Chapter Nine

FOREIGN SERVICE: RECRUITMENT AND TRAINING
The idea of a separate foreign service came to be entertained in New Delhi a few months before the transfer of power. Some schemes for its constitution were also drawn up at this time. (1) Soon after the formation of the Interim Government in September 1946 the decision to constitute the foreign service was taken. This immediately raised problems of recruitment and training of the personnel. The schemes for recruitment and training which had already been drawn up on a tentative basis under the previous administration were "revised and expanded in order to meet the new situation, and their implementation speeded up." (2)

The problem of recruitment is to ensure that the best necessary talents in the community are selected for appointment to the service. In order to ensure this, there must be a proper appreciation among the selectors of the basic


(2) Statement by Nehru at the Press Conference dated 26 September 1946. See The Indian Annual Register, ed. N. N. Mitra (Calcutta, July-December 1946) II, 252.
qualifications to be looked for in making selections. These qualifications are not merely academic which are not as difficult to fix as certain other more basic qualifications are, like character, ability, aptitude, etc. (3) It is also necessary to devise proper methods of detecting these qualities in a developed or potential form among the candidates. Selections must also be open to all possessing the requisite qualifications and interest, so that recruitment is from the whole community and without privilege and discrimination. It is also necessary to devise objective means by which a scientific assessment of these qualities in candidates can be made by the selectors, so that selection is fair and is not affected by subjective factors which may vitiate the criteria employed.

Some guidance in these respects was available from the previous experience in the country about recruitment of personnel to public services, particularly to its higher branches like the Indian Civil Service. (4) But these experiences had their

(3) Harold Nicolson has attempted to define the "moral and intellectual qualities which the idea diplomatist should possess" as (1) Truthfulness, (2) Precision, (3) Calm, (4) Good temper, (5) Patience, (6) Modesty, (7) Loyalty. But in listing them he also takes for granted, he says, other qualities like intelligence, knowledge, discernment, prudence, hospitality, charm, industry, courage and even tact. Harold Nicolson, Diplomacy (London, 1950) 104-27.

For a very interesting discussion on 'Some qualifications desirable in the members of the Foreign Service' see, Lord Strang and other members of the Foreign Service, The Foreign Office (London, 1955) Chapter XI.

(4) For details see N. C. Roy, The Civil Service in India (Calcutta, 1958) Chapter II.
limitations in view of the fact that the new recruitments were to be made to public services operating in the context of an administration with a philosophy different from that of the past. Moreover, the earlier methods of recruitment had been modelled for the requirements of public services functioning essentially in the domestic spheres, while the recruitments to the foreign service required a different approach in certain respects. The new methods of recruitment were, therefore, drawn up based partly on the experience within this country in the past and partly on the experience of other nations. They were then to be adapted to the special conditions of India and the special requirements of the foreign service.
II

Special Recruitment

The first recruitments to the Indian Foreign Service (IFS) were made on an emergency basis. The special recruitment was necessitated by the immediate need to expand the organization of the Department of External Affairs at home and of the missions and posts abroad. Explaining the needs and problems of special recruitment, Jawaharlal Nehru, Member for External Affairs and Commonwealth Relations in the Interim Government, said soon after his assumption of the charge:

It is a relatively simple matter to recruit young men to a service, train them and appoint them to junior posts from which they may gradually work their way up. But it is estimated that we shall require over three hundred persons to man posts from the top-most grade down to the lowest, while the number of Indian officials possessing the requisite experience is barely a sixth of that number. ... The period of India's separate representation abroad must begin with the best material available and care will be taken to ensure that persons in all walks of life who possess the requisite qualifications are able to offer themselves for selection. (5)

The scheme of special recruitment was drawn up and implemented in 1946-47. It related to the officer grade, constituting the Indian Foreign Service. Certain important stipulations were kept in mind in drawing up the schemes. It was to be from different age groups and the recruits were

(5) Statement at a press conference dated 26 September 1946. See The Indian Annual Register, n. 2, 252.
to be appointed to different grades in order to avoid blocs in promotion at a later stage. In making the selections, priority was to be given to people who could claim some sort of previous experience relating to foreign countries and international organizations and conferences. Selections were consequently made from three sources:

(i) existing services like the Indian Civil Service, Indian Account and Auditing Service, other Central Services and members of provincial services holding temporary posts in cadres of Central Services, Class I;

(ii) the Emergency Commissioned Officers of the Indian Armed Forces who had been recruited during the war time and had been, at the end of war, recommended by the Federal Public Service Commission for appointment to the Indian Civil Service and the Indian Political Service;

(iii) the liberal professions, business community and public life.

The methods of recruitment from these different sources varied. Selections were made from the first and second sources by a Departmental Committee consisting of the Secretary General,

(6) The Emergency Commissioned Officers had been recruited to the officer ranks of the Indian army during the war time. At the end of the war, the large majority of them were retrenched from the armed forces. Government had however decided on a scheme of recruiting some of the retrenched officers to the higher civil service - the I.C.S. and the Political Service - after interview by the Federal Public Service Commission. The F.P.S.C. had already selected a number of these officers for appointment to the civil services when the Interim Government was formed. The selected officers were re-interviewed for appointment to the foreign service.
Department of External Affairs; Secretary, Department of Commerce and other senior officials in the foreign department. Candidates were interviewed by this Committee. Fifteen officers were selected from among the Emergency Commissioned Officers and twenty-six from among the civil servants of the Centre and the Provinces, making a total of forty-one.

This number was still insufficient and, therefore, the third method of special recruitment was resorted to. This was from among the business community, the liberal professions and public life. Candidates were to possess a first class degree from any recognized University in India or abroad and were to be between the ages of twenty-five and forty-seven. They were preferably to have some previous experience of foreign travel or residence, or knowledge of some foreign language besides English.

It was, however, felt that the Federal Public Service Commission which was the normal board of recruitment of officers to the civil service would not be able to handle the job of selection by itself from among the thousands of candidates who had applied in response to the government advertisement. Besides the Federal Public Service Commission (F.P.S.C.), a special 'Selection Board' was, therefore, constituted for the purpose. But the F.P.S.C. was also associated with its work. The Special Board consisted of the Secretary General, Department of External Affairs; Secretary, Department of Commerce and Industry; President, Inter-University Board; and a member of
the F.P.S.C. The Special Selection Board was to be equal in every way to the Public Service Commission in this task. As the Deputy Minister for External Affairs described it in the legislature, it was "a special Public Service Commission constituted by Government." (7) The selections made by the Board were final and were not referred to the F.P.S.C. This process of special recruitment was over by 1949. Seventy-eight officers were selected by this process.

The total number of officers selected by special recruitment was thus hundred and nineteen. The selected officers were appointed on probation for one year. They underwent preliminary training for a very brief period of a few months which often varied between three to six months in the Ministry after which they were sent to posts abroad.

The creation of a separate service, the Indian Foreign Service (B) on 1 August 1956 to man the junior posts in the Ministry and the missions and posts abroad also led to the necessity of drawing up special schemes of recruitment for this service. In July 1956, rules for the initial constitution of the IFS (B) were issued. Under these rules all persons serving in the Ministries of External Affairs and of Commerce and Industry and the Indian missions and posts abroad could apply for appointment to the new service. A total of 3,244 applications were received for appointment to

the various grades. (8) Two departmental Selection Boards were set up - a Senior Selection Board for the two highest grades of the Service and a Junior Selection Board for the remaining grades. The Boards scrutinized the applications and invited a selected number of candidates for interview. Selections were made and their seniority determined on the basis of their age, previous experience in government service, age etc. A large number of vacancies in Grades I, II and IV of the General Cadre and Grade I of the Stenographers sub-cadre, however, remained vacant. Applications were further invited from a second field of selection - officers serving under other Ministries in the Government of India and the State Governments. The same procedure was adopted. A total of 4,014 applications were received in this connection. (9)

Selections for the initial constitution of the service went on for nearly three years and was over only by about the middle of 1959. A total of 7,258 applications had been received from both the fields of selection, of which 1,647 officers were actually interviewed. By March 1959, recruitment to the various grades of the new service was more or less over


(9) Ibid., 3.
and a total of 1,703 persons were appointed. (10) These included appointments to the General Cadre, Stenographers' Sub-Cadre and the Cypher Sub-Cadre.

In the case of both the IFS and IFS (B) the special recruitments did not actually provide throughout for very efficient methods of selection of personnel. In the case of the former, this was to a very large extent inevitable in view of the fact that everything had to be done in a hurry and that there was little experience available in the previous administration to cater to the needs of a foreign service. Of the recruits from the existing services a few were from the Indian Political Service who had some previous experience of foreign affairs and semi-diplomatic work. (11) A few persons from the Indian Civil Service had also some previous experience approximating diplomatic work. This was not, however, true of persons selected from the provincial services, many of whom

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(10) Recruitment to the various grades was as follows:

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<thead>
<tr>
<th>General Cadre</th>
<th>Stenographers' Sub-Cadre</th>
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<tr>
<td>Grade I</td>
<td>35</td>
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<tr>
<td>Grade II</td>
<td>84</td>
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<td>Grade III</td>
<td>128</td>
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<td>Grade IV</td>
<td>461</td>
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<td>Grade V</td>
<td>143</td>
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<td>Grade VI</td>
<td>529</td>
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<td>Grade I - 25</td>
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<td></td>
<td>Grade II - 278</td>
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<td></td>
<td>Cypher Sub-Cadre</td>
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<tr>
<td></td>
<td>Grade I - 10 (Recruitment to the lower grades was still in progress at the time)</td>
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</tbody>
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(11) On the Indian Political Service see Chapter Two, section
could not have had opportunities to develop a wider outlook as the officers from the All India Services. Some of the Emergency Commissioned Officers had been in service abroad during the war years and this had undoubtedly endowed them with a rich experience, often, of countries beyond. But it was open to doubt what part of it could possibly be useful in the performance of their work as diplomatists. But the majority of the new recruits, 78 of 119 or nearly 65.5% of the total number, came from the open market. Mostly, their experience was limited to their Universities, their professions and the life within the country. In view of the fact that none of them received any intensive inservice training it becomes important to note that few of them educated within the country could have had any previous systematic education in foreign affairs or related subjects. During the pre-war years few universities in India had provided for a systematic course of studies in these subjects, though there was always more than a due share of British and European History to learn. The nature of politics and administration in the country under the previous administration were also not of a type to persuade one to study foreign affairs with special interest. Selections from this category were made on the basis of general impressions gathered at a few minutes' interview, with no objective tests or standards to guide the selectors.

