to stations abroad and back. One difficulty is that the number of posts available at headquarters and abroad are not the same. (108) In those grades where the number of posts at headquarters and abroad are equal, e.g.: the cypher Sub-cadre or Grade IV of IFS (B), the general principle is more easily applicable that every officer is normally given a home posting after every foreign posting; in other cases it is supposed to be determined in accordance with the availability of posts abroad in relation to the headquarters.

As a principle it would be greatly desirable if all officers belonging to the foreign service are given as far as possible equal opportunities to serve at home and abroad. This would enable a fair distribution of the privileges and difficulties of work in the service among all its members.

(108) **Number of posts available at Headquarters and abroad in certain grades of IFS (B)**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Headquarters</th>
<th>Abroad</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grade II/III</td>
<td>67</td>
<td>107</td>
</tr>
<tr>
<td>Grade IV</td>
<td>Approximately 460</td>
<td>equal 259</td>
</tr>
<tr>
<td>V/VI</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stenographers' Sub-Cadre (Grades I/II)</td>
<td>74</td>
<td>230</td>
</tr>
<tr>
<td>Cypher Sub-cadre</td>
<td>Approximately equal</td>
<td></td>
</tr>
</tbody>
</table>
It was seen earlier that the general tendency in foreign service in all countries has been towards an integrated service in which there is free rotation of its personnel from headquarters to field establishments and vice versa. This has also been recognized as a basic principle in the organization of the Indian Foreign Service. At the same time it is also not impossible that all the persons selected to the foreign service do not possess the necessary qualities which make a successful representative of a person when he is serving abroad. This could be particularly true of many IFS (B) personnel on account of the way in which recruitments to the service were made at the time of its inception: the large number of persons to be recruited, the little time available to the Selection Board to recruit this number, and also possibly the inadequate criteria employed in recruitment. (109) Nor has it been possible for the Ministry to give them any satisfactory course of training at all. The nature of responsibilities of an officer serving abroad and at the headquarters is different. In the former case, apart from other things, in his general conduct, bearing and work, he has also to bear the additional onus of his representative character. It would, therefore, seem desirable if greater care is shown in selecting people for service abroad - if necessary, by devising special methods of departmental selection - and in giving them intensive training before they are sent abroad. It might even be possible

(109) The method of initial recruitment to IFS (B) is discussed in Chapter Nine below.
to insist in course of time that only persons with the necessary language and other qualifications would be sent abroad, while the Ministry provides all the necessary facilities to all personnel for such study.

A general principle observed in making transfers and postings relates to the regional and language specialization of an officer. Every officer in the IFS is required to study at least one foreign language besides English. A good part of his period of training is spent in a country where the language is habitually spoken. His first posting as Third Secretary or Vice-Consul is also to a country in the area or region of his specialization. In the normal course, on his being posted to headquarters, he would also be working in the territorial division dealing with those countries or in some specialized division. He thus becomes an expert on this area within a few years. But such a stipulation has not been adopted in the case of IFS (B) personnel at present.

This specialization does not, however, mean that he is confined to work relating to this area throughout his official career. The emphasis on specialization is mainly in the lower grades of the service. As an officer acquires experience in service and is entrusted with some share of the 'policy-making' functions, he becomes again a 'generalist.' Yet, an officer is liable to spend a larger part of his years in work relating to his area of specialization than in others.

In making transfers and postings the principle of regional specialization is not always observed in practice. Instances are
When a person who is specialized in a particular language and area is put on work relating to another area. This has been done both at the headquarters and in the missions and posts abroad. This has been necessitated mainly on account of two factors - the sudden expansion of work in relation to area necessitating a larger staff than is available in the service (e.g. the creation of the China Division in 1960 or the sudden expansion of diplomatic representation in Africa) and the shortage of enough trained personnel in the service to provide always for all posts according to the principle of specialization. It is, however, possible to bring in some more systematization in this respect with a little more planning about staff requirements in the Ministry at the headquarters and in the field establishments.

With regard to transfers and postings, as was noted above, the missions and posts abroad have been classified into three categories, A, B and C, generally with reference to the cost and the conditions of living. (110) The system of categorization is with a view to rotate the officers from missions of one category to another. At the 'A' and 'B' types of missions which are considered the 'less hard,' the normal term of posting is three years, while in the 'C' type stations the period is only


See also Appendix XV: Statement of stations according to this categorization.
two years. (111) There have, however, been criticisms that this categorization has not been on the basis of political or regional considerations, but of climatic conditions only and that the principle of periodic transfer of persons has not always been observed in practice. (112) Such categorization, as noted in the earlier chapter, puts difficulties in the way of free utilization of foreign service personnel for service abroad.