It was, however, unfortunate that even though a good deal of experience had been accumulated and more time could
have been made available for making the selections, more attention and care were not paid to employing scientific methods in selecting the personnel to the IFS (B) when it came into existence in 1956. Even before the selections were made the case of the very large number of persons from the Ministries of External Affairs and of Commerce and Industry who were already serving in the External Affairs Ministry at its headquarters or in the field establishments was more or less assured. Probably, the very large number of persons to be recruited also created problems of employing more scientific methods for selection. It is not probably very illogical if some of the complaints about the incapacity of the IFS (B) to perform some of its functions are traced to the failure to exercise adequate care in the selection of personnel at this initial stage.
III

Regular Recruitment: Methods and Problems (12):

The process of regular recruitment to the IFS was begun in 1947 itself, even while the special recruitments were being made. The first combined competitive examinations to the two All India and the eight Central Services, including the IFS was held in December 1947. (13) These recruitments have since been made on a regular annual basis. Each year the Ministry makes an assessment of the number of vacancies created by the retirement, death or other reasons of officers in service and by the creation of new posts. These vacancies are filled in two ways - by promotion from the IFS (B) and the Indian Information Service (IIS) and by recruitment from the open market.

Under the existing rules, such number of posts in the senior scale of the IFS as does 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 deputation reserve, if any)

(12) Regular methods of recruitment have been drawn up and practised only in the case of IFS. The IFS (B) rules are still in the drafting stage.

(13) Under the scheme of recruitment before 1961, combined competitive examinations to the various services were held by the UPSC at the same time. Candidates were free to apply for appointment to all or any of the Services, paying the prescribed fee only once and sending only one application. The scheme has undergone some change since 1961. This is discussed further below.
should be filled by promotion from among officers of the IFS (B) or officers of the IIS. So far, of the total number of 140 recruits to the IFS only 20, or only 14.3 per cent of the total, have been recruited under this method. Of this twenty, fifteen were from IFS (B) and five from IIS. (14) Officers promoted from IFS (B) should have at the time of promotion completed at least three years in Grade I. Officers promoted from IIS should not already be members of IFS or IFS (B) and should have completed at least six years in posts not lower than that of an Information Officers. (15) The names are recommended by the Senior Departmental Promotions Committee on the basis of merit. (16) The recommendations are forwarded to the Union Public Service Commission (U.P.S.C.) for approval. Under the corresponding provisions in the IAS 25 per cent of the vacancies every year are to be filled by selection from among the members of the Central Services, Class I and the state services.

The same method of recruitment to the Branch A of the Foreign Service is available in Britain also, but the British provisions in this respect are much more liberal than in India. Under the British practice, officers of ability in the junior

(14) See Appendix XXI : Rate of Recruitment to IFS (1948-62).


(16) The composition and functions of this Board was discussed in Chapter Eight, section
branches can have legitimate expectations of promotion to the higher branch at various stages of their career. (17) Corresponding liberalization of the rules of promotion should be welcomed in the case of the Indian Foreign Service also. It should also be assured that ability rather than seniority in service is really made the primary criterion for promotion. But this promotion system should not be allowed to become a habitat of vested interests within the service itself and, thereby, prevent the inflow of fresh talents into the service from the open market. The provisions in the case of some of the Central Services in India to permit departmental candidates to take part in the open competitive examinations to their respective Central Service under some age relaxation can be made applicable, with suitable changes if necessary, to the Indian Foreign Service also. (18) In Britain also members of

(17) These were discussed above in Chapter Eight, section

(18) At present, age relaxation up to three years is permitted in the case of candidates who are already working in a government department in permanent employment for two years or in continuous temporary employment for three years to appear in the competitive examinations for appointment to the related Central Service. For example, those in the employment of the Accountants General to the Indian Audit and Accounts Service; of the Controller General of Defence Accounts to the Indian Defence Accounts Service; of the Post Master General, Director of Posts and Telegraphs and the Director of Postal Services to the Indian Postal Service Class I etc.

*Rule 6 (C), Ministry of Home Affairs Rules No. 20/22/60-AIS(1) dated 19 January 1961._/ See, Union Public Service Commission (India), Pamphlet for Indian Administrative Service etc. Examination, 1961 (New Delhi, 1962) 2.*
the junior branches are given similar facilities. Such provisions will also act as an incentive for hard work among the personnel of the junior service.

The second and the more important method of recruitment to IFS is from the open market. Each year, the Ministry informs the U.P.S.C. of the number of vacancies in the service for which recruitments have to be made. The UPSC make the selections. This method is by far the more important of the two methods of selection, for nearly 85.7 per cent of the total number of persons recruited into the IFS since 1948 (120 out of 140) were selected by this process. (19) But, this works out to an average of only eight persons an year, the number of vacancies in the IFS being very small. Selected candidates are appointed on probation to the junior scale of IFS. (20)

(ii) **Qualifications for recruitment:** Candidates for the IFS, as for the IAS, are required to be citizens of India. Unlike the two All India Services subjects of Nepal, Bhutan and Sikkim are also, however, eligible to enter the Central Services, including the IFS. (21) This unusual provision of permitting nationals of other states to enter the service has

(19) See Appendix XXII.
been due to the very close nature of the relationship existing between India and these states.

Both male and female candidates are eligible to apply. Male candidates with more than one wife or a foreign wife are disqualified from applying. Married women candidates are also not entitled as of right to be appointed to the service. (22) It is further specified that if a woman candidate is selected to the IFS she will be appointed only on the express condition that she might be called upon to resign from service on marriage or remarriage. (23) But, in certain instances, government retains the right of exempting any particular candidate from the purview of some of these rules. Such rules are not unusual in other countries also. (24)

Candidates appearing at the competitive examinations are required to be within the age-limits of 21 and 24. (25) The age-limits for recruitment to the junior branches are lower, ranging from 18 to 23. It has sometimes been suggested that the age-limits for recruitment to the IFS, as for the IAS and other All India and Central Services, should be

(22) R.C.S.P. Rules, n. 15, Rules 18.
(24) For example see, Strang and others, n. 3, 79-81.
(25) Some concessions of the upper age-limit is given in the case of departmental candidates, members of the Scheduled Castes and the Scheduled Tribes and bona fide displaced persons from Pakistan.

See, Pamphlet for IAS etc. Examination 1961, n. 18, 2-3.
raised. (26) It is argued that officers selected to these services should have attained sufficient maturity at the time of recruitment as they are called upon to shoulder important responsibilities soon after their entry into the services.

The question was examined by the Public Services (Qualifications for Recruitment) Committee appointed by the Government of India in 1955. (27) The Committee related the question of age with that of academic qualifications and suggested in fact a reduction of age limits for recruitment to the higher services from 21-24 to 21-23. For recruitment to junior branches also corresponding reductions were recommended. The present age-limits are based upon Government orders issued on these recommendations. It is a compromise between the then existing age-limits and the recommendations of the Committee. (28)

The question of raising the age-limits raises an important social problem. It will result in leaving hundreds of young men seeking a career in public services unsettled about their future for a longer time after the completion of their College or University examination. There are also

(26) For example, see Lok Sabha Debates, 59 (1961) cols. 2238-47.

(27) Dr. A. Ramaswami Mudaliar was the Chairman of the Committee. There were eight other members. See, Report of the Public Services (Qualifications for Recruitment) Committee (New Delhi, 1956). (Hereafter referred to as Public Services Committee.)

See Appendix XXII for summary of the recommendations of the committee and government orders on them.

(28) See Appendix XXIII.
distinct advantages in selecting persons (within limits, of course) for appointment to services at relatively younger age as they can, thereby, be better moulded by training. A good system of training and the passage of years will give the young recruits the necessary maturity. In Britain, recruitment to Branch A is open to candidates between 20½ and 24 years of age; to Grade V of Branch B between 17½ and 19 and to Grade VI of the same branch between 16 and 18. (29)

At the same time, the service should not also be denied the opportunity of acquiring the services of specially qualified candidates on account of the rigidity of age restrictions. A limited number of well-qualified candidates who prove their suitability for foreign service by acquiring specialized training or study in foreign affairs, area specialization, foreign languages etc. can be given opportunities to enter the service even after the age-limits for appearing at the competitive examinations. In Britain, under the Eden Reforms, Method II of recruitment to the Foreign Service empowers the Secretary of State to accept for the Foreign Service on the recommendations of the Civil Service Commissioners, not more than two entrants an year above the normal age limit of 24, but below 30. This has been done "in order to enable, in exceptional cases, to recruit persons who by their record

(29) Strang and others, n. 3, 79-81.
since completing their education have shown themselves specially suitable for the Foreign Service." (30)

The minimum educational qualification that has been fixed for candidates appearing at the competitive examinations for recruitment to the IFS is a university degree in Arts, Science, Commerce, Agriculture or Engineering. (31) For recruitment to the lower grades lower educational qualifications have been prescribed. (32) The question whether a university degree should be made an essential qualification or not for recruitment to the higher services has been of some controversy in the past. The University Education Commission had suggested inter alia that "a University degree should not be required for administrative services." (33) The Public Services (Qualifications for Recruitment) Committee also examined the question in some detail and held that "university degrees cannot and should not be dispensed with entirely." (34) The Committee recommended in its Report that degree qualifications should be required for appointment to the higher posts. Lesser qualifications might be prescribed for the lower posts. (35)

(31) For details see, Pamphlet for IAS etc., Examination 1961, n. 18, page 3 (rule 7) and Appendix I and I-A (page 4).
(32) See, Appendix XXIII.
(34) Report of the Public Services Committee, n. 27, 6-7.
(35) See Appendix XXIII.
They thought that "for the highest Executive and Administrative Services a maturity of outlook and cultural standard is required which by and large can naturally be expected of graduates." (36)

In a note of dissent, three members of the Committee pointed out, however, that maturity of outlook and cultural standard may be developed "in the hard school of life" also, even while "the University is the best plate to acquire these qualities." (37)

In Britain, the tendency has been to relax the insistence on a degree - as an essential qualification for recruitment. Under the Eden Reforms of 1943, candidates who do not possess a Second Class Honours degree are allowed to compete for entry into the Foreign Service - Branch (A) if they pass a preliminary examination of Honours standard set by the Civil Service Commission. (38) The Indian method is largely derived from the practices of the past. The abundant supply of candidates with university degrees appearing at the competitive examinations and the common complaints about the low standards of candidates in spite of the present insistence on university degrees are factors persuasive of the retention of the present rules. (39)

(36) Report of the Public Services Committee, n. 27, 11.

(37) The minutes of dissent were signed by Prof. Humayun Kabir, Dr. (Mrs.) Sushila Nayar and Prof. N. K. Sidhanta. Ibid., 21.


(39) Recruitment to the higher branches of public services in India like the Indian Civil Service had also been restricted to graduates. See N. C. Roy, The Civil Service in India (Calcutta, 1958). The questions of the present rush for recruitment to the public services and of the complaints regarding the low quality of candidates are discussed below.
But it is only logical to presume that as long as it cannot be insisted that 'the cultural standard and maturity of outlook' can be obtained only in the Universities, it is unfair to insist on the degree qualification. It is not necessary to insist on a degree to keep the standard of recruitment high. It only helps to show how the present standards carry overtones of academic orientation.

(iii) Methods of recruitment: Written examinations: The selection process of candidates to the IFS, as of the IAS and other All India and Central Services, consists of two stages—written examinations and the personality test. Of the two, the written examinations form the more important part. Under the present scheme, the written examinations for IFS/IAS account for 1450 marks and the personality test for only 400 marks. With the abolition of the rule of compulsory minimum for the personality test since 1957, the importance of the written examinations has increased. The preponderant majority of candidates who appear at the competitive examinations are eliminated at this stage. (40) This percentage is much higher

(40) For example, in the examination conducted in 1961, the 5,873 candidates who sat at the examination only 946 were called for the second stage of interview. In other words, 4,927 candidates or 83.9 per cent of the total were eliminated at this stage.

The examinations are announced by the UPSC on the basis of the rules published by the Ministry of Home Affairs. They are conducted by the UPSC and are held in the month of September-October every year. The examinations are held as a combined competitive examination for recruitment to the two All India Services and a number of higher Central Services including the Indian Foreign Service. (42) Though under the rules separate competitive examinations may be held for each of the services, in order to avoid duplication of effort, and for the convenience of candidates, the combined competitive examination is held. This was treated as a single competitive examination till 1960, but since 1961, under the rules, the combined competitive examination is treated "as comprising three separate and distinct examinations for three categories of services, viz., (1) I.A.S. and I.F.S., (ii) I.P.S. and (iii) Central Services. (43) This was done in pursuance of the government decision in December 1959 to restrict the number of chances of which a candidate could avail himself at a competitive examination to

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(41) The corresponding percentage in Britain in only 40. See Frank T. Ashton-Gwatkin, British Foreign Service (Syracuse University Press, n.d.) Appendix II, page 85.

(42) For a list of the All India and Central Services see Chapter Eight, footnote 23.

(43) Pamphlet for IAS etc. Examination, 1961, n. 18, page 2, rule 4.
two. (44) This means that under the present rules, a candidate may appear for the competitive examinations for IAS/IFS only twice. But the same candidate may, if he is within the age-limits, appear for the competitive examinations for the IFS or the Central Services again. The combined competitive examination is held simultaneously in Delhi, all the state capitals and a few other centres like Allahabad, Nagpur etc. (45)

The scheme of written examinations consists of three parts. Part I consists of three compulsory papers (for all services) carrying 150 marks each; Part II of three optional papers (for all services except the IFS for which it is only two) carrying 200 marks each; and Part III of two advanced papers (for only IAS and IFS) of 200 marks each. The scheme is the same for IAS and IFS. Candidates for these two services appear in eight papers while others take only five papers (Candidates appearing for the IFS alone need appear in only four papers). The medium of examination for all papers is English.

(44) Prior to this, candidates were free to take the examination as many times as they liked within the prescribed age-limits. The Government orders of December 1959, restricting the number of chances to two, was to give effect to the recommendations to this effect of the Public Services (Qualifications for Recruitment) Committee. The decision to treat the combined competitive examination as comprising "three separate and distinct examinations for three categories of services" was arrived at by the Government against the advice of the UPSC. See, Eleventh Report of the Union Public Service Commission 1960-61, pages 24-26, para 37.

(45) Trivandrum (Kerala) and Bhopal (Madhya Pradesh) were made examination centres in 1960. Ahmedabad (Gujarat) and Jaipur (Rajasthan) were also made centres in 1962.
The three papers under Part I are Essay, General English and General Knowledge. The Essay to be written in English will be on one of several specified subjects. The General English Paper will contain questions "to test the understanding of and the power to write English." Passages will usually be set for summary or precis. The General Knowledge Paper will test "knowledge of current events and of such matters of everyday observation and experience in their scientific aspects as may be expected of an educated person who has not made a special study of any scientific subject." It will also include general questions on Indian History and Geography and on the teachings of Mahatma Gandhi. (46) The three papers are compulsory for all services. This indicates that they are expected to ensure in the selected candidates certain common abilities necessary for work in all services. It may, however, be doubted how far the scoring of the necessary percentage of marks in these papers is an assurance of the presence of such abilities in candidates as are necessary for a good administration.

The three optional papers under Part II are also compulsory for candidates for all services, except those for the Indian Police Service who need select only two. The standard of the optional papers is of an Honours degree examination of an Indian University. The candidates must select their papers from the list of subjects notified by the

(46) Pamphlet for IAS etc. Examination 1961, n. 18, page 5, Appendix II-B.
UPSC. For example, in 1961, the list contained 22 subjects under arts, commerce, science, engineering etc. and eleven language papers of which eight were foreign languages. A little less than half the subjects come under humanities. IFS candidates alone may choose two papers under the language group while candidates for other services may choose only one. (47)

The two additional papers under Part III are only for the IAS/IFS candidates. The standard of these papers is higher than that for the optional papers under Part II. Candidates may choose the two papers from the list of subjects notified. (48) It is stipulated that the additional papers of only such candidates will be examined as have attained a certain minimum standard at the written examinations in Parts I and II. The system of additional papers for IAS and IFS was introduced from 1951 onwards with the intention of raising the standard of examinations for these two services. It came following suggestions that in order to attract the best recruits to these services, separate examinations - as different from the system of combined competitive examinations for the various services together - should be held for the two services. In consultation with the concerned Ministries the UPSC, however, decided that "the object of a separate examination for the Indian Administrative

(47) See Appendix XXIV: "List of Subjects for the written examination.

(48) See Appendix XXIV.
Service and the Indian Foreign Service - for which the holding of a separate examination has been most pressed so far - would be achieved in substance if the standard of the test for these two examinations was raised." (49) The introduction of the two additional papers for the IAS/IFS was one of the two means by which the standard of the examinations for the two services was sought to be raised. (50) The UPSC thought that with these changes, "the examination for recruitment to the Indian Administrative Service and the Indian Foreign Service has, to all intents and purposes, become a separate examination." (51) After the first year of trying the new system of examinations for the two services, the Commission thought that though it was too early to draw any conclusions, there were clear indications that the servants drawn by this system were more promising. (52)

The answer papers of the candidates are sent to examiners for valuation. These are usually teachers in the various universities, colleges and research institutions - people who are, in the opinion of the Commission, "authorities of high


(50) The second means was to raise the marks for personality test for these two services alone from 300 to 400. This is discussed below.


standing in their subjects." (53) In order to ensure uniformity of standard in assessment, general instructions regarding the valuation of papers are issued to the examiners. The marks are tabulated and on the basis of these marks candidates who have attained a certain minimum are called for the personality test.

It was noted earlier that the written tests form the first and the more important stage of selecting candidates for appointment to the higher services. The question as to how far they constitute an efficient basis of selection has sometimes been subjected to some examination by various authorities. The Public Services (Qualifications for Recruitment) Committee thought:

The examination should be of a comprehensive nature and should test the mental qualities rather than merely the memory or the fund of information of the candidates. ... The questions set at the examination should be so framed as to test the capacity of the candidates for national thinking as well as their sense of values. The questions should deal with significant phases of the subject and emphasise evaluation and rational thinking. They should compel the candidates to integrate their ideas and draw upon the entire background of their knowledge and also test the candidate's reaction to different circumstances. The questions should test the mental alertness of the candidates and offer scope for originality of thought and expression. (54)

(53) First Report of the Union Public Service Commission for the period from the 26th January 1950 to the 31st March 1951, page 4, para 11.

(54) The Public Services (Qualifications for Recruitment) Committee, n. 27, 15.
Under the present system, the written examinations are conducted on the same lines as those conducted by the various universities in India. The similarity extends over the standard and syllabus, form of the question papers, appointment of examiners and the methods of evaluation of the answer books of candidates. They do not, in other words, serve to assess the comparative merits of candidates in any further way or sphere than those in which they have already been tested by their universities. Moreover, they also suffer from all the disadvantages of the university examinations. The present system of university examinations has, often, been criticized by competent authorities as inefficient and futile and even as evil and harmful. For example, the University Education Commission described it as "one of the worst features of Indian education" and pointed out to "the obvious deficiencies and harmful consequences of this most pervasive evil in Indian education." (55) The Commission expressed its 'conviction' that if they were to suggest any single reform in University Education it should be that of the examinations. (56) Similar views were also expressed by the Secondary Education Commission which thought that "as at present conducted examinations do not help us to evaluate correctly even the intellectual attainments of the pupils." (57) The competitive examinations conducted

(55) Report of the University Education Commission, n.33, 327.

(56) Ibid., 328.

by the UPSC suffer from the same disabilities, demanding as they do the same kind of intensive and specialized cramming as is necessary for university examinations. The UPSC itself pointed out to the inadequacies of the written examinations. The First Report of the Commission stated:

A written test is no doubt some evidence of the intellectual development of a candidate but with the widely acknowledged deterioration in the standards of our university degrees, it has become, in many cases, more an evidence of the power to memorise book knowledge than of genuine mental qualities. (58)

This close orientation of the present methods of written examination to that of the university examinations also tends to give the selection methods, to borrow an expression from Paul Appleby, "too much academic and 'intellectuality' orientation." (59) This is because "selection is too much in terms of academic records and appraisals by experienced academic examiners, too little in terms of many other considerations highly important in public administration." (60)

The present rules regarding the academic qualification to appear at the competitive examinations (a degree in Arts, Science, Commerce, technology, science, etc.) and the choice of the optional and additional papers (any five papers under humanities, science, technology, etc.) imply that in the recruitment to the service the nature of subjects of the pre-
entry specialization of candidates is considered immaterial. In the opinion of the UPSC, the mental discipline accruing from the study of either the sciences or the humanities is adequate for assessing the aptitudes of candidates for the services. (61) The same principle is observed under the British practice also, according to which "it is important to insist that it is the method of studying and learning and not the subject of information which is of moment in selection for administration." (62) It is not so important, according to this view, that a candidate had his pre-entry education in science, technology or humanities. Here, the difference is only in relation to display of information. What is more important is the demonstration of mind. This is particularly important in a situation as exists in India where students who evidence better academic accomplishments in their secondary classes turn to specialization in technology, medicine and the sciences in their college and university years - fields in which by general belief material prospects are better than in humanities.