(vi) Foreign Service Boards: The routine administration of the IFS and the IFS (B) is performed by certain departmental boards. The Foreign Service Board consists of the three Secretaries in the External Affairs Ministry — the Foreign, the Commonwealth and the Special Secretaries; the Secretary, Ministry of Commerce and Industry; and the Joint Secretary (Administration) as the member-Secretary. (113) It performs the routine administrative functions with regard to the IFS, Grade I of the IFS (B) and the Information Services of India. The functions of the Board are to advise the government on the following matters:

(1) Posting, transfers, and leave-cum-transfer other than those of Heads of Missions and Heads of Posts;

(11) all promotions in the Service up to Grade V;

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(111) This was discussed above in Chapter Seven. The difficulties and problems of these arrangements were discussed earlier in Chapter


(113) R.C.S.P. Rules, n. 64, Chapter I, Rule 4.
(iii) promotions to the Service from the Indian Foreign Service Branch 'B' and the Indian Information Services, in consultation with the Commission;

(iv) grant of diplomatic status to officers posted in Indian Missions and posts abroad, whether members of the Service or not;

(v) appointment of Charge d'Affairs, acting High Commissioners and acting Commissioners. (114)

The Foreign Service Board in India corresponds in functions to the Senior Promotions Board in the British Foreign Office. The Senior Promotions Board in Britain is under the chairmanship of the Permanent Under-Secretary and includes the Under-Secretaries, the Foreign Secretary's Private Secretary and one of the junior ministers. It forwards its recommendations to the Secretary of State who takes the final decision. (115)

The association of the junior minister and the Minister's Private Secretary with the Promotions Board has not been adopted in India, where it is strictly a Board constituted of officials.

The Union Public Service Commission is associated with the work of the Board in matters relating to the confirmation of officers.

In the case of the IFS (B) two boards are in existence for its routine administration. Transfers and postings of the

(114) In these rules, "Service" means Indian Foreign Service Branch 'A' and "Commission" means the Union Public Service Commission.

Ibid., Rule 5.

(115) Strang and others, n. 7, 153.

IFS (B) personnel, except those in Grade I, are decided by a Senior Establishment Board. It consists of the Joint Secretary (Administration), the Director, External Publicity, a Deputy Secretary and an Under Secretary of the Ministry of Commerce and Industry. The Deputy Secretary (Administration) in the Ministry of External Affairs acts as the Secretary of the Board. A Junior Establishment Board, consisting of three Deputy Secretaries, and an Under Secretary, with the Under Secretary (Foreign Service Personnel) acting as the Secretary of the Board, is also in existence with regard to the transfers and postings of the foreign service personnel in the junior grades of the IFS (B). Confirmation, promotion, extension of service etc. in the IFS (B) are considered by two Departmental Promotion Committees. The Senior Departmental Promotions Committee consists of three Joint Secretaries and a Deputy Secretary. The Junior Departmental Promotion Committee is constituted of three Deputy Secretaries and two Under Secretaries. (116)

The Economy Board was first constituted in April 1958 to deal with such matters as the scrutiny of all proposals regarding the creation of posts, continuance of temporary posts and the fixation of ceiling rentals of residences of officials in the missions/posts abroad. The Special Secretary was the chairman of the Board which consisted of three Joint Secretaries and the Deputy Financial Adviser and a Deputy Secretary as

secretary. (117) The Board was later reconstituted with the Joint Secretary (Administration) as chairman, two other Joint Secretaries and the Deputy Financial Adviser as members, and a Deputy Secretary in the Administration Division as the member-Secretary. (118) The Board meets very often, twice or thrice in a month. (119)

In 1958 a Welfare Officer of the rank of Under Secretary was appointed in the Ministry to look after welfare work in respect of the staff of the Ministry and their families. (120) A fund known as "Ministry of External Affairs Staff Benefit Fund" was set up in 1959 from which financial assistance could be given in deserving cases to members on the staff. There are also two Staff Councils in the Ministry. The Senior Staff Council consisting of the Joint Secretary (Administration) as chairman, representatives of various categories of staff (other than Class IV employees), the Deputy Secretaries in the Personnel Administration Division, the Welfare Officer and

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of meetings</th>
<th>Proposals considered</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1958-59</td>
<td>21</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1959-60</td>
<td>36</td>
<td>359</td>
<td></td>
</tr>
<tr>
<td>1960-61</td>
<td>29</td>
<td>265 till 31 December</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>1960</td>
<td></td>
</tr>
<tr>
<td>1961-62</td>
<td>38</td>
<td>227</td>
<td></td>
</tr>
</tbody>
</table>

other official members nominated for the purpose. The Junior Staff Council is presided over by the Deputy Secretary in charge of the Class IV employees, the Welfare Officer, the Under Secretary in charge of Class IV staff and Section Officers who deal with Class IV employees. (121) The Councils meet usually once every quarter or more often as required.