But, at the same time, it cannot also be denied that education in social sciences, particularly in subjects like history, law, international relations, economics, etc. furnishes


a more useful background for a career in the foreign service than in science or technological subjects. In the opinion of Dr. Finer, "there is an advantage in studying the social sciences - for there the mind is being trained and the judgement formed through reflection upon causal relationships in phenomena which are the immediate setting of the services to be administered." (63) Part of the lack of knowledge of history, international relations, international law etc. in the recruits can, no doubt, be made up through post-entry training, but the initial advantage of a recruit who has a ready background of the mental training accrued from the study of social sciences and of the knowledge in these and related fields cannot also be disputed. The choice of fields of specialization by a student during his university education is, often, a broad indication of the nature of his interests. According to the UPSC, in the case of many science students selected for recruitment to the public services, they were compelled to seek their career in the civil services owing to lack of suitable alternative careers in their respective fields. (64)

(63) Ibid., 773.


In a study conducted at the National School of Administration, Mussoorie on the educational background of the members of ICS and IAS it was seen that a much larger percentage of the recruits had graduated with arts subjects than with science subjects. No similar study has so far been made about the IFS recruits. But as it is a usual phenomenon that more or less the same candidates ...(contd. on next page)
A specific reform in the method of written examination as conducted at present was suggested by Gorwala in his Report on Public Administration to the Planning Commission. He thought that in order to overcome the difficulty of unfair advantages in the evaluation of the answer books which candidates choosing certain subjects get over others, a larger proportion of the whole marks than at present should be allotted to that part of the examination which is common to all candidates. (65) This would be to increase the relative proportion of marks allotted to the three compulsory papers under Part I. (66) This might

Contd. from last page

are selected for IAS and IFS (this is discussed separately below) one might presume (though with inadequate evidence still) that the same phenomenon is applicable to the IFS also.


(66) Under the present system, as noted above, the allotment of papers under the various services are as follows:

Part I - \( \sum \) compulsory for all services - 3 papers\( \frac{3}{3} \times 150 = 450 \) marks.

Part II - \( \sum 2 \) papers for Indian Police (Optional) Service 3 papers for all other services\( \sum \frac{3}{3} \times 200 = 600 \) "

Part III - \( \sum 2 \) papers for IAS/IFS only\( \sum \frac{2}{2} \times 200 = 400 \) "

(Additional)

Total \( \sum 1450 \)
help to overcome a certain degree of possible unfairness in
the examination system.

But it is a far more basic question how far the means
employed at present - of written examinations and viva voce -
ensure the selection of the best candidates to the service. The
present methods of recruitment to the IFS as well as to other
services put a preponderant emphasis on the written examination.
From the foregoing remarks it can be seen that, in the way in
which it is at present conducted, it does not form a scientific
and effective basis for making the selections. But it has the
advantage that it provides a uniform and impartial basis on which
the comparative merits of candidates can be assessed, even though
the merits thus assessed are not possibly the most important
from the point of view of the needs of the foreign service.

(iv) Methods of recruitment: Personality test: The second main
stage in the selection process is personality test by interview.
Candidates who have passed the written examination by obtaining
a minimum percentage of qualifying marks or above in the
aggregate are called for interview in New Delhi. "The main
object of the interview," according to the UPSC, "is to
assess the personality of candidates and is not an oral
examination for testing merely their knowledge which is the
subject of a separate paper in the written test." (67) The

(67) Second Report of the Union Public Service Commission
maximum marks for interview for IFS (and IAS) was 300 till 1952. Since then this has been increased to 400 for both IAS and IFS. It was hoped that this would help to raise the standard of tests for recruitment to the two services. (68) The marks obtained at the viva voce are added on to the marks in the written examination. Candidates are graded in the selection list in order of merit according to the aggregate. The final lists for each service are then published by the UPSC. Candidates for IFS alone are called for a final interview conducted by the Ministry of External Affairs in the Ministry itself. This is a discretion enjoyed only by the External Affairs Ministry. (69) Government will now make the necessary enquiries through the Central Intelligence regarding the candidate's antecedents and on receipt of satisfactory reports about the moral conduct, and possibly his political activities, in the past will make the appointments. Appointments are made usually in the same order of merit as in the selection lists published by the UPSC. Exceptions are, however, made in the case of qualified candidates belonging to the Scheduled Castes and Scheduled Tribes. There is a ten per cent reservation of seats for these communities in the appointment to the foreign service. If enough number of such candidates is available as have obtained the necessary minimum in the written examination

(68) For other services the maximum mark for the personality test continues to be 300.

and the personality test they are appointed. (70) Otherwise, these places are also treated as open to all.

The place of the personality test in the general scheme of recruitment has been of some controversy. The general tendency so far has been to reduce its relative importance in the total scheme of recruitment. Upto 1958, it had been considered necessary that a candidate should obtain a specified separate minimum of marks in the personality test for selection for appointment to the various services. This resulted sometimes in cases where candidates obtaining very high ranks in the written examinations were rejected for appointment, if they failed to obtain the minimum percentage in the viva voce. There were criticisms that something must be wrong with a system of interview in which candidates scoring high marks in the written examination failed to qualify finally. The Commission examined these criticisms but held that "personality tests, whatever may be their imperfections, will have to play an important role in the selection of candidates for public services." (71) The Commission held that scoring high marks in the written tests was not a decisive evidence of the mental calibre of a candidate. They stated:

(70) Pamphlet for IAS etc. Examination, 1961, n.18, page 2, rule 3.

The shortcomings of the written examination are now recognised by educationists not only in this country but also in the United Kingdom and other countries. ... The viva voce test is, therefore, designed primarily to assess those mental qualities which, together may be said to constitute 'personality,' 'brain or intellect' being left to be assessed by examinations. (72)

The Commission also felt confirmed from its experiences over various years that any relaxation of the personality test was likely to affect the quality of recruits. (73) In view of the public criticism about the personality test the Commission, however, took up the matter with the various Ministries who also insisted that "a minimum standard at these tests must be an indispensable condition of admission to their respective services, in view of the progressive deterioration in the standards of our University degrees." (74) But the Government held a different view. The Home Minister stated in Parliament in 1956:

I do not feel quite sure if the system of viva voce or the oral examination is essential to such an extent that one should necessarily qualify in that. This should be part of a system of recruitment but all marks would be added up in order to see whether a candidate is fit. Failure in the viva voce, while one is otherwise qualified should not come in the way of his entry into public service, because one cannot be too sure about the judgement formed by him about

(73) Fifth Report of the Union Public Service Commission 1954-55, page 11, para 10. See also the earlier Reports of the Commission.
another man's capacity, personality, genius or merits, in the course of a few minutes. (75)

Soon after it was decided that there should be no minimum qualifying marks for personality test for selection to the All India and Central Services with effect from the combined examinations of 1957. (76)

It is important to consider in this context what special qualities or merits are brought out through the personality test and if they are important in making selections for appointment to the public services. In recommending the adoption of the personality test in Britain, the Leathes Committee pointed out that "qualities may be shown in a viva voce examination which cannot be shown by a written examination, and that those qualities should be useful to public servants." (77) To-day the Board attaches particular importance to find out the intelligence, alertness, vigour and strength of character and potential qualities of leadership in candidates and their suitability for each of the services at the viva. (78) The UPSC and the various Ministries in the Government of India had also considered the viva essential. The Home Minister's arguments against the

(75) Statement by Govind Ballabh Pant, Minister for Home Affairs, Lok Sabha Debates, 3 (1956) Part II, col. 5123.


(77) Report of the Committee on Class I Examination, cited by Finer, n. 62, 777.

(78) Regulations for admission issued by the Civil Service Commission, cited in ibid., 780.
retention of the rule of separate minimum were more against the methods of conducting it than its principle. The solution naturally lay in improving the methods and not in the abolition of the rule. It is interesting to note that in Britain, under certain changes introduced in 1957, the relative importance of the interview in the selection process has been raised. The marks allotted for personality test has gone up from 17 per cent of the total to 23 per cent. (79)

The method of conducting the personality test in India also requires to be improved. The Selection Board itself should be reconstituted on a wider basis. At present, the Selection Board consists of the Chairman and another member of the UPSC, an educationist of high standing and retired or senior members of the Indian Foreign Service. (80) The corresponding Board in Britain, called the Civil Service Selection Board (CISSB), consists of the Chairman and two other members of the Civil Service Commission; two representatives of the British Foreign Office and one, two or three representatives of Industry, Trade Unions and Universities. The Selection Board in India is thus less representative of the various classes, professions and points of view than in the United Kingdom. The consequent result is that, as Paul Appleby, pointed out, selection tends to

(79) The change was from 300 out of 1800 to 300 out of 1300. See ibid.

(80) The names of the members of the Board each year are published in the annual reports of the UPSC.
be by one type of person which tends to perpetuate itself. (81) Later, the Prime Minister himself repeated this criticism against the method of selection in Parliament. (82)

The method of personality test consists of a few minutes' interview of the candidate by the Board. The usual amount of time for the interview of a candidate used to be about 15 minutes in the past. The normal duration of the interview has, since 1952, been increased and for IAS and IFS the interview was for a time supplemented with a debate. (83) After the interview, the candidates are also asked to write a resume of it. These changes were introduced with a view to improve the system. In the course of a visit by the Chairman of the UPSC to the United Kingdom, he held discussions with the members of the Civil Service Commission and attended some of the tests held by them. The UPSC 'actively considered' whether the British system could be adopted in India also, but due to 'serious practical difficulties' such as the pressure of work on the UPSC and the non-availability of the necessary experts for such an 'ambitious test' it decided to satisfy itself with these smaller changes. (84)

The British method consists of testing and assessing the

(81) Appleby, n. 59, 11.


candidate's personal qualities during a 48 hour period at a residential centre. (85) Candidates are divided into groups or syndicates of seven each. Three assessors - viz., two administrative civil servants and one psychologist - are attached to each group who make use of a variety of tests and data to assess the qualities of candidates. (86) The results of the tests of each candidate are discussed at a final board conference by the

(85) The centre had previously been in a country house twenty miles from London; hence the nickname 'Country House Party.' But for reasons for economy it has now been moved upto London.

(86) The testing makes use of the following data:

(a) Candidates' life story.
(b) Referee's reports - school, university, employed, etc.
(c) Personal interviews with the three assessors (separately).
(d) Questionnaires on interests and leisure pursuits.
(e) Results of the written examination.
(f) Intelligence Tests, designed to test the efficiency of the basic mental processes.
(g) Projection tests: a picture-story test and self-description tests.
(h) Practical exercises: group discussions of a single theme of debate; short speeches made by candidates on themes of their own choosing; group discussions of administrative problems, based on an imaginary story of the fortunes of an imaginary island, situated somewhere east of Australia with a population of some 500,000 people.

Ashton-Gwatkin, n. 41, Appendix two, 85
examining staff and the candidates are marked and graded. (87) The Civil Service Selection Board consider these reports and markings, give the candidate the final interview and decide his fate. (88) These tests are no doubt 'ambitious,' costly and time-consuming, but yet it seems worth practising them. The most glaring weakness of the present method of interview in India is that it is not based on the employment of scientific and objective principles. It is based entirely on the subjective impressions of the members of the Board. Consequently, it can often be superficial and uncertain. It is not based on any definite and uniform criteria of judgement. It is based upon quick impressions derived largely from the personal biases and prejudices of its members. It leaves a large room for personal considerations and favouritism. Under the present system, Appleby's criticism that "the criteria by which personnel are

(87) The gradings and markings are as follows:

<table>
<thead>
<tr>
<th>Grading</th>
<th>Mark</th>
</tr>
</thead>
<tbody>
<tr>
<td>A + -</td>
<td>300-280 Recommended for acceptance.</td>
</tr>
<tr>
<td>A - -</td>
<td>275-260</td>
</tr>
<tr>
<td>A + -</td>
<td>255-240</td>
</tr>
<tr>
<td>AB + -</td>
<td>235-220 Not altogether unacceptable, but definitely below the A candidates.</td>
</tr>
<tr>
<td>AB - -</td>
<td>215-200</td>
</tr>
<tr>
<td>B + -</td>
<td>195-180 Unsuitable</td>
</tr>
<tr>
<td>B - -</td>
<td>175-155</td>
</tr>
<tr>
<td>B - -</td>
<td>150</td>
</tr>
</tbody>
</table>

Ibid., 86-7

(88) For details see Ibid., 85-8.
selected by the Public Service Commissions are not up to date, and examining and appraising techniques are far from modern," continues to be fully justified. (89) In his opinion,

the interviewing method is to be applauded, and it undoubtedly results in more weight being given to human relations aptitude than is possible in most conventional paper examinations. Nevertheless, the 'expert' examining approach is the academic one, not the administrative. (90)

Even if on account of 'serious practical difficulties,' the Commission finds it impossible to introduce immediately such 'ambitious tests' as in Britain in full, the beginnings of a more scientific approach in this respect could be made through the employment of proper psychological and other objective tests in the selection process. (91)

(v) Special needs of the foreign service: The present system of recruitment does not also enable the special needs of the foreign service to be taken into consideration in making selections for recruitment. The foreign service is a specialized service, performing specialized functions. The demands that are made on it and the skills that are needed in its members to meet the demands are different from those of the home services.

(89) Appleby, n. 59, 11.
(90) Ibid., 27.
(91) This was emphasized by A. D. Gorwala in his Report on Public Administration to the Planning Commission. See Gorwala, n. 65, 62.
For example, according to Ashton-Gwatkin, in Britain, the authorities of the Home Civil Service look "above all things for the brightest and most comprehensive analytical brains," while the authorities of the Foreign Service put "more emphasis on the imponderable qualities of character, personality, power of observation and persuasion." (92) The selection process in India as it exists now does not seem to be drawn up on the basis of any distinct awareness of the special aptitudes and skills that are to be looked for in making selections to a foreign service.

The present selection process sets up higher standards for recruitment to the IAS and the IFS than for other All India and Central Services by the provision for the two additional papers (Part III) in the written examination and the higher allotment of marks for the personality test. But the failure to distinguish between the requirements for the IFS and for the IAS seems to be total. The qualifications prescribed and the methods of selection adopted for recruitment to the two services are almost identical. As the two services are rated highest among all public services in India in service conditions, social status and, consequently, public imagination it is the ambition of all candidates to get selected into either. For these reasons, candidates appearing at the combined competitive

(92) Ashton-Gwatkin, n. 41, Appendix II, 87.
examinations usually indicate the two services as their highest preferences. Under the present system there are two means by which the special requirements of the IFS are to be met in the requirement. These are

(1) The IFS candidates may choose two language papers under Part II while candidates for other services may choose only one;

(ii) At the interview the Selection Board will look into the special aptitudes of a candidate for life and work in foreign countries.

The former provision emphasizes the importance of the study of foreign languages for a career in the foreign service. But, at present, the inducement to study foreign languages in Indian universities are very meagre. The pursuit of such a study is mostly outside the normal curriculum for the regular courses and there are no means by which this study can be made to bring material returns to a student in his later life. Moreover, the choice of two language papers debars a student from being considered for any other service. No candidate is likely to choose to undergo this rigorous competition for the sake of trying to enter only the foreign service, the annual intake into the IFS being much smaller than into the IAS. (93)

(93) For example, the total number of direct recruits till January 1961 to the IFS was only 95, while to the IAS it was 615. In other words, the average annual intake to the IFS was only 7.92, while to the IAS it was 51.25. Besides, there are also the other All India and Central Services for which the annual intake is very much larger.
It is not, therefore, likely that there can ever be any considerable recruitment to the IFS through the employment of this special provision.

The second provision is left very vague. The marking at the interview, even as regards this special provision, is based on the subjective impressions of the Selection Board. In the absence of any objective psychological tests it is to expect too much of the members of the Selection Board to find out among other things in the course of a half-an-hour interview, the hidden aptitudes of a candidate for life and work in foreign countries.

In short, both these special provisions are of little help in sifting out candidates with special aptitudes and abilities for work in the IFS. This is evident from the fact that there is almost an absolute overlapping of the lists of selected candidates for the IAS and the IFS every year. For example, in 1959, the IFS list contained 62 names of which 61 were also recommended for the IAS. (94) In 1960, the IAS list contained 82 names of which 69 comprised the IFS list. (95) In 1961, the 97 candidates who were recommended for appointment to the IAS included the 86 candidates who were recommended for the IFS. (96)


(95) Ibid., page 5, para 9 (i).

It may be seen, therefore, that under the present selection system all the candidates recommended for appointment to the IFS are also recommended for appointment to the IAS. In other words, there are no means by which the distinctive requirements of the two services are taken into consideration. The Prime Minister acknowledged this defect when he said,

... the present methods of selection for specialised services by the Union Public Service Commission is a matter which has been considered and is being considered as not wholly satisfactory. The Public Service Commission does its work well for what might be called the normal administrative services. They are used to it. They are not so used to specialised services. (97)

Explaining the reasons for this, he added:

... the system of recruitment etc. were laid in the old pre-independence days. They conform to a certain administrative type. ... That is to say it was laid down from a particular point of view. And, in selecting people to that exact type, the type perpetuates itself and the new type which might require another slightly different outlook does not appear, more especially in the specialised services. (98)

It is necessary that, in evolving proper recruitment procedure for the IFS, attention is paid to the special requirements of the service and to the employment of objective and scientific means of finding them out in candidates.


(98) Ibid.

This point was made by Paul Appleby who pointed out that "selection tends to be by one type of person, which naturally perpetuates its own type." / Appleby, n. 59, 11./
(vi) **Declining attraction for IFS**: One of the problems of recruitment to the IFS in recent times has been that of declining attraction for the IFS among candidates. No doubt, the IFS is considered to be one of the most attractive branches of the public services. The declining attraction is particularly in relation to the IAS. As was noted above, almost invariably, candidates selected for the IFS are also in the IAS list and they have, in recent years, shown a general inclination to opt for the IAS in preference to the IFS. The UPSC drew attention to this fact in 1958. The annual Report of the Commission for the year stated that "... there has been of late a marked tendency on the part of candidates to enter the IAS even though they might have given first preference to the IFS in their application forms." (99) For example, in 1958, the Ministry of External Affairs found itself unable to fill up its 14 vacancies for the year from the list of 48 candidates (who had indicated their first preference for IFS or were selected for IFS only) forwarded to the Ministry by the UPSC. The Commission sent up a further list of thirteen names from which the remaining vacancies were filled up. (100) The Special Secretary in the External Affairs Ministry stated before the Estimates Committee that there was not sufficient eagerness on the part of young men to join the foreign service and that unlike in foreign countries the foreign service was less popular than the general

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administrative services. (101)

The reason for this among the candidates was said to be related to difficulties at home. Life in the foreign service means life away from home in foreign countries for considerable periods. There was also pressure from parents and others to opt for the home services. (102) The home services, specially the IAS, also carry the traditional prestige of the higher administrative services in the country in the past like the ICS. To be a member of it is to exercise authority within the country itself. This, the foreign service cannot provide. The Special Secretary in the External Affairs Ministry sought to give a further explanation that 'the conditions of service were not adequately equated with the responsibilities and hardship of the Foreign Service.' (103) The representative of the Finance Ministry however pointed out that he was not aware of a single case where any candidate said that the Foreign Service was not regarded as something good or that the conditions of service were not attractive enough. (104) The Estimates Committee also


(102) Ibid., page 34, para 19.

(103) Ibid., page 35, para 25.

(104) See evidence by B. Mukerji, Joint Secretary, Ministry of Finance before the Estimates Committee. Ibid., page 34, para 20.
thought that members of the Foreign Service were adequately compensated for their additional expenses and difficulties by suitable allowances. (105) A further explanation offered by the Special Secretary was that the undue criticisms made sometimes in Parliament affected the morale of the service. (106) This was also unconvincing to the Estimates Committee which thought that they were criticisms normally to be found in any Parliament and should not affect the morale of the service. (107)

In order to overcome this difficulty of recruitment to the IFS the Estimates Committee suggested holding a separate competitive examination for recruitment to IFS alone. The successful candidates would not thus have the option to exercise any preference vis-a-vis the IAS. (108) This suggestion does not, in fact, face the real problem of recruitment. The question here is not one of preventing candidates from joining other services but of attracting the best available talents to the service who join willingly and enthusiastically and not because they have no other option. The annual intake of the service,


(108) Ibid., pages 33-4, para 100.
which comes only to the average eight, does not also justify the enormous cost in terms of money, energy and other things for holding separate all India examinations for the IFS alone. The UPSC itself had examined the question of holding separate examinations for the IAS and the IFS earlier in 1951 and had rejected the proposal as involving "very serious practical difficulties." (109) It was instead that the UPSC decided to raise the standard of examinations for the IAS and the IFS and added Part III to the scheme of written examinations and raised the maximum marks for the personality test from 300 to 400. The Commission thought that these changes had "converted the examinations for IAS and IFS into a separate examination for all interests and purposes." (110) In the opinion of the Commission they had also resulted in the selection of superior types of candidates to the two services. (111) The Ministry itself had earlier considered the proposal for a separate examination for recruitment to the IFS alone and had discarded it on the ground that this would unduly restrict the field of recruitment, besides risking the candidates for not getting any post if they did not pass this examination. (112) Moreover, as


(110) See footnote 51 above.