(vii) Retirement: The normal age of retirement of the officers of the foreign service is, as in the case of all other All India and Central Services, fifty-five. (122) This rule is not, however, applicable to the 'political' appointments or those government servants who have been re-employed as heads of missions abroad after retirement. Members on the permanent cadres of the foreign services are eligible for pension calculated according to the Liberalised Pension Rules, 1950. (123)

The recent reform in the British Foreign Service regarding provisions for terminating an officer's service before the normal retiring age of sixty is attained has no parallel provisions in the I.F.S. regulations in India. The

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(121) Ibid., 3.

(122) PLCA Rules, n. 66, Chapter XI, Rule 36 (1).

Following the declaration of emergency, the age of retirement of all Central Government employees was raised to fifty-eight in January 1963. In Britain, the age of retirement is normally sixty.

(123) Ibid., Rule 36 (2).
British provision came with the Eden Reforms of 1943. The White Paper containing the 'Proposals for the Reform of the Foreign Service' of January 1943 stated in this context,

Experience has shown that some men, who are entirely satisfactory in the early years of their service, either do not fulfil their promise or lose the qualities of initiative and energy which are necessary if they are to hold positions of greater responsibility. It is therefore essential that the Foreign Secretary should be able to terminate, by retirement or pension, the careers of men who, though they may have been excellent subordinates, are unsuited to fill the highest posts, ... It will be necessary to grant to such men, who have given many of the best years of their lives to the public service, pensions sufficient to keep them from poverty and to mark the fact that no disgrace is implied by their retirement. (124)

The importance of this reform is that it lessens 'the rigidity of the connexion between mere seniority and promotion by facilitating superannuation.' (125) Moreover, on grounds of humanitarianism also this provision is generous. Formerly in cases where a member of the service was not found to fulfil his early promise, only the harsh treatment of dismissing him outright or putting him en disponibilité in which case he remained in service, but without employment or pay alone remained. Under the present provisions the Foreign Secretary can retire him off before he reaches his full age, but with his full pensions. Moreover, there is also provision for a hearing before an impartial board. Some use has been made of this new possibility,

(124) Cmd. 6420, n. 18, para 9.

(125) Strang and others, n. 7, 75.
but there is also some resistance to its implementation, due to the sense of mutual loyalty within the service. (126)

(viii) Conduct Rules: With a few changes, the Civil Services (Conduct) Rules, 1955 are applicable to the members of the foreign service. (127) This includes prohibitions about taking part in political activities, violating the Indian Official Secrets Act, 1923, publishing books, articles etc. without being approved by the Ministry and receiving gifts by the officer or his family from foreigners without the prior sanction of the government. Some of these restrictions, especially publication of books and violation of the Official Secrets Act are applicable even after retirement from service.

The Conduct and Discipline Rules of the IFS also put restrictions on certain types of other activities of the foreign service personnel, like entering into certain types of financial transactions, contracting marriage or becoming involved in a matrimonial suits, accepting employment after retirement, permitting one's wife or near relatives or dependents to take up employment in foreign countries when they are serving abroad etc. For example, any member of the service who intends to marry a person other than of Indian nationality

(126) Earnest Davies, n. 115, 66-7.

is first required to get the permission of the government before the marriage. A woman member of the service cannot marry without prior sanction from the government. (128) Such rules of conduct and discipline are applicable to the foreign service personnel in other countries also. (129) They are intended to prevent the personnel of the service from behaving or engaging in any activity that would embarrass the government or impair their usefulness as members of the service or invite risks of security or bring any kind of discredit to the service. As Lord Strang points out, "In any working institution the conditions of service are of two main kinds: obligations and rewards." (130) The restrictions on the full freedom of activity of the members of the service are part of their obligations towards the service.

(128) Ibid., Rules 8 (1) and (2).
(129) For example, on the British Foreign Service see, Lord Strang and others, n. 7, 89-93.
(130) Ibid., 89.