(112) See evidence by the Special Secretary, Estimates Committee 1960-61, Minutes of Sittings relating to the Hundred and Thirty-Eighth Report, page 35, para 24.
the Special Secretary stated, 'apart from organisational difficulties of holding such a separate examination, it was doubtful whether it was really necessary as there was only a certain human material which opted for these services.' (113) It is, therefore, doubtful if holding a separate all India examination for the IFS would be the solution to this problem.

(vii) **The increasing number of candidates and consequent pressure of work:** A serious problem in the way of developing better recruitment methods is that of the increasing pressure of candidates in the competitive examinations for recruitment to the public services. Thousands of candidates appear at the competitive examinations year after year so that any improvement in the methods of selection can only be after taking into consideration this very large number. For example, in the 1960-61 examinations 10,376 people applied for admission to the combined competitive examinations for recruitment to the IAS/IFS and other services. Of these 5,873 actually appeared at the examinations. 946 of these were called for interview. Of these 97 were recommended for appointment to the IAS, which included 86 recommended for the IFS also. (114)


(114) **Eleventh Report of the Union Public Service Commission 1960-61**, page 5, para 10 (1). For more details see Appendix V, 35.

Similar statistics regarding the competitive examinations held in previous years are available in the annual reports of the Union Public Service Commission. They show that the number has been progressively on the increase.
Various reasons can be attributed to this situation. The present employment position in the country is the most obvious. As the UPSC pointed out, the overwhelming majority of graduates can hardly afford to wait for securing a career very long after they have taken their degrees. They make a bee-line for these examinations. The processes leading up to their sitting for the examination are also simple. (115) On account of the comparative industrial backwardness of the country any large-scale absorption of the candidates into the sphere of industries is also not possible. The traditional prestige of a government job on account of the authority which it confers on the person is also a further factor for the pressure of candidates. The relatively inadequate provisions for technical education compared to those for liberal education in the country may also be mentioned as a still further factor. With the spread of educational facilities in the country this problem is also likely to be on the increase, unless other avenues become open.

One of the consequences of the situation is that it makes any substantial reform of the present methods of recruitment practically impossible. As noted earlier, the main consideration which prevailed upon the UPSC in not introducing a reorganization of the present personality test on the lines of the British system was the fear of the cost, organizational problems and pressure of work ensuing thereby. Some of the defects in the

present methods of recruitment can also be traced to this situation. The selectors are often more concerned with the question of elimination rather than selection of candidates. The present method of the large-scale all India written examination is, for example, more a mechanical device for reducing number rather than for selecting the best candidates. And yet, it has come to be, as seen earlier, the main method of 'selection' today. This is a negative approach, but any reform would be very costly. The examiners of the written papers had suggested to the UPSC in one year that there should be a preliminary screening of candidates before they are permitted to appear for the written examination. But the UPSC held the view that in the present circumstances the existing system was the best practicable. (116)

(viii) Enlargement of the catchment area: A very curious phenomenon of the present situation is that in spite of the very large number of candidates appearing at the competitive examinations, the present catchment area requires to be widened. The remarks of the UPSC that quite a number of gifted people who can afford to take a little time over finding a career are not being attracted to the public services is significant in this respect. (117) The very large rush of candidates for the


(117) Ibid.
competitive examinations indicates the wide attraction which a career in the public services holds among the youth of the country, but this does not necessarily mean quality. (118)

The present methods of recruitments are undoubtedly democratic on the surface of it. Merit rather than privilege is the basic criterion in making the selections. It insures impartiality "about as well as any civil service system does." (119) But yet there are still certain limiting factors mostly inherent in the present social organization. The low percentage of literacy in the country, the very low economic conditions of the vast majority of the population, the cost of higher education etc. are some of these limiting factors. This results in the recruits being drawn predominantly from families of a particular economic and professional background. (120) Britain was faced

(118) This question is examined below.

(119) Appleby, n. 59, 27.

(120) A recent study on the social background of the direct recruits to the IAS (as on 1 January 1961) revealed the following:

<table>
<thead>
<tr>
<th>(i) According to the economic status of parents</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Exceeding 800 per month</td>
<td>202</td>
<td>32.9</td>
</tr>
<tr>
<td>2. Between 300-800 per month</td>
<td>358</td>
<td>58.2</td>
</tr>
<tr>
<td>3. Below 300 per month</td>
<td>55</td>
<td>8.9</td>
</tr>
<tr>
<td>Total</td>
<td>615 (as on 1.1.1961)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>(ii) According to the occupation of parents</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Government Servants</td>
<td>274</td>
<td>44.5</td>
</tr>
<tr>
<td>2. Teachers</td>
<td>88</td>
<td>14.3</td>
</tr>
<tr>
<td>3. Advocates</td>
<td>65</td>
<td>10.6</td>
</tr>
<tr>
<td>4. Business</td>
<td>61</td>
<td>9.9</td>
</tr>
<tr>
<td>5. Agriculture</td>
<td>49</td>
<td>8.0</td>
</tr>
<tr>
<td>6. Doctors</td>
<td>30</td>
<td>4.9</td>
</tr>
<tr>
<td>7. Others</td>
<td>48</td>
<td>7.8</td>
</tr>
<tr>
<td>Total</td>
<td>615 (as on 1.1.1961)</td>
<td></td>
</tr>
</tbody>
</table>

...(contd. on next page)
with a similar situation in the past - though the social basis of the British civil service then was different from that of the Indian to-day. The increasing democratization of the public services in Britain was achieved to some extent as a result of the expansion of educational opportunities for even the economically handicapped. But, even now, conditions are not considered to be completely satisfactory in the U.K. (121)

On the basis of studies conducted on the IAS it may be presumed that a few universities have enjoyed a very favourable position with regard to supplying the recruits. (122) A similar

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Trivedi and Rao, n. 64, Tables II and III, 44 and 45. No similar study has been made about the IFS. But for reasons already noted above, in footnote 64, it may be presumed that these are probably indicative of the present trends in the IFS also.


(122) Of the total number of 615 direct recruits to the IAS (till 1 January 1961), 370 (60 per cent) came from four Indian universities - Madras, Delhi, Punjab and Allahabad. Bombay and Calcutta furnished a poor 5th and 6th. The six universities together presented from their alumni 435 or 70.6 per cent of the total number. The remaining 22 Indian universities and 4 foreign universities together contributed the remaining 29.4 per cent. The figures for the various universities were as follows:

<table>
<thead>
<tr>
<th>University</th>
<th>Number</th>
<th>Percentage</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madras</td>
<td>167</td>
<td>27.1</td>
<td>Bombay</td>
<td>35</td>
</tr>
<tr>
<td>Delhi</td>
<td>74</td>
<td>12.0</td>
<td>Calcutta</td>
<td>30</td>
</tr>
<tr>
<td>Punjab</td>
<td>65</td>
<td>10.5</td>
<td>Others</td>
<td>180</td>
</tr>
<tr>
<td>Allahabad</td>
<td>64</td>
<td>10.4</td>
<td>Total</td>
<td>615</td>
</tr>
</tbody>
</table>

Trivedi and Rao, n. 64, Table IX, 51-3.
phenomenon is noticeable in Britain where Oxford and Cambridge continue to supply a majority of the recruits to the Foreign Service. (123) But the social implications of the phenomenon in India and Britain cannot be equated because no university in India can be described as catering to any particular class of students as Oxford and Cambridge do. In India, these universities are mostly located in metropolitan areas where the awareness about and the facilities for taking part in the competitive examinations are greater. Certain educational institutions also give deliberate encouragement and facilities to their students to appear in these examinations than others. From the point of view of recruitment to IFS, conscious and organized efforts should be made in all universities to popularize the idea of the service among the students. Such efforts are made about the British Foreign Service in certain British Universities like Oxford and Cambridge. (124) The facilities existing in Indian universities for the study of subjects closely associated with foreign affairs like the history of international relations, international law and diplomacy, international economics etc. also require to be expanded. (125) This is likely to lead to


(124) Ernest Davies, n. 121, 66.

(125) At present, the Indian School of International Studies is the only specialized institution for higher study and research in international relations. Among all the Indian universities only the Jadavpur University, Calcutta, has a separate Department of International Relations. Even the teaching of the history of

...(contd. on next page)
an increased interest among students with the necessary aptitude to take up such subjects for specialized study and seek to enter the foreign service.

(ix) **Unsatisfactory level of recruits:** A constant problem of recruitment to IFS as well as to other services is that of the low level of recruits. The question is, however, related to that of the standards of education in the country. The UPSC pointed out in its first report in 1951:

> The Commission obtain from their examiners an assessment of the standards of knowledge and education reflected in the papers which they examine. They have been much concerned to note that only a very small fraction of the candidates displays real grasp of their subjects and a reasonable level of mental development. This state of things has been brought to the notice of the Ministry of Education for being taken up with the universities. (126)

The Commission stated them more emphatically in 1957. They said:

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international relations is limited to the post-graduate courses in India. In a good many universities, a student might take his Master's degree in History, Politics or Economics without necessarily studying international relations, international law and diplomacy or international economics at any stage of his college or university courses.

On the teaching of international relations in India see, A. Appadorai, "University Teaching in International Relations in India," *India Quarterly* (New Delhi) 10 (January-March 1954) 52-117; S. V. Kogekar and A. Appadorai, *Teaching of Political Science in India* (Delhi, 1953) 30-1 and 83-6.

The remarks of the examiners on the performance of candidates in the written examinations of the Commission make depressing reading. As a general rule, candidates do not show any real grasp of their subjects and their answers are mainly based on cramming. ... The Commission have to point out their experience that the present system of education leaves much to be desired so far as the development of the mind and the attitudes of the candidate is concerned. The tone of discipline, the level of academic achievement to be aimed at and the methods of promotion from lower classes to higher classes have all, no doubt, a bearing on the standard of education. But it should be seriously examined whether the present educational system provides adequate facilities and opportunities for the enlargement of the mind and development of the character and personality of our students. (127)

Subsequent reports of the Commission have also made references to the problem of the low standards in education. (128)

Regarding his impressions of candidates who presented themselves for the personality test, K. M. Panikkar who was a member of the Selection Board, "primarily to represent the External Affairs Ministry," points out:

What struck me most was the absence of an all-India mind among the young men, the result mainly of the provincialization of the universities following the Montague-Chelmsford Reforms (1921). Another thing that struck me was that while most of the candidates for the administrative or foreign services had a fair knowledge of European history, they were, by and large, ignorant of the historical background of Asian countries. (129)


It has been generally accepted that a sound educational system would go a long way to improve the standards of recruitment to the public services. In the words of a well-known Oxford Professor, "... the best qualification for a civil servant is a good natural capacity trained by a rational and consistent education from childhood to university." (130) But this does not mean adapting education to the requirements of the civil service. A better system of education would naturally result in raising the standards of the recruits to the civil service. Improved facilities of education in specialized fields are also likely to improve the levels of recruits to the corresponding specialized services.

(x) **Forward Planning in recruitment:** One of the most serious defects of the present system of recruitment is the lack of planning in this respect. The present system of recruitment is based on a system of improvisation. It does not provide for a scheme of looking beyond the most immediate requirements of the service, usually for one year. Even such calculations have often proved themselves to be insufficient. The present strength of the service is kept at the barest subsistence level so that it is incapable of accommodating even the slightest requirements of expansion without strain. The sort of changes that take place in the political map of the world these days are mostly capable of some anticipation. The future needs and requirements of the

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Foreign Service in other respects are also capable of anticipation. This should, therefore, make possible some forward planning with regard to recruitment. The absence of such planning is seen at present in the case of many Indian missions and posts abroad which either exist only in name or are very inadequately staffed. (131) The statement by the Special Secretary in the Ministry that the present intake of direct recruits to the IFS is inadequate is important to note in this context. According to him, in 1960 and 1961 the number recruited was only ten while there was need for about eighteen to twenty during a year. (132)

The preceding discussions on the methods of recruitment to the foreign service and of the problems related to them indicate clearly that the existing system requires to be radically revised, if the purposes of recruitment are to be properly served. A scientific study of the requirements of the service in relation to the methods of recruitment to be employed is immediately required. The initiative for this must necessarily come from the Ministry of External Affairs itself. The agencies responsible for the pre-entry training of candidates like the universities and for the recruitment of candidates like the UPSC should be able to give the necessary assistance to the Ministry in this respect.

(131) This point was discussed earlier in Chapter Seven.

(132) Evidence by Special Secretary, Estimates Committee 1960-61. Minutes of Sittings relating to Hundred and Thirty-Eighth Report, n. 101, page 34, para 17. See also ibid., para 18 for the explanation by the representative of the Ministry of Finance.
Training

(1) Methods of Training: A proper scheme of recruitment forms only the first part of the general scheme of equipping the foreign service with efficient personnel. A good scheme of recruitment aims at discovering the best available talents for the service. A good scheme of training aims at developing the potential talents in the recruits for the most efficient performance of their work. Both are complementary. As the UPSC pointed out:

The Commission would however like to emphasize that this personnel (the new recruits) is only raw material and it is only by an effective course of training that these new recruits can be made efficient civil servants capable of handling the nation's problems. The Commission's primary responsibility is recruitment. The responsibility for the training of these recruits now rests with the Ministries and/or departments of Government. The Commission have felt that improved facilities for the proper training of recruits are urgently called for. (133)

The present scheme of training of the IFS probationers represents the outcome of a series of changes introduced by the Ministry of External Affairs during these years. A regular scheme of training for the IFS officers was first drawn up in 1948 when the first batch of recruits were appointed to the

service. Subsequently a number of changes have been introduced in the methods of training over the past years. (134) The present training programme was adopted in 1961 and has been implemented with effect from the batch recruited in 1962. The total period of training extends over two to three years. It is broadly in six stages.

Recruits on first appointment as probationers spend about six months at the National School of Administration, Mussoorie. (135) During the first four months they undergo the same course as for and along with the recruits to other All India and Central (Class I) Services like the IAS, the IPS, the IA and AS etc. They receive instruction in subjects connected with the history, constitution, administration and economics of the country. For the remaining two months, the IFS probationers alone undergo a special course in Asian History, International Law, Geopolitics, Economic Geography and International Trade. In the meanwhile,

(134) For accounts of these earlier schemes see Dayal, n.1, 33; Report of the Ministry of External Affairs 1953-54, 27; Hariswar Dayal, "The Organisation of Diplomatic and Consular Services, with special reference to India," in India Quarterly (New Delhi) 12 (July-September 1956), 281-2; "The Indian Foreign Service," in India Quarterly, 13 (October-December 1957) 330-1; and A. Appadorai, "Indian Diplomacy" in Stephen D. Kertesz and M. A. Fitzsimons (ed.) Diplomacy in a Changing World (Notre Dame, Mass., 1959) 274-5 etc.

(135) This institution was established in 1948 as a centre for training of the higher civil servants. It was originally known as the Indian Administrative School and was located in Delhi. Later, it was shifted to Mussoorie. All All India and Central Services (Class I) recruits are sent to this institution for their preliminary general training. Recruits to specialized services like the IPS and the IFS are then sent to other places for further training.
they also receive instruction in Hindi. (136) At the end of the course they appear at a compulsory written examination in these various subjects. A 40 per cent minimum is prescribed for a pass in each subject. Failure to pass in the examinations will not mean prolongation of the course, but will be treated as an adverse report on the probationer. According to the rules of training, if the performance of an officer is exceptionally poor government may even consider to discontinue further training of the officer and discharge him from service. This stage of training has no corresponding provision under the scheme of training of the foreign service probationers in Britain. (137)

(136) See Appendix XXV-A: Course at the National Academy of Administration, Mussoorie.

(137) In Britain, the probationary period for recruits lasts three years from the date of entry. The recruits are divided into two groups: the hard-language group (those who are detailed to study such foreign languages as Russian, Arabic, Chinese, Japanese, Persian, Turkish, Siamese and Burmese etc.) and the easy-language group (French and other Western European languages). The probationary period for recruits is divided as follow:

Easy-language group: 3 to 6 months language study, 3 to 4 months training in the United Kingdom, and a minimum of 26 months at work.

Hard-language group: up to 24 months language study, and not less than 12 months at work (abroad).

The language study may be arranged partly in U.K. and partly in the foreign country or wholly in the foreign country. Training in the United Kingdom consists of:

(i) 4 weeks - to study the work, machinery and procedure in the Foreign Service and particularly in the Foreign Office and the general set-up in Whitehall i.e. in the various departments of government.

...(contd. on next page)
The second and third stages of training consist of an all India tour - Bharat Darshan - extending over nearly two weeks and the District training programme for about three months. They have the same purpose in view, viz., to acquaint the probationers with the actual conditions of the country, particularly rural India and its present development efforts like industrialization, community development programme etc. They visit important centres of a cultural, industrial and other kinds of importance. The District Training Programme consists of sending the probationers to the districts and acquainting them with the conditions of rural life and the developments activities in the districts through Community Development Programmes. Probationers whose mother tongue is Hindi are sent to non-Hindi speaking states and vice versa. These two stages of training may be said to correspond to "a survey of industrial scene" for 8 to 9 weeks for the new entrants to the Foreign Service in Britain. (138)

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(ii) 1 week - for a course in public relations, including lectures and visits;

(iii) 8 to 9 weeks - for a survey of the industrial scene under the auspices of the Ministry of Labour, including 2 weeks in London, 6 to 7 weeks in the provinces.

On completion of this training the new recruits are given training in their work by attaching them to the Foreign Office and/or to Missions abroad.

For details see, Ashton-Gwatkin, n. 41, 36-7.

(138) See footnote above.
The fourth stage of training consists of three to three and a half months when the probationer is attached to the headquarters of the Ministry of External Affairs in New Delhi. Here they are given practical knowledge in administrative matters such as the organization and office procedure of the Ministry. There is a corresponding stage of training for four weeks of the Foreign Office and of the White Hall by the new entrants to the Foreign Service in Britain also.

For the next three months the probationers receive training at the Indian School of International Studies, New Delhi. They attend a course of lectures and seminars arranged for them at the School. These consist of a few lectures on certain problems in international relations, international law and international economics and on certain regions like East Asia, South-East Asia, South Asia, West Asia and Central Asia. (140) There is no provision corresponding to this in the training programme for the British Foreign Service by attaching them to an academic institution of this kind. (141)

(139) The Indian School of International Studies, New Delhi, was started in 1955 as a specialized institution for higher research in problems of international relations, international economics, international law etc. It is the only institution of its kind in India. The School has three general departments: International Relations, International Law and International Economics. Besides, there are also eight territorial departments: the Commonwealth, South Asia, South East Asia, West Asia, Central Asia, East Asia, America and (the newly started) Soviet Studies.

(140) See Appendix XXV-B: Course of lectures and seminars for the IFS probationers at the Indian School of International Studies, New Delhi.

(141) See footnote 140 above.
The sixth and final stage of the training schedule is of posting abroad as Attache or Third Secretary. Each probationer is allotted a foreign language for compulsory study and he is now sent abroad and attached to a mission situated in a country where the language is in current use. (142) The duration of this period varies with the language allotted to him - two years for Chinese, Tibetan and Japanese; 18 months for Arabic; and one year for French, Spanish, German, Persian and Russian. The probationer is required to pass a written and oral test of an advanced standard in the language within a specified period. During the period he is also expected to acquaint himself with the history, customs, ethnology, literature, social problems etc. of the people of the area. He is also trained during this period in the account, audit and treasury work in which he must pass a departmental examination. The confirmation of the probationer in the service and the annual increments in his salary beyond a stage are dependent on his passing the required departmental and language examinations. Under the rules, an officer who has failed to pass all the examinations by the end of the fifth year may even be discharged from service, unless it is established that the failure was due to 'causes beyond the officer's control.'

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(142) See Appendix XXI-C: List of foreign languages recommended for study.
(ii) Improvements and changes since 1948: The present scheme of training involves a number of changes from those of earlier years. One of the most important changes was that of the District Training Scheme introduced in 1954. This change was introduced as it was felt that the scheme of training should give the trainees opportunity for acquiring direct personal knowledge of the people and the country and their problems. Under the scheme of District training it was expected that the probationers would "get an intimate knowledge of the Indian scene as well as the background of our history and culture." (143)

Another important change introduced during these years was the abolition of the practice of sending the probationers to a foreign university, mostly Oxford and Cambridge, for one year. It was considered that it broadened the probationer's mind through travel and through mixing with young men and women of many nations, for which there was no opportunity at any Indian university. (144) The Prime Minister defended the practice as "very necessary, in fact, essential ... to get a broader outlook, a better knowledge of language and many other factors which in fact is to supplement the training they have got there ...." (145) It is interesting to note that the Public Services (Qualifications for Recruitment) Committee also

(144) Dayal, n. 134, 281-2.
suggested *inter alia* that for all the higher executive and administrative services there should be a period of training abroad after a preliminary period of training in India. (146) The abolition of the practice has naturally resulted in some reduction in the cost of training. The experience of living as part of a larger international community is to an extent obtained during the months when the probationer is attached to the mission abroad. The advantages of training in a foreign university could be acquired without much additional cost if during the same period the probationer is also attached to a major educational institution in the foreign capital. The one-year study at the foreign university has been partially substituted by the three months' course at the Indian School of International Studies in New Delhi. This institution cannot, in the present circumstances, provide the probationer with the same atmosphere and all the advantages which Cambridge or Oxford can possibly do, but it brings him into contact with students drawn from different parts of India and the trends of thinking prevailing among the educated elite of the country specializing themselves on problems of international relations.

A scheme of training of the IFS probationers for six weeks in the British Foreign Office under the Commonwealth Foreign Service Officers' Training had been introduced in 1957 but was dropped soon afterwards. The period of training at the headquarters of the Ministry has also been reduced from the

(146) *The Public Services (Qualifications for Recruitment) Committee*, n. 27, 18.
earlier twelve months to three months at present. It is also proposed to give the probationers some special training in the history of international relations at the National Academy of Administration. During the first four months' course at the National Academy the IFS probationers get an opportunity to mingle with all recruits selected for appointment to the various services.

(iii) Problems of Training: It may be said that the present scheme of training of the IFS probationers seeks to achieve four main purposes:

(i) Acquainting the probationers with 'the fundamentals of the country they seek to represent.' Under the existing scheme this is sought to be achieved in three stages: (a) training at the National Academy where along with probationers in other services the trainees learn the history, constitution and administration, economy, etc. of India; (b) the visits to important industrial and cultural centres; and (c) district training.

(ii) Acquainting the probationers with a general study of the history of international relations, international economics, international law etc. Under the existing scheme training in these subjects is sought to be given at two stages - at the National Academy of Administration and the Indian School of International Studies.

(iii) Specialization in foreign languages and regional studies. The allotment of a foreign language for compulsory
study to each probationer and attaching him to an Indian mission situated in a foreign country where the language is in current use are the means adopted to provide this regional specialization to the probationers.

(iv) Acquaintance with the working of the headquarters of the Ministry and of the missions and posts abroad. This is sought to be done by attaching the probationers during their period of training to the headquarters and, later, to the missions abroad.

But the scheme still fails to satisfy many essential requirements. Provisions for acquainting the probationers with the realities and problems of the country are quite inadequate in actual practice. The Estimates Committee pointed out that the scheme of training is inadequate to familiarize the probationer with a proper understanding of rural India. (147) Coaching at the National Academy in the history, economics and administration of the country is not very intensive or comprehensive. The Bharat Darshan tour is little more than an ill-arranged excursion


The study on the social background of the IAS personnel showed that of the 615 direct recruits 486 (79 per cent) came from urban background and that only 129 (21 per cent) had a rural background. (People who had connections with village life for a period of not less than five years were deemed to have rural background.)

See Trivedi and Rao, n. 64, Table VIII, 50._7
trip. The period of District training had originally been scheduled for six to eight months, but under the present schemes this has been reduced to three months.

The same criticism is also applicable to the present arrangements to familiarize the probationer with the history and problems of international relations, international law, international economics, etc. The teaching of these is important not only because they form the necessary background for the foreign service officer in his work, but also because a good number of the recruits to the service do not have any pre-entry education in them. The courses of training in these subjects at the National Academy and the Indian School of International Studies were drawn up separately and do not consequently form parts of a well-co-ordinated and planned scheme. They do not also bear evidences of an intensive and comprehensive study. They do not even cover a course of lectures and seminars relating to all the different regions of the world. The course of studies at the Indian School of International Studies covers only a few lectures on different regions of Asia and a lecture each on the foreign policies of the USA, the USSR, Britain and India. There are no provisions at all to study in general about the history and problems of Europe, North and South America, Africa, Eastern Europe and the Soviet Union etc. or of the various international organizations of which India is a member. No systematic teaching of even the elementary history and problems of modern international relations is undertaken
during these months. Shocking as it may seem, the probationers are not taught in a systematic and comprehensive way the nature and history of even the foreign policy of India. Nor are they imparted any training in the major problems of Indian foreign policy like the Kashmir issue or the border dispute with China. (148)

The arrangements for regional specialization existing at present are also extremely inadequate. The probationer is sent abroad and is attached to an Indian mission in the area, but no systematic arrangements exist, at present, to enable the probationer to learn intimately about the people and problems of the region of his specialization. The Estimates Committee also drew attention to the defects in the present arrangements for language specialization. (149) As suggested earlier, it would be desirable if the probationer is given facilities to attach himself to some major educational institution in the country during the period of his attacheship, so that he may get opportunities to come into direct contact with the youth and the people of the country outside the official circles. At present, it often happens that attaches to a mission abroad, particularly the smaller ones, are entrusted with a heavy load of routine administrative work so that they are not able to utilize this period of training to its best advantage. It is

(148) See Appendix XXV-A and B.

probably characteristic of the general way of functioning of the service to-day that such a good deal of emphasis is put on the study of the account, audit and treasury work and of passing the examination in them.

The scheme of training must necessarily be related to the functions of the foreign service. As was noted earlier the functions of the foreign service now spread out into numerous fields like economics, commerce, publicity, consular matters etc. It should be the purpose of training to equip the foreign service personnel to undertake and execute responsibilities in any of these fields. This is too ambitious a demand, but nonetheless the aim cannot be anything less. It should seek to educate the probationers to provide them with a thorough understanding of the problems in various fields. The present scheme of training does not provide for any satisfactory means of doing this. For example, the tremendous importance of economics and commerce as factors in international relations seems to have received scarce attention in the training scheme of the IFS probationers. In Britain, soon after the war, Ernest Bevin tried to promote a scheme of seconding foreign service recruits to spend periods of training in the Board of Trade or the Ministry of Fuel and Power or in a bank or in business houses but this scheme could not be implemented on account of certain difficulties. In 1955 a series of articles appeared in the Manchester Guardian pointing out that insufficient attention was being paid to the question of developing expertise in economics in the Foreign Office. Efforts are made to-day to
increase expertise by the circulation of people through posts of different kinds. Arrangements also exist to put more good men through the commercial side early in their careers and by arranging visits by recruits to the Bank of England, Lloyds Bank, the maritime insurance and merchant banks and to the Treasury and the Board of Trade. (150) What is true of economics and commerce is also true of consular, publicity and other matters. For example, the Special Secretary of the Ministry agreed that the training in consular work was not very intensive and that a little more training could be given in consular work. (151) The Estimates Committee also urged that the Government should examine the desirability of prescribing a study of the laws relating to repatriation, extradition, emigration, passport etc. as part of the training course for the IFS probationers. (152) It is in the absence of such equipment that the foreign service tends to become an exclusive club. It vitiates the vital co-ordination in administration between foreign affairs and other branches of government. It develops separatist attitudes. The responsibility for giving

(150) For details see Max Beloff, New Dimensions of Foreign Policy (London, 1961) 175-6; Ashton-Gwatkin, n. 41, 37.

(151) Estimates Committee 1960-61, Minutes of Sittings relating to the Hundred and Thirty-Eighth Report, n. 101, page 37, para 5.

proper training to the foreign service should not be of the External Affairs Ministry alone. In Britain, the responsibilities of training are shared by the Treasury, the Board of Trade and other Departments of State like Labour and Industry. (153) A much larger conception of the functions of the foreign service and of its training are yet to be entertained in practice in India.

The training programme should aim not only at imparting more knowledge and information about matters, but also at developing skill in the techniques of work of the foreign service. These techniques are mainly of negotiation, reporting and public relations. The 'work' of the foreign service officer seems to be understood as simply desk work of the routine administrative type, particularly in the missions abroad. The officer is excessively employed in drafting correspondence with the headquarters or in looking after the accounts and audit work. The training scheme seems to have entirely ignored the tremendous advances made in the development of professional skill in matters like public relations. Negotiating and reporting are also not simple matters of a natural flair in individuals. They can also be developed through proper training.

The methods employed in training also require to be modified. The simple class room methods of lecturing, ending up in written examinations of the college-type requiring a good deal of cramming are assiduously followed during the training period also. Attendance at a few lectures and pass in a few

(153) Ashton-Gwatkin, n. 41, 37.
examinations are supposed to ensure that a probationer has been properly equipped to take over his responsibilities in the service.

Organizing orientation courses for senior members at various stages of their career is a further reform required in the training of the foreign service. Greater attention is being paid to this aspect of training in the British Foreign Office. (154) In view of the constant flux in the nature of international relations and in the methods of diplomacy the demands made on the foreign service also constantly change. It is essential that officers in the service should be given facilities to make themselves up-to-date on all such developments in international relations. This will enable them to retain a dynamic approach and to prevent the development of rigid and conservative attitudes formed in the course of long years at work in public offices. In the United States the foreign service training programme is distributed over the entire period in service at three different stages: an introductory orientation course and language training; a mid-career course; and a senior officer course. In a recent study on the administration of foreign policy in the U.S.A. it was even suggested that this inservice training programme should be expanded further to cover more terms and at further stages in the career of a foreign service officer. (155) Even senior

(154) Strang and others, n. 7, 83 and 163.

officers should be made to undergo such refresher courses if only because it would result in a free exchange of ideas among them. It is important to remember in this context that a good many of the members of the foreign service came into it during the initial years under the special recruitment programme and that some of them had probably no occasion at all to make a systematic study of many of the basic issues.

One of the weakest parts of the existing training programme for the foreign service personnel is the lack of training provisions for the IFS (B) personnel. Due to difficulties of time and number, proper care could not be taken regarding the recruitment and training of these personnel at the time of the formation of the service. The Ministry has since been drawing up rules for their training. (156) The very large strength of the service may make it rather difficult to institute any comprehensive scheme of training for all of them at present. Still it is worth examining how far facilities for this could be provided. The new recruits to the IFS (B) should be made to undergo a full course of training before they are absorbed fully into the service.

The responsibility for the training programmes for the foreign service officers rests at present with the five-member Foreign Service Board constituted of the Foreign, Commonwealth and Special Secretaries in the Ministry of External Affairs, the Secretary of the Ministry of Commerce and Industry and the Joint Secretary (Administration) in the Ministry of External Affairs

Affairs who acts as the Secretary of the Board. (157) The constitution of a permanent board enables the training programmes to be kept under constant review. One disadvantage of the present Board is that it is also burdened with other responsibilities such as regulating the transfers, postings, confirmations, promotions, extensions of service etc. of the officers of the IFS and the Grade I officers of the IFS (B). (158) This work alone is liable to keep the Board quite busy. It would be desirable if the Board of training is constituted in such a way as to include within it not only officials but also a few non-officials who are associated with the training programmes or are experts on international relations, international economics, international law, public administration etc. There should also be facilities to associate further the more important of the universities and other specialized institutions in the country with the recruitment and training programmes. Such an association would open up new possibilities of fruitful co-operation between the academic world of diplomacy and international relations and the professional world of diplomats.


(158) The constitution and functions of the Board were discussed in the previous chapter.